

# Tumwater City Plan 2036 Parks, Recreation, and Open Space Element





## Parks, Recreation, and Open Space Plan Update

Adopted December 20, 2016, Amended January 15, 2019

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### INTRODUCTION

The intent of this update is to make the 2008 Tumwater Parks and Open Space Plan, called the “2008 Plan” in this document, current based on changes in the City, public opinion, and parks and recreation system since 2008. This document supplements but does not replace the 2008 Plan. Sections of the 2008 Plan not addressed in this update remain as presented in the 2008 Plan. This update is organized into:

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Building on the planning efforts and data presented in the 2008 Plan, this update combines current information with that Plan. The majority of the priorities identified in the 2008 Plan remain incomplete. Through additional input from City Staff, elected officials and the public, this update addresses current community needs and priorities, funding strategies, and adds policies for creating sustainable operations within the Parks and Recreation Department. The 2008 Plan is available on the City’s website at:



<http://ci.tumwater.wa.us/home/showdocument?id=394>

## Changed Conditions Since 2008

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### A. City Facilities

In the eight years since the adoption of the 2008 Plan, the City has added or expanded three park facilities and initiated two trail improvements:

#### Deschutes Valley Park

The land for this 1 acre park facility was purchased in 1997 for a future neighborhood park. Through a partnership with the LOTT Cleanwater Alliance, the City was able to develop this park facility utilizing LOTT's reclaimed water funds and park impact fees. The City's investment was \$341,000. The park opened in 2016 and serves a portion of the City's southwest neighborhood with a children's play area, restrooms, overlook to the golf course, and interpretive information. In the future, this Park would serve as a trailhead for the future Deschutes Valley Trail.



#### Tumwater Hill Neighborhood Park

The City acquired four parcels of wooded hillside on Tumwater Hill to expand the neighborhood park and improve local trails. This acquisition from a local bank provided a low-cost opportunity to expand trails and pedestrian access throughout the neighborhood. No improvements have been made to the trails that were present at the time of acquisition. However, the land acquired on Tumwater Hill and along Barnes Blvd has been cleared of brush and hazardous trees surrounding the trail areas. The purchase cost was \$135,000 and the brush and tree removal was \$3,200.

#### Linwood Property

Purchased partly as park property in 1989, the City was able to make improvements at this site in 2016. Through a partnership with the Tumwater School District and GRuB (Garden Raised Bounty), the City made \$100,000 in improvements to the barn structure at the site. The facility is now being used for youth programs, instruction and food production through the GRuB program and school district supervision. There is additional space at this site for walking trails and potential shared use of the stormwater pond.

### Historical Park

The City constructed a paved trail through Historical Park in 2016. The project was funded with \$152,968 in federal transportation monies and a local share of \$23,873. This is one segment of the Deschutes Valley Trail.

In 2016 the City acquired trail easements through the historic brewery property along Capital Lake along with the ownership of the Historic Brewery Tower. While uses have not been specified for the tower and will vary depending on the use of the overall site, the City is embarking on a fundraising campaign to preserve and rehabilitate the building.

### Deschutes Watershed Center (Hatchery)

In the 2013/14 Biennial Budget, the State provided money to initiate the design of long-planned Deschutes Watershed Center. During the past three years, the project sponsor, the Washington Department of Fish and Wildlife, have received additional funding, completed a lease and inter-local agreement with the City for the location in Pioneer Park, in the process of negotiating a lease with the Olympia Tumwater Foundation for expansion of the catchment facility, and completed initial design. They plan to pursue the complete funding in 2017/18 and complete the project in subsequent years. In addition to the hatchery, the project includes a 1,200 square foot education facility that can be used by schools, used for special events, used for weddings and other rental functions. The building will be managed by the City.

In addition, in 2011 the City entered into a lease with a private child care operator for the second floor of the Old Town Center to be operated as an infant to elementary school child care facility. Improvements were made to accommodate the center's needs. The operator extended their lease upon expiration in 2016. Lease revenues are redirected into facility maintenance. The City also received a grant to defray the costs and entered into a State program of make energy efficiency improvements to existing buildings. The Old Town Center had a new roof installed and the 50-year old boiler replaced.

The City's park maintenance operates out of a 46 year old building, a former fire station, at the SW corner of Israel Road and Capital Blvd. The site was given to the City by the Port of Olympia. The facility was not originally designed for this purpose and has undergone minimal renovation for the new purpose, which started in 2004. The facility lacks sufficient space, outside storage for materials and equipment, and is located at a prime retail corner. In 2014, the City has purchased the Trails End Arena for a future Public Works facility. There is sufficient space on this property for a Parks maintenance operation.

## **B. Recreation**

Recreation programs, classes, camps, trips and special events vary from year to year and season to season. Tumwater's recreational offerings have remained consistent in content but the volume of programs has decreased because of reduced staffing levels. Since adoption of the 2008 Plan, the recreation program has added a one-day festival around the history of brewing in Tumwater. Hosted at the Golf driving range, the event draws about 3,500 people.

## **C. Staffing**

Parks Division staffing (which is the maintenance and operations side of the department) consists of 3 full-time staff and approximately 4 seasonal employees. This was below the best practice for maintenance before adding additional parks in the last two years. The low staffing has resulted in sub-standard maintenance across all facilities. Examples of maintenance deficiencies include overgrown landscapes and beds, deteriorating play structures, poor quality turf requiring excessive watering and compaction of sports fields and poor drainage.



Recreation staffing was reduced in 2011 when one recreation supervisor was transferred to the role of managing the Tumwater Valley Golf Course. That recreation position was not refilled. There are 3.5 FTE recreation staff and several seasonals who provide classes, managed the Tumwater Youth Program and Old Town Center, conduct summer camps, manage organized sports leagues and park usage, lead the City's special events, and direct multiple volunteer projects within City parks throughout the year.

The City's Historical Program was changed in 2013 in order to facilitate the renovation of the City's Henderson House Museum. The City staff position was eliminated and the Museum was closed. Shortly after that, the City contracted with the Olympia Tumwater Foundation to provide a variety of historical programs, walks, and recorded talks to the public out of the Schmidt House. The Henderson House is currently undergoing a number of improvements, in part funded by a State grant. It is anticipated that after the Henderson House improvements are complete in 2016, the Foundation will provide expanded programs from that venue also. The Crosby House continues to be operated by the Daughters of the Pioneers, although the facility is owned and maintained by the City. A new heating system was installed in the Crosby House in 2015.



#### **D. Private Facilities**

The Olympia/Tumwater Foundation operates the Tumwater Falls Park in Tumwater's Historic District. The park serves as a focal point for residents and tourists alike and offers a scenic trail system around the Deschutes River, historical and interpretive signage and hosts a state fish hatchery on site. The facility is maintained entirely with revenue from the Foundation



endowment and donations. In addition to the Foundation's Executive Director, two maintenance people support the Park. The Foundation has indicated a desire to look at alternative ways or funding sources for the long-term sustainability of the Park, including potential partnerships with the City.

The Black Hills Soccer Complex located in southwest Tumwater is a privately owned and operated soccer field complex for private club use. Tumwater supports the youth soccer complex and assists the soccer club with technical and maintenance questions as well as supporting the club for grant applications. However, public funds are not invested in the soccer complex since public access is not allowed.

The YMCA operates the Briggs Branch Facility on the border of Tumwater at the Yelm Highway and Henderson. It provides an aquatic facility, fitness, and range of programming. Similarly, the Tumwater Valley Athletic Club continues to provide a wide range of facilities (tennis, aquatics, fitness, etc.) and programming. A private trampoline park and newly-renovated executive golf course operate near the airport.

#### **E. Changes to Policy**

As part of the City Council's development of a biennial budget, in each even-numbered year, the Council readopts Strategic Priorities and Goals. In July 2016 they adopted (R2016-009). Within this updated Strategic Planning document are several goals that related to Parks and Recreation and Open Space facilities and programs:

- Provide High Quality Municipal Facilities and Parks
- Implement long-term supplemental funding strategies to improve parks and recreation
- Preserve and showcase Tumwater's History
- Partner with WDFW for the completion of the Deschutes Watershed Center
- Promote a Community-based arts program
- Complete the Tumwater Valley Trail
- Work with partners to preserve valuable open space and sensitive areas
- Maximize the golf courses financial condition and benefits to the community
- Enhance the environment for bees and pollinators

These goals are intended to be pursued in the subsequent 5-6 years (2017-2022).

**F. Operational Changes**

In 2011, the management of parks and facilities was moved to the Parks and Recreation Department. In 2013, the City replaced the on-staff historical resources with a contract with the Olympia Tumwater Foundation for curation, programs, and on-call expertise. The Foundation has continued to provide that expanded programming through 2016.

**G. Population**

Based on data from the Washington State Office of Financial Management, the population of Tumwater was 12,950 when the 2008 Plan was adopted. At the time of this update, Tumwater’s population is 23,040, an increase of 10,090 people or almost 78%, although in order to be consistent with the remainder of the City’s Comprehensive Plan, this plan uses plan dates of 2015 to 2035. The growth from the annexation is addressed in the City’s growth projection. The forecast for future growth over the next 20 years shows Tumwater’s population rising to 34,680 residents.

<b>TUMWATER AND URBAN GROWTH AREA 20 YEAR POPULATION FORECAST</b>				
	<b>2015 Population</b>	<b>2035 Population</b>	<b>Population Increase</b>	<b>% Increase 2015-2035</b>
<b>Tumwater</b>	*21,940	34,680	12,740	58%
<b>Urban Growth Area</b>	3,250	8,200	4,950	152%
<b>Combined Areas</b>	25,190	42,880	17,690	70%

\*Because of two annexations that occurred in 2015, the City Limits population increased to 23,040. The estimate for the UGA populations has not been updated.

