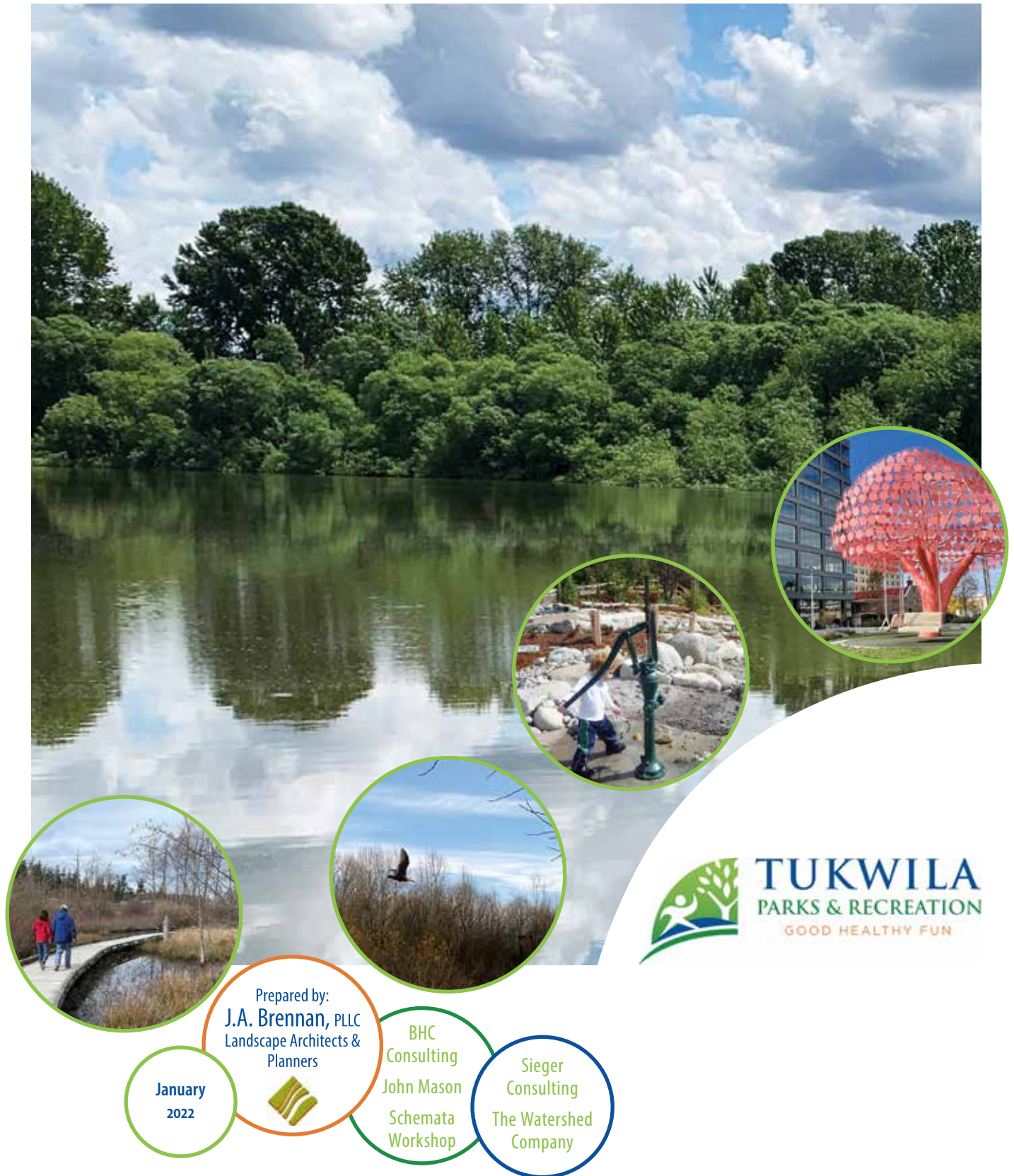


# Tukwila Pond Park Master Plan



January  
2022

Prepared by:  
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**TUKWILA**  
PARKS & RECREATION  
GOOD HEALTHY FUN







# Table of Contents

	Acknowledgments . . . . .	VI
	Introduction . . . . .	1
	Site Considerations . . . . .	3
	Master Plan Design . . . . .	26
	Implementation of the Master Plan . . . . .	.55
	Economic Analysis. . . . .	59
	Grants and Funding. . . . .	.63
	Keep the Momentum. . . . .	69

## List of Figures

Park Vicinity Map.....	3
Issues & Opportunities Map .....	8
Approximate Tukwila Pond FWHCA.....	9
Tukwila Pond Locator .....	9
Pond Habitat Types .....	10
WIG Mitigation Site at SE of Park .....	12
Gilliam Creek System .....	14
Drainage Map.....	15
Tukwila Zoning Map.....	20
Tukwila Pond Park Area Zoning Map .....	21
Esplanade required by zoning code.....	21
Sidewalks, Trails, Streets, Surrounding Schools .....	24
Bicycle Friendly Routes .....	24
Tukwila Pond Park Master Plan.....	27
Master Plan Context: Gateways and Green Streets .....	30
Connect & Embrace Plan .....	31
Tukwila Pond Park Boardwalk View .....	40
West Side Plan .....	41
Plaza Perspective View .....	42
Reuse of Existing Restroom.....	44
Potential Multi-Use Pavilion .....	45
Tribal Theme Gateway.....	45
Master Plan North Edge Belvedere with Pavilion.....	46
North Edge Gateway Pavilion .....	46
Tukwila Pond Perspective View .....	47
Raingarden design .....	50
Marsh & Riparian Enhancement.....	52
TPL Health Parks Explorer .....	54
WA DOH Environmental Health Disparities V 1.1.....	54

## List of Tables

Matrix Interventions.....	13
Water Quality Data & Monitoring Needs.....	14
Summary of Alternatives .....	29
Alternative Activation Ideas .....	30
Preliminary Budget Estimate.....	63
Available Capital Funding .....	71







# Acknowledgments

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# Introduction

Tucked away in the heart of Tukwila’s Southcenter district lays a hidden sanctuary posed for rediscovery. This master plan’s purpose is to craft a path toward expanding access and carrying out park improvements and, offers connection to nature. The hidden 25-acre Tukwila Pond Park has a central location—in the heart of the Tukwila Urban Center. Many hotels and the Westfield Mall are adjacent to or near the park. It is a park that has potential to be a prime destination for people who live, work, visit, shop, stay, and play in Tukwila.

The western upland portion of the park currently features restrooms, walking trails, picnic tables, BBQ grills, and pond view decks. Yet there is no established parking visible access for the park. The current conditions of the park leave many park visitors feeling unsafe and unwelcome due to the lack of signage, maintenance constraints lack of visibility, and litter that accumulates around the site.

## HIGHLIGHTS OF THE PLAN

- Loop boardwalk
- Parking development through partnerships with surrounding landowners
- Entry and wayfinding signage
- Develop multi-purpose green streets
- Belvedere on the north side to provide a park and pond overlook
- Nature play area
- Wetland plaza
- Remodeled restroom
- Enhanced pond ecosystem
- Art integrated into the loop path
- Potential artist work area

This master plan builds from the City of Tukwila’s Parks, Recreation, and Open Space (PROS) Plan and the Southcenter Subarea Plan and includes critical input from stakeholders and the public. The master plan enhances connections to the park, improves its visibility, and activates areas within the park by featuring new and updated amenities. Design principles established from the community-driven design process inform the master plan to help ensure it meets the needs of Tukwila and the community

There are several highlights within this plan, many create connections that will enhance the park and surrounding communities. Highlights include improved signage, boardwalks, and trails, overlooks, public art, a nature play area, updated restrooms, and habitat and ecosystem enhancements. This plan demonstrates opportunities for partnerships and provides the detail/groundwork needed to apply for funding opportunities.

It is with great enthusiasm, on behalf of the Tukwila Pond Park Master Plan development team, that this document be presented to the community and future Tukwila Pond Park users.





*Before the development of Southcenter Mall and the surrounding retail and light industrial uses, Tukwila Pond didn't exist.*





# Site Considerations

## Site History/ Background

Tukwila Pond Park lies in the center of the Southcenter District in downtown Tukwila. Historically, the area was a riparian flood zone to the Green River and used by tribal people traveling the Green-Duwamish River and Black River watersheds. In the mid-1800s, settlers were attracted to the area and transformed the area into agricultural land use. In the late 1960s, the rise of the Southcenter Mall suburbanized the region, after which a paved industrial and commercial district emerged.

Before the development of Southcenter Mall and the surrounding retail and light industrial uses, Tukwila Pond didn't exist. Valley lands were comprised of seasonally wet, water-storing soils connected to the Green River's flooding cycle. As urbanization advanced, the land was filled and developed, causing the pond to emerge as natural hydrologic connections were severed. Water collected in low areas to create Tukwila Pond. The present configuration developed further due to the construction of the Andover Park West roadway. Despite its altered status, the pond is a visual amenity that provides valuable open water habitat, wetlands, and crucial flood storage. The pond was designated a park in the 1990s through a grassroots movement that worked with the City, Audubon Society, and adjacent properties to establish the public open space. The City entered into an agreement with the Tukwila Pond Committee, and the initial park development was created.



**Figure 1** Park Vicinity Map





Context & Access





# Context and Access

■ West side boundary and entrance area with Target loading zone to the north



Located in the heart of Southcenter and bound to the west by the I-5 corridor, I-405 to the north, the West Valley Highway (S.R. 180), and the Green River to the east, Tukwila Pond Park is surrounded by commercial, retail, and industrial land use. Many citizens are unaware of the park's existence.

- Park access and designated parking are not provided, and no well-defined entry point is available. Dated park signage in poor condition exists on Strander Boulevard behind the Target store.
- The Target property location appears to have previously served as the primary access to the park. It now has a “no trespassing” sign. Visitors park behind the Target, but “no parking, unauthorized vehicles will be towed” is posted. A truck loading dock is on the building’s west side for store deliveries, and the drive likely serves as a fire lane.
- The northeast edge to the property is the adjacent strip mall called Southcenter Plaza and the Burger King restaurant, both owned by the Regency group. There is no legal access provided in this location.



- The north edge is elevated approximately with 6-8 feet of fill above the pond elevation. An existing user trail runs east-west along this north edge at the base of the unit block wall, connecting the park edge to Andover Park West. However, this trail is on private property.
- Views are available from the north edge looking south with site lines to Mount Rainier.
- The park's western edge has a fence alongside the DoubleTree Hotel and Parkway Square/Value Village. Both properties have controlled gated access. The gate to DoubleTree has a key-coded lock provided to hotel tenants. The gate to Value Village has a padlock that appears to be open year-round.
- The southwest edge has a fence alongside the Macy's warehouse property, with no public access.



■ East side boundary along Andover Park West

- The southeast edge abutting the Seattle South Business Square/Park Commons West property is not fenced but is dense in riparian vegetation. No designated park access exists in this area. An old railroad spur and a concrete sidewalk between the park boundary and the adjacent parking lot.
- The east edge abutting the Andover Park West is a four-lane arterial street. This edge of the park has a small crushed-rock path implemented as part of the Wig Mitigation project in 2010. The path is overgrown and not well used except for dumping and encampments. There is no trail connecting Andover Park West to the park's west side.



■ North side boundary along Regency Group properties



# Current Use

## Existing Conditions

### POND DEPTH

20"-28"  
average depth  
with small pockets



### Park Area +/- 25 acres

- The west edge is +/- 2.7 acres of upland with park amenities. The amenities include a boarded-up restroom with an overhang that serves as a picnic shelter, interpretive signage, and a picnic table. Of the two pond wooden overlooks decks, one was burned and destroyed; the deck was recently rebuilt.
- The remaining park areas comprise open water (19 acres), edged with forested scrub-shrub and emergent wetland areas, and upland on the south and east sides
- Bounded by Andover Park West to the east



Existing Conditions





# Key Issues and Opportunities

- Lack of visible entrances and connectivity to adjacent properties and city roadway system
  - The park lacks visibility and presence within the community
  - **Opportunity:** Enhance the park's connectivity through multiple methods such as public transit, bike paths, walking paths, and wayfinding signage
- Poor water quality
  - Capitalize on wildlife and water viewing over water
  - **Opportunity:** Provide enhanced water quality for improved aesthetics and habitat value
- Designated parking
  - The Park lacks a dedicated parking area for park users
  - The west Target access/ loading area has parking but does not indicate parking is for park users
  - **Opportunity:** Consider negotiating a shared-use agreement or easement of existing parking areas with adjacent property owners.



**Figure 2** Issues & Opportunities Map

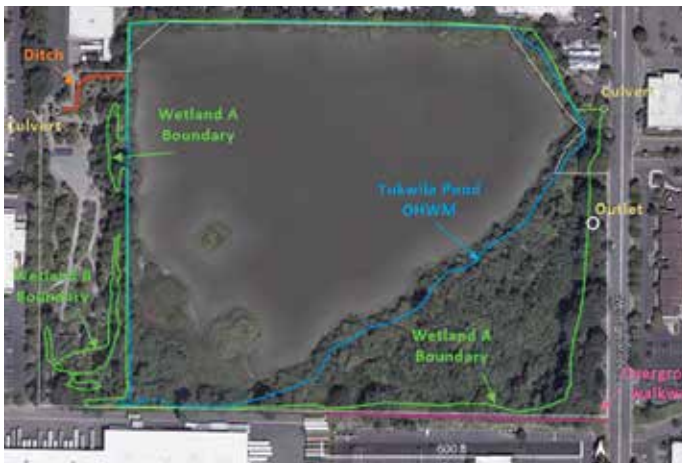


# Wetlands, Pond, and Critical Areas



**Figure 3** Approximate Tukwila Pond FWHCA

Approximate Tukwila Pond FWHCA (blue) and associated 100-foot buffer (red). Subject parcel boundary shown in white.



**Figure 4** Tukwila Pond Locator

Approximate Tukwila Pond subject property with estimated wetland boundaries, pond edge, and culvert locations. Locations are approximate.

Two wetlands (Wetland A and Wetland B) exist within Tukwila Pond Park. No streams are present. Wetland A's estimated classification is Category II with six habitat points, which requires a standard buffer width of 150 feet. Wetland B's estimated classification is Category II with five habitat points, which requires a standard buffer width of 100 feet. Tukwila Pond Park is encumbered throughout by wetland area and associated buffers. Furthermore, most of the site is a Fish and Wildlife Habitat Conservation Area (FWHCA), likely requiring a minimum buffer width of 100 feet from the edge of the feature. The Watershed Company 2020 Wetland Reconnaissance Memo indicates the potential to moderately adjust standard wetland buffers and otherwise alter critical areas and associated buffers at the park.

## Existing Habitat Conditions

- Excellent waterfowl and bird viewing
- Human impact and encampments
- Invasive vegetation reduces habitat quality
- High water temperature due to shallow depths and lack of shade
- Eutrophic (high phosphorus load, likely from the ground rather than stormwater)
- Stagnation
- Valuable wet-forest habitat
- Mature trees, but limited wetland plant diversity, possibly resulting from water level fluctuations due to stormwater inputs
- Stormwater input directed to the pond impacts water level fluctuations but manages potential flood hazards in the Southcenter neighborhood

## Soils

The pond is underlain by more than 150 feet of alluvial sediment. The layers of clayey silt or silty clay encountered in the area 20-25 feet below the pond bottom provide a relatively impermeable seal and containment for the water in the pond





### Tukwila Pond Habitat Types

- Open Water
- Shallow Open Water
- Wetlands
- Willow Islands
- Riparian Edge
- Mitigation Area

**Figure 5** Pond Habitat Types



Existing habitat at Tukwila Pond Park





Existing Vegetation

## Easements and Development Restrictions

Existing site development encumbrances include a conservation easement established in 1993 and a wetland mitigation area constructed in 2007 (Wig Mitigation). Both mechanisms typically require long-term protection of affected areas and preclude intrusions that impact associated wetland areas and wildlife habitats.

