



Tukwila Parks, Recreation and Open Space Plan

Parks and Recreation Needs Analysis

1. Introduction

The Parks and Recreation Needs Analysis is a resource for making informed decisions about future park and recreation improvements in Tukwila. The needs identified in this report provide a basis for system-wide recommendations and investments which will be discussed in the Parks, Recreation and Open Space Plan (PROS Plan) update. This report is organized into the following sections:

- An overview and key findings from the public involvement activities and an overview of the future of the system;
- An analysis of existing park access;
- An analysis of access to recreational activities and potential park capacity;
- An assessment of existing recreation programs; and
- Policy considerations for the next phase of the planning process.

Community Involvement Overview

Community Involvement is a major part of the PROS Plan that occurs in each phase of the planning process. Opportunities to be involved in the planning process to date captured information from a wide cross section of the community, across Tukwila's diverse cultures and language groups. Feedback gathered from the public, staff and City leaders highlights the needs facing Tukwila's park system.

- **Technical Advisory Group:** The City held the first in a series of Technical Advisory Group (TAG) meetings on March 20th, 2013 from 1:30-3 pm at the Tukwila Community Center. The TAG is an interdepartmental team working alongside the planning team to ensure that the PROS Plan will be useful and relevant to the city and larger community. The TAG will meet throughout the planning process, convening at key phases. Members of the TAG include representatives from the Mayor's Office, Planning and Community Development, Fire Department and Parks and Recreation.
- **Community Questionnaire:** The Community Questionnaire was available online and in paper format between April 30th and July 8th. The questionnaire allowed respondents to candidly weigh-in on the park system at their convenience and their own pace. The questionnaire generated a high degree of participation with 418 total responses, representing 303 completed questionnaires. Results

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from the questionnaire also indicated that both workers and residents of Tukwila were well represented.

- **Community Workshop:** The City held the first PROS Plan Community Workshop on Wednesday, May 22nd, 2013 from 6-7:15 pm, at the Tukwila Community Center. The workshop allowed participants to discuss issues, opportunities and challenges related to the City's parks, recreation programming, facilities and open space. The workshop was open to the entire community, and attendees were invited to drop in for as much or little time as they wanted. The evening consisted of a presentation and overview of the project, a small group discussion led by members of the planning team, and a report back from each small group to the other groups.
- **Community Leader Focus Group:** The City held a focus group meeting with community leaders on Wednesday, May 29th, from 4-6 pm at the Tukwila Community Center. The meetings invited feedback from representatives across public and private organizations to identify the park system strengths and needs facing the city. Parks and Recreation Department staff identified participants, which included representatives from:
 - Past and present Parks Commission;
 - BECU;
 - Tukwila Skyway Soccer Club;
 - Showalter Middle School;
 - Westfield Shopping Center;
 - Sabey Corp.;
 - Community Schools Collaboration;
 - King County Library System;
 - PacWest Little League; and
 - Tukwila Pantry.
- **Moving Listening Sessions:** The City held four Moving and Listening sessions on Saturday, June 1st, 2013 from 10-12 pm. The Moving and Listening sessions allowed residents of different language groups to discuss their attitudes towards the park system in a convenient and engaging format. These activities paired City of Tukwila staff with an interpreter and four to seven members of a linguistic-minority community. The sessions occurred as the groups walked between the ReWA offices and Cascade View Park. Following the activities, staff and interpreters discussed what they heard to ensure mutual understanding. The interpreters provided translations for four language groups:
 - Somalian;
 - Nepali;
 - Chin, Burmese; and

- Tigrnya, Amharic.
- **National Night Out Block Party Intercept:** Taking advantage of the strong Hispanic/Latino turn-out at the National Night Out (August 6th, 2013), the project extended the reach into Tukwila’s linguistic and ethnic communities by intercepting participants at the Against Crime Block Party at the Rainbow Haven Trailer Park near Tukwila International Boulevard. With assistance from a Spanish language interpreter, project team and City staff interviewed approximately 30 people using questions that built on the community conversations started during the Strategic Planning process.
- **Education Expert Interviews:** The City held several interviews with school district staff either in person or by phone. The purpose of the interviews was to understand school perspectives related to the City’s current parks and recreation services, ideas for future recreation programming, feedback on how the City can become a more effective partner and community needs. The planning team conducted interviews with the following:
 - Refugee Impact Strategic Advisor, Tukwila School District Administration;
 - Principal, Showalter Middle School;
 - Parent Involvement Coordinator, Tukwila School District Administration;
 - Activities & Transportation Director, Tukwila School District Administration;
 - Social Worker, Cascade View Elementary School; and
 - ESL & Student Services, Tukwila School District Administration.
- **Extended Outreach:** The City held three extended outreach activities intended to gather feedback and build interest for the PROS Plan out in the community. The events targeted programs oriented towards different ages and areas of the city and included Teen Late Night, Backyard Wildlife and a senior program. Each activity involved a series of interactive poster boards that asked participants questions related to the existing state of the park system and needs for the future. Participants indicated their responses and preferences by placing sticky dots on the corresponding poster board location. Representatives from the planning team were on hand to give information about the plan and respond to questions.

Key Needs

Throughout all the public involvement activities, several key needs related to the park, recreation and open system surfaced. These outcomes drive the focus of the Needs Analysis and will influence PROS Plan directions.

- **Accessible and connected parks and recreational opportunities:** Participants overwhelmingly voiced a need for more accessible and connected parks. Across all involvement activities, participants indicated that they desire parks and recreation activities and programming that are close-to-home and easy to access. Many felt that existing opportunities are disconnected by busy streets and physical distance and that there are few direct or affordable options to get to parks. Improved access to the river was also an important need to participants.
- **Walking and biking, health and wellness:** Walking, biking and activities that promote general health and wellness are the most popular and desired in Tukwila. Participants felt strongly that more opportunities that allow for these activities are essential to overall quality of life.
- **Socializing, gathering and a sense of community:** According to community feedback, opportunities and places that allow for socializing and gathering are important. Many felt that these activities are central to a sense of community and overall feeling of wellbeing. Feedback also indicated that Tukwila’s diverse cultural groups desire both formal and informal settings to meet, celebrate and socialize.
- **Opportunities for all:** Many members of the city’s diverse language groups felt that the City needs to play a stronger role providing services in different languages and that cater to different cultural needs. Some felt that the language barrier prevents them from using parks and programs, or knowing what’s available.
- **Affordable and convenient opportunities:** Participants felt strongly that recreation services and programs should be affordable. Many felt that programs and classes should be more flexible and available at different times and formats.

Strategic Plan Integration

Tukwila’s recently adopted Strategic Plan establishes a city-wide vision, supported by strategic goals to guide the City’s decision making over the next five to ten years.

Tukwila’s parks, recreation and open space system plays a major role in supporting the citywide vision. Given the overall direction of the Strategic Plan and community input from the PROS Plan, Tukwila will focus its park, recreation and open space system towards the following:

**City of Tukwila Strategic Plan
Vision:**

The city of opportunity, the
community of choice.

- **Opportunities and access for all:** The park system will provide a solid foundation of places and programs for the community, increasing access to all

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residents and workers, young and old, and across all cultures and language groups.

- **Inviting and connected places:** The park system will offer safe, connected and welcoming environments, strengthening individual neighborhoods and community identity, while supporting economic vitality.
- **A sense of community:** The park system will foster a sense of ownership, with places for social gathering and a network of strong partnerships.
- **Health and wellness:** The park system leads to healthy lifestyles, encouraging play, interaction and information.

2. Park Land Level of Service and Service Gaps

This section examines Tukwila's existing park land level of service and the physical distribution of existing park sites. Together, these provide a more complete measure of how well the community is served by park land.

Level of Service

Park land level of service (LOS) is a ratio that expresses the number of park acres available to the population. LOS is expressed as acres per 1,000 people. Tukwila's existing park land LOS for developed parks is 12.75 acres per 1,000 people. This is based on 244.3 acres of local and special use parks that serve Tukwila's 19,160 residents. The addition of the city's 20.7 acres of open space increases this ratio to 13.83 acres per 1,000.

Existing Developed Park Land LOS:

12.75 acres/1,000 people

Existing Developed Park Land and Open Space LOS:

13.83 acres/1,000 people

Source: City of Tukwila 2013 estimates.

The 2008 PROS Plan discussed park and recreation need primarily by the number of acres and recreation facilities. This presents a somewhat limited picture of existing and future conditions and does not consider how people are using the system or how well parks support desired recreation activities. Tukwila's parks also serve non-residents, such as workers and visitors. With an estimated 170,000 visitors to Tukwila on average each day, LOS standards become even more challenging to apply.¹

Access Overview

The access analysis identifies gaps in access to parks by examining the physical distribution of Tukwila's park system. Those areas that lack access to the specified facility or feature within the desired distance are considered to have a gap in service. Gaps shown on the service area maps represent the general location of underserved areas and are for illustrative purposes only.

This analysis is based on the typical walking or biking distance most people are willing to travel to reach parks, which is generally a ¼- to ½-mile distance. The analysis is based on use of GIS and the City's street system and trail network data to simulate the path of travel for pedestrians and bicyclists.² Physical barriers in access, such as incomplete or disconnected street networks and the Green River, as well as lack of park access points are accounted for in this analysis to provide a more realistic assessment of the park system, based on the way people actually get to parks.

¹ Tukwila Strategic Plan (2012).

² This is done using ESRI's Network Analyst™ extension.

All City-owned Parks

All parks provide benefits to residents and visitors and contribute to overall quality of life, positively impact property values and make the city more attractive to work in. Access to all City-owned parks includes local parks, special use parks and open spaces. Based on the ¼- to ½-mile service area distance to these parks, there are 10 gap areas. Map 1: All Parks Service Areas, depicts these gap areas as P1 to P10. These gaps are categorized into those within commercial- and/or industrial-zoned uses (non-industrial) and those within residential-zoned uses.

- **Non-residential Park Gaps:** There are four park access gaps in areas that are primarily non-residential (commercial or industrial uses).
 - *Gap P1:* Along East Marginal Way to the north, uses within gap P1 are industrial or airport-related uses.
 - *Gap P3:* Also along East Marginal Way, Gap P3 is mostly warehousing and offices.
 - *Gap P9:* The Southcenter Mall is located within Gap P9.
 - *Gap P10:* In southern Tukwila Gap P10 is offices and warehousing, as well as undeveloped land just north of 200th Street.

- **Residential Park Gaps:** There are six park gaps in areas that are primarily residential.
 - *Gap P2:* Gap P2 is mostly single family homes and a large green space. This area is also near Seattle's Kubota's Garden Park.
 - *Gap P4:* To the west, Gap P4 is single family residential and is near SeaTac's Hilltop Park and Sunset Park.
 - *Gap P5:* Gap P5 is north of the Tukwila Pool and is also single family residential.
 - *Gap P6:* Gap P6 is north of I-405 and is a mix of commercial uses (along Tukwila International Blvd.) and single family and multi-family residential.
 - *Gap P7:* South of I-405, Gap P7 is single family residential. Though this area is near Crystal Springs Park, there is no direct access to the park from the north.
 - *Gap P8:* Gap P8 is higher density, multi-family residential.