**H. City Financial Condition**

Tumwater’s financial condition, like most local government in Washington State, has been heavily impacted by voter-initiatives, the “great recession”, infrastructure maintenance needs, and growing service demands. In 2001 the voters of Washington approved initiative 747 which capped the rate of property tax revenue growth at 1% with the exception of new construction

and annexations. Given that that cost of operating the City has generally increased at 3 to 3.5 % per year, property tax is no longer a sufficient source to fund a fixed portion of the City's General Fund. This puts significantly greater pressure on revenues associated with growth and business activity, including sales tax, B & O tax, real estate excise tax, and new property tax associated with development. Alternatively, cities have used specialized voter-approved tax measures to fund specific improvements. The City did one such measure for public safety in 2011 and another in 2015 for street maintenance.

The recession of 2007-2011 further impacted cities by reducing those non-property tax revenues because of the reduction in development and business activity. The City made a number of efficiency improvements and reduced staffing in a number of areas, including parks, recreation, golf and facilities. Much of that staffing and funding has recovered, but only to pre-recession levels and with major gaps in facility maintenance. The City has been embarked on a major facility improvement initiative from 2015 to 2018.

The five-year forecast for the City is stable based on continued business growth and projected development. The goal of a stable budget is to continue to provide services at a pace that can keep up with growth. It does not provide additional services or facilities. Those must come with either efficiencies, additional revenues, or the replacement of existing programs.

One specific challenge to parks relates to the capacity to maintain vs. build new facilities. Because of impact fees, the availability of capital grants, partnerships, and the City's CFP structure, there are resources available to construct new facilities. There are not similar sources of new revenues for maintenance. As the City creates new and often desirable facilities, it needs to be vigilant to ensure there are resources available to maintain the facilities. A small neighborhood park can cost approximately \$100,000/year to maintain and a large park, \$250,000/year.

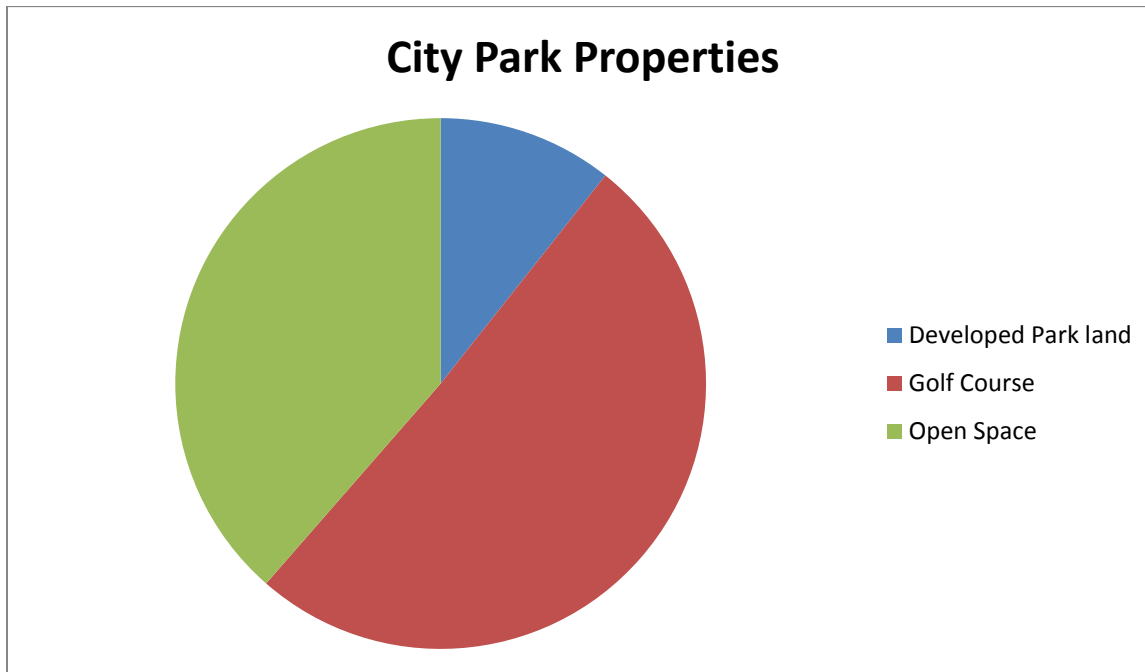


## Existing City Parkland

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### A. Overview

The City of Tumwater’s Parks and Recreation Department owns and maintains 18 park sites with a total of 398.6 acres. 42 acres are developed and maintained parks and the City’s 200-acre golf course and 156.6 acres are undeveloped, natural and open space.



The city parks provide a range of passive and active opportunities with facilities for a variety of recreational uses that include playgrounds, picnic areas, walking trails, ball fields, natural wildlife habitat areas and wetlands. Several parks provide public art, historic buildings or interpretive areas. Recreational programming ranges from educational to cultural activities as well as major events for the entire community.

Parks are important public resources that benefit residents, businesses and visitors alike. Parks and Recreation contributes to the local economy by attracting businesses, supporting workers and raising property values. Important benefits of Tumwater’s public parks and recreation facilities and programs include public safety, habitat protection, community cohesion, health and fitness and enhanced quality of life.

While the National Recreation and Park Association’s (NRPA) Park, Recreation, Open Space and Greenway Guidelines provide definitions for park classifications, it also acknowledges that each

community is unique in terms of geographical, cultural and socioeconomic make-up. As such, each community or park agency should develop its own standards for park, recreation, and open space with the NRPA definitions as a guide. This is especially important for communities like Tumwater that are still growing and offer opportunities for expansion of amenities, facilities and open space.

As a means of organizing the public open space facilities found within the Tumwater park system, the park areas are classified according to a hierarchy that provides for a comprehensive system of interrelated parks. All parks can be placed into specific categories and classifications. Some parks that meet neighborhood needs and have specialized amenities could be placed into more than one classification but are placed in the classification that meets the broadest definition. The park and open space classifications that are appropriate for the Tumwater park system do not necessarily meet the NRPA guidelines in a strict sense as far as size or amenities but are appropriate to the overall offerings of the Department. The Tumwater classifications used in this inventory include:

1. Pocket Parks
2. Neighborhood Parks
3. Community Parks
4. Natural Open Space
5. Special Use Areas



The table below summarizes the parks owned and managed by the City of Tumwater’s Parks and Recreation Department. The system provides a variety of parks that range from active to passive recreational use. The city has five types of parkland that serve the public needs. Map 1.1 (Existing Park Map) identifies the location of the parks throughout the community. Table 1.1 list city parks by category as well as the typical facilities at each park. Appendix-A is the detailed description of each park by type, existing conditions, current inventory and future capital needs.

### Summary of Existing Tumwater Parks

Park Type	Acres of Tumwater Parkland	Total number of sites
Pocket Parks	2.40	4
Neighborhood Parks	49.4	5
Community Parks	98	2
Natural Open Space	25.8	4
Special Use Areas	223	3
<b>TOTAL</b>	<b>398.6</b>	<b>18</b>

## **B. Pocket Parks**

Pocket parks or Mini parks serve a limited population area or unique recreation or aesthetic need. They serve as a recreational and beautification space where acquisition of larger parks is not possible. Pocket parks may have amenities that draw people from a greater area but typically serve an area within a ¼ mile radius. Because of the specialized nature of these parks, they are small; usually range in size from only 2,500 square feet up to 1 acre. Beautification areas are landscaped areas along natural features, travel ways, community gateways and plazas. These spaces can be for relaxing, meeting friends, taking lunch breaks or providing a play area for small children. In Tumwater, these facilities usually consist of landscaping, benches, a picnic table, and a small play toy. Pocket parks are comfortable spaces, and can provide quiet areas for reflective time. Several residential subdivisions have pocket parks which have not been included in this inventory.

### **NRPA Standard:**

- Less than a ¼ mile service radius
- NRPA standards have listed pocket parks as having 1 to 3 acres per 1,000 population. Features can include public art, elements of historic or cultural significance, recreational facilities, beautification or just a place for passive reflection.
- Facilities can include a play area for young children, bike racks, benches and small picnic facilities, community gardens, mature trees area, and facilities for hosting community activities or performing arts events.
- Facilities and features typically not included are off-street parking or restrooms except under special circumstances where sites have sufficient acreage for these additional support facilities.

### **Tumwater Pocket Parks & Beautification Areas:**

Four parks in the Tumwater system are classified as Pocket Parks.

- |                      |                  |            |
|----------------------|------------------|------------|
| • V Street Park      | 415 V St. SW     | .58 acres  |
| • Palermo Park       | 309 O St. SE     | .25 acres  |
| • 5th and Bates Park | 515 Hayes St SW  | .29 acres  |
| • Overlook Park      | 1205 Barnes Blvd | 1.28 acres |



### C. Neighborhood Parks

Neighborhood Parks serve as recreational and social centers and remain the basic unit of a park system. These parks are generally designed to focus on informal active and passive recreation needs of all ages within a given neighborhood. They are often a focus of neighborhood identity and gathering places for the neighborhood residents. Facilities might include playgrounds, areas for picnicking/ neighborhood events and/or activities, game fields or courts, parking spaces, shelters, bike racks and trail connections. Parks can serve as community memorials. In many communities, a park is adopted as a project site for local service clubs. A neighborhood park may also serve a community as a whole by offering a field or fields for use by athletic organizations from outside that particular neighborhood. The City has historically not provided restrooms in neighborhood parks.