### Conservation Easement

Conservation easements restrict development if the Washington State Department of Wildlife or the U.S. Fish and Wildlife determines that Tukwila Pond has significant value as a bird and other wildlife habitats. Requirements include retaining existing vegetation. Any development would not be allowed that affects the ability to preserve the ecological system as bird and wildlife habitats. Even with this restriction, it is reasonable that the proposed master plan could be achieved upon review.

The key development restriction from the Tukwila Pond Park Conservation Easement is that “existing vegetation shall be retained and no development shall be permitted on Tukwila Pond that would affect the ability to preserve the ecological system thereof as bird and other wildlife habitat for so long as Tukwila Pond is deemed to have significant value as bird and other wildlife habitat according to either the State of Washington Department of Wildlife or the U.S. Fish and Wildlife Service, or their successors.”

Owl, Eagle & Deer

**Table 1 Tukwila Pond Species Roster - Common Names\***

<b>Passerines</b>	Bushtits	Northern Shovellor	<b>Gulls and Terns</b>
Song Sparrow	American Robin	Wood Duck	Herring Gull
RW Blackbirds	Purple Finch	Coot	Caspian Tern
American Crow	Cowbird	Ruddy Duck	<b>Amphibians</b>
Barn Swallow	Cedar Waxwings	Gadwall	Chorus Frog
Violet Green Swallow	House Finch	Bufflehead	Bull Frog
Golden Crowned Sparrow	Willow Flycatcher	Widgeon	<b>Reptiles</b>
White Crowned Sparrow	Yellow Warbler	Ring-necked Duck	Garter Snake
Savannah Sparrow	Bewicks Wren	<b>Wading Birds</b>	<b>Mammals</b>
Fox Sparrow	Warbling Vireo	Common Snipe	Muskrat
House Sparrow	Pacific Flyway	Green Back Heron	Brown Rat (tent.)
Wilson’s Warbler	<b>Woodpeckers</b>	Great Blue Heron	* Source: Tukwila Pond Report
Common Yellowthroat	Downy Woodpecker	<b>Diving Birds</b>	2006; Harrington
Black-capped Chickadee	Northern Flicker	DC Cormorant	
Marsh Wren	<b>Dabbler Ducks</b>	Pied Billed Grebe	
Starlings	Mallard	<b>Upland Birds</b>	
American Goldfinch	Canada Geese	Killdeer	



## Wig Mitigation Area SE Corner of the Site

An off-site mitigation project by the Wig property owner for impacts associated with the Southcenter Square project (2006) modified a portion of the park's southeast edge. The mitigation project impacted +/- 3.5 acres of existing upland and wetland. Mitigation involved grading and native planting. As park design advances, requirements to preserve this mitigation area will need to be fully clarified. The mitigation site will need to be retained intact, or if impacted, values restored elsewhere on site. An initial review indicates that avoiding the mitigation site is possible. However, a proposed boardwalk passes through the southern portion of the mitigation site. The Wig Mitigation report states, "The future enhancements or developments of Tukwila Pond will have a great influence on the success of the mitigation site. The mitigation site, in turn, influences what design strategies may be employed for the pond. A stipulation of the mitigation is that the City of Tukwila, in accordance with sensitive area's regulations, must protect the mitigation site in perpetuity. This protection includes restricting walkways or trails into the site."

Other easements:

- Right of Entry 95-059 from 1995, west of Target; Short-term construction easement for the initial park development appears expired
- Tukwila Pond Operation and Easement Agreement – 1988
  - 2.1 Ingress and Egress – Defines a 30' area on the Target tract west edge
- Esplanade at park's north shore.



**Figure 6** WIG Mitigation Site at SE of Park



# Water Quality Conditions

The water in the pond is overly high in nutrients, especially phosphorous. The pond water also becomes too warm in the summer, and with the high nutrient load and temperature, oxygen levels become low. Survival is not expected for Salmonids in the pond, but non-native spiny ray fish and amphibians are likely to survive. Because the Pond flows to the Green River, maintaining and enhancing water quality in the pond may be helpful for Salmonids in the Green River as oxygen levels are a limiting factor in the river.

## Summary of Key Water Quality Documents

### PRELIMINARY LIST: WATER QUALITY DATA & MONITORING NEEDS

- Temperature
- Fecal coliform sampling of water and sediments (dna type)
- Total phosphorous and nitrogen sampling
- Typical eutrophic lake sampling
- Rain gauge and a level sensor
- Flow data
- Blue green algae sensor
- Geotech coring
- Water budget
- Residence time

- 1995 the City hired KCM engineers to study water quality in the pond and make recommendations for enhancement.
- KCM was purchased by Tetra Tech
- 2008 Tetra Tech prepared: Tukwila Pond Lake Management and Water Quality Improvement Feasibility Study
- 2011 Tetra Tech prepared a full design for alum treatment in the pond to remove phosphorous and improve water quality. The City decided against it, likely due to cost and requirement for continuous treatment.

### Some important points include:

- The pond was a former cow pasture in the 1970s
- Commercial development around the valley brought fill, and cut-off riverine hydrology connections, which caused water to collect in the low area at the pond's location
- The pond is +/- 19 acres of area with a depth of four feet or less, averaging around 2.5 feet. Water enters the pond from direct precipitation, two drainage swales that only flow from limited stormwater runoff areas, roof drains, and largely- from groundwater
- The pond is considered hypereutrophic (overly rich in nutrients) based on extremely high total phosphorus and chlorophyll-a concentration, the presence of algal blooms, and low water clarity.
- Summer water levels are likely maintained at groundwater level (TetraTech'08)
- Blue-green algae are responsible for algal blooms and are potentially toxic
- Groundwater and soils are likely contributing to nutrient loading of the pond, suggesting that even if water quality improves, it may remain high in nutrients.



## 2011 Alum Treatment Design by Tetra Tech

In 2011 Tetra Tech prepared a full design for alum treatment in the pond to remove phosphorous and improve water quality. The design provided a vault and alum injection system and a series of pipes to distribute alum to the pond sediments. The City decided against it, likely due to cost and requirement for continuous treatment.

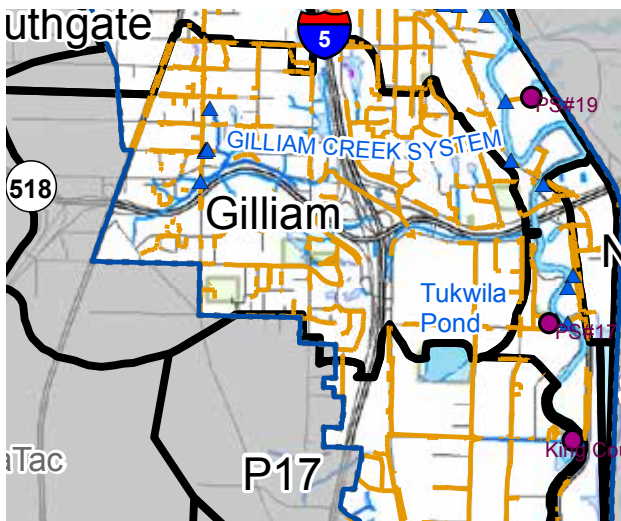
## Gilliam Creek Basin Drainage Characterization

Background information on the Gilliam Creek Basin and the P17 Basin is described below, pulling from the City's 2013 Surface Water Comprehensive Plan and discussions with City staff.

- Tukwila Pond is within the 25-acre Tukwila Pond Park located south of Westfield Southcenter Mall. Historically, this area drained north into Gilliam Creek via both subsurface and surface flow. Tukwila Pond formed as this area developed. Under normal flow conditions, Tukwila Pond overflows north towards Gilliam Creek via a conveyance system built along Andover Park West in the mid-1980s then on to the Green River.
- A manually operated slide gate installed in Andover Park West near the discharge point to Gilliam Creek is usually open. When open, the City of Tukwila can allow Tukwila Pond to flow north into Gilliam Creek when the pond is at high levels. Or it can provide storage when the Green River is at high levels and backs water into Gilliam Creek and the storm drain

systems in the lower portion of the Gilliam Creek Basin. Flood storage is provided in the freeboard between the pond water surface and the invert of the outlet pipe. It will be important to maintain this storage function to avoid flooding near Gilliam Creek. Otherwise, flood storage would need to be constructed in another location. The increase in future flood levels, climate change, etc., is another important design consideration when filling within the pond above water level when adding islands, peninsulas, or other habitat features.

- When the Green River is at high levels, or the gate valve is closed, water flows along Andover Park West to the south into the P17 basin, where King County Flood Control District operates the Tukwila Pump Station, then on to the Green River



**Figure 7** Gilliam Creek System

- Gilliam Creek flows into a section of the Green River on Ecology's 303(d) list for temperature, dissolved oxygen, and fecal coliform



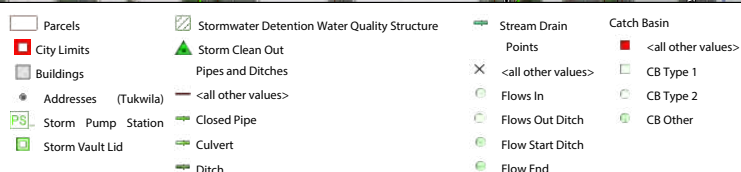
## P17 Basin Drainage Characterization

- The P17 drainage basin is south of the Gilliam Creek basin. Approximately 60 percent of this basin is within the City of Tukwila, with the remaining portion in the City of SeaTac. The basin is fully developed, except for the steep slopes adjacent to the I-5 corridor. The P17 basin includes a portion of the Tukwila South development site.
- The P17 drainage basin has multiple outlets, or outfalls, into the Green River. Runoff from the northern portion of the basin routes to the P17 stormwater pump station located at the east end of Minkler Boulevard. This P17 pump station, owned and operated by King County Flood Control District, discharges to the Green River. The southern portion of the basin drains to the P17 pump station or directly into the Green River through a WSDOT outfall. City of Tukwila's surface water pump station #15 is within this P17 drainage basin.
- Water Quality Characterization: The P17 drainage basin use-based classification is Salmonid Spawning/Rearing and Primary Contact Recreation. The drainage discharges to the Green River upstream of the confluence with the Black River. Water quality data to be confirmed.
- Fish Habitat Characterization: No fish habitat is identified in this basin apart from the main stem of the Green River.



Diagram provided by City of Tukwila Public Works staff, Ryan Larson, 2021

**Figure 8** Drainage Map



## Capital Improvement Considerations in the P17 Basin

- Drainage Issues - Sediment has accumulated in significant quantities in the stormwater conveyance system within the P17 basin. While not a drainage issue currently, this significant sediment buildup could potentially cause a severe localized drainage issue. Several pipe segments were identified for replacement, but no schedule for the work has been determined.
- The City of Tukwila's stormwater pump station #15 is within the P17 drainage basin. Improvements to pump station #15 in 2015 were part of a capital improvement project
- Water Quality Issues - The P17 drainage basin use-based classification is Salmonid Spawning/Rearing and Primary Contact Recreation. The drainage discharges to the Green River upstream of the confluence with the Black River. No site-specific water quality issues were identified in this basin other than the potential water quality impact of sediment load currently contained within the stormwater pipes in the basin (mentioned above).
- Aquatic Habitat Issues - Apart from along the mainstem of the Green River, described in the CIP Appendix, no fish habitat opportunities were identified in this basin.
- Several surrounding commercial properties along the northern border and from the southwest direct its discharge into the pond via bioswales. The bioswales are not well-maintained. The runoff could potentially be improved through Operations and Maintenance (O&M) conducted by commercial property owners.
- There may be grant opportunities for stormwater retrofits to provide runoff treatment prior to the pond, particularly through Ecology funding.
- The City of Tukwila falls under Ecology's NPDES Phase II Municipal Stormwater Permit. Any improvements to the pond should adhere to the requirements of the King County Surface Water Design Manual, as adopted by the city.

*The WRIA 9 Habitat Plan calls out the P-17 Pond as a potential off-channel habitat project site. King County has been working to possibly purchase the property, including the Minkler Shops. Flood storage currently held at the P-17 Pond for the City of Tukwila (including some from Tukwila Pond) would have to be maintained.*



# Safety

The Park has a quality of feeling unsafe in its current form. The adjacent properties turn away from the park, so there is no sense of place or “eyes on the park.” Legal access routes to the park are not apparent, and no parking provided. Wayfinding is limited, and most in the community are not aware of the park’s existence. The existing park program does not invite the public to participate in the wonder of the space. The current users have limited amenities and activities. The public noted safety as a significant concern at the park. Many park users feel unsafe when visiting the site due to several issues:

- Inadequate lighting and signage
- Limited visibility into and through the park
- Trash and dumping throughout the site
- Lack of activities to increase the visits to the site hence visitors are often alone at the currently remote site.



■ Safety Issues

## MAINTENANCE LIST CONSIDERATIONS

- Vegetation management
- Vegetation establishment
- Watering/ irrigation
- Weeding/ invasive plant control
- Lawn maintenance
- Fertilizing
- Pruning
- Mulching
- Plant health
- Water quality
- Wildlife control
- Shoreline /pond maintenance
- Hardscape
- Play area maintenance
- Trail, boardwalk, and bridge maintenance
- Constructed water feature
- Restroom building maintenance
- Graffiti management
- Wayfinding and signage maintenance
- Trash and litter
- Fence repair
- Critical area mitigation and monitoring

# Maintenance

The park's isolated nature is challenging for park operations as illicit use has caused debris, vandalism, and abandoned shopping carts to become common occurrences with the existing park facilities. Fires resulted in burned-out wood benches and view decks.

- The park has dilapidated site furniture and lackluster amenities
  - Inviting gathering spaces are lacking
  - Structures in disrepair need restoration or replacement
  - The boarded-up restroom has been closed from public use since 2010

## Tukwila Pond Park General Management and Maintenance

Increased maintenance needs to be associated with planned long-term park improvements to Tukwila Pond Park. The purpose of the maintenance strategy is to assist with future maintenance planning and budgeting.

The general park maintenance will include shoreline enhancement, boardwalk system, constructed water feature, restroom building maintenance, play area, and landscape elements. Long-term maintenance will need to address mitigation monitoring and maintenance needed for ten years after constructing the proposed mitigation features as part of the park.

To fully achieve the project's goals, proper maintenance of the natural park landscape is essential. As detailed park design moves forward, staff will have to anticipate maintenance needs, analyze the park's budgetary provisions, and provide guidelines for maintenance, adaptive management, and future improvements. Implementation of recommended improvements will enhance aesthetics, access, and the function of recreation and habitat features. Future improvements will also need to anticipate compensatory mitigation work required to meet performance standards approved with permits authorizing impacts to critical areas and their buffers within the park.

Included in the Appendix is a baseline annual maintenance regime budget based on information from previous park plans.

## List of Maintenance Considerations

The list includes general maintenance recommendations appropriate for the budget planning effort. A more detailed maintenance plan should be developed as the final design is resolved and implemented.



## Summary

This identifies long-term maintenance and associated costs to assist decision-makers in developing a maintenance budget for future improvements to Tukwila Pond Park and ultimately steward the available resources for successful park development.

Management goals along this critical City of Tukwila open space should maintain a high quality of recreation while encouraging diverse fish and wildlife habitats. Balancing the needs of all wildlife, improving water quality, and providing quality vegetation management will ensure habitat quality. Maintaining safe and accessible places for people will allow continued enjoyment of the park. Maintenance of areas identified as critical areas mitigation will also be mandated to meet permit requirements. It may involve adaptive management or creating new areas if they do not meet their performance standards.