Local Parks and Schools

Local parks and schools provide a wider range of recreation opportunities that special use parks and open spaces do not provide, offering more comprehensive park benefits for residents. As such, the local parks and schools analysis omits

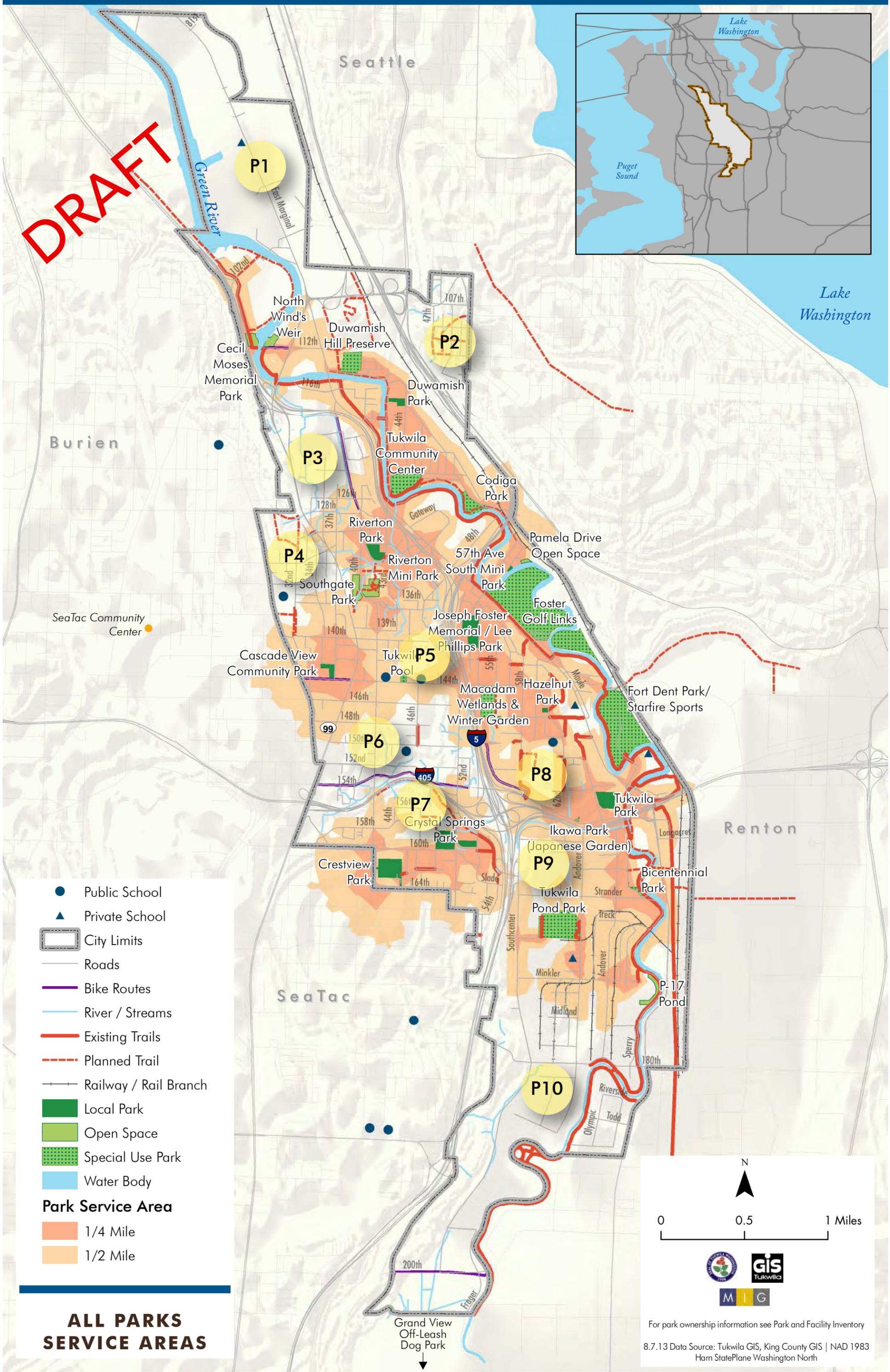
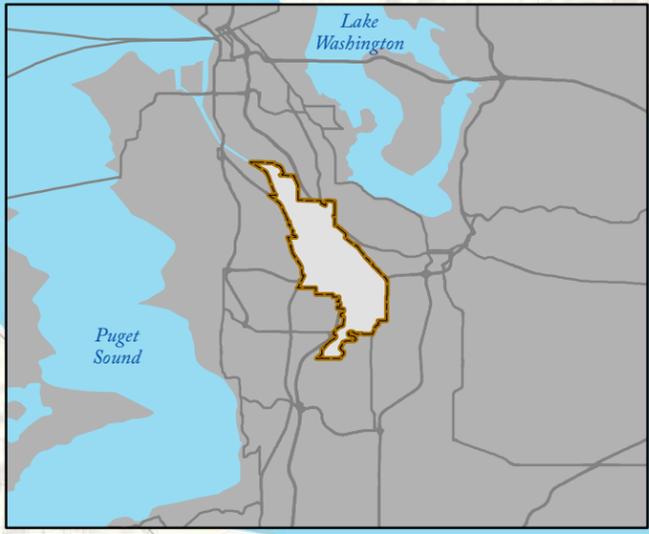
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special use parks and open space service areas, and focuses on gaps in access to local parks and public school sites.³ Based on the ¼- to ½-mile service area distance to these parks, there are four gap areas (Map 2: Local Parks and Schools Service Areas). The map illustrates the importance of public school sites in areas not served by local parks.

- **Gap P2:** This gap area is cut off from the rest of Tukwila by rail lines and the hillside. The gap is close to Seattle’s Kubota Garden Park however there are no public school sites nearby.
- **Gap P5:** There are no nearby local parks, but Foster High School and Showalter Middle School are in close proximity and provide sports fields, courts and playgrounds.
- **Gap P7:** Crystal Springs Park is a nearby local park but there is no public access from the west side of this park into Gap P7. No public schools exist within this gap area.
- **Gap P8:** This gap area appears to have the highest density of housing of all gap areas but lacks convenient access to a local park or school. Tukwila Park is the closest local park, but not within a ¼- to ½-mile distance. The multi-purpose fields and playground at Tukwila Elementary School are nearby, but there is no direct access from this gap area.

³ The city partners with local school districts to extend access to parks at school-owned parks and school fields, courts and playgrounds. Facilities within school grounds have limited public access and are generally not available during school hours and events. Therefore, schools might not always provide a reliable option for park and recreation needs.

DRAFT



- Public School
- ▲ Private School
- ▭ City Limits
- Roads
- Bike Routes
- River / Streams
- Existing Trails
- - - Planned Trail
- Railway / Rail Branch
- Local Park
- Open Space
- Special Use Park
- Water Body
- Park Service Area**
- 1/4 Mile
- 1/2 Mile

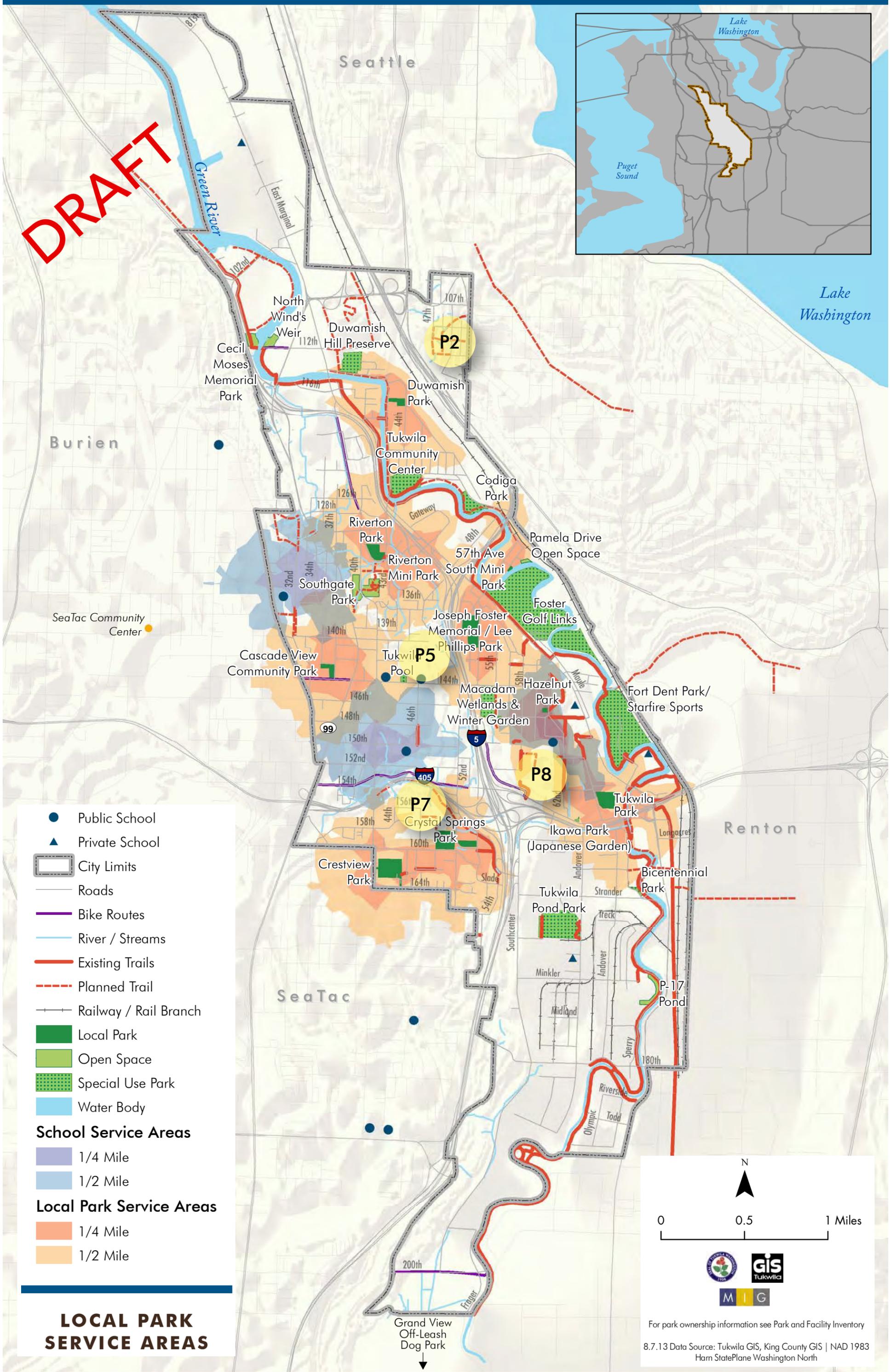
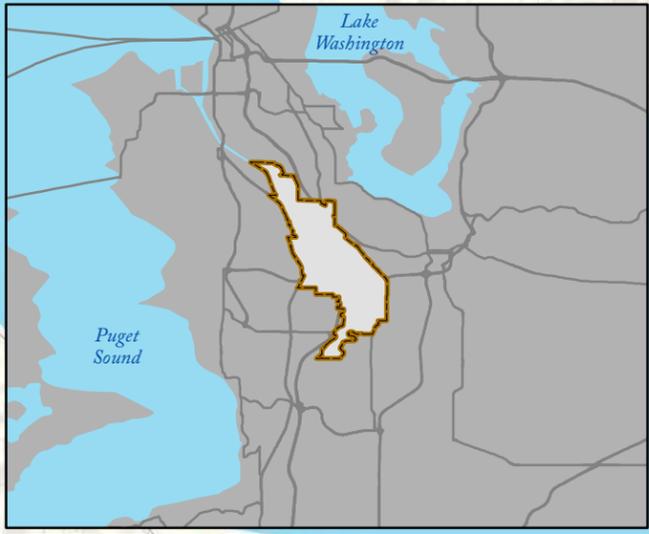
ALL PARKS SERVICE AREAS