#### **NRPA Standard:**

- Serves an area within a ¼ mile to ½ mile service radius uninterrupted by non-residential roads or other physical barriers.
- Interconnected to trails/sidewalks/low-volume streets and within walking/biking distance of most users.
- 5 to 10 acres is considered optimal, particularly in medium density neighborhoods.
- There is no longer a national standard for acres per 1,000. The
- Former national standard of 2.0 acres per 1,000 population is typical for most communities.
- Facilities and features not generally considered to be included as Neighborhood Parks are undesirable building locations or “Left-over” sites; or a place where permanent recreational activities would create impact with overuse; or where the site does not provide full public access to the park by the entire community.

#### **Tumwater Neighborhood Parks**

In Tumwater, four parks are classified as Neighborhood Parks.

• Tumwater Hill Park	3115 Ridgeview Ct SW	25.5 acres
• Barclift Park	690 Barclift Lane	3.6 acres
• Deschutes Valley Park	600 T St	1 acre
• Jim Brown Park	535 Bates St SW	1.3 acres

- SW Neigh. Park site 6004 Littlerock Rd \*undeveloped 18 acres



#### **D. Community Parks**

Community Parks are diverse in nature, serving a broader purpose than the neighborhood or pocket parks. While Community Parks may include Neighborhood Park amenities and at times can act as Neighborhood Parks, the primary focus of a Community Park is to meet community-wide recreation, open space and public gathering needs. These parks may include athletic facilities, walking paths, picnic areas and various other active and passive amenities depending upon community needs and site suitability. In some cases, a park with broad community interest may fall into this category regardless of its small size. A Community Park may also be the venue of an activity or amenity that has broad community appeal but does not fit the Special Use designation.

#### **NRPA Standard:**

- Community Parks serve multiple neighborhoods with special amenities serving the residents of the entire City.
- The Community Park typically is designated to serve an area within a 1-3- mile distance.
- Community Parks are generally served by arterial and collector streets and are in proximity to community and regional trail networks.

#### **Tumwater Community Parks**

Three parks in Tumwater are classified as Community Parks.

- Historical Park 602 Deschutes Way SW 18 acres
- Pioneer Park 5801 Henderson Blvd SE 80 acres
- Tumwater Falls Park 110 Deschutes Way SW 15 acres<sup>1</sup>

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<sup>1</sup> Tumwater Falls Park is a private park owned and operated by the Olympia Tumwater Foundation and is open to the public daily.



### E. Natural Open Space Parks

Open Space Parks are natural areas that vary in function and size and may include water bodies, wetlands, shoreline habitat, inland forests and/or grasslands that are valued by the city.

These spaces are left more or less in a natural state with recreation use as a primary or secondary objective but managed for their natural value. The parkland can provide opportunities for passive and active outdoor recreation such as trails for walking, jogging or wildlife viewing. Where the park has environmentally sensitive areas such as unique or endangered plant, fish or animal species, or habitat, public access may be limited. Open spaces promote health and wellness by providing a natural physical and mental refuge from an ever growing urbanized environment. These parks may also consist of linear greenways within natural open spaces that follow natural or manmade corridors such as water edges. Natural Open Space can be, and most often is, a part of every park in the Tumwater system. While four parks are listed in this section, large portions of the City’s developed Community Parks and the City’s golf course support natural open space, wildlife and sensitive environmental areas.

**NRPA Standard:**

- NRPA does not have a natural open space standard. The sites are managed for protection of their natural environments or cultural features.
- They are managed for passive recreation and habitats with non-intrusive use.

**Tumwater Natural Open Space Parks**

Five parks in Tumwater are classified as Natural Open Space Parks.

- |                  |                            |            |
|------------------|----------------------------|------------|
| • Sapp Rd Park   | 2332 SW Sapp Rd            | 11.8 acres |
| • BPA Powerlines | 6401 Capitol Blvd          | 6 acres    |
| • Desoto Canyon  | 2 <sup>nd</sup> and Desoto | 2.14 acres |

- Barnes Blvd                      Next to Barnes Blvd                      6 acres



**F. Special Use Areas**

Special Use Areas cover a broad range of miscellaneous park lands or stand-alone recreation sites. These areas are designed to support a specific, specialized use or often a single major use. Historical sites, community center sites, theme parks, aquatic centers, golf courses, water parks, community gardens and other special use facilities fall into this category. These parks may also include neighborhood and community park elements but with amenities that have a regional appeal to citizens and visitors from outside the boundaries of the city.

**NRPA Standard:**

- NRPA does not define an acreage standard for Special Use Areas but does provide a national standard and guidelines for facilities that may be located within the Special Use Area.

**Tumwater Special Use Areas & Community Recreation Facilities**

Tumwater has six special use areas:

Linwood Park	1436 Linwood Ave SW	19.28 acres
Union/Calvary Cemetery	5925 Littlerock Rd SW	4.46 acres
Tumwater Valley Golf Course	4611 Tumwater Valley Dr	200 acres
Crosby & Henderson Houses	Historic District	Not applicable
Historic Brewhouse	Custer Way	Not applicable
Littlerock Road Trail	Tyee Drive	Not applicable
Old Town Center	215 N 2 <sup>nd</sup> Ave SW	Not applicable



The following chart represents the City’s current inventory of existing developed parks, open space and park amenities.

Tumwater Parks, Facilities And Sites	Location	Developed/Acquired	Acres	Baseball Field	Soccer Field	Basketball Hoop	Bathrooms	Water Access	Electricity	Nature Area	Picnic Shelter	Play Structure	Public Art	Scenic Views	Wetlands	Envir. Sensitive	Forested	Tennis Courts	Trails	Turf Area	Historic Structures
<b>POCKET PARKS</b>																					
1. V Street Park	415 "V" St SW	N/A	0.6			X						X									X
2. Palermo Park	309 "O" St SE	N/A	0.2			X						X									X
3. 5 <sup>th</sup> and Bates Park	515 Hayes St SW	N/A	0.3			X						X									X
4. Overlook Park	1205 Barnes Blvd SW	1991	1.3											X							X
<b>TOTAL POCKET PARKS</b>			<b>2.4</b>																		
<b>NEIGHBORHOOD</b>																					
5. Tumwater Hill Park	3115 Ridgeview Ct	1993 & 2014	25.5	X						X							X		X	X	
6. Jim Brown Park	535 Bates St SW	2002	1.3			X			X		X	X						X			X
7. Barclift Park	690 Barclift	2006	3.6			X			X		X	X						X			X
8. Deschutes Valley Park	600 "T" Street	2016	1.0				X	X	X	X		X	X	X		X					X
9. SW Neigh. Park Site	Littlerock Rd/Undev	1995	18							X					X	X	X				
<b>TOTAL NEIGHBORHOOD PARKS</b>			<b>49.4</b>																		
<b>COMMUNITY PARKS</b>																					
10. Pioneer Park	5801 Henderson Blvd	1988-2011	80	X	X		X		X	X	X	X			X	X	X		X	X	