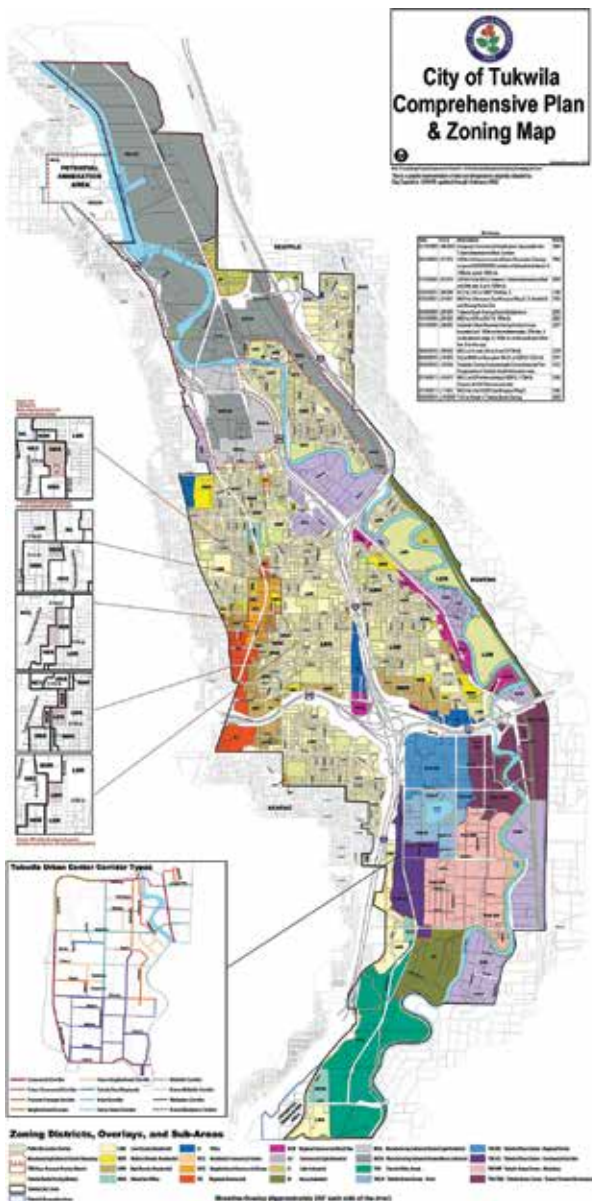
Upon implementation for the 25-acre park of Tukwila pond, a preliminary long-term annual maintenance budget could be in the range of \$200,000.00 - \$235,000.00 or roughly \$8000.00 - \$9500.00 per acre.



■ Maintenance issues



## Context Opportunities



**Figure 9** Tukwila Zoning Map

One purpose outlined for this master planning effort was to help neighboring property owners envision the development opportunities associated with Tukwila Pond and the park. As part of this effort, we evaluated several adjacent properties that are seemingly under-developed and currently face away from the pond to improve the park's integration. By helping envision the potential increase in their property values due to the development of the pond, it is possible to reinforce the goals of a well-used park that is safe and accessible to all.

The City of Tukwila has specifically addressed zoning requirements around the pond and within proximity to the Tukwila Transit Center that developers could use to their advantage. The building height allowed around the pond can be up to 70 feet with frontal improvements, with a 150-foot setback from the pond with a height limit of 45 feet. Additionally, parking reductions are allowed for the areas near transit, including residential units within 1,320 feet of the transit station. That can allow for more density than what is currently there.

Several lots around the Tukwila Pond seem to present opportunities for development, including two areas along Andover Park West on the north and south edges of the pond. These present good cases where landowners can achieve improved value by engaging the pond and using it as an amenity. They can take advantage of proposed green streets and public access points to bring people into commercial and retail spaces. Instead of facing away from the pond, restaurants could directly engage the pedestrian esplanade, boardwalk, and offer outdoor dining with water views. Residents living on the floors above the retail level would not only have access to great restaurants and shops, but the geography will offer many units views of the pond, park, and even Mt. Rainier down the valley.

### Tukwila Urban Center (TUC) (Current Zoning in Proximity of the Park)

1. TUC – Regional Center
2. TUC – Pond District
3. TUC – Transit-Oriented Development (TOD)
4. TUC – Workplace
5. TUC – Commercial Corridor



## The Park Site is Within the Pond District

**TUC-P, Pond District.** The intent for the northern edge of the Pond District is to provide an area of higher-density mixed-use development over retail, restaurants, and services, oriented towards the Pond and a paved waterfront esplanade. Maximum building heights will be lower than the adjacent Regional Center District to provide sunlight and pond views. A more natural park environment will characterize the pond's eastern, western, and southern edges. Buildings will be separated from the pond by streets

on the eastern and southern edges and stepped down in height toward the water to preserve views. Ground floors on these edges will range from office to support services and retail uses, with more private uses like residential above.

Parking requirements for the Pond District are by Tukwila Municipal Code (TMC) 18.28.260

### 18.28.120 – Corridors

The Tukwila city code states that the north side of the pond should have an esplanade providing a public environment along the northern edge of Tukwila Pond Park. It should serve as a focal point and central gathering spot for the urban center, suitable for shopping or strolling. The esplanade plan integrates with adjoining retail and restaurant activities, providing an active waterside promenade to augment the shopping, eating, and other uses in the vicinity.

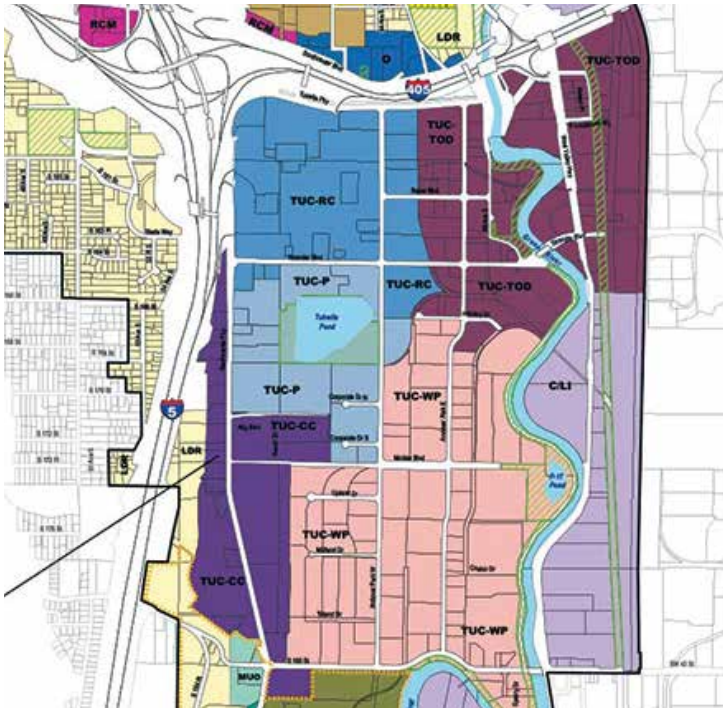


Figure 10 Tukwila Pond Park Area Zoning Map

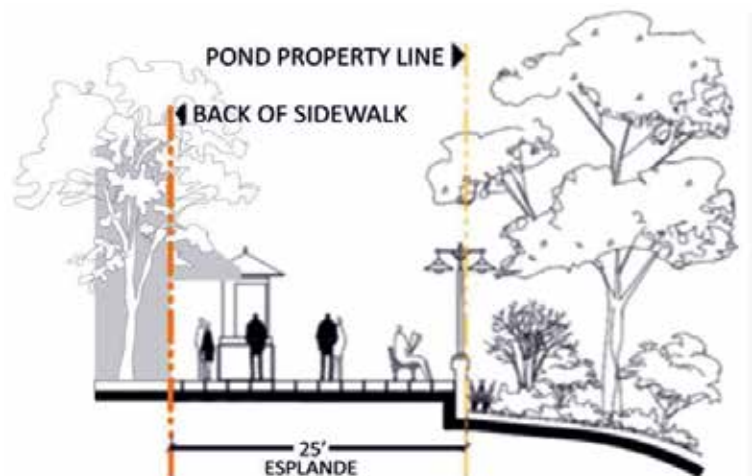


Figure 11 Esplanade required by zoning code

# Related Plans and Policies

## PROS, Subarea Plan

### Summary of public input from PROS plan in 2019:

*During the Park Recreation and Open Space (PROS) Plan Update, community members expressed a desire to re-imagine Tukwila Pond Park. Residents, workers, and visitors are very interested in the potential of this site as a recreational, environmental, and economic resource.*

### PROS Plan recommendations for Tukwila Pond Park

#### **The PROS Plan Vision**

*Tukwila's system of welcoming parks and connected green spaces provide quality opportunities for play, gathering, relaxation and a source of community pride, identity, and economic prosperity. Fun and inclusive events and programs, healthy natural areas, and well-maintained public spaces and facilities offer something for everyone. The people of Tukwila are committed to sustaining the long-term success of their valuable park and recreation system for future generations to enjoy.*

*City of Tukwila PROS Plan  
2020*

#### **PROS Amenities Still Anticipated**

##### **Event Pavilion**

Develop a pedestrian-friendly street on 61st PI South that leads visitors (Westfield Mall) to the natural greenspace at the heart of Southcenter (Tukwila Pond Park). Event space is envisioned at the terminus of this pedestrian connection providing a focal point, gathering space, and multi-purpose venue for concerts and events.

##### **Overlook Decks**

Cantilevered overlook decks are envisioned at key nodes along the esplanade to provide expansive views of the pond.

##### **Multi-use Trail**

An accessible trail provides a 0.8-mile route for walking, jogging, and rolling along the pond's edge.

##### **Habitat Restoration**

Ongoing restoration of the site will include improvements pond's water quality and native plantings. Interpretive signage and seating areas will engage visitors to the important habitat the pond provides.

##### **View Structure**

An elevated pond view structure will connect park visitors to experience the pond from above while providing birding and outdoor education opportunities.

##### **Habitat Islands**

Additional habitat islands could create a refuge for migrating waterfowl. Native wetland plantings will help improve the water quality of the pond.



### **Play Meadow**

An open lawn and play area provide a flexible space for events, picnics, and recreational uses in the park.

### **Esplanade & Boardwalk**

Along the north edge of the pond, new building frontages open up to a public esplanade. Shops, restaurants, and offices are located on the ground floor flow to a 25' wide esplanade. A raised boardwalk provides easy access to the water's edge.

## **PROS Amenities No Longer Anticipated**

### **Boat House**

Paddleboat and kayak rentals with a concessionaire building invite new interaction with the pond as water quality is improved.

## **Tukwila Southcenter Subarea Plan**

Subarea plan identifies several opportunities for the pond district:

1. Encourage the eventual redevelopment of underutilized properties and oversized parking lots into a pattern that connects the project areas' key anchors (Westfield Mall) and overlooked amenities (Tukwila Pond and the Green River) to each other and new infill commercial, residential, and public spaces.
2. Substantially enhance the walkability of the northern portion of the Southcenter area, augmenting the exclusively auto-oriented environment with pedestrian amenities, transit, and bicycle facilities.
3. Realign policies conditioning development in Southcenter with contemporary consumer and investor preferences, resulting in buildings and spaces that contribute to an identifiable sense of place and attract new types and forms of development envisioned by the community.
4. "Unearth" Tukwila Pond and the portion of the Green River that passes through Southcenter, restoring their natural health and beauty and featuring them prominently as amenities that enhance the identity and drawing power of Southcenter.

## **Additional Subarea Plan Recommendations for Areas Surrounding the Pond**

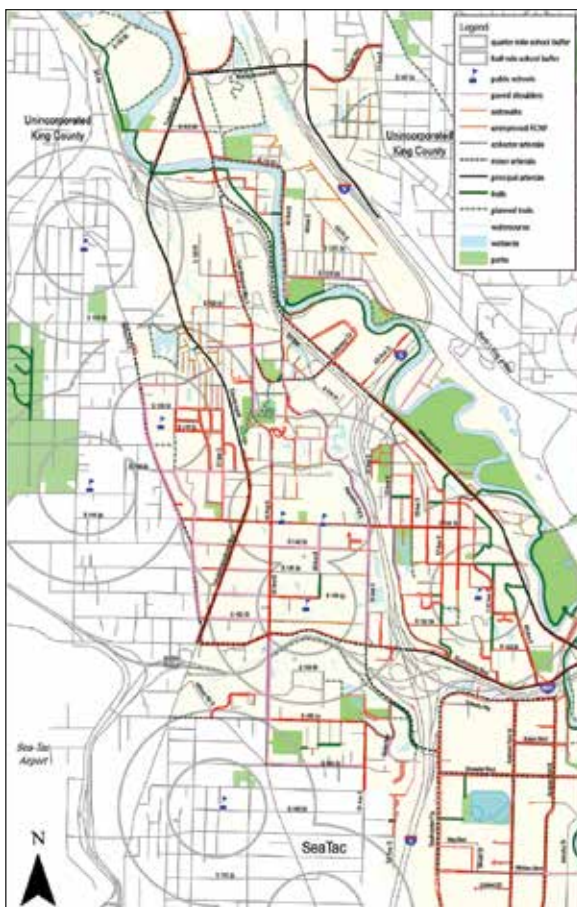
- *City improvements to public frontage, water quality, and pond amenities will help instigate the "unearthing" of Tukwila Pond Park not only as a public amenity but as an "amenity anchor" for the southern edge of the Regional Center and as the center of a new mixed-use Pond District.*
- *"Southcenter's greatest amenity, Tukwila Pond, which prior development has rendered virtually invisible, will become the prized center of an entirely new part of Southcenter."*

## City of Tukwila Walk and Roll Plan

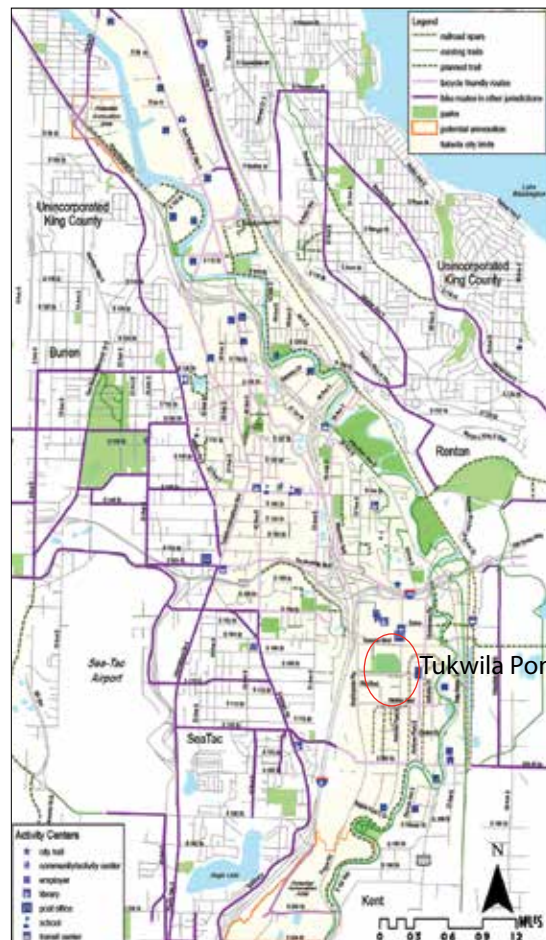
The Tukwila Walk and Role Plan provides a way to ensure that Tukwila residents can know the joy of wandering through the community using trails and sidewalks and can experience the sense of accomplishment and freedom that comes from being able to walk or bike to school, to work, to the store and the library.

Tukwila's Comprehensive Plan calls for identifying "bicycle-friendly" streets and creating improvements to allow trips in the community and outside the city to jobs or other destinations. The Walk and Roll Plan intends to carry out the Comprehensive Plan's goals. It expands the idea of transportation from simply keeping cars and trucks moving to the idea that Tukwila's streets should be for everyone, whether young or old, motorist or bicyclist, walker or wheelchair user, bus rider or shopkeeper, shopper or employee. This "complete streets" perspective will ensure that Tukwila residents and visitors can get around as freely as possible with a range of both motorized and non-motorized choices.