N

0 0.5 1 Miles

For park ownership information see Park and Facility Inventory
8.7.13 Data Source: Tukwila GIS, King County GIS | NAD 1983
Horn StatePlane Washington North

DRAFT



- Public School
 - ▲ Private School
 - ▭ City Limits
 - Roads
 - Bike Routes
 - River / Streams
 - Existing Trails
 - - - Planned Trail
 - Railway / Rail Branch
 - Local Park
 - Open Space
 - Special Use Park
 - Water Body
- School Service Areas**
- 1/4 Mile
 - 1/2 Mile
- Local Park Service Areas**
- 1/4 Mile
 - 1/2 Mile

LOCAL PARK SERVICE AREAS

N

0 0.5 1 Miles

For park ownership information see Park and Facility Inventory
8.7.13 Data Source: Tukwila GIS, King County GIS | NAD 1983
Harn StatePlane Washington North

3. Recreational Activities Access and Park Capacity

This section evaluates how well the system meets the community's recreational needs. Based on outcomes from the public involvement process, there are five close-to-home recreational activities desired by residents: walking and biking, social gathering, organized sports, unstructured play and river access. This section evaluates the distribution of these activities across the city, identifying specific gaps in access.

Access by Activity

The analysis of recreational activities relies on the same ¼- to ½-mile service area distance used in the previous section for each activity. Access to sports fields and courts (Organized Sports Access) is based on a longer, 1-mile biking or driving distance.

Walking and Biking

Walking and biking activities require safe, convenient and accessible trails for recreation and transportation. Tukwila's Green River Trail is the primary trail system in the city and provides a north/south connection along the Green River. There are also several railways and rail branches that have potential for future use as trails.

Map 3: Walking and Biking Service Areas shows the ¼- to ½-mile service areas to developed park access points on the Green River Trail. The map also highlights connections (envisioned in the City's *Walk and Roll Plan* and supported by input to this planning effort) that could greatly improve access for walking and biking connectivity. Among other recommendations, the *Walk and Roll Plan* identifies the spur that runs adjacent to East Marginal Way as a potential multi-use trail that would provide connections to Seattle and major employers.⁴

Overall, there are few trails that connect the east and west ends of the city, especially trails that cross the Green River, I-405 and I-5. There are also several connections needed to expand access to popular destinations such as the Tukwila Community Center. The need for improved walking and biking is especially important given the potential for trails to improve access to other parks and activity areas.

The analysis for walking and biking is based on trails, which support:

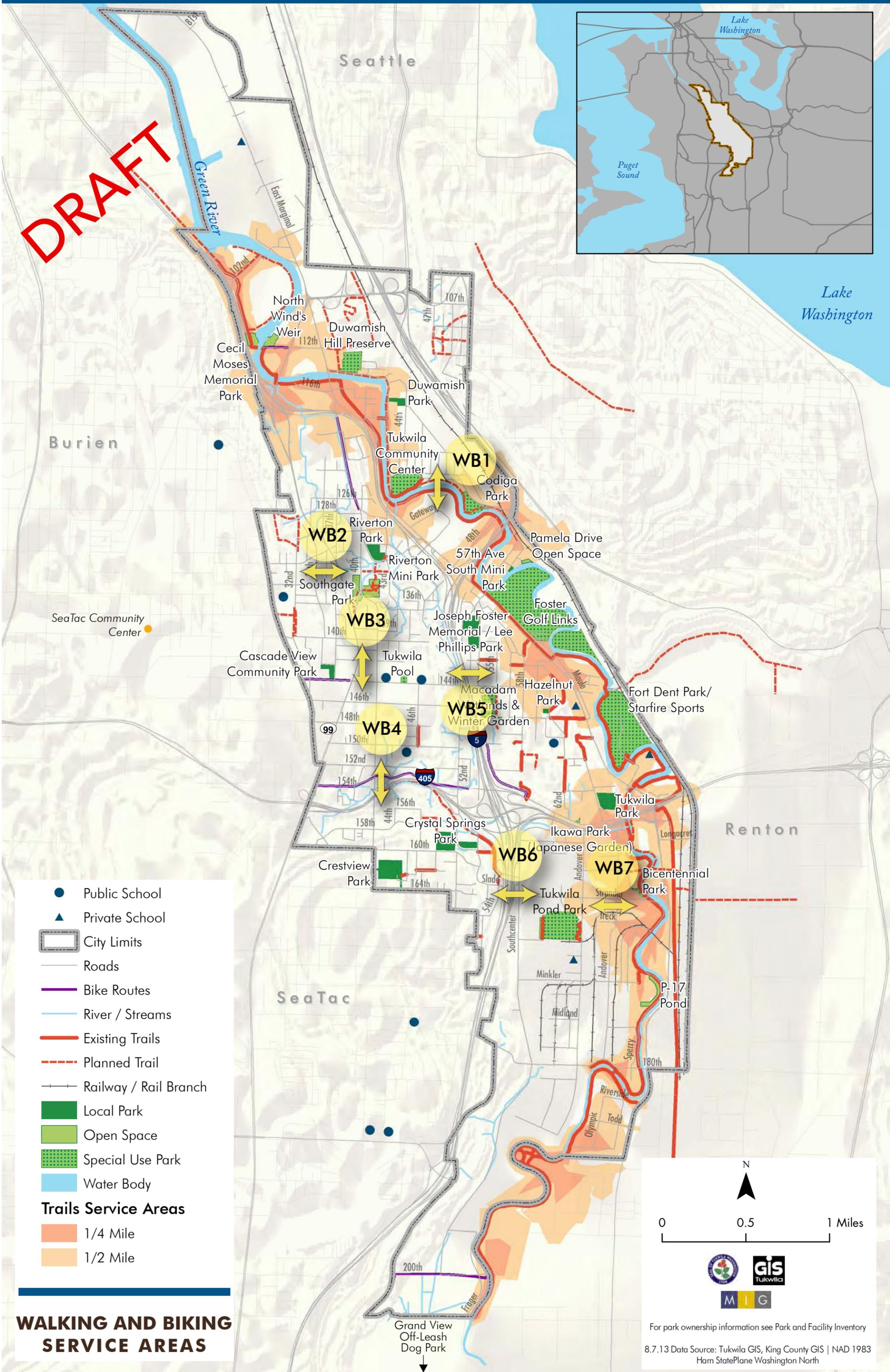
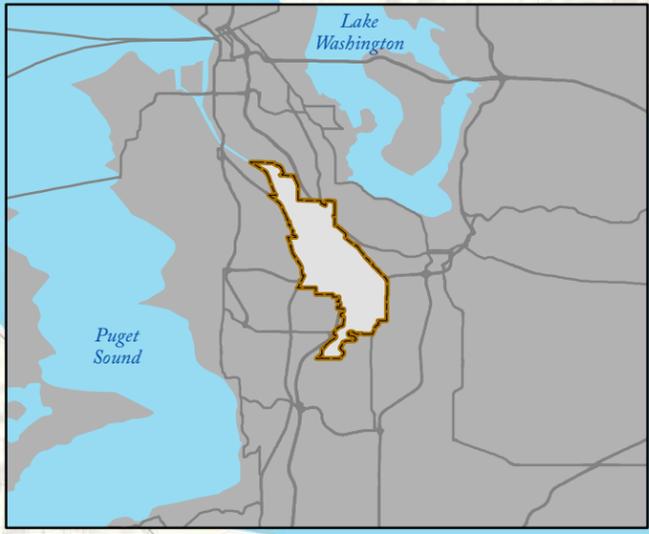
- Walking
- Running
- Biking

⁴ City of Tukwila's Non Motorized Plan: Walk and Roll (2009). The plan notes that additional research is needed to determine the feasibility to repurpose other rail spurs near Southcenter for use as public trails.

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- **Gap WB1:** Additional connections or trails are needed to the Tukwila Community Center from the south and west. The Allentown Bridge provides the primary access to the Community Center from the west. However, the bridge is narrow with one sidewalk and no bike lanes.
- **Gap WB2:** A safe crossing or dedicated multi-use trail is needed that safely crosses Tukwila International Boulevard. Safe crossings are currently limited in this location.
- **Gap WB3:** A trail is needed that parallels Tukwila International Boulevard to provide improved connectivity from north/south, and that safely crosses 144th Street.
- **Gap WB4:** A safe pedestrian/bicyclist crossing is needed to connect opposite sides of I-405.
- **Gap WB5:** A safe pedestrian/bicyclist crossing is needed that bridges I-5 and allows for safe and convenient east/west connectivity. Because of the many parks and recreation resources that exist on the east side of the city, the need for improved walking and biking access within this gap area is especially critical.
- **Gap WB6:** An additional pedestrian/bicyclist crossing across I-5 is needed, near the Southcenter Mall. Improved walking and biking access across I-5 in this gap area would open access to the mall for residents living on the west side of I-5.
- **Gap WB7:** A trail is needed that links the Southcenter Mall with the Green River Trail. Currently, the development pattern within this area is auto-oriented, consisting of large block lengths, expansive parking lots and limited opportunities for walking and biking. There are currently no safe east-west walking and biking routes within this gap area.

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- Public School
 - ▲ Private School
 - ▭ City Limits
 - Roads
 - Bike Routes
 - River / Streams
 - Existing Trails
 - - - Planned Trail
 - Railway / Rail Branch
 - Local Park
 - Open Space
 - Special Use Park
 - Water Body
- Trails Service Areas**
- 1/4 Mile
 - 1/2 Mile

N

0 0.5 1 Miles

WALKING AND BIKING SERVICE AREAS

For park ownership information see Park and Facility Inventory
8.7.13 Data Source: Tukwila GIS, King County GIS | NAD 1983
Harn StatePlane Washington North

Social Gathering

Social gathering occurs in small and large spaces. These activities vary from smaller gatherings under 20, to more formal gatherings and events of 50 or greater. Large, formal social gathering activities can require a number of park and facility amenities such as restrooms, picnic tables, drinking water access and parking. For larger gatherings up to 50 people, the public is required to reserve sites ahead of time through the city. Group sizes greater than 50 are required to reserve the Community Center. Map 4 shows the existing ¼- to ½-mile service area to social gathering areas.