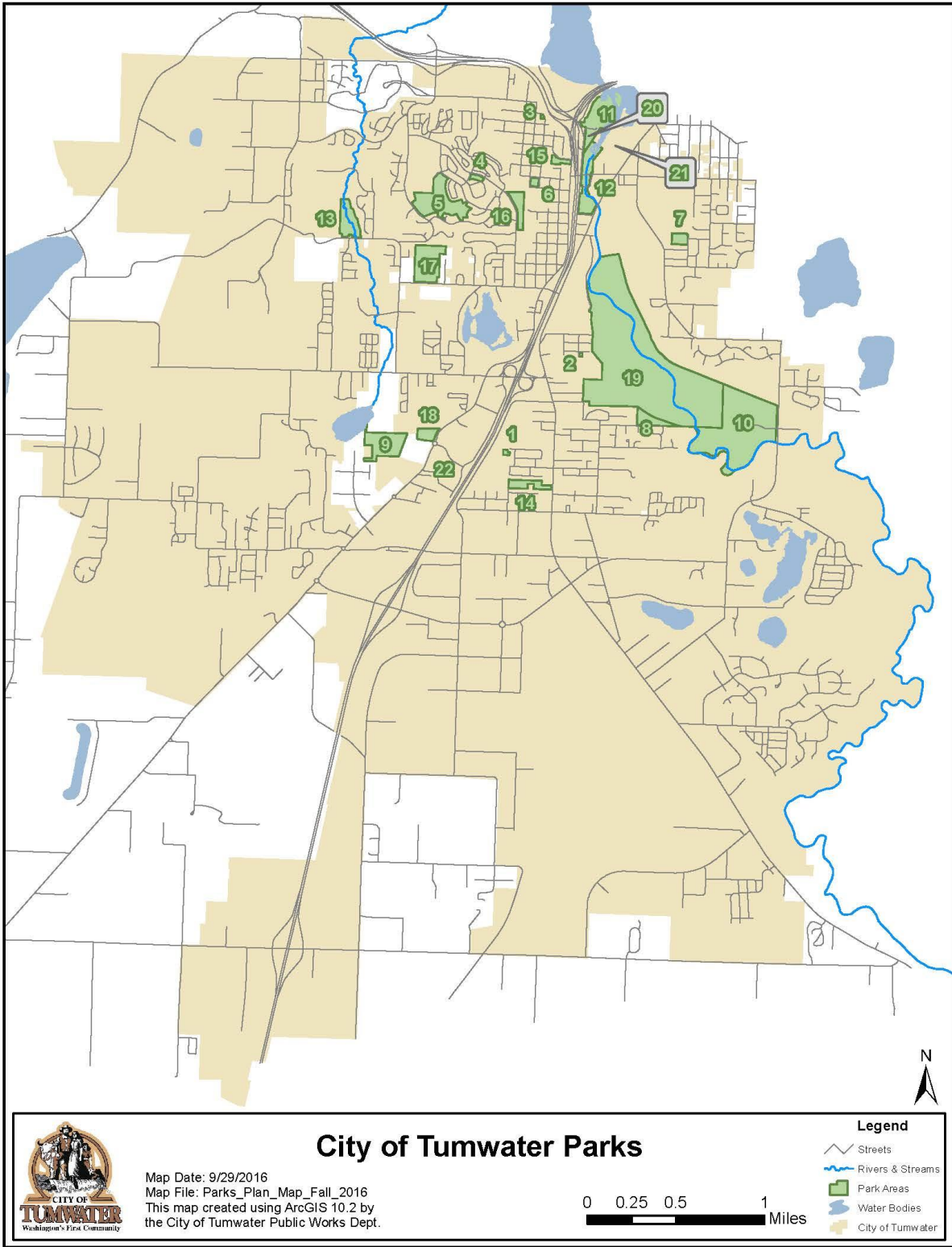


11. Historical Park	602 Deschutes Way SW	1980	18					X	X	X	X	X	X			X	X	X		X	X	
12. Tumwater Falls Park <sup>2</sup>	110 Deschutes Way SW	1962	15									X		X						X	X	X
<b>TOTAL COMMUNITY PARKS</b>			<b>98</b>																			

Tumwater Parks, Facilities And Sites	LOCATION	Developed/Acquired	Acres	Baseball Field	Soccer Field	Basketball Hoop	Bathrooms	Water Access	Electricity	Nature Area	Picnic Shelter	Play Structure	Public Art	Scenic Views	Wetlands	Envir. Sensitive	Forested	Tennis Court	Trails	Turf Area	Historic structure	
<b>NATURAL OPEN SPACE</b>																						
13. Sapp Rd Park	2332 SW Sapp Rd	1999	11.8												X	X						
14. BPA Powerlines	6401 Capitol Blvd	N/A	6.0							X												
15. Desoto Canyon	2 <sup>nd</sup> & Desoto	N/A	2.1												X	X	X					
16. Barnes Blvd Open Space	Next to Barnes Blvd	2014	6							X							X		X			
<b>TOTAL NATURAL OPEN SPACE</b>			<b>19.9</b>																			
<b>SPECIAL USE AREAS</b>																						
17. Linwood Park	1436 Linwood Ave SW	1989	19.3						X	X					X	X			X			
18. Union/Calvary Cemetery	5925 Littlerock Rd SW	N/A	4.5																		X	
19. Tumwater Valley Golf Course	4611 Tumwater Valley Dr	1996	200				X		X	X			X	X	X	X					X	
20. Crosby and Henderson Houses	? Deschutes Way	1980 ?	NA													X					X	X
21. Historic Brewhouse	Off Custer Way	2016	NA													X						X
22. Littlerock Road Trail	Between I-5 and Littlerock Road	2016	N/A																X			

<sup>2</sup> Tumwater Falls Park is a private park owned and operated by the Olympia Tumwater Foundation that is open daily to the public.

23. Old Town Center	215 N 2 <sup>nd</sup> Ave SW	1940	N/A																	
<b>TOTAL SPECIAL USE AREAS</b>			<b>223</b>																	
<b>TOTAL CITY OF TUMWATER PARKS</b>																				
			<b>398.6 acres</b>																	



## Public Involvement

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A key element to updating the 2008 Plan was involving the public and local stakeholders. Community input was sought through a variety of methods to develop an accurate and statistically valid sample of public opinion across the City. Using that data and combining it with the visions, goals and policies in the existing 2008 Plan, this update provides a comprehensive outline for the future of Tumwater Parks and Recreation.

Staff from the Parks and Recreation Department and the Community Development Department conducted meetings with local community groups, service clubs, school district organizations, homeowners associations and neighborhood groups to talk about Tumwater Parks and Recreation and the plan priorities and updates. Key meetings were also held with City commissions and the City Council. These were widely advertised to the public through the City's website, the newspaper, social media, newsletters and the City's email lists.

The City conducted an on-line survey on the City's website from the fall of 2015 to the spring of 2016. The questions on this survey were developed using the existing 2008 Plan elements and the public for opinions on priorities and projects. To obtain an accurate and statistically valid sample of public opinion across the City, a telephone survey was also conducted by the Thurston Economic Development Council in cooperation with St. Martin's College. This survey was conducted in January and February of 2016.

Public input was also sought through classes at Tumwater University, the City's Facebook page, flyers and press and media releases. The Key Findings summary describes the results of the 2016 questionnaire and community meetings and prior plan information from the telephone survey conducted in November 2007.

### **A. Key Findings: Parks and Recreation Public Survey and Input**

#### **Parks:**

- *Parks, recreation and open spaces are very important to respondents.*  
The majority of the respondents (79%) indicated that parks and recreation programs are important to the overall quality of life in Tumwater. Close to 87% of the respondents indicated that natural open spaces and the environment are very important to the community.
- *Developed parks, trails and active areas are the most popular types of parks.*  
Based on the responses, park visitors most preferred the development of trail systems (71%), followed closely by neighborhood and community parks with

active recreation (60%), specialty parks (59%), and the development of smaller parks within neighborhoods (64%).

- *Respondents are generally satisfied with park maintenance, but there is some desire for improved maintenance.*

Nearly 68% of respondents found the general upkeep and maintenance of parks needing improvement. Based on the open-ended responses, there were several comments expressing a need to improve maintenance.

#### **Recreation Facilities and Trails:**

- *There is interest in adding greater variety in the park system.*

Ideas expressed by respondents included a skate park, skating rink, walking and running opportunities, off-leash dog park and places for kids to play.

- *Surrounding natural open spaces are highly valued.*

Tumwater is surrounded by natural areas and respondents highlighted the importance trees, native vegetation and the environment.

- *A swimming pool remains the most desired type of new recreation facility.*

Based on survey responses, open ended responses and previous park surveys, a swimming facility remains as the most important feature desired by community members.

- *Trail development is highly important to respondents.*

Given time, money and transportation considerations, walking and biking for pleasure were two top activities chosen by respondents.

Based on the questionnaire, respondents are most interested in developing more trails for exercise and to increase non-motorized transportation options.

Respondents prefer paved trails and trails that link neighborhoods or connect to other trails. Recreational trails are also popular.

#### **Recreation Programs and Special Events:**

- *There is potential to increase recreation program participation.*

Although many respondents indicated that their household had used City-sponsored recreational programs or events last year, many respondents were unaware of current offerings.

- *There is interest in special recreation programs.*

When asked what additional City-provided recreation programs should be offered or expanded, respondents indicated a need for active, outdoor programs, sports

programs/adult sports, senior activities and family oriented events.

- *Respondents expressed a need for more opportunities for events, activities and meetings at the City's historic homes.*

Based on the responses, many respondents felt that the City's historic sites could be improved and supported new events, activities and meetings at the sites.

#### **Future Improvements:**

- *Respondents prioritized upgrading and maintaining existing parks and facilities.*

Based on outcomes of the questionnaire, 68% of respondents indicated a need to upgrade existing parks by maintaining existing parks and facilities.

- *A swimming pool is the top priority if funding were available.*

Prioritizing a City swimming pool was the top ranked option according to questionnaire outcomes and previous City surveys.

- *A trail system is the top priority if funding were available.*

Survey respondents are very supportive of a trail system that links parks and neighborhoods and provides connections to the County-wide trail system.

- *There is interest in a multi-purpose community facility.*

Prior surveys have identified support for a multi-purpose community facility. This continues to be reflected in comments supporting facilities for swimming, basketball/gym space, meeting rooms and classrooms.

- *There is support for new community and neighborhood parks.*

Survey responses indicated that residents support additional community parks with active recreation areas and smaller, neighborhood parks near their homes.

- *Respondents generally support an increase in taxes to pay for acquisition and development of parks, trails and recreation facilities.*

When asked to support a tax increase, 55% of respondents agreed or strongly agreed. 31% of respondents disagreed or strongly disagreed and 14% were undecided.

## B. 2016 Tumwater Telephone Survey

### Parks and Recreation related questions:

How would you rate the overall quality of life in Tumwater now? Would you say it is:

Response	Count	Percent
Excellent	99	26.0%
Good	239	62.7%
Neutral	30	7.9%
Poor	10	2.6%
Very Poor	0	0.0%
Do not know/Refused to answer	3	0.8%
<b>Total</b>	<b>381</b>	<b>100.0%</b>

How important are the following factors to the Tumwater quality of life?