The Walk and Roll Plan's plan for S. 168th Street provides an east-west route to connect the Southcenter Parkway and Andover Park West and gives pedestrians and bicyclists access to Tukwila Pond Park.



**Figure 12** Sidewalks, Trails, Streets, Surrounding Schools



**Figure 13** Bicycle Friendly Routes



# Exploring Pond Examples in Urban Parks

Tukwila Pond is unique with its body of water in an urban context. Consider the following projects as precedents for both pond management and activation.

Other park and pond sites explored while developing the master plan include:

- Green River Natural Resources Area, Kent, Washington
- Scriber Lake, Lynnwood, Washington
- Chase Lake Stormwater Pond, Snohomish County, Washington
- Meadowbrook Pond, Seattle Washington
- Lake Fenwick, Kent Washington



■ Lake Fenwick, Kent, WA

Jim & Tracy at Scriber?

# Master Plan Design

The master plan design for Tukwila Pond Park creates an activated attractive place in the heart of Tukwila's Southcenter District that is well-connected to the community. It offers engaging recreational activities that will draw visitors from all parts of the community for years to come. The park offers activities to young and old in a safe place that connects people to nature. The pond is protected and enhanced to improve its aesthetics and ecological value.

The city staff and design team developed the preferred alternative plan after gathering community and stakeholder input. This plan synthesizes elements from two alternatives to create a cohesive vision for Tukwila Pond Park's future.

Preferences for the plan include a community gathering space, loop path or boardwalk around the pond, art dispersed throughout the park, parking shared with adjacent properties, nature-themed play, and a flexible use pavilion. Highlighted below are further details.

## Master Plan Highlights

- Entry and wayfinding signage
- An increased density of multi-purpose green streets
- Parking development through partnerships with surrounding landowners
- A boardwalk and path that provides a pond loop and community connections
- Art integrated into the loop path
- A potential artist work area
- A belvedere on the north side to provide a park and pond overlook
- A nature play area
- Wetland plaza
- Remodeled restroom with enhanced shelter
- Enhanced pond ecosystem





# Master Plan Tukwila Pond Park



Figure 14 Tukwila Pond Park Master Plan



# Project Vision and Activation

A park vision statement established guides the development of the park.



## Design Principles

Following are the design principles defined in collaboration with City staff, the project stakeholder group, and the public to guide the discussions for Tukwila Pond Park's most appropriate activities, services, and design.

1. *Connect Park to the surrounding community. Explore opportunities for land acquisition, shared use, development incentives, and easements to better connect to the park.*
2. *Design for safety and crime prevention. Improve visibility, create a staff presence, and activate the park with attractive amenities*
3. *Improve water quality and restore the pond. Consider deepening the pond, alum treatment, improving circulation*
4. *Preserve and enhance the ecological value of the pond.*
5. *Emphasize visual connection to the water through nature-themed play, viewpoints, and trail overlooks.*
6. *Activate with a rich array of recreational and community activities based upon community interests. Design placemaking features relevant to the diverse Tukwila community while balancing ecological needs and regulations..*



# Ensuring Access for Park Implementation and Success

## Challenges

When the city first considered improving the park in the mid-1990s, the City of Tukwila set a long-term goal to create more viable park space at Tukwila Pond. Since the development of Tukwila Pond Park, it has faced several challenges such as poor access, lack of visual identity, and lack of community awareness that the park exists. The community often mentions that the park doesn't feel safe. The local community is engaged in this current master planning process. Creating a meaningful gathering place and green space amenity is an exciting process that allows people to explore the pond and pass through the Southcenter District. The community is also committed to protecting and enhancing the pond environment.

### Project Challenges

- Access
- Adjacent development
- Funding priorities
- Maintenance
- Lack of parking
- Safety
- Water quality

To achieve the design principles, noted above, Tukwila Pond Park must be accessible from the surrounding street grid and provide parking to meet the long-term goals for activation, safety, as outlined in the Southcenter Subarea plan's vision. In addition, the park's edges need a better connection with the neighborhood and adjacent properties. Wayfinding and pedestrian connections can welcome visitors into and through the park. A range of attractive uses in the park can be an equitable, enjoyable, and peaceful place for the community. **A pond loop path is critical to success.**

Unlike most park master plans, this site requires extensive coordination with surrounding property owners to create partnerships to provide safe and legal access. Access will also need to be established for many of the grants used to implement the plan.

## Access Recommendations

The Tukwila Pond Park Master Plan capitalizes on the work from the Southcenter Subarea Plan which encourages property acquisition or shared uses for easements to strengthen connections and create additional park space. The Subarea Plan's vision of providing greater value in public and private investment integrates Tukwila Pond into the urban center and orients development toward the Pond as an "amenity anchor." Property acquisition or easements adjacent to Tukwila Pond Park can create the required access and visibility, provide wayfinding elements and parking, and increase the park size and opportunities.

The plan increases visibility from the surrounding streets and structures and improves access points. Improved wayfinding and directional signage can pique interest, enticing shoppers, residents, workers, and tourists to visit the park. In addition, a consistent theme throughout the park that reflects the community's diverse culture and history can create a unique destination for learning.

Converting existing streets like Bach Boulevard into green streets prioritizes pedestrians. It effectively extends the park's area, blending it with adjacent properties and bringing a park-like feel to the surrounding arterials. Gateways at surrounding arterials can identify entrances to the park and confirm arrival to the destination. Threshold elements signify the

beginning of the park experience. Most of the connections will depend on negotiations with landowners, street development, or code changes (see more detail in the implementation section). An iconic focal point is proposed to be visible from the surrounding community context to draw in visitors.

### Pedestrian connections to pursue

- Green River Trail connection via the abandoned/ inactive Union Railroad rail line or on City streets.
- East edge - Improve the sidewalk on Andover Park West (avoiding intrusion into the existing mitigation site). Create gateways and connections to the pond loop path.
- Axial connection to Westfield Southcenter Mall to the north
- Connections behind the Target Store
- Connections to the west

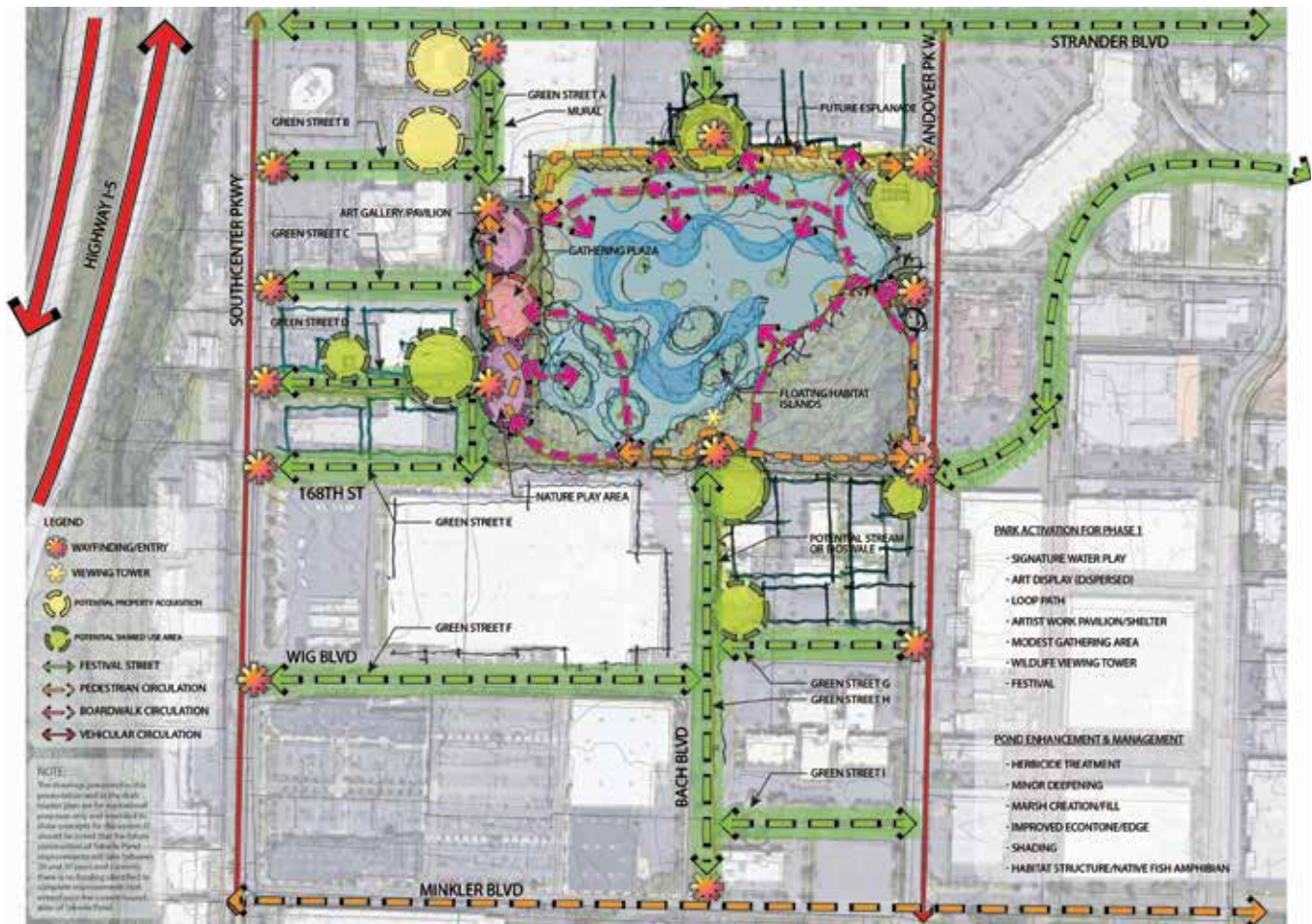


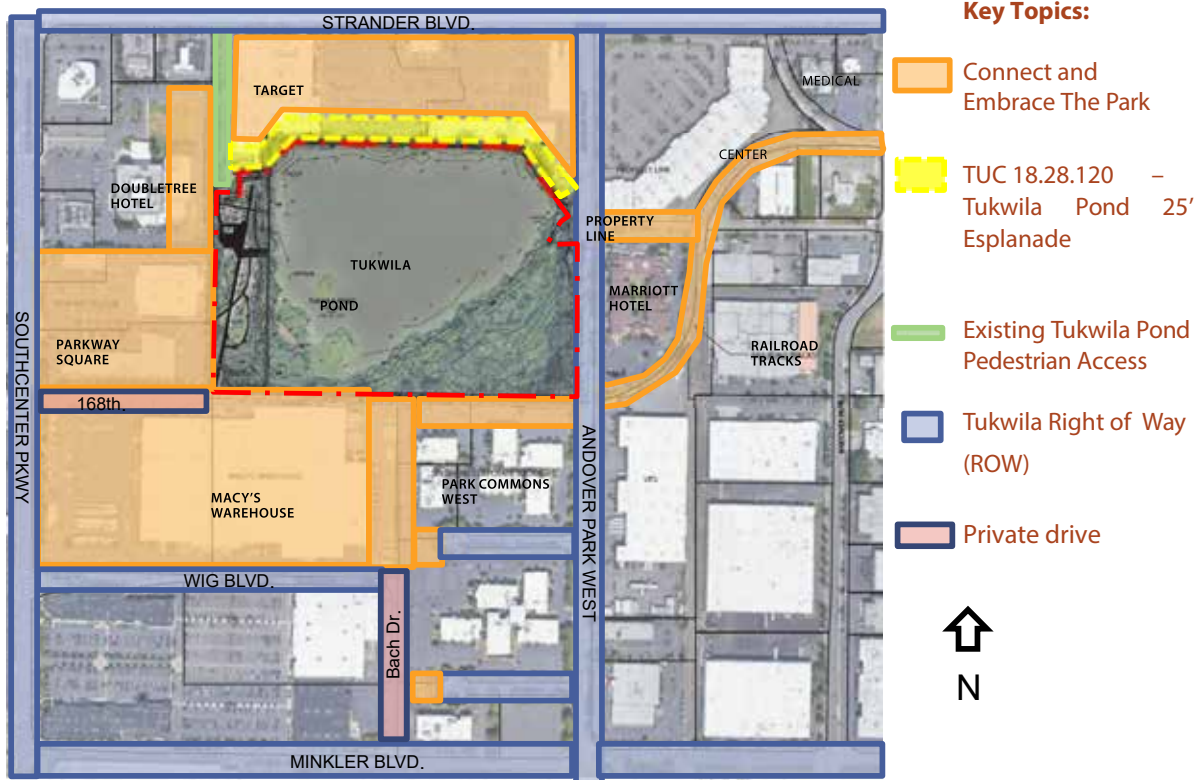
Figure 15 Master Plan Context: Gateways and Green Streets



## Green Street Development

Pursue the development of green streets to reduce the existing mega block street grid and provide better visibility and connection to the park. Green streets can also provide parking for the park.

- Connectivity to the park, including Bach Boulevard to the south and westerly connections off Southcenter Parkway Boulevard near the Macy's warehouse
- Connection from the west edge from Southcenter Parkway Boulevard through DoubleTree Hotel or other property's
- Collaborate with Target to enhance the load / unload drive behind Target and clarify the existing easement.
- Pursue a redesign of the area and a shared drive with parking between DoubleTree Hotel and Target
- Strengthen the north connection to Westfield property
- Improve northwest entry through Target and develop or refine easement to better define parking and pedestrian access
- Enhance existing wall at Target with a mural
- Create an entry plaza on the park's north edge and install a belvedere-type viewpoint with a gangway to the floating boardwalk
- Explore shared driveways between Target and the DoubleTree Hotel to provide efficient access for each property and parking for the park
- Encourage implementation of the north edge Esplanade.



**Figure 16** Connect & Embrace Plan

## Parking

Identifying parking is critical to the park's long-term success and viability for grant funding. Currently, no legal parking exists for the park. The master plan provides several parking recommendations for the park. All of these potential parking solutions require coordination with surrounding property owners. Since parking is critical to creating a viable and well-used park, there is an opportunity for a mutually beneficial solution for the park users and surrounding landowners. It is important to note that not all solutions will be possible, so the city should explore multiple solutions. The most desirable place to develop parking is the park's west side, the location of the active uses.

Potential areas with shared or new parking include:

- **Northwest area** – explore the potential for shared parking at DoubleTree Hotel and the Castle retail store sites.
- **Northwest area** – redesign the drives between Target and the DoubleTree Hotel to create one shared drive to provide more efficient circulation and additional parking for the park.
- **North edge** – underground parking potential and associated shared parking. Create a plaza or node edge that aligns to the Westfield property and terraces to the pond. For example, the upper plaza could house a multi-use gathering shelter or a belvedere overlooking the pond.
- Orient **future development** in a way that relates to the pond per the Subarea plan and TUC Zoning.
- **North end of pond** at the Target property, pursue esplanade development per city zoning. Future development can relate to and improve the esplanade. (Work with owners and the City planner to prescribe exactions or potential impact fees to implement the esplanade)
- Consider **acquisition** of Burger King Property for potential park and stormwater treatment use
- **West edge** – Seattle South Business Park/Value Village and Parkway Square Shopping Village, consider shared parking. Work with DoubleTree owner to facilitate improved connection on the west edge. Consider the potential for a west-side esplanade.
- **South edge** – Seattle South Business Park/Parks West Commons property, shared parking potential. Facilitate shared use agreement with Seattle South Business Park at the south end to provide opportunities for open space adjacent to the park, parking, and green street development. Consider potential for a south side esplanade.



- **East edge** – parallel parking on Andover Park West and lane reduction. Consider one northbound lane, one southbound lane, and a center turn lane. Explore the potential impact of traffic flow.