Spaces in public parks that allow for social gathering include:

- The Community Center
- Picnic shelters
- Open lawns

- **Gap SG1:** An area for social gathering may be needed in this gap area. Kubota Garden Park in Seattle is the closet location that would support this activity.
- **Gap SG2:** This gap area is in need of a location for social gathering. Cascade View Elementary School is the closest site that can support this activity.
- **Gap SG3:** This gap area comprises multi-family residential housing and is in need of a site for social gathering. There are no nearby parks or schools that would allow social gathering activities.
- **Gap SG4:** This gap area is also multi-family residential and in need of a site for social gathering. Tukwila Park is nearby but is inaccessible to this gap area and lacks the type of features needed to accommodate this type of activity.
- **Gap SG5:** Tukwila Pond Park is nearby, but is difficult to locate and lacks safe or convenient access along much of its northern boundary. While Southcenter Mall provides one form of social gathering, outdoor greenspace for workers and visitors can be an important amenity.

Organized Sports

Organized sports occur on fields and courts that allow for pick-up games, practices and/or team sports. These include baseball fields, soccer fields and multi-purpose fields, and full-court basketball and tennis courts. In Tukwila, school fields and courts provide for most organized sports activities. Because most organized sports participants need to drive, take transit or bike in order to bring equipment, the service area uses a

Spaces in public parks that allow for organized sports include:

- Sports fields (Baseball diamonds and multi-purpose)
- Sport courts (Full court basketball and tennis)

longer ½- to 1-mile service area. Map 5: Organized Sports Service Areas shows the existing ½- to 1-mile service areas to organized sports opportunities.

- **Gap OS1:** This gap has no access to organized sports and may need improved access to sports fields and/or courts. The nearest location to participate in organized sports is provided at Rainier View Elementary School.
- **Gap OS2:** This gap area comprises multi-family housing and is in need of closer sports fields and/or courts. Tukwila Elementary School provides the closest opportunity for organized sports but is inaccessible to the majority of homes in this area.

While these gap areas represent the missing pieces in improving additional opportunities for organized sports, there are a number of quality, quantity and availability issues that impact the reality of access to this activity.

Unstructured Play

Unstructured play encompasses all the places where kids play (not including designated sports fields and full ball courts discussed in Organized Sports, above) including playgrounds, hillsides, open lawns and ½ basketball courts. Map 6: Unstructured Play Service Areas shows the existing ¼- to ½-mile service area to unstructured play areas.

Spaces in public parks that allow for unstructured play include:

- Playgrounds
- Hilly terrain
- Open lawns
- Basketball courts (½-court)

- **Gap U1:** This gap area is in need of a location for unstructured play. The nearest site that offers this activity is Rainier View Elementary School.
- **Gap U2:** This gap includes some multi-family housing and is in need of additional access to unstructured play. Thorndyke Elementary School provides the nearest location that offers this activity.
- **Gap U3:** This gap area is in need of a location for unstructured play due in part, to the lack of public access to the northern boundary of Crystal Springs Park.
- **Gap U4:** This gap area is entirely multi-family housing and in need of places for unstructured play. The closest location that offers this activity is Tukwila Elementary School which is inaccessible to this location.

River Access

River access includes all of the places where people can physically access or view the river, including boat launches and docks, water access points and fishing areas. Tukwila is defined by the Green River and many of the City's existing parks are located on or adjacent to this waterway. The river access service area includes parks with views of the Green River which are also important to the community. Map 7: River Access Service Areas shows the existing ¼- to ½-mile service area to river access areas.

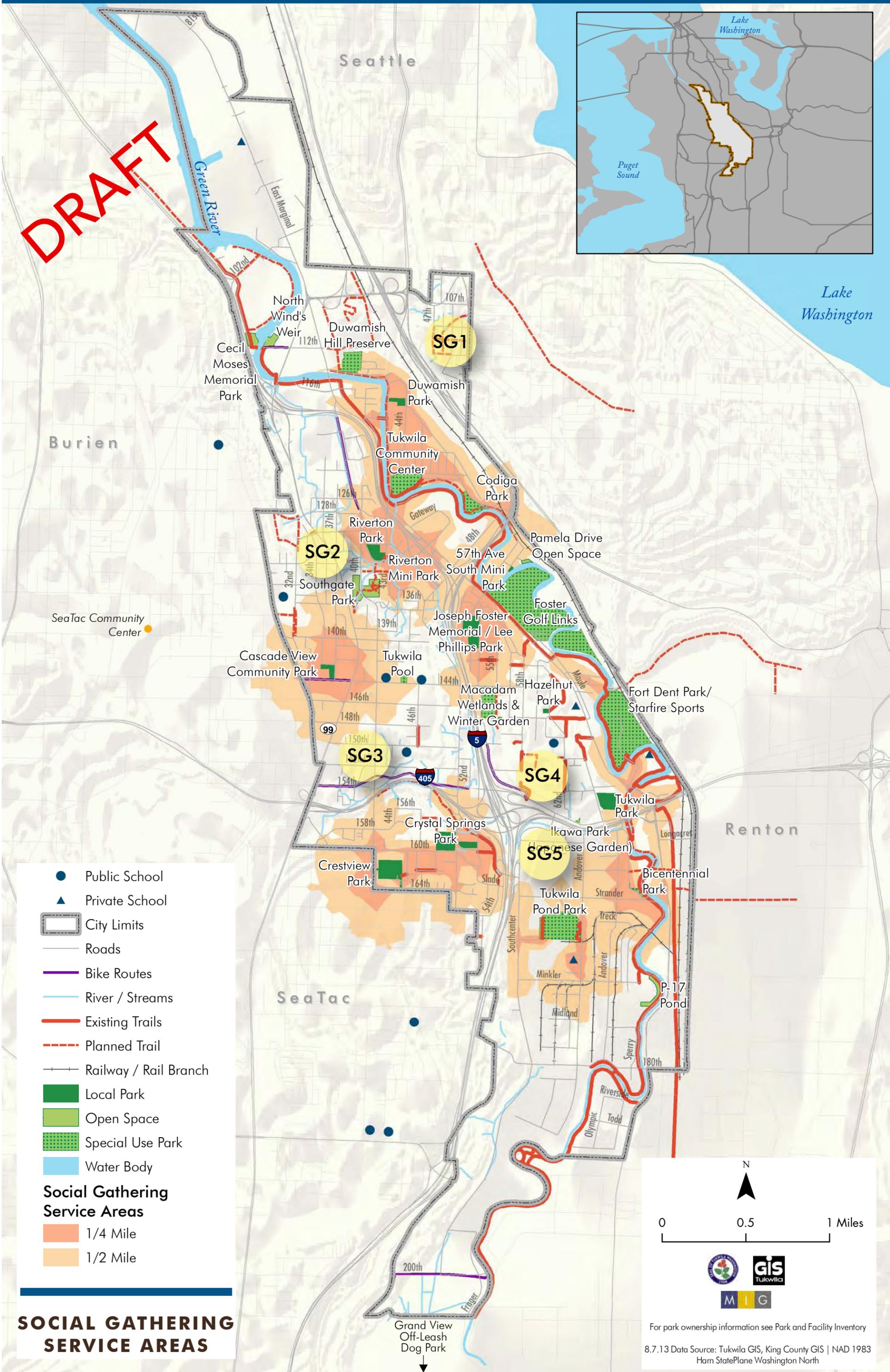
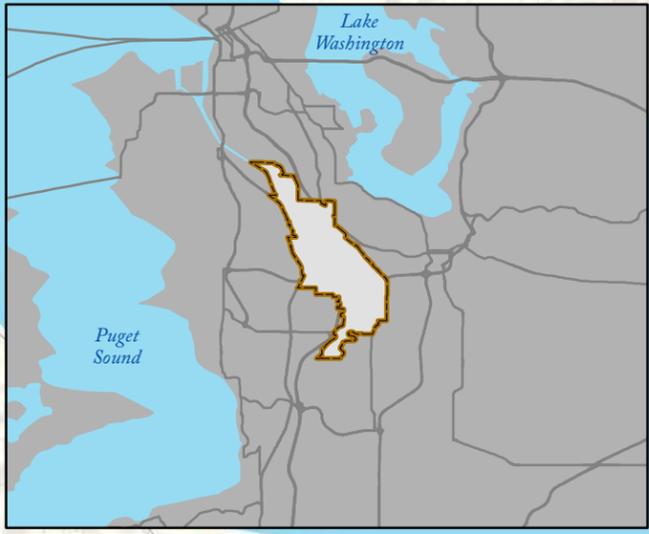
Spaces in public parks that allow for river access include:

- Boat launches and docks
- Water access points
- Fishing areas
- River views

- **Gap R1:** This gap area is in need of improved connections to access the river and has potential for a boat launch. Currently, the Green River Trail is inaccessible and on the other side of the river and there are no boat launches nearby.
- **Gap R2:** This gap area lacks access to the river and is in need of improved connections between employment centers and the Green River.
- **Gap R3:** This gap area lacks access to the river, is undeveloped and could serve as a suitable location for a future river access site.

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- Public School
- ▲ Private School
- ▭ City Limits
- Roads
- Bike Routes
- River / Streams
- Existing Trails
- - - Planned Trail
- Railway / Rail Branch
- Local Park
- Open Space
- Special Use Park
- Water Body
- Social Gathering Service Areas**
- 1/4 Mile
- 1/2 Mile