Strongly Agree (SA) - Agree (A) – Neutral (N) – Disagree (D) - Strongly Disagree (SD) - No Opinion (NO)

Category	Count							Total
	SA	A	N	D	SD	NO		
Environmental quality	155	171	40	7	3	3	379	
Parks & rec. facilities	136	160	47	17	7	10	377	
Safe Place to Live	231	111	22	9	1	1	375	
Clean & Attractive	162	162	39	11	2	0	376	
Small Town Atmosphere	104	160	68	27	9	5	373	
Shopping	65	163	90	45	10	2	375	
Housing Options	78	169	80	31	1	17	376	
Proximity to Employment	97	153	74	17	8	22	371	
Streets & Roads	123	155	54	29	11	1	373	
Sidewalks & Trails	109	154	64	30	5	12	374	
Schools	193	103	42	9	1	24	372	
Trees & Native Vegetation	137	152	50	21	7	6	373	

**In the past year, have you or a member of your household participated in any of the following recreation program or special event offered by the City of Tumwater? (Can allow more than one response)**

<b>Programs</b>	<b>Count</b>	<b>Percentage</b>
4th of July Parade/Fireworks	224	30.7%
Sports	84	11.5%
Christmas Tree Lighting	80	11.0%
Artesian Brewfest	66	9.0%
Tumwater Youth Program (TYP)	48	6.6%
Easter Egg Dash	39	5.3%
Other*	37	5.1%
Recreation Classes	34	4.7%
Do not know/refused to answer	32	4.4%
After School Program	31	4.2%
Senior Program	29	4.0%
<u>Camps</u>	<u>26</u>	<u>3.6%</u>
Total (due to multiple responses)	730	100.0%

**If not, what are the reasons you did not participate in City programs? (Can allow more than one response)**

<b>Programs</b>	<b>Count</b>	<b>Percentage</b>
Not aware of the program offered by the City of Tumwater	60	20.8%
Don't have programs/activities I am interested in	47	16.3%
I participate in other local or private facilities	26	9.0%
Offered at inconvenient times	27	9.4%
Cannot afford the cost	2	0.7%
Program was full	2	0.7%
Other*	89	30.9%
Do not know/refused to answer	35	12.2%
Total (due to multiple responses)	288	100.0%

**Are there recreation activities needed in Tumwater that are not currently available?**

<b>Response</b>	<b>Count</b>	<b>Percent</b>
Yes*	126	35.3%
No	141	39.5%
No Opinion	63	17.6%
<u>Do not know/Refused to answer</u>	<u>27</u>	<u>7.6%</u>
Total	357	100.0%



**Rate the importance of each of these park facilities and services:**

Strongly Agree (SA) - Agree (A) – Neutral (N) – Disagree (D) - Strongly Disagree (SD) - No Opinion (NO)

Category	Count						Total
	SA	A	N	D	SD	NO	
Acquire and develop additional community park sites.	75	146	75	37	15	13	361
Improve maintenance on existing park sites.	75	170	78	22	3	13	361
Construct a community center with meeting, classroom, and gym space.	74	139	79	42	14	13	361
Construct a community pool.	116	107	63	51	15	8	360
Acquire and develop an off-leash dog park.	85	120	77	45	24	9	360
Construct walking, hiking and biking trails.	99	153	58	26	14	8	358
Construct lighted synthetic athletic fields.	53	125	93	59	13	13	356
Construct and amphitheater/concert/community event space.	48	103	101	64	31	11	358
Improve community owned historical sites (Henderson House and Crosby House) and provide public access (for events, activities, meetings, etc.).	97	136	70	36	8	8	355
Acquire additional open space such as native prairies, wetland, forested areas that could be used for low impact outdoor activities.	66	147	73	41	20	11	358

**Through rapid growth and difficult economic times, few new park programs or facilities have been added to accommodate new growth over the past eight years. Would you support or oppose an increase in taxes to pay for acquisition and development of parks, trails and other recreational facilities?**

Strongly Agree (SA) - Agree (A) – Neutral (N) – Disagree (D) - Strongly Disagree (SD) - No Opinion (NO)

Count							Total
SA	A	N	D	SD	NO		
65	132	43	57	55	9	361	

**What are your priorities for any new park land acquired by the City of Tumwater?**

Strongly Agree (SA) - Agree (A) – Neutral (N) – Disagree (D) - Strongly Disagree (SD) - No Opinion (NO)

Category	Count						Total
	SA	A	N	D	SD	NO	
Additional open space and land preservation.	58	146	68	46	16	19	353
Development of new neighborhood and community parks with active recreation elements.	61	152	75	38	15	12	353
Development of parks with specific uses like a skate park, dog park, bike park or splash pads.	65	144	68	40	19	15	351
Development of smaller parks within neighborhoods for easy access.	58	166	65	35	16	11	351
Completion of trail systems that link Tumwater parks and connect to neighboring communities.	109	144	52	24	16	9	354

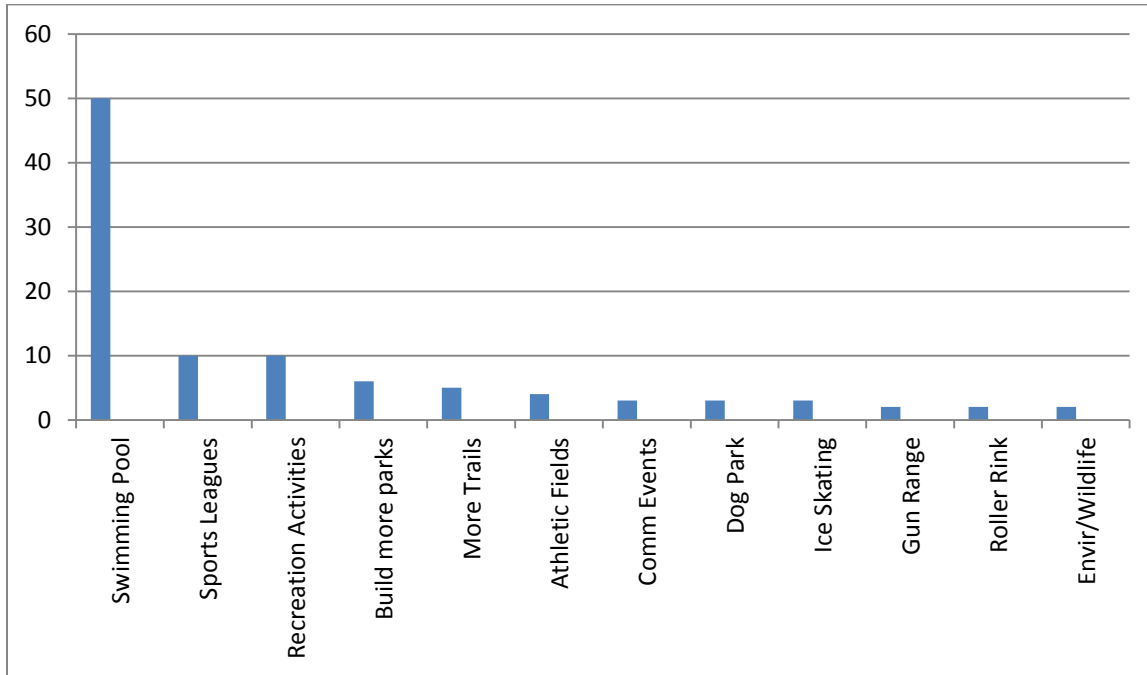
**Additional Respondent Comments related to Parks and Recreation:**

***What have you participated in?***

- Film on the Tumwater golf course (film on the grass-family movies) Golf course
- Kick in the grass soccer tournament at Pioneer Park
- Bike and hiking trails
- Playgrounds
- Rockefeller Christmas tree-like lighting
- Screen on the green
- Senior programs are lacking
- Tumwater valley golf course

**What's needed but not available?**

The following chart represents survey respondents opinions on what parks and recreation facilities or programs are needed in the City and not now provided.



## Goals and Objectives

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The goals and objectives guide the implementation of the City of Tumwater’s vision for parks and recreation. They are the framework of the Parks and Recreation System Plan Update.

### ***PARKS & RECREATION DEPARTMENT***

#### **MISSION STATEMENT**

*The City of Tumwater’s Parks and Recreation Department provides services that are creative, beneficial and responsive to the needs of the community thereby improving and enhancing the overall quality of life in Tumwater.*

#### **GOAL 1 - ADMINISTRATIVE GOAL**

**GOAL:** *Create effective and efficient methods of acquiring, developing, operating and maintaining parks and recreation facilities, services, and programs that equitably distribute costs and benefits to public and private interests.*

#### **Financial Objectives:**

- a. Explore innovative methods for funding programs and facilities to create efficiencies, retain financial flexibility, link facilities with new development, match user benefits and interests, and increase facility services. For example:
  - Creation of a municipal parks and recreation district
  - The continued use and refinement of growth impact fees,
  - Enhanced partnerships with the Tumwater School District, the Port of Olympia, Washington State, and nonprofit organizations,
  - The use of for-profit concessionaires where feasible and desirable, and
  - Adoption of land donation ordinances and public/private agreements
- b. Utilize volunteers to both reduce costs but also build community understanding of and engagement in the park system. Seek opportunities in facility development, policy guidance, maintenance, improvement, resource stewardship, and program operations where volunteers can make meaningful contributions.
- c. As a major public land owner in the community with overlapping interests, partner with the Tumwater School District to share facilities, create mutual facility opportunities, develop joint programs, and implement create opportunities.

- d. To the degree feasible, recover program and operating costs with a combination of registration fees, user fees, grants, sponsorships and donations.

**Public and Private Coordination:**

- a. Create a comprehensive and balanced park, recreation and open space system that integrates Tumwater’s facilities and services with resources available from the Tumwater School District and local, state and private park and recreational lands and facilities in a manner that will best serve and provide for resident area interests.
- b. Seek unique opportunities to partner with private and nonprofit entities in order to provide facilities and provide access to unique experiences beyond the capacity of the City.