Acquisitions or easements for parking and park access, park visibility, and space for wayfinding elements are essential for long-term park development and initial phase success. City discussions with property owners regarding opportunities for better-defined parking areas and pedestrian access agreements to the park is an immediate step. City staff has plans to establish a task force for ongoing discussions related to this topic.

## Collaboration with Adjacent Property Owners

Property acquisition or easements adjacent to Tukwila Pond Park should be pursued to improve access, parking, increase park size, and other opportunities. The city will continue discussions with surrounding property owners and potential project partners to explore opportunities. Codes and development incentives can achieve the desired park development. The zoning code currently identifies an esplanade on the northern edge of the pond that will direct attention to the pond and park in the future.

### Collaboration Goals

- Create parking areas for the park
- Improve park visibility and create pond overlooks
- Create space for park wayfinding elements
- Creation of green streets
- Benefit employees, visitors and property owners

### Tools and Partnership Opportunities to Consider

- Easements
- Acquisition
- Street development
- Zoning code revisions
- Development Agreement
- MOU between parks and private properties
- Development bonuses for the development of open space for the reduction of parking requirements and other landowner benefits
- Joint plaza development
- Fun approach
- Placemaking events

Clearly, from this discussion, the success of the implementation requires parking and access. Establishing access early in the implementation process will be critical.

## Wayfinding and Placemaking

Creating a stronger sense of place and identity is a key component to the park's success. The plan calls for developing gateways, focal points, wayfinding elements, vistas, and interpretive signage to engage the community and draw people into the park. The design of placemaking elements should express the culture of Tukwila and the diversity of the community. The pieces should explore the area's history and celebrate the arrival at a special place through meaningful storytelling.

Several creative placemaking design concepts explore options to revitalize the park and draw in visitors. The following graphics of the three concepts convey potential themes for placemaking elements for a unified expression of park character. The city is developing a city-wide wayfinding design standard to inform the ultimate design of park wayfinding elements.

### Concepts

#### **Tukwila Pond Placemaking- Let's create:**

- 1. The nexus of connected destinations in every direction**
- 2. A culturally important gathering place that celebrates diverse Tukwila community**
- 3. A catalyst for positive civic change to Tukwila/ Southcenter**
- 4. A place for a new generation of stories**
- 5. Green earth, fresh water, open skies, safe and fun**
- 6. The embodiment of a new Tukwila Brand**

**To inspire our efforts, and align the many minds at work to make this happen, it is useful to identify some stories to tell.** These are simply narrative directions that illuminate possibilities. They do not limit our thinking to singular themes.



## Option 1: “Song of Tukwila Pond”



### *“The Song of Tukwila Pond”*

Inspired by Native storytelling, co-authored by or written in a voice that recalls Tribal legends, the Song is a story of the people, animals, and natural life of Tukwila Pond. The story reveals itself in a series of interpretive panels that follow the entire walking path of the park. Special needs visitors or people who wish to learn more may connect via Q-code link to a web story site.

## Option 2: “We are Tukwila”



### 2. “We are Tukwila” (A Place of Many Peoples and Voices)

A contemporary, and colorful direction that creates a strong statement of civic pride in the diversity of the Tukwila population. We are represented by over eighty spoken languages, and countless cultures connected where we reside. This is a defining and enriching story to bring to this place and experience we create.



## Option 3: “Connections, with Nature”

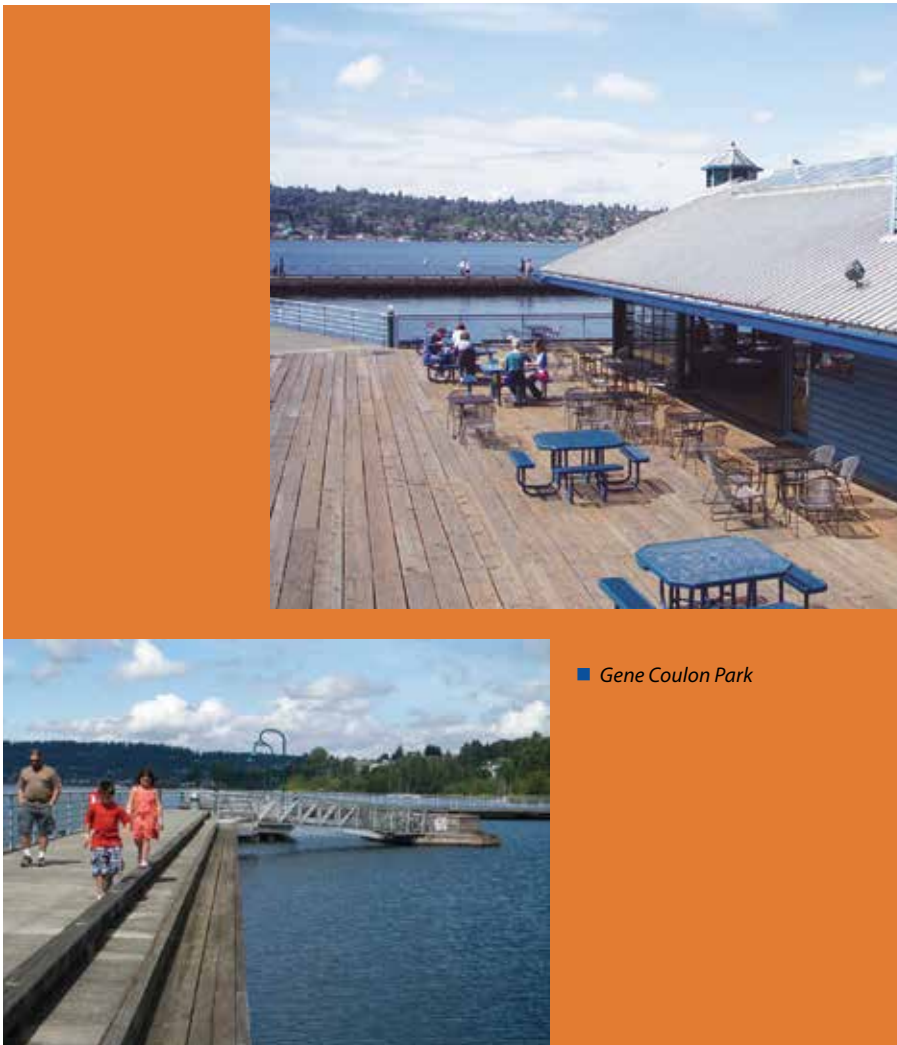


### 3. “Connections, with Nature”

A celebration of the world we built, the connections we made through innovation and industrial mastery, and the organic natural world that inspires our artistic spirit. Natural forms interpreted in rail track, historical objects and concrete is our art, set in the natural setting of parkscape creates an interesting place for exploration of both.

## Park Activation Opportunities

A well-used park is a safer park. Interesting, enticing, and attractive amenities accessible and appropriate to the community will activate the park. Opportunities for health and fitness, personal growth, community connection, civic engagement, and environmental stewardship at the park contribute to Tukwila Parks and Recreation's mission to enhance the community's quality of life through a quality system of public spaces programs and events. Safety is a key issue with the community. Research on park design has shown that the higher the park use, the greater the safety. Activation is critical to the park's success.





## Loop Path

The loop path is a critical activation element. The path combines an upland path, pile-supported boardwalk, and floating boardwalk using pre-manufactured floats. The path provides a range of visual experiences ranging from open water crossings to immersion in the surrounding scrub/shrub or forested wetlands. The floating boardwalk connects to the esplanade, linking the park's urban context to the north. In addition, the boardwalk surrounding the pond gives visitors a chance to experience the water in new ways and view wildlife more naturally. **The loop path was one of the most sought-after elements by participants in stakeholder and public meetings and is critical to the master plan.** The design features art installations and view decks, picnic floats, view nodes, and a potential iconic viewing tower to create a series of moments along the path.

Path Activation Elements



- A loop path with a pile-supported or floating boardwalk creates a path loop of approximately 3400 L.F. or .6 miles
- Along the path, interpretive view nodes are approximately 200' O.C.
- The loop path is well connected to the surrounding sidewalks and roadways to provide easy and accessible access
- The well-connected walking route through the park provides an alternative route through the neighborhood improving district walkability
- The floating boardwalk is 12' wide; spur paths can be 6' wide with bull rails on each side
- Boardwalk is wide enough for gator maintenance vehicle on the main loop
- An accessible gangway with railing will connect the northern belvedere to the floating boardwalk
- An art garden on the loop trail can feature local art set on plinths or platforms along the path
- A tower element along the south end of the loop path serves as an iconic focal point and directional feature
- A ramp provides access to wildlife viewing, and stairs can lead to a higher level with additional wildlife viewing.
- Bike and scooter parking is provided on the perimeter and not allowed on boardwalks.



**Figure 17** Tukwila Pond Park Boardwalk View





**Figure 18** West Side Plan



■ Duwamish Gardens Gathering Plaza, Tukwila, WA

## Wetland Plaza

The wetland plaza is another critical activating element. The community wants to prioritize an enhanced gathering space modest in size to fit 30 to 60 people. The gathering space site is adjacent to the pond exploration play area and existing restroom to create a centralized location with multiple amenities and activities on the park's west side. Cultural events and art installations can take place within this gathering area.

### Elements

- Moveable tables and chairs to provide flexible options for events or daily visitors
- The plaza should provide food truck access and an electrical connection
- A sloped lawn with stone or concrete seating walls to add to the experience of the circular formed space
- A multi-purpose lawn at the circle's center to accommodate larger crowds for the small events expected. It also serves well as a green space for sunning and enjoying the views of the pond.
- A circle of accent trees envelops the space from the plaza experience, which will be an attraction that will keep the community coming back to this special place in the heart of Tukwila
- The design of paving patterns, railing, and seat walls ornamentation can express the character of Tukwila's diverse culture.

Wetland terraces on the east side of the plaza can incorporate pond water re-circulated through a series of wetland terraces to filter pond water, reduce nutrients, improve wildlife habitat, and create beautiful water terraces enhancing the sense of place. The sound of the water will captivate the visitor in this space. Floating wetlands within Tukwila Pond echo the ripple effect of the water terraces. The floating wetlands will improve water quality by removing nutrients and lowering the water temperature. The floating islands also provide enhanced wildlife habitats.



**Figure 19** Plaza Perspective View

### Pond Exploration Play Area

The pond and nearby Green River serve as a muse for a nature-themed interactive feature for the park. A play area featuring water elements such as a constructed pond and stream can provide an immersive experience for children. The play area, situated in proximity to an enhanced natural wetland, adds educational benefit. Using the dynamic range of water, circulating water features, a hand-operated pump, and a colorful range of logs, rocks, and pebbles can provide children with activities to touch, see, and hear the water as it trickles out of the pump and cascades over logs and rocks. Benches and boulders for seating amongst plants create passive resting places, offering an alternative to active play features. While Tukwila Pond is unsuitable for active physical contact, a constructed pond and stream designed for play will reflect the park's water environment.



■ Tacoma Nature Center, Exploration Pond, Tacoma, WA

### Elements

- Water play opportunities in a constructed stream and pond environment
- Benches and seating boulders for resting
- Design for multiple senses
- Shade trees
- Climbing snags and slide logs
- Careful integration of planting
- Pond education
- Integration and enhancement of adjacent wetlands





## Integrated Art Garden

In collaboration with local artists, an art garden provides an area to showcase art and celebrate various cultural-themed artwork. A centrally located artist work area is north of the restroom. A series of platforms or plinths are provided along the loop path to provide a setting to showcase the work of local artists. The setting is a great way to connect the visitor to the heart and soul of Tukwila's diverse community. A mural is proposed on the west side of the Target building, if acceptable to the owner. The mural can showcase local artists and express Tukwila's unique culture.



■ Garden Art & Murals

## Adaptive Management/ Reuse of Existing Restroom

A flexible use pavilion addition provides a space that serves as an additional artist work area, small event space, or classroom. Though boarded up and closed for the past several years, the existing restroom structure still has “good bones,” with existing water and electrical service, and presents an opportunity for adaptive reuse to help activate the space. The existing park restroom can be reused and adapted for additional flexible-use pavilion or incubator space for art and community programs. This priority building can be programmed to accommodate a small classroom/ event space that may include a small kitchen for house artists in residence.

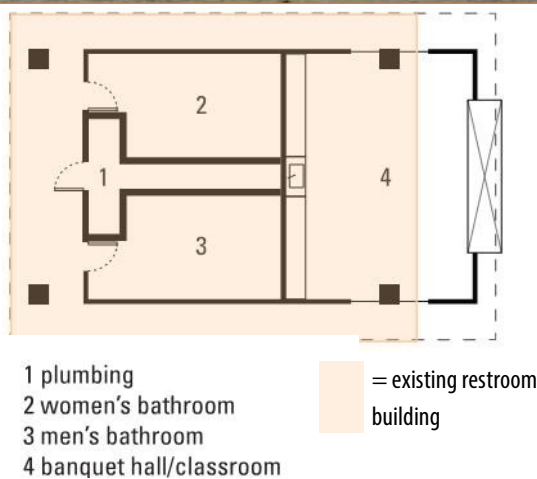
The existing restrooms are approximately 560 SF, but the total covered roof area is about 1,440 SF. The additional roof area provides shelter at the entries to the men’s and women’s restrooms and the plumbing corridor in the middle. However, on the east end is a larger outdoor covered area of approximately 350 SF above a display for the area’s history, but currently, it mostly shelters those experiencing homelessness.

A core concept of the master plan is to increase awareness and activate the park, which can help with overall public safety concerns. Providing spaces

for designated activities and enhancing the connections and visibility to/from adjacent properties can activate and improve awareness. With this idea in mind, the plan proposes expanding and enclosing the area on the east side of the restroom building. An expansion of the roofline by about 8 feet creates an approximate 530 SF of flexible space. Multiple uses of the room range from classroom and community meeting space to a wedding reception venue. The space will activate the park and provide a potential source of revenue.

The new room would have a long banquet table along the existing wall to the restroom. The table would allow for a straightforward extension of plumbing from the utility corridor to a sink serving this room. To reinforce the room’s connection to the park, a proposed large folding garage-style door on the east wall creates a canopy when opened and allows a flow of movement into the space from the park and from the space to the pond.

Any plan to adapt and/or expand the existing restroom building will need to consider its relation to the critical buffer area of the existing wetland, as the existing structure is within the wetland buffer.



**Figure 20** Reuse of Existing Restroom



## Potential Future Multi-Use Pavilion

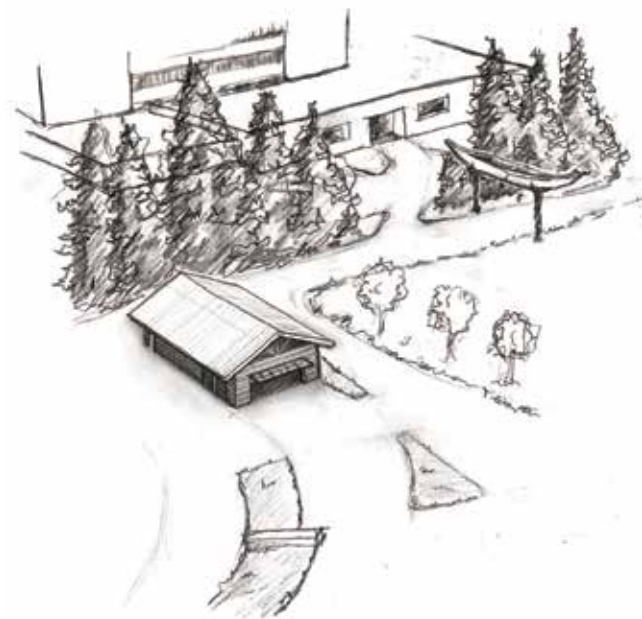
A second structure or multi-use pavilion could be planned as the park program and community evolve with the surrounding property development, including more multi-family housing. Perhaps a second small community building could facilitate learning about the pond environment, create a larger workspace for artists, or host small events like weddings.