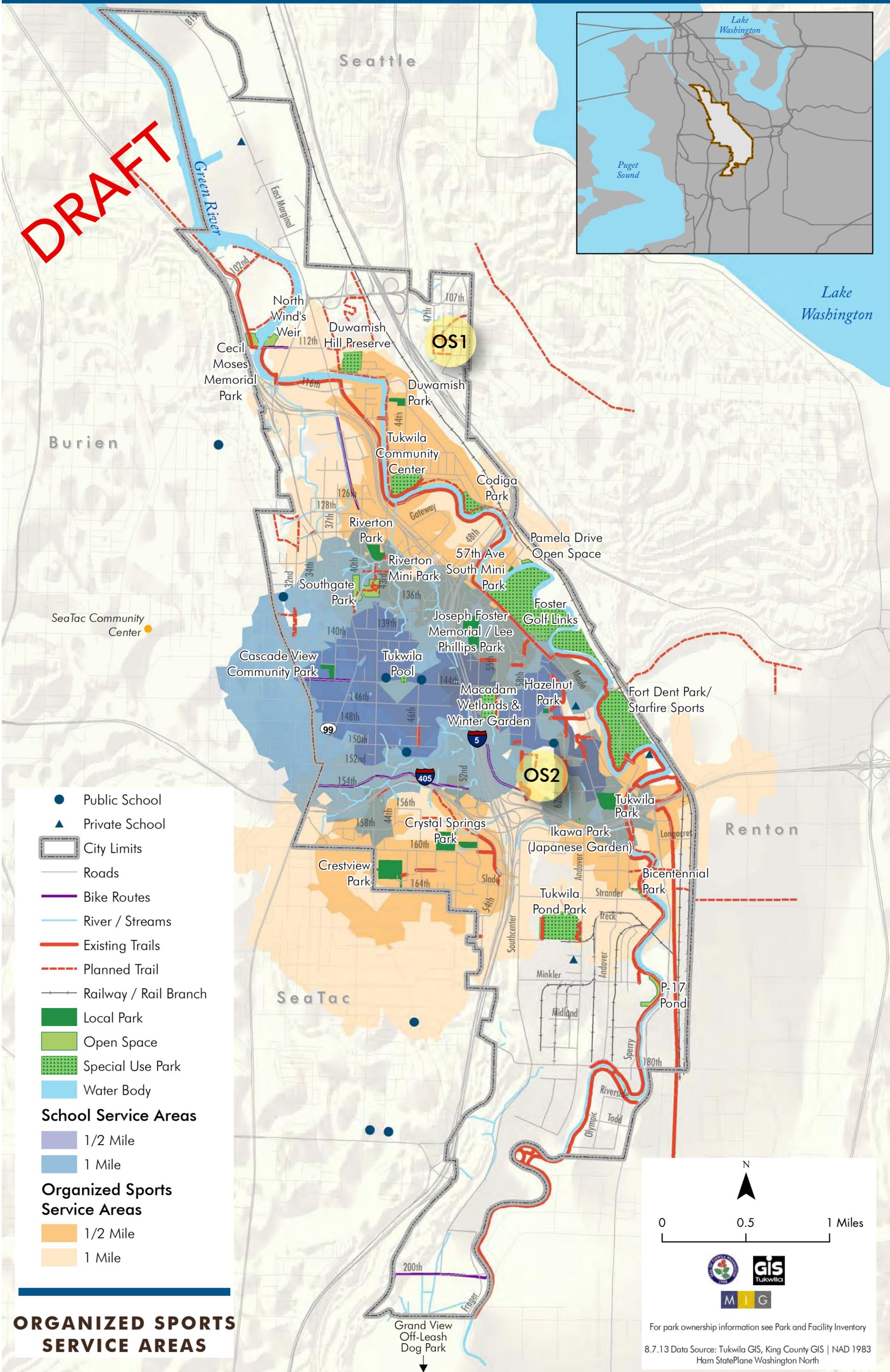
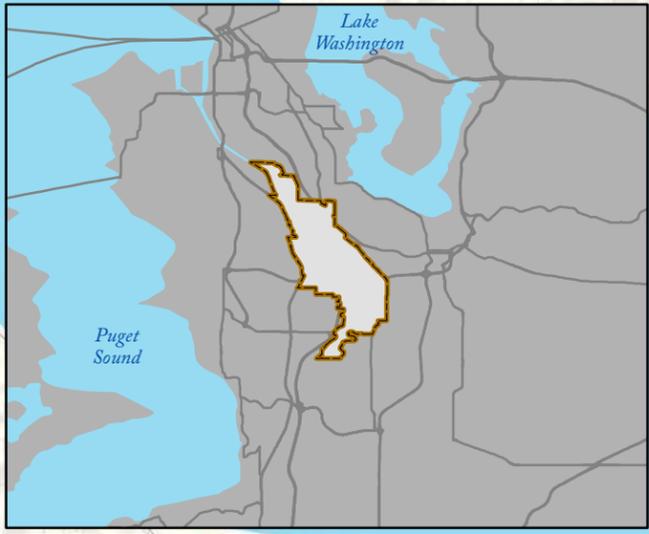
SOCIAL GATHERING SERVICE AREAS

N

0 0.5 1 Miles

For park ownership information see Park and Facility Inventory
8.7.13 Data Source: Tukwila GIS, King County GIS | NAD 1983
Harn StatePlane Washington North

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- Public School
- ▲ Private School
- ▭ City Limits
- Roads
- Bike Routes
- River / Streams
- Existing Trails
- - - Planned Trail
- Railway / Rail Branch
- Local Park
- Open Space
- Special Use Park
- Water Body
- School Service Areas**
- 1/2 Mile
- 1 Mile
- Organized Sports Service Areas**
- 1/2 Mile
- 1 Mile

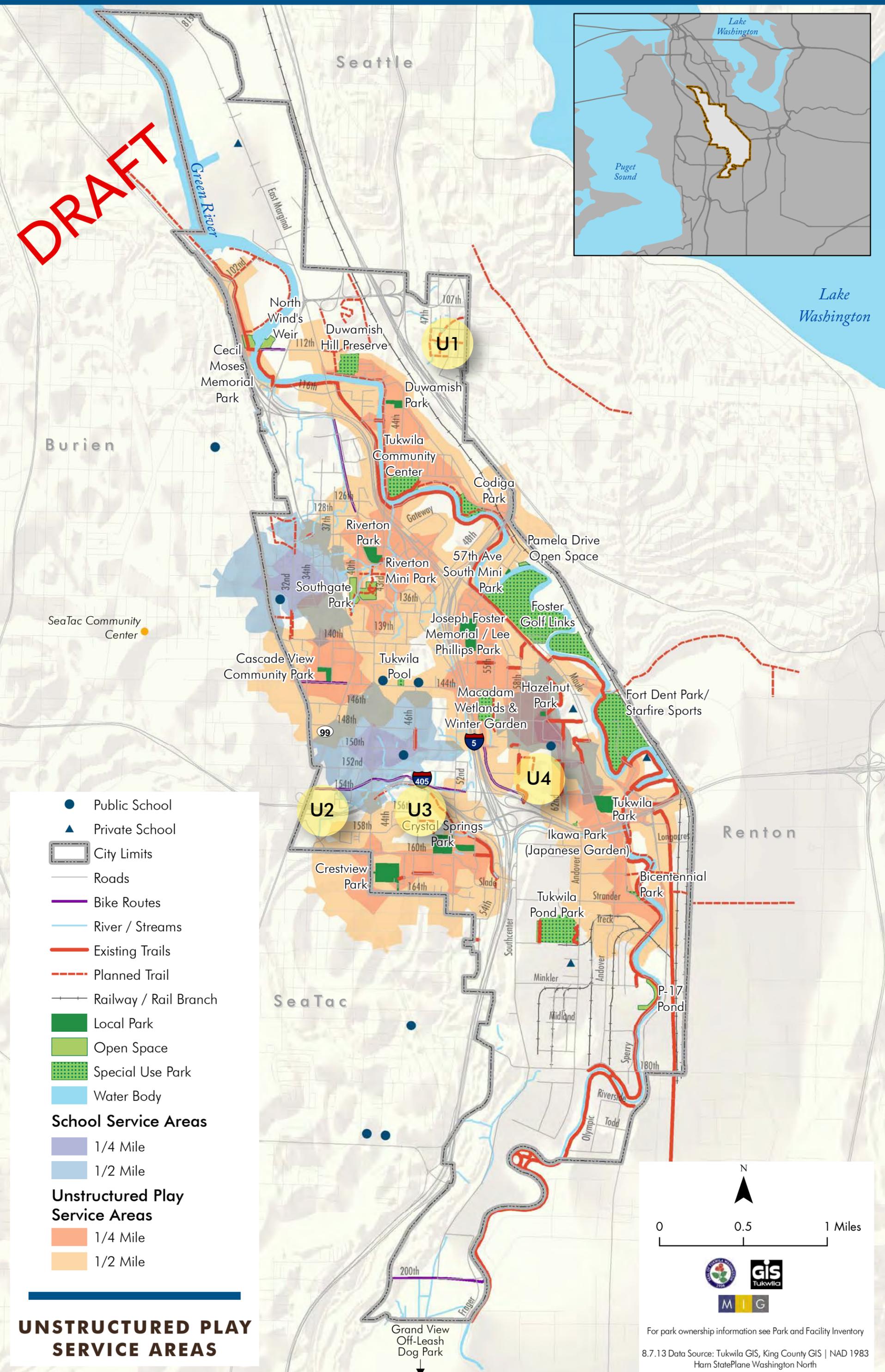
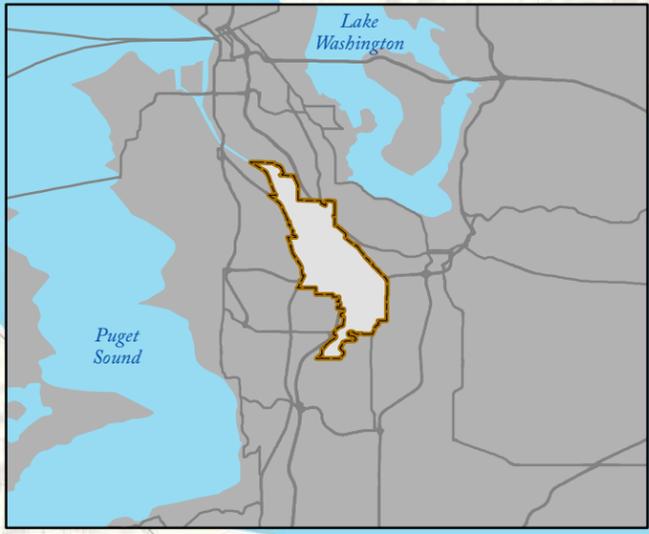
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0 0.5 1 Miles

ORGANIZED SPORTS SERVICE AREAS

For park ownership information see Park and Facility Inventory
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Harn StatePlane Washington North

DRAFT



- Public School
- ▲ Private School
- ▭ City Limits
- Roads
- Bike Routes
- River / Streams
- Existing Trails
- - - Planned Trail
- Railway / Rail Branch
- Local Park
- Open Space
- Special Use Park
- Water Body
- School Service Areas**
- 1/4 Mile
- 1/2 Mile
- Unstructured Play Service Areas**
- 1/4 Mile
- 1/2 Mile