**Professional Objectives:**

- a. Develop, train and support a professional parks and recreation staff that effectively serves the community.
- b. Hire and develop a diverse workforce and volunteer cadre that reflects the diversity of the community.
- c. Employ a well-trained work force that is motivated to achieve department and citywide goals.
- d. Encourage teamwork through communications, creativity, positive image, risk taking, sharing of resources and cooperation that achieve common goals.
- e. Where appropriate, provide staff with education, training, and modern equipment and supplies to increase personal productivity, efficiency and pride.
- f. Create partnerships between Parks and Recreation and other City departments in facility planning and development and in programming in order to create opportunities for building community and understanding of City activities.
- g. Utilize technology to improve access to parks and recreation information and opportunities.

**RECREATIONAL PROGRAMS**

**GOAL:** *Develop high quality recreational programs, and services for all ages, income levels, skill and fitness levels, physical and mental abilities, and cultures that meet community needs.*

**Recreational Program Objectives:**

- a. Support non-traditional recreational programs by offering a range of classroom

instruction, physical conditioning and health care, meeting facilities, arts and crafts, latchkey, after school activities, and other non-traditional recreational program activities and services.

- b. Support traditional sports programs and leagues with a focus on basketball, volleyball, tennis, soccer, baseball, and softball.
- c. Continue to provide recreational programs and opportunities for special populations through direct service or agreements with neighboring jurisdictions.
- d. Recognize the special programming needs of both younger and older generations, continue to offer and develop recreational opportunities for Tumwater seniors at the Old Town Center and school age youth through programs, athletics and special activity offerings.
- e. Seek partnerships with government, nonprofit, private, and education organizations to assist in the provision of recreational programming.
- f. Develop a recreation program that serves adult age residents within the City.
- g. Regularly review program offerings in order to ensure effectiveness and value.



## PARKS AND FACILITIES

**GOAL:** Develop a high quality, diversified parks system that provides facilities for all ages, abilities and interests with a long-term goal of providing an active or passive recreational opportunity within walking distance (1/2 mile) of all residential neighborhoods and employment centers.

### **Waterfront Access Objectives:**

- a. Cooperate with neighboring jurisdictions, the Washington State Department of Fish & Wildlife and other public agencies and private entities to acquire and preserve

additional shoreline access for waterfront fishing, wading, swimming, and other water related recreational activities and pursuits.

- b. Develop and maintain existing facilities that provide a mixture of watercraft access opportunities including canoe, kayak, inner-tube and other non-power boating activities on the Deschutes River.

**Athletic Facilities Objectives:**

- a. Develop athletic facilities that meet high quality playing standards and requirements for all age groups, skill levels and recreational interests.
- b. Develop, where appropriate, a select number of athletic facilities that provide the highest competitive playing standard in conjunction with the Tumwater School District, local church and private school organizations and other public and private entities.
- c. Concentrate on court and field facilities like skateboard, basketball, tennis, volleyball, soccer, baseball and softball that provide for the largest number of participants.



**Indoor Facilities Objectives:**

- a. Develop a new multiple-use indoor community center to replace the Old Town Center. This center would provide expanded opportunities for arts and crafts, music, video, classroom instruction, meeting facilities, eating and health care, daycare, latchkey and other spaces for all age groups including preschool, youth, teens and seniors on a year-round basis.
- b. Develop a multiple use indoor recreational center that provides aquatic, gymnasiums, physical conditioning, recreational courts and other athletic spaces for all age groups, skill levels and community interests on a year-round basis.

- c. Develop a cultural and performing arts facility to enhance and expand music, dance, drama and other audience and participatory opportunities for the community-at-large.
- d. Seek partnerships with nonprofit, governmental, educational and private entities in the implementation, funding, and operation of these facilities.



**Wildlife Resources Objectives:**

- a. Incorporate unique ecological features and resources into the park system to protect threatened species, preserve habitat and retain migration corridors that are unique and important to local wildlife.
- b. Where appropriate, identify and conserve critical wildlife habitat for endangered and threatened species including breeding and nesting sites and foraging areas.
- c. Preserve wildlife migration corridors within or adjacent to natural areas, open spaces and the developed urban area.
- d. Preserve especially sensitive habitat sites such as the shoreline areas along the Deschutes River and Percival Creek, prairie lands, wetlands/buffers, floodplains and mature forested areas.
- e. Seek ways to provide public access and educational opportunities that do not interfere with habitat and species.





### **Natural Areas and Open Space Objectives:**

- a. Preserve and protect environmentally sensitive areas and significant environmental features such as large wetland complexes, mature woodlands, shorelines, large prairies, and other areas that support wildlife and reflect Tumwater’s resource heritage – such as the Deschutes River, Percival Creek, Capitol Lake, Troser Lake and Barnes Lake.
- b. Define and conserve a system of open space corridors to connect natural areas and provide buffers of open space within areas of intense urban land uses within the Tumwater developing area. Current examples are the Tumwater Hill Neighborhood Park and the Deschutes River Corridor.
- c. Provide public access to unique environmental areas such as Tumwater Falls.

### **Trails System Objectives:**

- a. *Develop a system of high quality off-road multipurpose park trails that link significant recreational facilities to each other and to neighborhoods, and provide linkages to the larger county-wide trail network.*
- b. Create a comprehensive system of on-road bicycle routes for commuter, recreational and touring enthusiasts using scenic routes, collector roads, and local road rights-of-way and alignments through and around Tumwater.
- c. Develop hiking trails through natural areas and corridors like along the Deschutes River Valley.
- d. Work with Thurston County Public Health to identify neighborhood walking and bicycle connections that provide opportunities for active lifestyles to address health concerns related to lack of physical exercise of all age groups.
- e. Furnish trail systems with appropriate supporting improvements that include

interpretive and directory signage systems, rest stops, drinking water fountains, restrooms, parking and loading areas, water and other services.

- f. Where appropriate, locate trailheads at or in conjunction with park sites, schools and other community facilities to increase local area access to the trail system and reduce duplication of supporting improvements.
- g. Design and develop trail improvements that are easy to maintain and access by maintenance, security and other appropriate personnel, equipment and vehicles.

**Special Purpose Facility Objectives:**

- a. Where appropriate and economically feasible, develop and operate specialized recreational facilities such as the Tumwater Valley Golf Course, special event and performance facilities, and rental facilities such as park shelters and meeting rooms.
- b. In partnership with Washington Department of Fish and Wildlife, the Squaxin Tribe, the Olympia Tumwater Foundation and interest groups; provide for the Deschutes Watershed Center and Fish Hatchery for environmental education, community events, and private events that do not interfere with public use.
- c. Improve and develop teaching facilities at the Tumwater Valley Golf Course – particularly for the regional First Tee youth golf program. These improvements may include covered hitting area, teaching area and turf target development.
- d. Work with local residents, public and private entities to investigate and develop park amenities that may include a skate park, bike park, splash pad, outdoor fitness equipment, a stand-alone off leash dog park, or other recreational pursuits.

**Design and Maintenance Objectives:**

- a. Design and develop facilities that are accessible for persons of different physical abilities, is safe for users, minimizes changes to the natural conditions, and enhances user experiences.
- b. Design and develop facilities that are easy and safe to maintain, designed for high capacity use, considers security requirements, and considers life cycle costs, to reduce overall maintenance and operation requirements and costs.
- c. Use signage and other methods to notify park users of rules and special conditions.
- d. Regularly inspect park facilities for potential safety and maintenance issues.

- e. Develop and implement safety standards, procedures and programs that will provide proper training and awareness for department personnel.
- f. Define and enforce rules and regulations concerning park activities and operations that will protect user groups, department personnel and the general public-at-large.
- g. Where appropriate, use adopt-a-park programs, neighborhood park watches, park police patrols and other innovative programs that will increase safety and security awareness and visibility.
- h. Continue to utilize volunteer assistance from local groups and organizations for park projects, improvements and additions.

## HISTORICAL PROGRAMS AND FACILITIES

**GOAL:** *Develop a high quality, diversified park system that preserves significant historical opportunity areas and features.*

**Historical Programs and Facilities Objectives:**

- a. Identify, preserve and enhance Tumwater’s heritage, traditions and cultural features including historical sites, buildings, artworks, views and monuments within the Historic District, and other historical areas and park sites.
- b. Identify and incorporate significant historical and cultural sites and facilities into the park system to preserve these interests and provide a balanced social experience - such as the Henderson House and Crosby House, and the historic brewhouse tower.
- c. Work with the Tumwater Historical Commission, Tumwater Historical Society, the Olympia/Tumwater Foundation and other cultural groups to incorporate community activities into the park and recreational programs.
- d. Assist historical and cultural organizations to develop and display artifacts, reports and exhibits and conduct lectures, classes and other programs that document and develop awareness of Tumwater’s heritage and culture.



## CULTURAL PROGRAMS AND FACILITIES

**GOAL:** *Develop a community-based arts program that highlights the fine, visual, performing, and applied arts for social, cultural, economic, health, educational, and psychological benefits.*

**Cultural Programs and Facilities Objectives:**

- a. Develop a community-based cultural arts strategy that guides the City and community investment in the arts.
- b. Utilize public input to direct and organize arts investments, including an arts commission or similar group of citizen arts advisors.
- c. Develop a program for funding performing and visual arts.
- d. Develop a community performance space
- e. Utilize public art and public art access to facilities to create opportunities to expose the community to the arts.
- f. Use the arts as an economic development tool in design, presentation, and to create opportunities for tourism.
- g. Partner with nonprofit arts organizations and educational institutions to achieve arts programs in the community.