The additional multi-use building could reflect native construction or architectural character and conceived by a local native designer. Locating the building north of the existing restroom creates a strong geometry that frames the plaza space associated with the building. The building can offer a strong visual connection to the park's west edge. The Sullivan Center at the Tukwila Village could be a potential precedent to guide the building program.

The vision for this collection of buildings located near the main entry includes space for events, camps, or even a resident artist. The area's imagined features, art, and storytelling can connect to the buildings. Additionally, the collection could enhance the connection to the neighboring hotel property. There is currently an exit from the convention/banquet spaces facing the park at the hotel, but with no visual connection to the park and pond. We imagine this additional development could establish a view portal to the pond through a courtyard.

The portal could become an asset for the hotel as the park becomes part of its amenities and welcomes more visitors.

Although not incorporated into this phase of the Master Plan, the additional multi-purpose building concept this phase of the Master Plan is included in this documentation to foster a future public/private partnership. It is not part of the cost of implementation. The feasibility of adding, and mitigating for an additional building in the critical areas buffer would need to be further assessed.



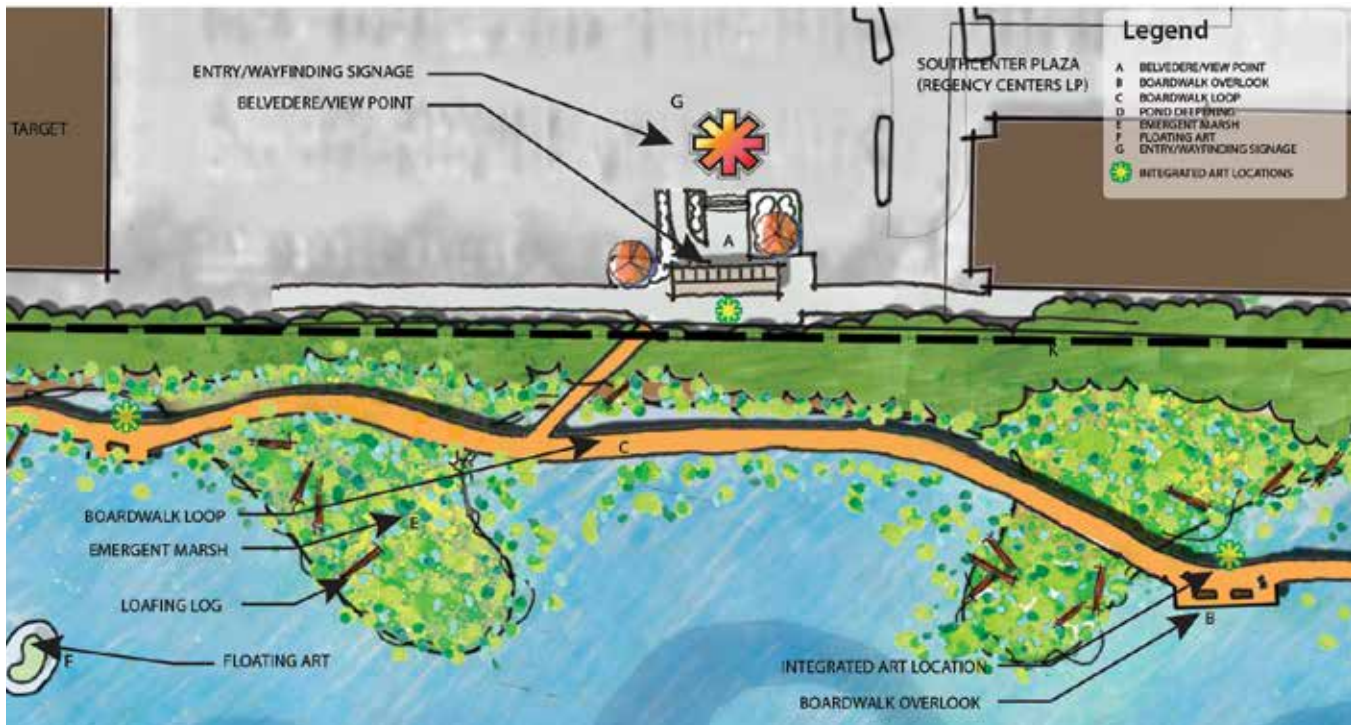
**Figure 21** Potential Multi-Use Pavilion



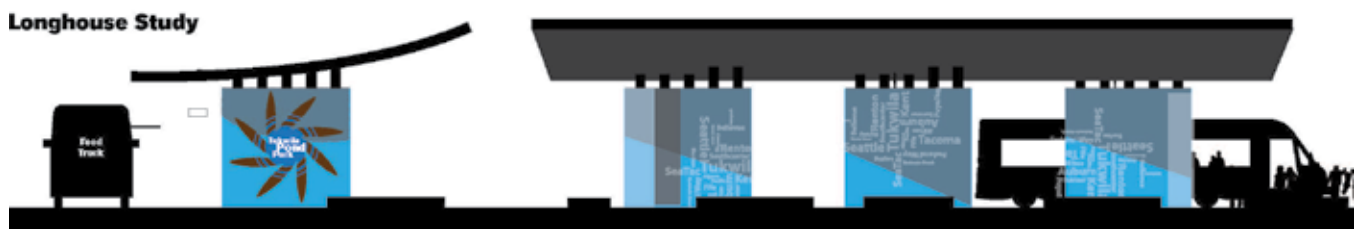
**Figure 22** Tribal Theme Gateway

## North Edge Belvedere with Pavilion

A belvedere-type viewpoint on the north edge is an esplanade aligned with the Westfield Mall axis. A small shelter draws visitors from the north to the park. A prefabricated gangway with railing connects to the loop path and floating boardwalk from the belvedere.



**Figure 23** Master Plan North Edge Belvedere with Pavilion



**Figure 24** North Edge Gateway Pavilion





■ Iconic Focal Points

## Iconic Focal Point

The final activating element is the iconic focal point viewing tower. An iconic focal point piece at the park's southern edge visually draws the site and provides a placemaking anchor. Envisioned is a tall piece that emerges from the forest canopy at the pond's edge. It provides a ramp-accessible elevated platform to provide views of the surrounding area and wildlife. Stairs lead to a second level to provide additional views of wildlife, the pond, and Mount Rainier. Alternatively, the focal point could be a smaller, vertical sculptural element or a dramatic pond water spray feature.



**Figure 25** Tukwila Pond Perspective View

### CPTED Principles to guide Design include:

- *Natural site lines*
- *Access control*
- *Environmental design strategies*
- *Maintenance*

## CPTED (Crime Prevention Through Environmental Design)

An improved environment that encourages activity, vitality, and viability can contribute to a greater sense of safety and security at the park. CPTED principles as a foundation for park design provide strategies to manage ongoing challenges. Collaboration with adjacent property owners is also vital.

- **Natural site lines:** Improve natural sightlines at Tukwila Pond Park by:
  - Improving views from the primary paths to the viewpoints through vegetation diversification; redesigning the north entrance into the park at Strander Boulevard (the space behind the Target)
  - Creating an east/west through-trail along the north and south sides of the park
  - Enabling for views from adjacent businesses into the pond areas on the east and west side of the park
- **Access control:** Improve access control by:
  - Locating the park entrances, exits, fencing, and landscaping to direct foot traffic and automobile traffic in ways that discourage crime
- **Environmental design strategies:**
  - Include signs, attractive landscaping, good maintenance, art, and well-defined spaces that foster a sense of community ownership. Moreover, improvements in park furniture, boardwalks, rustic fences, railings, and increased definition of spaces can improve a community sense of ownership for Tukwila Pond.
- **Maintenance:** Increase positive activity and maintenance at Tukwila Pond Park by:
  - Developing areas for children to play, enhancing picnic areas, community clean-up and restoration planting days, and the addition of the loop trail
  - A flexible-use pavilion space is an opportunity for an onsite presence to increase positive activities at the park further and reduce crime.



## Tukwila Pond Water Quality

**Table 2 Matrix Interventions**

Interventions	Type	Frequency	Maintenance	Recommended By*	Recommend Against*	City Team Preference
Cut/Fill – Deepen/Islands	Naturalistic	Once	Low	KCM '95 Tetra Tech '08 (but expensive)		Yes
Proprietary bio/filtration	Engineered	Ongoing	High		Tetra Tech '08	Further study
Underwater pumped Recirculation	Engineered	Ongoing	Medium-High	Tetra Tech '08 KCM '95		Yes
Fountain Oxygenation	Engineered	Ongoing	High		Tetra Tech '08 (expensive)	No
Tree Shading & Increased Veg	Naturalistic	Once	Low	Tetra Tech '08 KCM '95		Yes
Alum Treatment	Engineered	Ongoing	High	Tetra Tech '08 (investigate further)		Further study
Stormwater: Improved Upstream BMP's	Engineered	Once/ ongoing	Low-Medium	Tetra Tech '08 KCM '95		Yes
Stormwater: Increased Bioswales	Engineered	Once	Medium	Tetra Tech '08 KCM '95		Yes
Floating Islands	Engineered	Ongoing	Medium-High	KCM '95	Tetra Tech '08	Further study
Dilution	Engineered	Once	Low		Tetra Tech '08	No

\*Reports:

- Tetra Tech 2008 (Tukwila Pond Lake Management and Water quality Improvements Feasibility Study)

- KCM 1995 (Tukwila Pond Park Water Quality Impacts Assessment)

(Note, limnologist Harry Gibbons was involved in both reports, KCM was purchased by Tetra Tech)

\*\*Recommended for consideration due to inability to control internal and external phosphorus loading

## Green Stormwater

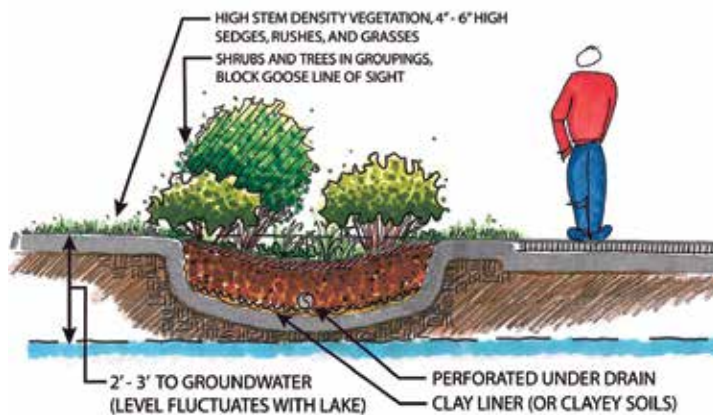
Green Stormwater Infrastructure (GSI) can improve the pond's ecological health and create opportunities for play and art.

Examples of GSI include:

- Artful runnels to display rainwater flows
- Raingardens or bioswales for aesthetic ways to capture, treat and convey stormwater
- Treatment wetlands
- Permeable pavement
- Creek daylighting

Consider a water quality monitoring program for the pond:

- Identify water quality issues related to source control and help with selecting BMPs
- Work with surrounding property owners to improve maintenance of bioswales and improve water quality (i.e., clean out structures, increase sweeping, etc.)



**Figure 26** Raingarden design

## Pond Water Quality Management Recommendations

Pond enhancement and restoration strategies discussions within the project team and with stakeholders, city staff, and the public include pond ecosystem enhancement to extend pond life.

This Master Plan provides a menu of pond preservation and restoration strategies. However, additional study is required to assess the best strategy moving ahead. The best pond management scheme will maximize the pond's beauty, protect and enhance wildlife habitat and be of reasonable cost in terms of capital and maintenance costs.

### Strategies Identified

- Excavate or dredge the pond to develop an enhanced pond environment that emulates an oxbow form indicative of the Green River Valley of the past. Sections of deeper water will add to the life of the pond as conditions change due to eutrophication

### Pond Habitat Enhancement Opportunities

- Control noxious weeds and invasive vegetation in open water areas – deepen the pond and reduce phosphorous
- Enhance and expand marsh areas at edges of the pond to improve wildlife habitat, aesthetics, and water quality
- Create and expand sinuous edges or ecotones planted with native plant material
- Capture stormwater and create wetland treatment cells for water quality treatment, habitat, and education
- Create a more diverse and appropriately scaled patchwork of vegetation communities
- Add islands and habitat structures such as loafing logs and snags. Islands designs will need to protect flood storage function
- Shade and mix water to lower temperatures within the pond to increase the diversity of fish species and use. Place floating wetlands to enhance habitat, treat the water, and provide shade to lower pond temperature



## WATER QUALITY DATA & MONITORING NEEDS

- Temperature
- Fecal coliform sampling of water and sediments (dna type)
- Total phosphorous and nitrogen sampling
- Typical eutrophic lake sampling
- Rain gauge and a level sensor
- Flow data
- Blue green algae sensor
- Geotech coring
- Water budget
- Residence time

- (filling in with sediment and plants) and vegetation succession
- Vegetation management - herbicide application for invasive aquatic plant management
- Create more emergent marsh edges with a modest amount of dredging to fill specific pond areas. Create habitat islands with riparian or marsh plantings
- Create opportunities for floating islands to shade and provide beneficial habitat. Further study floating islands that can provide dual-purpose art and habitat
- Plant to shade pond to help with cooling
- Wetland and buffer vegetation enhancement
- Pond aeration
- Tetra Tech's previous study proposed Alum treatment (1995, 2008, and 2012) as a viable option. Revisit the proposal as an opportunity to improve water quality. Alum treatment installation costs (\$200K - \$250K) with associated long-term operations cost to consider
- Verify the stormwater outlet and if it is beneficial to evaluate if this structure should be lower to help with water quality and limit high water levels. It is important to note that water level fluctuations provide stormwater storage and reduce flooding in the district.



■ Water Level Measurement

## Pond water level management and flood control

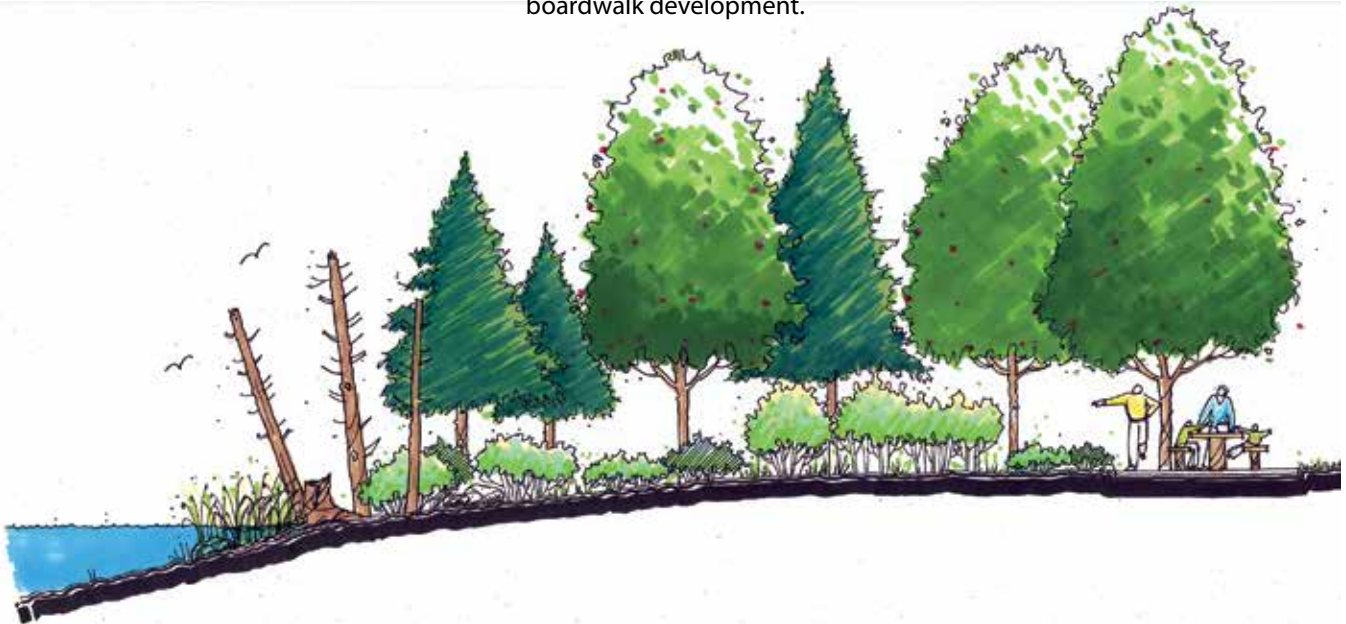
The surface water management plan describes that the water from the pond normally flows north, but during high water, it can be routed to the south. In the summer, the water levels dwindled due to a lack of incoming water and increased evaporation. TetraTech '08 indicates that only the River and City water supplies have low enough phosphorus to be useful for dilution. Several locations to the west of Tukwila Pond where existing runoff conveyance could be routed to the pond. Routes could occur from the west at Southcenter Parkway near the Macy's Operations Facility, from the south at Minkler Boulevard near Nordstrom Rack, or from the southwest at the North Canyon Water Source near Chick-fil-A.