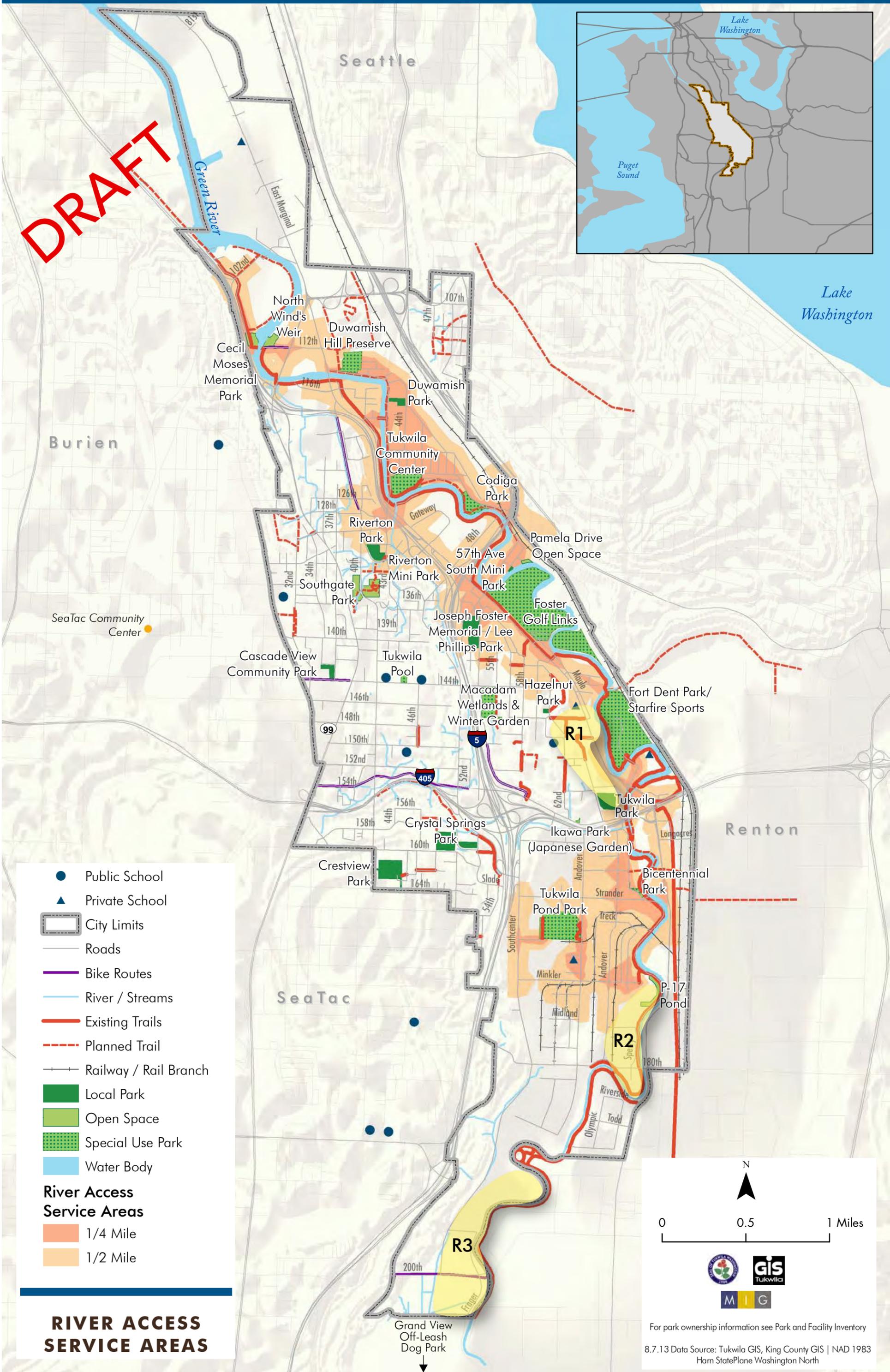
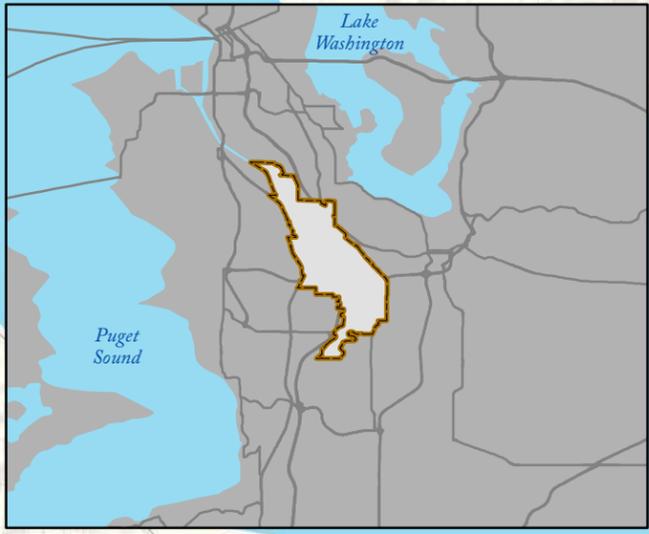
UNSTRUCTURED PLAY SERVICE AREAS

N

0 0.5 1 Miles

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DRAFT



- Public School
 - ▲ Private School
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 - Railway / Rail Branch
 - Local Park
 - Open Space
 - Special Use Park
 - Water Body
- River Access Service Areas**
- 1/4 Mile
 - 1/2 Mile

RIVER ACCESS SERVICE AREAS

N

0 0.5 1 Miles

For park ownership information see Park and Facility Inventory
8.7.13 Data Source: Tukwila GIS, King County GIS | NAD 1983
Harn StatePlane Washington North

Park Capacity

Many of the City's developed parks are small, built-out or have limited public access. There is also limited undeveloped land that is suitable for building new parks. The park capacity evaluation uses a set of criteria to determine which parks have the potential to meet some of the demand for additional recreational activities, while filling gaps in existing access.

Capacity Criteria

The following criteria can be used to identify sites that have potential to fulfill desired recreational activities.

- **Ownership:** Parks under the City's ownership make potential additions or improvements more feasible. Sites owned by area schools or the county may involve greater complexity and uncertainty in development or use negotiations.
- **Improvement Potential:** The improvement potential of the site involves four factors.⁵
 - *Good Access:* Sites that have multiple formal entrances and are easy to access offer more potential and can be easily accessed by users.
 - *Public Parking:* Sites that have existing public parking make it easier to accommodate more users and larger groups.
 - *Restrooms:* Sites that have existing restrooms can allow for greater and extended use of the site.
 - *Fills Activity Gap:* Sites with new activity potential and that improve access to identified activity gap areas can help fill these gaps.
- **New Activity Potential:** Parks with new activity potential are those that do not currently accommodate one or more of the top five close-to-home recreational activities but have potential to do so. In some cases, parks may already feature one of the desired activities but have the potential to add more. For example, a site may already have an internal pathway that could be expanded to improve opportunities for walking and biking.

Park Capacity by Activity

Table 1 provides a complete list of parks with capacity, identifying improvement potential and activity potential. The table also indicates the parks that have potential to fill identified activity gaps, which are also underlined in this section.

⁵ This assessment relied on a preliminary review of known constraints. Further assessment and due diligence by the city will be required to determine a more accurate understanding of existing site challenges and park improvement feasibility.

Table 1: Park Capacity by Improvement and New Activity Potential

| | Acreage | Ownership | | | | Improvement Potential | | | | New Activity Potential | | | | | |
|--|---------|------------|--------------|-------------------------------|--------------|-----------------------|----------------|-----------|--------------------|------------------------|------------------|------------------|-------------------|--------------|---|
| | | City-owned | School-owned | Joint City/School Partnership | County-owned | Good Public Access | Public Parking | Restrooms | Fills Activity Gap | Walking and Biking | Social Gathering | Organized Sports | Unstructured Play | River Access | Other Opportunities |
| LOCAL PARKS | | | | | | | | | | | | | | | |
| 57th Ave South Park | 0.4 | • | | | | - | - | - | - | - | ✓ | - | ✓ | ✓ | Boat launch |
| Cascade View Park | 2.4 | • | | | | • | - | • | - | - | - | - | - | - | |
| Crestview Park | 10.9 | | • | | | - | • | - | - | ✓ | - | - | - | - | Dog park |
| Crystal Springs Park | 11.0 | • | | | | • | • | • | • | ✓ | - | - | ✓ | - | Natural preserve |
| Duwamish Park | 2.1 | | • | | | • | • | • | - | - | - | - | - | ✓ | Boat launch, dog park, community garden |
| Hazelnut Park | 0.6 | • | | | | - | • | - | • | - | ✓ | - | - | - | |
| Joseph Foster Memorial/Lee Philips Park | 9.3 | | | • | | • | • | • | - | - | - | - | - | - | Community garden, dog park |
| Riverton Mini Park | 0.1 | • | | | | • | - | - | - | - | - | - | - | - | Community garden |
| Riverton Park | 4.9 | | • | | | • | - | • | - | - | - | ✓ | - | - | |
| Tukwila Park | 6.4 | • | | | | - | - | • | • | ✓ | ✓ | - | ✓ | - | |
| SPECIAL USE PARKS | | | | | | | | | | | | | | | |
| Bicentennial Park | 1.3 | • | | | | • | • | • | - | - | - | - | - | - | |
| Codiga Park | 6.7 | • | | | | • | • | • | - | ✓ | - | - | ✓ | ✓ | Boat launch |
| Duwamish Hill Preserve | 8.7 | • | | | | - | - | - | - | ✓ | ✓ | - | ✓ | ✓ | Boat launch |
| Fort Dent Park (Starfire Sports Complex) | 51.3 | • | | | | • | • | • | - | - | - | - | - | - | |
| Foster Golf Links | 79.3 | • | | | | • | • | • | - | - | - | - | - | - | |
| Ikawa Park (Japanese Garden) | 0.2 | • | | | | • | - | - | • | - | ✓ | - | - | - | |
| Macadam Wetlands & Winter Garden | 9.9 | • | | | | - | - | - | • | ✓ | ✓ | - | ✓ | - | |
| Tukwila Community Center | 12.7 | • | | | | • | • | • | - | - | - | - | - | - | Boat launch |
| Tukwila Pond Park | 24.8 | • | | | | - | - | • | • | ✓ | ✓ | - | - | - | Fishing |
| Tukwila Pool | 1.3 | | | • | | • | • | • | - | - | ✓ | - | - | - | |
| OPEN SPACE | | | | | | | | | | | | | | | |
| Cecil Moses Memorial Park | 3.0 | | | | • | • | • | • | - | - | ✓ | - | ✓ | - | |
| North Wind's Weir | 2.6 | | | | • | - | - | - | - | ✓ | ✓ | - | - | ✓ | |
| P-17 Pond | 3.6 | | | | • | - | - | - | - | - | - | - | - | - | |
| Pamela Drive Open Space | 0.7 | • | | | | - | - | - | - | - | - | - | - | ✓ | |
| Southgate Park | 10.9 | • | | | | - | - | - | • | ✓ | ✓ | - | ✓ | - | Disc golf, community garden |

- **Walking and Biking:** There are several parks with potential for new trails. Nearly all are City-owned and most of these parks have good improvement potential. Adding trails to Southgate Park would also fill a gap in this activity. Parks with potential for new trails include:

- Codiga Park;
- Crestview Park;
- Crystal Springs Park;
- Duwamish Hill Preserve;
- Macadam Wetlands & Winter Garden;
- Southgate Park;
- Tukwila Park;
- Tukwila Pond Park; and
- North Wind's Weir.

- **Social Gathering:** There are 11 parks that have available space for new picnic shelters and/or open lawns that support informal social gathering activities such as picnicking, socializing and small family gatherings.⁶ Most of these sites are City-owned. There are five of these sites that have potential to fill identified gaps in social gathering opportunities. Adding social gathering spaces to many of these sites will require improved public access and public parking.

- 57th Ave. South Park;
- Cecil Moses Memorial Park
- Duwamish Hill Preserve;
- Hazelnut Park;
- Ikawa Park;
- Macadam Wetlands & Winter Garden;
- North Wind's Weir;
- Southgate Park;
- Tukwila Park;
- Tukwila Pond Park; and
- Tukwila Pool.