## SPECIAL OPPORTUNITIES

**GOAL:** *Take advantage of unique opportunities and partnerships to create special places and programs that add value to the community and help implement the other goals of this Plan. An example is the City's recent partnership with Garden Raised Bounty at the City's Linwood property.*

**Special Opportunity Objectives:**

- a. Utilize City resources (land, staff, equipment, programs) to support programs that address environmental appreciation, growing and preparing healthy food, enhancing educational experiences, helping at-risk teens, and enhancing public safety.
- b. Partner with other organizations in implementation of this goal.

## 10-Year Park System Improvements

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The City has a process in place to update its Capital Improvement Plan on a biannual basis. The criteria in this section are intended to help prioritize parks and recreation improvements within that process. They can be used by Parks and Recreation staff, the Parks and Recreation Commission and the City Council to determine which improvements to address first as opportunities arise and when funding is available.

The projects and strategies described below are derived from the Plan recommendations and based on feedback received from the public about their priorities in multiple surveys and community work sessions. The cost estimates are not site specific and are based on generalized costs for a generic list of park improvements. More expensive park elements, environmental mitigation, and adjacent or off-site improvements will increase the estimated costs.

### A. Projects

- **Complete the Deschutes Valley Trail.** As the backbone of the City's multiuse trail system, the Deschutes Valley Trail is a key connection to multiple City parks, golf course, water access and linkage to the larger County-wide trail network. Cost estimate: \$6 million.
- **Improve and expand neighborhood trail connections.** Continue to improve and expand trail networks within neighborhoods to provide access to parks, schools and other facilities.
- **Complete the SW Neighborhood Park.** Located behind Tumwater Middle School, the 18-acre park site master plan has been complete for 20 years. There are no City parks in the SW quadrant of the City and this facility will begin to meet the needs of residents in this area. Cost estimate: \$1.2 million
- **Support the completion of the Deschutes Watershed Center.** Working with the Washington State Department of Fish and Wildlife, this facility will be located at Pioneer Park. State Funded Capital Cost
- **Preserve Historic Resources.** Work with partners and the community in the preservation and restoration of the City's designated and owned historic resources, including the Henderson House, Crosby House, Historic Cemetery and Historic Brewhouse Tower. Cemetery: \$250,000. Historic Brewhouse: \$6.5 million
- **Acquire land/develop a future Community Park.** Located in the South/Southwest region of the City, community park land (40+ acres) is needed for meeting the active recreation

and community space needs already identified in previous park plans. Cost estimate: \$4 million

- **Construct a community swimming facility.** Ranked as the top priority in community surveys, a swimming pool remains the #1 unaddressed need expressed by Tumwater residents. Cost estimate: \$5 – 10 million
- **Urban parks.** Seek opportunities for park facilities that provide urban park experiences and off-set development densities in the Brewery District, Capitol Blvd, and Town Center Neighborhoods. Cost estimate: \$600,000 - \$2 million
- **Acquire park and trail land.** As opportunities, partnerships and options become available the City will pursue acquisition of land for active and passive recreational opportunities. Tumwater has large gaps in the provision of parks throughout the City and acquiring land for future park development before the City is built out will begin to address these needs. Cost estimate: \$250,000 to \$500,000 for each acquisition, with development costs to vary on a site specific basis.
- **Develop a stand-alone off-leash dog park.** Acquire land and develop a park for off-leash dogs. Cost estimate: \$350,000.
- **Develop a community center.** Identified in the 2008 Plan, this facility may be co-located with a swimming facility to meet the needs of existing and future residents. Facility may include office space, meeting/class rooms, gym space, exercise area, performance space, artworks and senior center space to replace the outdated Old Town Center. Cost estimate: \$5 to 15 million
- **Reinvest in park facilities and infrastructure.** Through reinvestment in parks and scheduled maintenance of infrastructure, Tumwater can continue to serve the public, provide safe facilities and attract events.
- **Continue to invest in infrastructure at Tumwater Valley Golf Course.** The City has owned the golf course for 20 years and the infrastructure must be maintained to protect and preserve the facility. Storm facilities, piping, irrigation, drainage and buildings all require preventive maintenance. The golf course parking lot was identified for replacement when the facility was purchased by the City and this remains a high priority today. Cost estimate: \$500,000.
- **Improve event space.** The driving range at the Tumwater Valley Golf course hosts the largest events held in our City each year. The area needs improvements in electrical,

lighting, turf and stage area to continue and expand community events and celebrations. Cost estimate: \$500,000.

- **Add neighborhood park improvements in newly annexed areas.** The City's southwest (near Black Lake) and southeast (trails end property) neighborhoods are not served by neighborhood parks. Cost estimate: \$1.5 million each
- **Habitat restoration.** As opportunities arise, invest in the preservation, restoration or creation of habitat for endangered species, wildlife and pollinators.
- **Tumwater Falls Park.** Work with the Olympia Tumwater Foundation to enhance facilities and expand access for the public to the Park's amenities.

#### **Recreation Program Improvements:**

- **Refine and improve community events.** Continue to evaluate, improve, and develop large scale community events to serve the needs of the community, promote tourism and increase partnerships with local businesses, clubs and outside agencies.
- **Expand recreational programs.** Other than golf, Tumwater does not offer recreational sports, programs or activities for adults. Expand recreational programming to include options for adult participation and utilization of park resources.
- **Evaluate senior citizen programming.** Programming for seniors is rapidly changing as the baby boom generation ages. Old Town Center was identified in the 2008 Plan for replacement with a multi-use facility with more space and flexibility for adult programs.
- **Expand community partnerships.** Continue to work with the Tumwater School District, local businesses, YMCA, Boys and Girls Club, clubs, South Puget Sound Community College, Tumwater FRESH and other local agencies to meet community needs and improve Parks and Recreation programming.

#### **Administrative Improvements:**

- **Develop dedicated funding sources for Parks and Recreation.** Pursue a dedicated funding source for Parks and Recreation facilities and programs, such as a municipal park district.
- **Increase staffing to maintain programs and parks.** New programming and park facility development should only be pursued with proper staffing to support and maintain the City's investment.



- **Continue to partner with the Olympia/Tumwater Foundation.** To ensure the continuation of operations at the Tumwater Falls Park and to enhance and improve the City’s historical programs, Parks and Recreation staff will continue to develop the working partnership with the foundation.
- **Seek grant funding and sponsorships.** Expand alternative funding, user fees, and sponsorships for parks, events, programs and trails.
- **Further development of department marketing and promotion.** Using social media, technology, sponsors and partnerships, refine and expand the marketing and promotion of events, programs and facilities.

## Park Facility Improvement Scenarios

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### Plan A – Existing Resources

Tumwater Parks and Recreation currently maintains 10 developed parks and 7 undeveloped park sites/natural areas totaling 393.4 acres. The department also maintains the grounds at City Hall, Library, T-1 and T-2 Fire Stations, Wellfield 7, Parks and Facilities Building and Old Town Center.

Current park maintenance staffing and equipment is not adequate to sufficiently maintain the City’s existing inventory of parks and City buildings. Additional parks and/or municipal facilities will further degrade the quality of existing properties across the entire system. Plan A recommends no additional park or municipal properties and with existing resources, parks maintenance and park amenities/play structures/turf will continue to decline over time. Continue operating at 2008 staffing levels and do not develop a level of service or parks maintenance standards to meet Tumwater’s growing population.

### Plan B – Enhanced Resources

With enhanced resources through the City’s annual budget process and Capital Facilities Planning, the parks staffing and equipment level can be elevated to a standard that provides consistent, quality care for the public’s investment in park facilities. Once staffing and equipment are addressed, the City may allocate funds for backlogged park maintenance, play structure replacement, turf renovations and park equipment. Consideration could then be given to new parks development such as the SW Neighborhood Park, the Deschutes Valley Trail or other facilities listed as priorities through the City’s parks surveys. Plan B recommends staffing and equipment as the top priority to meet current needs before expanding/creating

any new parks or municipal facilities. Parks level of service and maintenance standards could be accomplished with this plan, although it doesn't address many of the needs expressed through community surveys.

### **Plan C – Highly Enhanced Resources**

Through a funding mechanism that allocates dedicated funds to the Parks and Recreation Department operations, Plan C incorporates the elements of Plan B with additional facilities to meet the needs expressed through multiple community surveys. Using current or enhanced general fund allocations, the City may pursue a capital bond, an increase in the utility tax, the creation of a metropolitan park district or any combination of those mechanisms. Plan C could fund the needed resources for staffing and equipment, create a sustainable park maintenance program and provide some facilities identified through community surveys. These facilities may include the completion of the Deschutes Valley Trail, the SW Neighborhood Park, an off-leash dog park, acquisition and development of the SW Community Park, an urban trail connection to Olympia via the historic brewhouse, improved community event space at Tumwater Valley, operational support for the Tumwater Falls Park and/or park improvements in the historic district.

### **Plan D – Community Facilities**

This Plan, which could be combined with B or C, focuses on the provision of two primarily indoor facilities, a swimming pool, and community center. There has been a strong showing for these types of facilities in community surveys. The School District does not provide swimming pools and the City's Old Town Center provides only limited space for community use. The nearest swim facility is located at the Briggs YMCA on the eastern border of Tumwater at Henderson and Cleveland. These types of facilities are generally expensive to build and require some amount of operating subsidy.

## Recreation Improvement Scenarios

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### **Plan A – Existing Resources**

The recreation staffing level is currently lower than it was in 2008. Operating with existing resources, staff would work to maintain existing service levels. New programs, new or expanded events or the operation of new facilities will not be possible without the elimination of current programs. New park facilities are programmed and scheduled with recreation staffing and development of new public facilities will require additional staffing. Maintaining existing resources will continue this practice and will not address needs expressed in community surveys. Plan A recommends no additional programs, parks or events and strives to maintain the status quo.