## Habitat Enhancement Opportunities

Work with City Planning to consider modifications to the critical area code to balance public access with habitat and critical area improvements. In general, the pond offers a beautiful and unique habitat in the heart of a very urban district. Some of the willows are quite large and appear to be approaching the end of their life. Planting transitional trees and shrubs is recommended as the plant community advances in successional stages. Emergent and understory vegetation is limited, most likely due to seasonal high-water levels and flooding in the winter and early growing season.

## Wetland Zones

1. **High-functioning forest and shrub/scrub or forested wetland** should be preserved. Limited boardwalk development is possible. Consider planting additional trees and shrubs and control of invasive species
2. **Emergent marsh at the edges of the pond** has a moderate function because it has many invasives, maintains and enhances habitat by creating additional shallow water habitat, and planting with diverse native emergents and shrubs tolerant of seasonal flooding. Plantings will need to be carefully located at key elevations.
3. **Open water wetland** is low functioning. It has some invasive aquatic plants, poor water quality and water mixing, and some toxic algae. Water is very stagnant and shallow, with a depth of 1-3 feet. The open water wetland provides suitable waterfowl habitat. The open water wetland would benefit from enhancement. The enhancement project noted above, including dredging or alum treatment to control nutrient levels, could substantially modify it. The open water wetland could support boardwalk development.



**Figure 27** Marsh & Riparian Enhancement

## Water Studies

Further studies will help guide the pond improvements. These may include:

- Water level monitoring to evaluate long-term water levels through a few seasons
- Water quality monitoring and testing of the pond water
- Water quality monitoring and testing of current source inputs
- Water quality monitoring and testing of potential freshwater inputs



## Lighting

The Tukwila Pond Park will be a dawn to dusk park except for potential special events. Limited egress lighting provided on the park's western edge will point away from the wetland. Lighting will continue at the restroom.

## Sustainability and Climate Change

Tukwila Pond's buildings and site development can integrate innovation and sustainable technologies into the educational component. Sustainability will be integrated into the design wherever possible, and as the budget allows, so it is anticipated that not all approaches will be implemented:

- **Natural light:** Use skylights or clerestory windows, combined with light shelves or other shading devices to allow natural light and minimize heat and glare in the summer. It is appropriate to use clerestories and windows to provide natural light in restrooms and comfort stations.
- **Recycled building materials:** Wheat board, Dakota burl, cotton insulation, Kirei, paper stone, and bamboo showcase sustainable materials and contribute to the look of buildings, shelters, and kiosks. Commonly recycled materials for integration into new buildings include wood, OSB/plywood, metal shingles, and corrugated metal.
- **Rainwater harvesting:** State law encourages water reclamation, which requires a water rights permit from the Department of Ecology and an Army Corps review. Funding from low-impact development (LID) grants is a possibility. Harvested water could be used for irrigation and potentially for flushing toilets.
- **Green roofs & living walls:** Using green roofs reduces runoff and provides an opportunity for themed demonstration gardens. Trellis-like living walls lower heat absorption and irrigate with recycled rainwater.
- **Low impact development drainage design:** Process stormwater runoff from paved surfaces with filter strips, permeable paving, rain gardens, and infiltration to treat water in a naturalistic way and avoid adding pollutants to outflow areas.
- **Wind and solar power:** Wind turbines and solar panels could generate electricity for the buildings. In an environment like Tukwila Pond Park, removing select trees for recreation and the resulting new glades would increase access to sunlight. Photovoltaic cells could be integrated into new buildings by designing curtain walls or shingles to provide electricity. A photovoltaic/thermal system could capture waste heat and be used for heating water.
- **Efficient fixtures:** Install resource-efficient building products such as low-flow toilets, faucets, and LED lighting to interior and exterior spaces.
- **Climate Resiliency:** Heat sink, green lungs, create additional biomass for carbon sequestration



## Maintenance

The park's design emphasizes durable materials appropriate to the level of use expected. With the activation of the park, a dramatic reduction of vandalism is expected. Capital costs are balanced with the need to limit maintenance costs.

## Environmental Equity

Essential to the City of Tukwila's 2017 equity policy is the equitable physical development of the city and other activities. The goals apply to plans such as the Comprehensive Plan, transportation, infrastructure, strategic plans, and the Tukwila Pond Park Master plan. The community's need for equitable environmental access is illustrated in the Washington Health's data of Environmental Health Disparities map. With a rating of 10, the graphic shows a high health risk factor evaluating exposures and factors that affect people's vulnerability to environmental conditions. A need exists in the Southcenter community for parks available within a 10-minute walk service area. The Trust for Public Lands' Health Parks Explorer indicates



Figure 29 TPL Health Parks Explorer

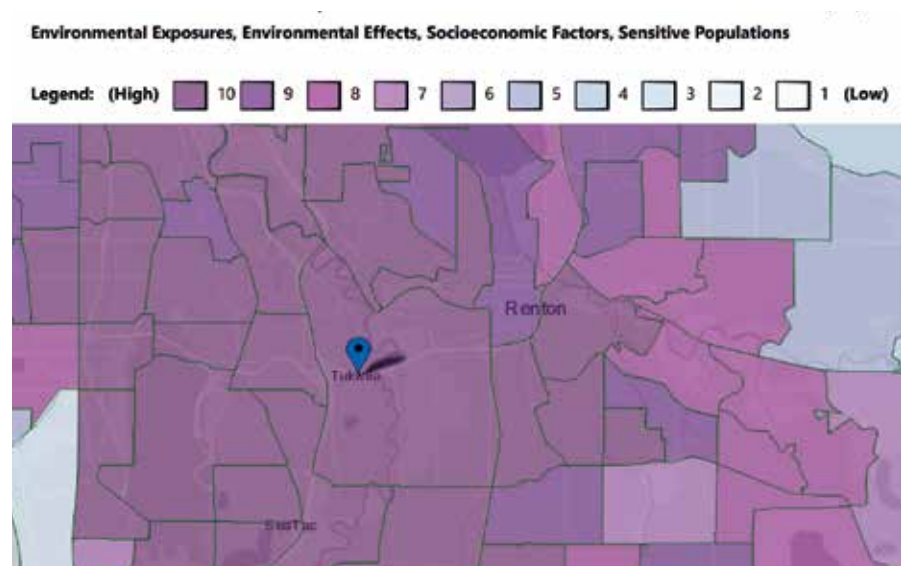


Figure 28 WA DOH Environmental Health Disparities V 1.1



# Implementation of the Master Plan

## Continuing Discussion with Surrounding Landowners

Private / Public partnerships will be critical to the successful implementation of the park master plan. Parking and access will be impossible without this work. The city has formed a task force to continue discussions with surrounding landowners to ensure the park is accessible and well connected to the community. These discussions aim to ensure the park benefits the district's economy while creating an enjoyable and well-used park. See the master plan description above for a list of potential projects to complete with surrounding landowners.



## Project Cost Summary

A cost estimate identifies the components of the project and associated costs in 2021 dollars. The table on the following page is the project cost summary. This is a long-term forecast and projects out 10 years. It is expected implementation will take place over period of 10 - 30 years.

**Table 3 Preliminary Budget Estimate**

Date: 23-Nov-21

### SUMMARY ALL PARK COMPONENTS

Tukwila Pond Park is 25 Acre Park

Open water Pond area +/- 19 Acres

Main park developed west use area +/- 2.7 Acres

Item	Description	Quantity	Unit	Unit Costs	Subtotal	Total
1	Mobilization	1	LS	\$ 1,681,248.00	\$ 1,681,248.00	
2	Demolition and Clearing	1	LS	\$ 129,400.00	\$ 129,400.00	
3	Grading and Erosion Control	1	LS	\$ 158,200.00	\$ 158,200.00	
4	Trails & Misc. Pedestrian Circulation	1	LS	\$ 201,045.00	\$ 201,045.00	
5	North Boardwalk	1	LS	\$ 1,915,000.00	\$ 1,915,000.00	
6	South Boardwalk	1	LS	\$ 2,386,500.00	\$ 2,386,500.00	
7	Pond Enhancement	1	LS	\$ 6,082,220.00	\$ 6,082,220.00	
8	Wayfinding and Signage	1	LS	\$ 181,000.00	\$ 181,000.00	
9	Art Elements	1	LS	\$ 740,000.00	\$ 740,000.00	
10	Auto Circulation	1	LS	\$ 29,840.00	\$ 29,840.00	
11	Green Street Entry	1	LS	\$ 200,000.00	\$ 200,000.00	
12	Utilities	1	LS	\$ 75,000.00	\$ 75,000.00	
13	Storm Drainage	1	LS	\$ 656,000.00	\$ 656,000.00	
14	Structures	1	LS	\$ 1,171,000.00	\$ 1,171,000.00	
15	Plaza Gathering Area	1	LS	\$ 996,500.00	\$ 996,500.00	
16	Nature Play Area	1	LS	\$ 970,000.00	\$ 970,000.00	
17	Belvedere Overlook (North Target Access)	1	LS	\$ 300,000.00	\$ 300,000.00	
18	Site Furniture	1	LS	\$ 134,500.00	\$ 134,500.00	
19	Lighting	1	LS	\$ 134,000.00	\$ 134,000.00	
20	Planting and Irrigation	1	LS	\$ 637,275.00	\$ 637,275.00	
<b>Total Tukwila Pond Master Plan Design and Construction Cost</b>					<b>\$ 18,493,728.00</b>	
<b>SUBTOTAL</b>						
	DESIGN CONTINGENCY: 30%	30%	%	18,493,728.00	\$5,548,118.40	
	CONTRACTOR OVERHEAD & PROFIT: 12%	12%	%	24,041,846.40	\$2,885,021.57	
	LOCATION ADJUSTMENT (Seattle):	1.7%	%	26926867.97	\$457,756.76	
	SALES TAX: 10% (TUKWILA)	10.00%	%	27,384,624.72	\$2,738,462.47	
	CONSTRUCTION CONTINGENCY: 10%	10%	%	30,123,087.20	\$3,012,308.72	
	DESIGN & CONSTRUCTION MNGMT FEE: 0%	0%	%	33,135,395.92	\$0.00	
	PERMITTING FEE	1	LS	25,000.00	\$25,000.00	
					<b>\$14,666,667.92</b>	
<b>Parks Operation and Maintenance Annual Budget (25 Acres)</b>					<b>\$150,000.00</b>	
<b>Subtotal (2021 U.S.D)</b>					<b>\$ 33,310,395.92</b>	
	Inflation over 10 years	5.0%	YR	10.00	16,655,197.96	
<b>Tukwila Pond Master Plan Design and Construction Cost Grand Total (2031 U.S.D)</b>					<b>\$49,965,593.87</b>	



# Initial Phasing Concept

The phasing plan gives current and future decision-makers information about the elements of the master plan so that phases can be identified and adjusted over time. It is expected that the phases will be refined during each year's budget planning process and grant application development. Phasing will be influenced by outside grants and funding available at implementation. It is assumed that priorities may change over time, leading to adjustments of the phasing plan.

## Considerations for Determining General Phasing Priorities

### Private Property Opportunities - Adjacent Property Agreements and Future Development.


Working with the adjacent property owners to develop long-term park access easements or other agreements through a memorandum of understanding or other legal documentation will be key to developing and implementing a thriving park that is highly activated. City departments will be working closely with property owners as development occurs in the coming years. This document identifies a series of private property opportunities that could be associated with each phase of park development. Most park grants require documented parking and access under the control of the project proponent.

### Stewardship

Tukwila Pond Park has a long history in the heart of the downtown Southcenter core. The Park is a valuable green lung to the urban core that is on the cusp of becoming a true jewel for park users. The City needs to steward the resource and engage the neighboring properties to take care of this resource and protect sensitive resources such as the forest, ponds, wetlands, and shoreline. The recreational, educational, and aesthetic resources should also be maintained and enhanced, which will require city resources for capital development and maintenance.

### Construction Sequencing

Park implementation will be phased over time to achieve the desired master plan. Access and some level of use will need to be maintained during construction. Project boundaries will need to be set during each construction phase, and access limited for safety and efficiency. In general, it is most efficient to work area by area through the park. It is essential that work constructed in earlier phases is not impacted or destroyed in subsequent phases.



The long-range master plan approach undertaken by the city minimizes this type of in-efficiency. It will be possible to partially develop an area in one phase, then add low-impact construction items in subsequent phases as funding becomes available. Careful consideration must be given to construction access routes to future work sites.

### Safety

Several safety and security concerns within the park should be addressed early in the process. These include vehicular access and entry improvements, pedestrian access improvements, including better connections to the neighborhoods surrounding the park, and other life safety issues such as police and emergency vehicle access.

### Maintenance

Capital improvements to the park can reduce the amount of future funds spent on park maintenance. Examples include improving paving surfaces, lawns, plantings, and irrigation to spend fewer resources on maintenance. New buildings proposed for the park should minimize energy consumption and focus on low-maintenance design.

# Economic Analysis

Tukwila Pond Park is in the heart of the Southcenter District, a major, regional commercial retail district anchored by Westfield Mall and complemented by various commercial and light industrial uses. Historically, the Southcenter District has been a destination, with employees, shoppers, and others visiting the District during the day. This increases City of Tukwila's daytime population to almost 100,000 people greater than its actual residential population (estimated at 21,970 in the 2020 US Census). However, despite this activity, the City of Tukwila, like all Washington cities, is financially constrained by tax-limiting measures and structural imbalance between the growth in City revenues compared to the demand for and cost of City services.

In Tukwila's 2020 Parks, Recreation, and Open Space Plan (March 2020), the City identified \$12.2 million in capital improvement projects to improve the City's 23 existing parks, including Tukwila Pond Park. Over the Plan's life, the City an estimated \$376,000 is needed per year in total capital reinvestment/replacement cost. The PROS Plan identifies the City's highest priority capital projects over the life of the project. However, Tukwila Pond Park was not identified as one of these projects<sup>1</sup>. It can be assumed that even if the proposed annual capital reinvestment/replacement resources were sufficient to support the implementation of the Tukwila Pond Park Master Plan, these existing resources likely wouldn't be available for it.

However, Tukwila Pond Park is an identified project in the City's 2021-2026 Capital Improvement Project and 2018 Parks and Recreation Impact Fee Study, indicating some funding is already available. The following compares the estimated project costs of Tukwila Pond Park redevelopment, based on the Master Plan, to available revenues as defined by CIP and Impact Fee Rate Study. It also identifies other potential revenue sources to develop a flexible funding plan for Tukwila Pond Park redevelopment, including a more formal funding strategy for the first phase of redevelopment.