- **Organized Sports:** Of the five desired activities, facilities that allow for organized sports require the most amount of level land area to accommodate sports fields and courts. Riverton Park currently has a single multi-purpose field and a small playground. The site is 4.9 acres and is mostly level with off-street parking creating potential for a full basketball court or a more formalized sport field.

- **Unstructured Play:** Because unstructured play can occur in a number of different settings, activities that would support this need could be added in multiple parks. Some of these sites are one acre or less but could accommodate areas that integrate play with natural features and art work, such as log or rock stepping stones, climbing or obstacle structures and

⁶ The city requires a permit for larger or formal events. Group sizes of 50 and greater are required to reserve space at the Community Center.

interactive artwork. There are also several parks with sloping topography that can provide opportunities for play and challenge. Most of these sites are City-owned and may require public parking. Adding unstructured play to Crystal Springs Park would fill a gap in access to this activity. Parks with capacity for unstructured play include:

- 57th Ave South Park;
 - Cecil Moses Memorial Park;
 - Codiga Park;
 - Crystal Springs Park;
 - Duwamish Hill Preserve;
 - Macadam Wetlands & Winter Garden;
 - Southgate Park; and
 - Tukwila Park.
- **River Access:** Many of Tukwila's parks are along or near the Green River. There are several that have capacity to increase access to water or that can incorporate views of the river. Some sites, such as Duwamish Hill Preserve are near the river but could have access to the river through safer street crossings or trail connections. Duwamish Park and North Wind's Weir are not City-owned making it more challenging for future improvements. Parks with capacity for additional river access include:
 - 57th Ave. South Park;
 - Codiga Park;
 - Duwamish Park;
 - Duwamish Hill Preserve;
 - North Wind's Weir; and
 - Pamela Drive Open Space.
- **Other Opportunities:** There are several additional recreational activities that can be added into existing parks. During the community involvement activities, residents identified these as additionally needed activities.
 - *Natural Preserve:* User groups have identified the Duwamish Hill Preserve as important to preserve for natural and cultural reasons, allowing certain uses such as walking and viewing wildlife. The site also provides views of the Green River and could accommodate a picnic shelter.
 - *Disc Golf:* Southgate Park has potential for adding a disc golf course. Parks with capacity for a disc golf course offer open areas or fairways ranging between 20-40 feet wide, and can accommodate nine or 18 tee pads and baskets, signage and user amenities such as benches. However, the park currently has no public access, parking or access to transit.
 - *Community Garden:* The public has identified Southgate Park and Duwamish Park as having potential for a community garden. Gardens require at least six hours of unobstructed sunlight, access

to a reliable water source and fencing. Southgate is City-owned and has development potential but lacks a formal entry. Duwamish Park is not City-owned but has good public access, parking and restrooms.

- *Dog Park:* The public has also expressed a need for a dog park, or off-leash dog area, at Crestview, Duwamish and/or Joseph Foster Memorial/Lee Philips Park. Basic requirements for dog parks should include secure fencing, access to water and shade and parking. All of these parks have parking but are not owned by the City.
- *Fishing:* Tukwila Pond Park offers an opportunity for fishing that is away from the river in an area that is not near other parks. Though already used as a fishing spot, the site can be improved to expand access, with user amenities such as wayfinding and informational signage, trash and recycling cans and benches.
- *Boat Launch:* The city's proximity to the Green River make non-motorized boat launches a desirable amenity to supply activities such as canoeing and kayaking. Non-motorized boat launches provide safe access to water that is shallow and slow moving, with a gradually sloping pathway connecting to vehicle parking. Duwamish Hill Preserve, 57th Ave South Park, Codiga Park, the Community Center and Duwamish Park all offer potential for boat launching. Except for 57th Ave, these sites are not directly on the water and require safe crossing of a street to access the river. Duwamish Park is also not owned by the City and has a steep river bank, making it a more challenging site.

4. Recreation Programming

This section describes the City’s program participation, goals for program costs and cost recovery and program service gaps.

Program Participation

Recreation program participation data provides a snapshot of the level of contact that organized recreation activities create. The data is collected and presented in terms of the number of units of participation (number of people multiplied by the number of classes, sessions or events), therefore showing how many times each of these program areas touches the community (Table 2).

Table 2: City of Tukwila Recreation Program Participation (2012)

| Program Area | 2012 Participation⁷ |
|------------------------------------|---------------------------------------|
| Preschool | 1,805 |
| Youth Programs | 12,848 |
| Teen Programs | 4,297 |
| Youth/Teen Athletics | 10,051 |
| Youth/Teen Special Events | 1,396 |
| Special Interest Classes | 3,867 |
| Fitness Classes | 7,854 |
| Adult Athletics | 2,969 |
| Open Gym/Racquetball, Fitness Room | 28,052 |
| Senior Services | 5,276 |
| Senior Trips and Tours | 843 |
| Senior Social Activity | 447 |
| Senior Classes | 7,345 |
| Senior Sports/Fitness | 4,046 |
| Rentals - TCC | 57,876 |
| Rentals - Athletics Fields | 2,120 |
| Rentals Picnic Shelters | 3,358 |

⁷ Source: City of Tukwila. Participation measured in units = number of people in an activity x number of days the activity meets. The data does not indicate how many unique individuals participate in each category, which would be difficult or impossible to collect for some program types.

Observations

- The largest participation number is reported for the rental of the Tukwila Community Center. This reflects the large number of small and large events that take place in and around this well used facility.
- Other high numbers reflect the focus on public good programs, such as youth and senior programming as directed by policy (described below).
- The magnitude of many of these numbers reflects the regular attendance of a group of participants over a series of regularly occurring programs.
- Participation in specific recreation programs is a complex function of various factors including:
 - Desire/demand;
 - Awareness;
 - Schedule;
 - Location;
 - Affordability; and
 - Alternatives available.

Cost Recovery Goals

The Parks and Recreation Department is working towards a program cost recovery model based on a three tiered hierarchy. Each program service level has a different cost recovery range, from private programs that are mostly to fully supported by user fees, to public programs that are mostly supported by the City (Table 3).⁸

| |
|--|
| <p>Park and Recreation Expenditures</p> |
|--|

- | |
|--|
| <ul style="list-style-type: none">• 2011: \$3,495,780• 7% of total City General Fund Expenditures |
|--|

⁸ Additional information is required (a breakdown of expenses attributed to program categories) to examine the cost recovery performance by program area.

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Table 3: City of Tukwila Program Level of Service and Cost Recovery⁹

| Level of Service | Definition | Cost Recovery Range |
|-------------------------------|---|---------------------|
| Private (discretionary) | Programs, services, and facilities that are special interest in nature, and generally develop personal skills with specific benefits through participation. The individual or group receives the majority or all of the benefit. Although the public may not expect the City to provide as it may be provided by others, they may be pleased that it's available. Pre-requisites skills may be required for participation, and the program may result from community requests. | 60-150% |
| Merit (beyond basic services) | Programs, services, and facilities that are beyond the basic needs. Activities enhance or contribute to quality of life and address community wide issues such as health and wellness. They are accessible by all in the community and the benefit is shared between the individual and community. The community most likely things the activity should be provided by the city. While it may be provided by others, they can't provide the residents with the same level of service as the City. May require considerable planning or supervision. | 25-100% |
| Public (essential) | Programs, services and facilities that are core essential services. Activities promote health, safety, and welfare, and enhance or contribute to quality of life. They are accessible by all in the community and generally benefit the population at large. The community has expressed an expectation for the City to provide. The activities may not be practical to recover a fee, may not usually be provided by others, or require little to no instruction. | 0-50% |

Observations

- The existing cost recovery approach outlined above sets a framework for how the City makes decisions about what programs to offer and how pricing should be based.
- The breakdown of private, merit and public levels of service is intuitive, but obscures the unique benefits that an individual program may provide, such as reaching across multiple interests and achieving multiple benefits.

⁹ Source: City of Tukwila.

- The City could be charging more for high-demand, private level programs. This strategy would generate more revenue to offset costs related to programs that have a broader public benefit.

Program Gaps

This section explores program gaps based on factors that impact participation including demand, awareness, schedule, location, affordability and alternatives available.

Demand

While the need for programmed recreation offerings remains high over time, the specific programs, classes and activities changes rapidly. The current needs for additional programs as expressed by the community during the outreach for this plan include:

- Youth sports;
- Outdoor recreation; and
- Fitness and wellness programs.

The needs identified during the PROS Plan process serve as an important check-in with the community but should not be considered as the types of programs in demand. Instead, demand will need to be monitored through participation trends, public input and testing new and emerging activities or interests.

Awareness

Distributing information about programming options is one of the factors that is especially challenging to Tukwila due to the large number of linguistic groups residing in the city. While finding the methods that best connect to residents is always a challenge, being able to provide the information in multiple languages and identify the most culturally effective methods adds significantly to raising awareness.

Schedule

Schedule is a key factor in matching programs to participants. Aligning programs to fit around work, school and family schedules was an important finding from the online questionnaire. Evening, weekend and early morning class times were most desirable.

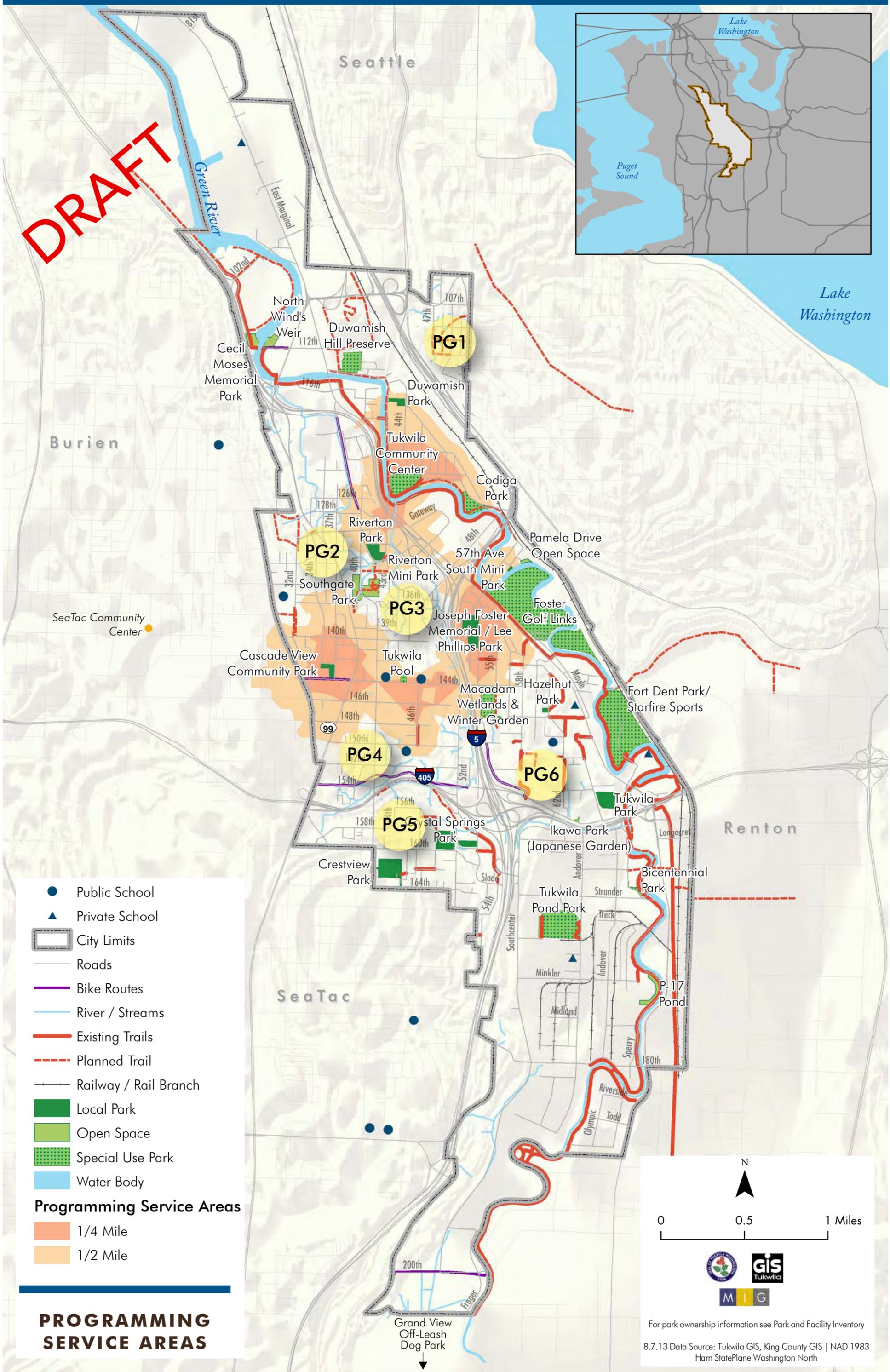
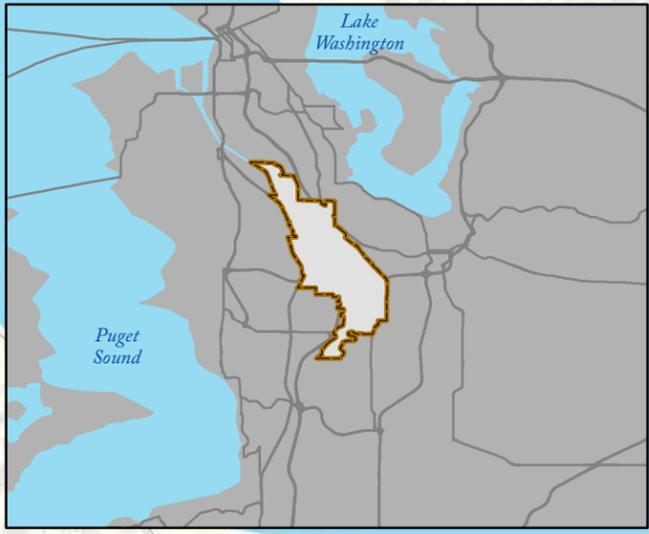
Currently, the majority of programming is held during weekday evenings, between the hours of 6 and 8 pm. Most morning programs are oriented for youth, such as swim lessons, summer camps and before school programs. There are fewer programs that occur during the lunch hour, and few early morning classes oriented for adults.

Location

The majority of recreation programs and classes are held at the Tukwila Community Center. A few classes, such as the Summer Playground Program, are held in local parks (Cascade View and Joseph Foster Memorial parks). The Tukwila Pool is the location for all aquatics-based programs, including open swim and swim lessons. Map 8: Programming Service Areas shows the existing ¼- to ½-mile service area to parks and facilities where most programming occurs.

- **Gap PG1:** This area comprises lower density, single family housing and may need more convenient access to program areas. The nearest programmable space is the Tukwila Community Center.
- **Gap PG2:** This gap area is mostly single family housing and may need more convenient access to program areas. The nearest programmable space is Cascade View Elementary School.
- **Gap PG3:** This gap area is also mostly single family housing and may need more convenient access to program areas. While the area is close to the Tukwila Pool, the nearest non-aquatic programmable spaces are the Foster Library, Foster High School and Showalter Middle School.
- **Gap PG4:** This gap area is mostly multi-family housing and lacking convenient access to program areas. The nearest programmable space is Thorndyke Elementary School.
- **Gap PG5:** This gap area is mostly single family residential and lacking any access to program areas. There are no areas south of I-405 that are currently used for programs.
- **Gap PG6:** This gap area is predominantly multi-family residential and lacks any access to program areas. The nearest programmable space is Tukwila Elementary School which is inaccessible to this gap area.

DRAFT



- Public School
 - ▲ Private School
 - ▭ City Limits
 - Roads
 - Bike Routes
 - River / Streams
 - Existing Trails
 - - - Planned Trail
 - Railway / Rail Branch
 - Local Park
 - Open Space
 - Special Use Park
 - Water Body
- Programming Service Areas**
- 1/4 Mile
 - 1/2 Mile

PROGRAMMING SERVICE AREAS

N

0 0.5 1 Miles

For park ownership information see Park and Facility Inventory
8.7.13 Data Source: Tukwila GIS, King County GIS | NAD 1983
Horn StatePlane Washington North

Affordability

The City has a direct hand in determining the affordability of programming to the user through the application of the cost recovery policy. The gap in affordability is largely about reconciling the variety of populations to serve, programs to offer and the level of community investment. Affordability is also about the willingness and ability of the City to make available more affordable programs and reconsider the way its current cost recovery policy is applied.

Community input, particularly from the cultural and linguistic minorities in Tukwila has indicated that even small user fees can be a major barrier to participation. The community questionnaire explored the balance of City investment and user fees for a selection of program types. Overall, respondents indicated that costs should be shared in some way (few indicated that any program should be 100% supported by the City). Two categories of programs were notably high in responses indicating that the user should pay 100% of costs: adult sports (35% of respondents) and fitness classes (21% of respondents).

Alternatives

The Matt Griffin YMCA and Starfire Sports provide the widest array of alternative recreation programs in and around Tukwila. As such these providers are the most likely to overlap with City of Tukwila offerings. There is an important connection between these alternatives and the affordability factor, with the City potentially filling a different need for similar programs.

- **Starfire Sports:** Starfire is largely focused on soccer (and other field sports) and offers a premium experience that is utilized by users from across the region. This facility requires an annual membership that ranges from \$35 (basic) to \$50 (premier membership) for access to the facility and its programs, and field use ranging from \$33/hour/participant for youth, to \$77/hour/participant for adults. Between the cost, the demand for field space and the location on the east side of the Green River Starfire can be seen as a complement to the City programs and services with minimal overlap.
- **YMCA:** While not located in Tukwila, the Matt Griffith YMCA center offers a wide and similar range of recreation opportunities near the border between Tukwila and SeaTac. YMCA requires a one-time joining fee ranging from \$25 (youth) to \$100 (adults) with monthly membership from \$32 (youth) to \$65 (adult). This membership allows for unlimited use of all 13 YMCA facilities in the greater Seattle area, including most health and wellness programs. Specialty class and programs with fees are offered at a lower rate to members. The YMCA also offers financial assistance with the intention of serving as much of the community as possible. Considering the range of programs available, the proximity and competitive costs, the YMCA can be seen as a competitor to City programs.

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- **Other Providers:** The Existing Recreational Resources Summary identified a number of other providers in the Tukwila area that supplement city programs. Most of these focus on a specific type of activity or program, such as Whistling Train Farm and Evergreen Ballet) and have more limited offerings. Most of these other providers can be seen as a complement to City programs.

5. Conclusions and Policy Directions

Tukwila's diverse population will require a future park system that is welcoming to all users and that is responsive to the constantly changing face of the city. Residents want close-to-home opportunities, and safe and inviting parks that provide places to meet with friends and family, and that provide access to walking and biking, health and wellness. Tukwila's population is made of residents as well as visitors and workers who use parks, recreation facilities and programs in different ways. Across the city, not all areas are being served equally, and some gap areas have a greater need for increased access to parks and recreation than others.

Implications

There are four overarching planning and policy implications that stem from results of the analysis. The City will need to consider these issues, considering potential strategies and system changes that will be addressed as the PROS Plan moves into the next phase of the planning process.

Maximizing the Existing System

Management of Tukwila's park, recreation and open space system must be dynamic in the face of the many demands placed upon it and resourceful to the finite amount of land and resources available. Previously adopted service standards for parks and facilities are no longer realistic or accurate measures of the system's performance as there are few opportunities to expand or build new parks and facilities. The analysis shows that there is an overall lack of access to parks, and distances between homes and park and recreation opportunities pose a barrier for many. Yet, several of the City's existing sites have untapped potential and can be reconsidered to maximize their use. The programming and features within each park can be fine-tuned to better meet the demands of park users. Creating safer, more accessible and direct routes to get to parks, together with new park entryways, must be considered to extend the effectiveness of the existing system.

Refining Service Goals for Programming

The City's recreation programs are offered based on a cost recovery hierarchy. The City aims to recover all or most of the costs for programs that serve a smaller percentage of the population, while the City subsidizes those that provide a benefit to a wider range of the population. Feedback from the community indicated a need for more alternative programs. Many members of the City's diverse language groups desire new and expanded programming that is culturally relevant and available in times and settings that are more convenient. The City must operate within its financial means but should consider adjusting the way it offers recreation programming based on who it serves and where its customers

live. These adjustments will require a refinement in the way the City carries out its existing cost recovery policy.

Recognizing the Importance of Partners

Tukwila's park and recreation system comprises a number of partners, public, private and non-profit. Many of the service gaps in city park land and recreation activities can be filled when adding the service areas of school district sites. At the same time, the City will need to continuously look for new and emerging partnerships to ensure that no opportunities are overlooked. The City should determine how to best strengthen its level of involvement with the school district and other key partners, with the goal of maintaining a coordinated system of recreation providers. Above all, the City must determine what role it will play within this system of partnerships.

Fostering Ongoing Interaction within the Community

Responses from the community involvement activities indicate that parks are an essential ingredient to the city's quality of life. Yet, residents feel that parks and recreation facilities can and should play a stronger role in their lives and in the common welfare of the city. Residents want to know what's available and how they can be involved. The diverse ethnic and language groups need sources of information in their languages across all City departments. Park neighbors expect an open line of communication to discuss potential issues with park use. The constantly evolving face of the city requires ongoing monitoring and polling of the community to identify new issues and needs related to the park and recreation system. The City will need to identify how it will check-in with existing and potential park users, to anticipate what the community desires.

Next Steps

Next steps in the planning process include review and refinement of the Needs Analysis and discussion of preliminary strategies for the next phase of the process.

- **TAG Meeting #2 (August 26, 2013):** The planning team will present the Needs Analysis to the Technical Advisory Group and get direction and feedback for the next phase of the planning process.
- **City Council Update (August 26, 2013):** Following the TAG meeting, the planning team will provide an update of the planning process to the City Council and present the Needs Analysis.
- **TAG Meeting #3 (Date TBD):** The planning team will return to the TAG with any needed revisions to the Needs Analysis and discuss strategies to address the needs identified in the document.