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<sup>1</sup> It is not clear why Tukwila Pond Park was not identified as a priority capital project in the 2020 PROS Plan. Prioritization criteria included:

*Will the project fulfill an identified park and/or recreation need? Is the project within a ¼ mile from an identified park search area?*

*Supporting Strategic Plan and Comprehensive Plan Goals*

*Enhancing/Maintaining Existing Resources*

*Unique Opportunity*

*Available Partnerships*

*Property Availability and Condition*

*Capital and Resource Availability*

*Priority projects were intended to identify "quick wins" that have the greatest potential (and greatest need) to build progress towards the proposed system vision.*



The estimated capital costs of executing the Tukwila Pond Park Master Plan is \$33,310,396 in Year of Estimate dollars (YOE\$) or \$49,965,594 in inflation-adjusted 2031 dollars (2031\$).

Phasing the project gives current and future decision-makers the flexibility to pursue implementation of the master plan in a way that is responsive to budget availability and allows the City to leverage competitive funding through grants and other sources. However, since the first phase of this project will be completed between 2021 and 2028 (within the six-year period of the City's current CIP), it makes sense to develop a more formal funding strategy for that phase of the project.

The 2021-2026 six-year CIP does identify the Tukwila Pond Trail and Boardwalk as a capital project. Although titled in a way that appears to limit it to the trail and boardwalk elements of the project, the description appears to include the entire park. The park description further identifies that the project is on the Park Impact Fee list at 75% and that 1% Municipal Arts Fund for City-funded construction will be included. According to the City's 2018 Fire and Parks Impact Fee Update Rate Study,<sup>2</sup> \$5,437,500 (2017\$) against a total cost of \$7,250,000 (2017\$) will be available from Parks Impact Fee over the 10-year period of the Impact Fee Rate Study to fund this project. In 2021\$ (to match the YOE\$ in this plan), this would be \$6,085,000 in Impact Fees dedicated to Tukwila Pond Park redevelopment.

Within the CIP, \$100,000 was in Lodging Tax Funds was set aside for this master planning process in 2021. The CIP also identifies \$1,175,000 in additional projects (\$115,000 for design, \$150,000 for construction management, and \$910,000 for construction) in 2023. The CIP further dedicates \$500,000 in proposed grant funds and \$675,000 in lodging tax funds for that effort. The CIP does not show Parks Impact Fees as available to this project. Assuming the Parks Impact Fee dollars **are** generated and available to this project (given the unprecedented development in Tukwila over the past four years, this feels like a safe assumption), the first phase of development of the Tukwila Pond Park project is essentially funded, as shown in "Table 6 Available Capital Funding for Tukwila Pond Park Master Plan, 2021-2028 in \$1,000s."

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<sup>2</sup> <https://www.tukwilawa.gov/wp-content/uploads/FIRE-Ord-2572-Parks-Impact-Fees.pdf>

**Table 4 Available Capital Funding**  
For Tukwila Pond Park Master Plan, 2021-2028 in \$1,000s

	2021	2022	2023	2024	2025	2026	2027	2028	BEYOND	TOTAL
Awarded Grant										
Proposed Grant			\$500						\$5,500	\$6,000
Mitigation Actual										
Parks Impact Fees	\$6,085									\$6,085
Lodging Tax Funds	\$100		\$675						\$1,500	\$2,400
REET 1 Funds									\$5,600	\$5,600
<b>TOTAL REVENUES</b>	<b>\$100</b>		<b>\$1,175</b>						<b>\$12,600</b>	<b>\$20,085</b>

Source: 2021-2026 Financial Planning Model and Capital Improvement Program, City of Tukwila, 2021.  
City of Tukwila Fire and Parks Impact Fees Update Rate Study, BERK Consulting, 2021.

As Table 6 shows, based on the Impact Fee Rate Study and CIP, more funding should support Phase 1 of the Tukwila Pond Park Master Plan than needed. Given that Park Impact Fees can only support 75% of total project costs and the City must provide 25% through other sources, Phase 1 of the project should be funded as follows:

- No more than \$5,451,750 in park impact fees
- As much as \$2,400,000 in Lodging Tax Funds
- Remainder in real estate excise tax 1 (REET 1) and proposed grant funds

The City still needs to identify grants that are a good fit for Phase 1 of this project. The grants listed in the Grants and Funding section may be appropriate for funding the Tukwila Pond Park redevelopment.

The City's CIP proposes additional revenues from proposed grants, lodging tax funds, and REET 1 to support the Tukwila Pond Park redevelopment beyond 2028. However, It is anticipated that it will be updated to reflect this master planning effort. Given the ongoing financial constraints on the City's budget and other City capital priorities, these funds may not truly be dedicated to this project. It will be necessary for the City to continue considering long-term strategies for funding the future phases of this project.

## Ongoing Operating Costs

In Tukwila’s 2020 Parks, Recreation, and Open Space Plan (March 2020), the City also identifies ongoing operations and maintenance costs for parks based on the City’s four-tier levels of maintenance. Within the PROS Plan, it is estimated that maintaining the improved Park System proposed within the plan would cost approximately \$2.7 million annually. The PROS Plan doesn’t identify the specific maintenance levels for Tukwila Pond Park; it can be assumed that current Park operations and maintenance costs are substantial and insufficient.

Tukwila Pond Park is currently isolated and obscured so that there are no “eyes on the park.” The result is a high degree of illicit use and, with it, debris, including abandoned shopping carts, and vandalism, including fires that have burned existing view decks and benches. These conditions make operations and maintenance of the park challenging and costly, not only for Public Works staff but also for the Police Department who provide ongoing monitoring and enforcement at the Park.

In most master planning processes, it is generally anticipated that parks will require additional operations and maintenance for support once developed and finalized. In the case of Tukwila Pond Park, any additional operations and maintenance costs will likely be offset by a reduction in the operations, maintenance, and police enforcement costs currently generated by Park operations and maintenance. For this reason, while we anticipate new operations and maintenance activities (to support landscaping, vegetation management, etc.) those costs have not been estimated as part of the master planning process.



# Grants and Funding

## Potential Funding Sources

### Increase Existing Revenues

While the City of Tukwila could increase its general revenues to support additional funding for parks capital projects, like the Tukwila Pond Park Redevelopment, these additional revenues would be flexible. Funds could be spent for any general government purpose. While park redevelopment is among these purposes, given the extremely fiscally constrained environment faced by Washington Cities and the fungibility of these sources, funds could likely be used for other City purposes. For this reason, and because the City's CIP has identified specific sources for funding Tukwila Pond Park redevelopment, we have focused on strategies related to increasing or implementing those sources. These include:

#### Lodging Tax Funds

- Lodging Tax revenues must generally be used for tourism promotion, acquisition of tourism-related facilities, or operation of tourism-related facilities (RCW 67.28.1815 – .1816) . Included are operations and capital expenditures of tourism-related facilities owned or operated by a municipality, including repayment of bonds (limited tax general obligation [LTGO] or unlimited tax general obligation [UTGO] bonds). Because the City's CIP identifies lodging tax funds as a funding source for Tukwila Pond Park redevelopment, we have assumed that it is eligible to use this funding source. However, it will be important to confirm that the final park, as master-planned, appropriately meets the definition of a tourism-related facility<sup>3</sup>.
- Tukwila, located in King County, is not eligible to impose a basic lodging tax. However, the City does levy a special lodging tax of 1%. Tukwila lodging is also subject to convention and trade center tax and tourism promotion area (TPA) charges.

<sup>3</sup> RCW 67.28.080 defines "tourism-related facility" as "[...] real or tangible personal property with a usable life of three or more years, or constructed with volunteer labor that is: (a)(i) owned by a public entity; (ii) owned by a nonprofit organization described under section 501(c)(3) of the federal internal revenue code of 1986, as amended; or (iii) owned by a nonprofit organization described under section 501(c)(6) of the federal internal revenue code of 1986, as amended, a business organization, destination marketing organization, main street organization, lodging association, or chamber of commerce and (b) used to support tourism, performing arts, or to accommodate tourist activities.

## Parks Impact Fees

- The City of Tukwila has levied Growth Management Act (GMA) impact fees for parks since 2008. These impact fee rates were updated through ordinance based on a rate study in 2017. Tukwila Pond Park is included as a project within the current rate study, with 75% of the project costs assigned to growth and therefore eligible to be funded by impact fees.

## Real Estate Excise Tax (REET) 1 Funds

- REET is a tax on the sale of real property, calculated on the full selling price, including the amount of any liens, mortgages, and other debts given to secure the purchase and collected at the time of sale. Cities may impose REET 1, a “first quarter percent” of 0.25% for capital projects and limited maintenance.
  - Cities planning under GMA may also impose REET 2, a “second quarter percent,” of 0.25%, also for capital projects and limited maintenance. Tukwila currently levies both REET 1 and 2, the maximum allowable 0.50%, so there is no opportunity to grow this revenue source.

## New Dedicated Revenue Sources

There are very few dedicated revenue sources for parks capital. The only such tool that is specifically available for parks capital in Tukwila at this time is a property tax levy lid lift, described below:

### Property Tax Levy Lid Lift

- The City could increase property taxes in the city to pay for parks capital. Cities are currently limited to a 1% increase in property tax revenue without a public vote. A property tax levy lid lift occurs when taxing jurisdictions with a tax rate less than its statutory maximum rate ask voters to increase their tax rate to an amount equal to or less than the statutory maximum rate, effectively lifting the lid on the levy rate. The taxing jurisdiction then collects more revenues because of the higher levy rate.

# Grant Funding

The City of Tukwila already leverages competitive grant funding as possible to support parks' capital projects. While these local, state, and federal grant programs (organized based on who administers grant funding, not the source of the funding – that is, federal funds administered by state agencies are listed as “state grants”) are extremely competitive, grant funding would significantly improve the funding feasibility of the Tukwila Pond Park redevelopment. Based on the project plan, we have identified the following grants as most appropriate for Tukwila Pond Park:

## Federal Grants

### **US Fish and Wildlife - North American Wetlands Conservation Act Small Grants Program**

- Funding for long-term protection, restoration, and/or enhancement of wetlands and associated uplands habitats for the benefit of all wetlands-associated migratory birds
- Grant requests are limited to \$100,000, and funding priority is given to new grantees or partners
- Grant can be used to protect and enhance, making Tukwila Pond Park an attractive project.

### **US Dept. of Housing & Urban Development - Community Development Block Grants (CDBGs)**

- Grants to improve community facilities and services, especially in low and moderate-income areas

### **US Fish and Wildlife - North American Wetlands Conservation Act Small Grants Program**

- Funding for long-term protection, restoration, and/or enhancement of wetlands and associated upland habitats for the benefit of all wetlands-associated migratory birds.

### **Federal Highway Administration - Surface Transportation Block Grant Program (STBG) & Recreational Trails Program (RTP)**

- The TA Set-Aside authorizes funding for programs defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity; recreational trail projects; and safe routes to school projects.



## State Grants

### **Washington State Department of Transportation (WSDOT) Fixing America's Surface Transportation (FAST) Act**

- Funds surface transportation across the country using a combination of federal funding, primarily the gas tax. One funding programs is a block grant to states that includes set-aside funding for transportation alternatives, including smaller-scale transportation projects such as pedestrian and bicycle facilities and recreational trails.
- Grant can be used to renovate community parks, develop regional trails, and conserve habitats, making Tukwila Pond Park an attractive project.

### **Washington Recreation and Conservation Office (RCO) Washington Wildlife and Recreation Program (WWRP)**

- Funds land protection and outdoor recreation, including park acquisition and development, habitat conservation, farmland and forestland preservation, and outdoor recreation facilities construction
- 50% match required. 10% of total project cost must be from non-state, non-federal contributions
- Grant can be used to renovate community parks, develop regional trails, and conserve habitats, making Tukwila Pond Park an attractive project.

### **Land and Water Conservation Fund (LWCF)**

- To preserve and develop outdoor recreation resources, including parks, trails, and wildlife lands.
- 50% match required. For local agencies and special purpose districts, 10% of total project cost must be from non-state, non-federal contribution.
- Tukwila Pond Park will include unpaved trails and boardwalk, making the project a candidate for the LWCF grant.

### **Transportation Improvement Board**

- The TIB funds high-priority transportation projects in communities throughout the state to enhance the movement of people, goods, and services.

## Local Grants

### King County Parks Levy Grants

The voter-approved 2020-2025 Parks, Recreation, Trails and Open Space Levy allocates approximately \$110 million over six years for grants for parks, recreation, and open space throughout King County through four program areas.

#### 2021-22 Grant Program Funding Categories:

- Parks Capital and Open Space \$9.5 million
- Aquatic Facilities \$13 million
- Targeted Equity \$3.8 million
- Open Space River Corridors \$8.5 million

## Other Grants

#### Robert Wood Johnson Foundation Grant

- This grant opportunity pays up to \$500,000 for green spaces that promote equity and racial justice.

## Additional Sources

### Legislative Appropriation

In addition to the grant programs, some infrastructure funding is allocated through the state budget process. These discretionary funds are limited, subject to state appropriation, and highly competitive as with grants. Given that Tukwila Pond Park has potential regional economic development impacts, it may be an appropriate project to pursue legislative appropriation.

### Private Partnerships and Contributions

#### Private Donations and Partnerships

- The redevelopment of Tukwila Pond Park will provide a unique value to the Southcenter District and, in particular, those businesses directly adjacent to it. As part of the Tukwila Pond Park Master Planning project, we have developed a complementary economic analysis that explores and communicates those benefits to potential private businesses and property owners. Additional opportunities for private partnerships and contributions are documented in that memo.

### **Crowdfunding**

- Crowdfunding is best suited for small popular or novel projects and installations, and could be successfully implemented to support a unique feature or amenity proposed for the park-like nature play within the Tukwila Pond Park Master Plan.

## **Financing**

The City can levy additional debt through two main financing tools, LTGO Bonds and UTGO Bonds. LTGO bonds will impact the General Fund, while UTGO bonds will have an additional tax burden. The loan schedules used in this analysis assume a 4% interest rate over 20 years, and a bond issuance fee of 1.5%.

### **Limited Tax General Obligation Bonds**

- Council-manic bonds must be repaid from existing resources, as there is no dedicated source of new revenue for debt service. The City Council can issue these bonds without going out to residents for a public vote.

### **Unlimited Tax General Obligation Bonds.**

- Voted bonds must be approved by a vote of the City's residents and paid off by a new city property tax levy. This type of bond issue is usually reserved for municipal improvements that are of general benefit to the public, such as arterial streets, bridges, lighting, municipal buildings, firefighting equipment, and parks. As an assessment raises the money levied on property values, the business community also provides a fair share of the funds to pay off such bonds.

It is important to consider that taking on additional bond debt will affect the City's credit rating. We cannot estimate how a specific bond issuance will specifically affect the City's credit rating. Still, the amount of debt capacity utilized does affect this rating, and it is a factor to consider in determining the amount of debt issued to support parks capital projects plan.



# Keep the Momentum

The Tukwila Pond Park Master Plan is the result of a yearlong process that involved developing alternative concepts, gleaning community input through public meetings, identifying issues and opportunities, and identifying priorities with the City of Tukwila.

The Master Plan enhances park access and activates the park to create a safe and attractive place for the community to recreate and relax.

## How to find out more or get involved:

*Visit Tukwila Pond Park*

299 Strander Blvd, Tukwila, WA 98188

*Contact the City of Tukwila*

Tukwila Parks & Recreation

12424 42nd Avenue South

Tukwila, WA 98168

Phone: 206 768-2822

Email Parks & Recreation

*Track the project online*

[www.tukwilawa.gov/departments/parks-and-recreation](http://www.tukwilawa.gov/departments/parks-and-recreation)