### **Plan B – Enhanced Resources**

With general fund allocations to increase staffing, the recreation division could improve existing programming and events and consider the expansion of community recreation, volunteer opportunities and community events. Resources would be prioritized to highest needs or to correspond with new facilities.

### **Plan C – Highly Enhanced Resources**

With a dedicated funding source and additional staffing, recreation staff could support the development of new parks and new recreation facilities. While park maintenance staff keep our facilities safe, attractive and useable, recreation staff direct public use, promotions/marketing, maintenance standards, scheduling and financial transactions. New parks, trails and facilities will require recreation staff for operation. Plan C recommends adequate staffing for all new parks and recreation facilities under consideration.

## Funding

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This Section evaluates the current parks revenue and expenditures and presents options for additional parks revenue and governance. The City’s golf operation is not included in any of this section. It operates as a separate fund away from Parks and Recreation.

### CURRENT PARK REVENUE

The Parks and Recreation Department operations are funded primarily with General Fund revenue. Major construction projects are funded in the City’s General Fund Capital Facilities Plan (CFP). An overview of those major revenue sources and the smaller funds are provided below.

Revenue	2015-16 Budget	Purpose	Source
<b>OPERATIONS</b>			
Summer Food Program	\$8,800	Summer Lunch Program*	Federal USDA
Ballfield User Fees	\$42,400	General Fund	Field Rental
Shelter User Fees	\$24,158	General Fund	Facility Rental
Recreation Fees	\$295,386	General Fund	Users
OTC Rent	\$110,000	CFP/General Fund	OTC Rent from day care
General Fund	\$5,363,000	General operations and facilities&	General Taxes+
LTAC	\$200,000	Historic Programs and Building Ops*	Lodging Tax
Sponsorships	\$43,550	Specific events or programs	Sponsors
TYP	\$75,000	Tumwater Youth Program (TYP) operating expenses	User fees and donations
<b>CAPITAL</b>			
Impact Fees	\$731,000	Maintaining Level of Service Standards	Residential Development
CFP	Varies	Parks and trails capital	City Utility Tax, Impact Fees
RCO Funding	\$0	Providing parks, open space, trails	State

\*Indicates funds that are legally/contractually designated for a limited purpose.

&This General Fund budget for Parks and Facilities also includes the costs of non-park facilities maintenance and operations (entire City Hall, Library, Fire Stations). As of this writing, the Finance Department is working to segregate the Parks budget into facilities, parks, and recreation elements. Major maintenance expenditures are budgeted as capital projects and appear in the CFP.

+The City’s primary tax revenues include Property Tax (32.7%), Sales Tax (22.8%), Utility Tax (9.1%), and B&O Tax (7.6%). These revenues fund the majority of General Fund services (Police, Fire, Parks, Planning, Courts, Finance, Legislative, Streets).

## CURRENT PARK EXPENDITURES

The actual expenditures for 2015 in the Parks Department are shown in the table below. The table also shows the projected expenditures for 2017 in order to review cost changes over time. Major maintenance projects are programmed in the CFP, but this table still indicates that employee costs are a significant part of Parks operations. The City has historically used outside contractors for large capital projects, janitorial, coaching, officiating, and specialty classes and services. Otherwise, City staff are used, supplemented by volunteers, for routine maintenance and repairs.

<b>RECREATION</b>		
	2015 Actual	2017 Budget
Employee Costs	\$891,161	\$954,173
Supplies/Operating Costs	\$194,750	\$233,250
Overhead *	\$85,722	\$100,200
<b>Total</b>	<b>\$1,171,633</b>	<b>\$1,287,623</b>
<b>Tumwater Youth Program (TYP)^</b>		
Employee Costs	-	-
Supplies/Operating Costs	\$40,000	\$35,500
Overhead *	-	-
Total		
<b>MAINTENANCE#</b>		
Employee Costs	\$609,261	\$802,693
Supplies/Operating Costs	\$276,351	\$282,260
Utilities&	\$258,119	\$189,000
Overhead *	\$90,525	\$105,200
Total	\$1,234,256	\$1,379,153

\*Overhead represents the costs of technology and vehicles.

^TYP personnel and overhead costs are paid in Recreation. This account only covers direct operating costs.

#This General Fund budget for Parks and Facilities also includes the costs of non-park facilities maintenance and operations (entire City Hall, Library, Fire Stations). As of this writing, the Finance Department is working to segregate the Parks budget into facilities, parks, and recreation elements. Major maintenance expenditures are budgeted as capital projects and appear in the CFP.

&Utilities are projected to decrease as a result of an investment in improved HVAC and lighting but savings are being used to off-set the project costs which are budgeted in a different General Fund department.

## SOURCES OF ADDITIONAL PARKS AND RECREATION FUNDING

**Excess Bond Levy** – An excess levy is a voter-approved property tax increase which can exceed the statutory levy caps. It is limited to capital, corresponds to the timing of a bond issuance, and requires a super-majority of voters to approve it. The City had an excess levy to fund the fire station construction and another for the library construction.

**Levy Lid Lift**- A lid lift allows voters of a jurisdiction to “lift the property tax lid” for either a one-year, one-time increase or to do it for a maximum of 6 years as a permanent increase, in either case, indexing the increase to inflation (usually in excess of the 1% property tax cap). It requires a majority public vote with no validation. The lid lift could be for any or a few General Fund purposes. In 2011 voters in Tumwater approved a Levy Lid Lift to pay for public safety services and facilities.

**City Utility Tax** – The City is authorized to charge a tax on city utilities (water, sewer, storm) to benefit General Fund services, including parks and recreation. The City currently collects a 6% utility tax on these services which is used to fund the General Fund and the CFP. The utility tax on City utilities is councilmanic and has no upper limit. Generally, each 1% of City Utility Tax raises \$130,000/year.

**Private Utility Tax** – The City authorized to charge a tax on private utilities (electricity, gas, cable, and telephone) to benefit General Fund services, including parks and recreation. Up to 6% can be imposed by the City Council without a public vote. There is no cap, but rates above 6% require a public vote. The City currently imposes such a tax on gas, electric, and telephone which goes to the General Fund and CFP. Each 1% raises approximately \$480,000.

**Metropolitan Parks District** – Authorized by RCW 35.61, a MPD may be created to manage, control, improve, maintain and acquire parks, parkways, boulevards, and recreational facilities. They are an independent taxing district which could have an independent governing board or may have a City Council serve as the governing board if the boundaries of the district coincide with the city. There are about 18 such Districts with Tacoma’s being the oldest and Olympia’s being one of the newest. Formation of a district can be initiated by petition or resolution, but requires an eventual majority vote of the electorate in the proposed district.

A MPD may issue general obligation debt up to 2.5 percent of their assessed valuation. Up to one-quarter of the debt may be councilmanic and the remainder requires a public vote. MPDs have a maximum levy of 75-cents per thousand dollars which is established at the time of formation and is permanent. The levy can be operations and capital. The District may choose a lesser levy amount in any particular year. An MPD is a higher ranked junior taxing district compared to others, which gives it greater protection from prorationing.

**Park and Recreation Districts** – As provided for in RCW 36.69, Park and Recreation Districts are lesser junior taxing districts and more vulnerable to prorationing. There are about 50 of them in

the State, mostly to provide general recreation services or to finance a new or existing swimming pool and in small communities. The nearest such district is the Tanglewilde Park and Recreation District near Lacey which was created to maintain the Tanglewilde Recreation Center and swimming pool. The District's powers are more limited than a Metropolitan Parks District or a City. The regular property tax levy is limited to \$0.60/\$K but requires a supermajority and validation and only last for 6 years before it has to be renewed. They may incur nonvoted debt in an amount equal to ¼ percent of assessed valuate with a total limit of 1.25 percent of the Assessed Valuation.

#### REVENUE EXAMPLES

The table below provides examples of funding options. They are intended to be samples which could be modified to account for multiple increments or to modify the amount of the desire revenue. Bonded financing is assumed to be for a 15-year time period and an interest rate of 3.5%. This table does not depend on the governing structure of the issuing agency.

	<b>Increment</b>	<b>Annual Operating Revenue</b>	<b>15-Year Bond, 2.5%, Year 1</b>
<b>City Utility Tax</b>	<b>1%</b>	<b>\$130,000</b>	<b>\$1.1 million</b>
<b>Private Utility Tax</b>	<b>1%</b>	<b>\$480,000</b>	<b>\$5.5 million</b>
<b>Excess Levy</b>	<b>\$0.10/\$K</b>	<b>-</b>	<b>\$3.1 million*</b>
<b>Lid Lift<sup>^</sup></b>	<b>\$0.10/\$K</b>	<b>\$310,000</b>	<b>-</b>
<b>MPD Levy<sup>+</sup></b>	<b>\$0.20/\$K</b>	<b>\$310,000</b>	<b>\$3.1 million</b>
<b>MPD Levy (max)<sup>+</sup></b>	<b>\$0.75/\$K</b>	<b>\$1,162,500</b>	<b>\$11.9 million</b>

\*Assumes a valuation of \$3.1 Billion Assessed Valuation in year 1 with no annual increase.

<sup>^</sup>Lid Lift may be for capital or operations. This assumes it is all operations.

<sup>+</sup>Assumes an even split of revenue between operations and capital

**Parks, Recreation, and Open Space Element  
2016 Update Addendum**

**2016 Update Adopted December 20, 2016  
Amended January 2019, Ordinance O2018-006**

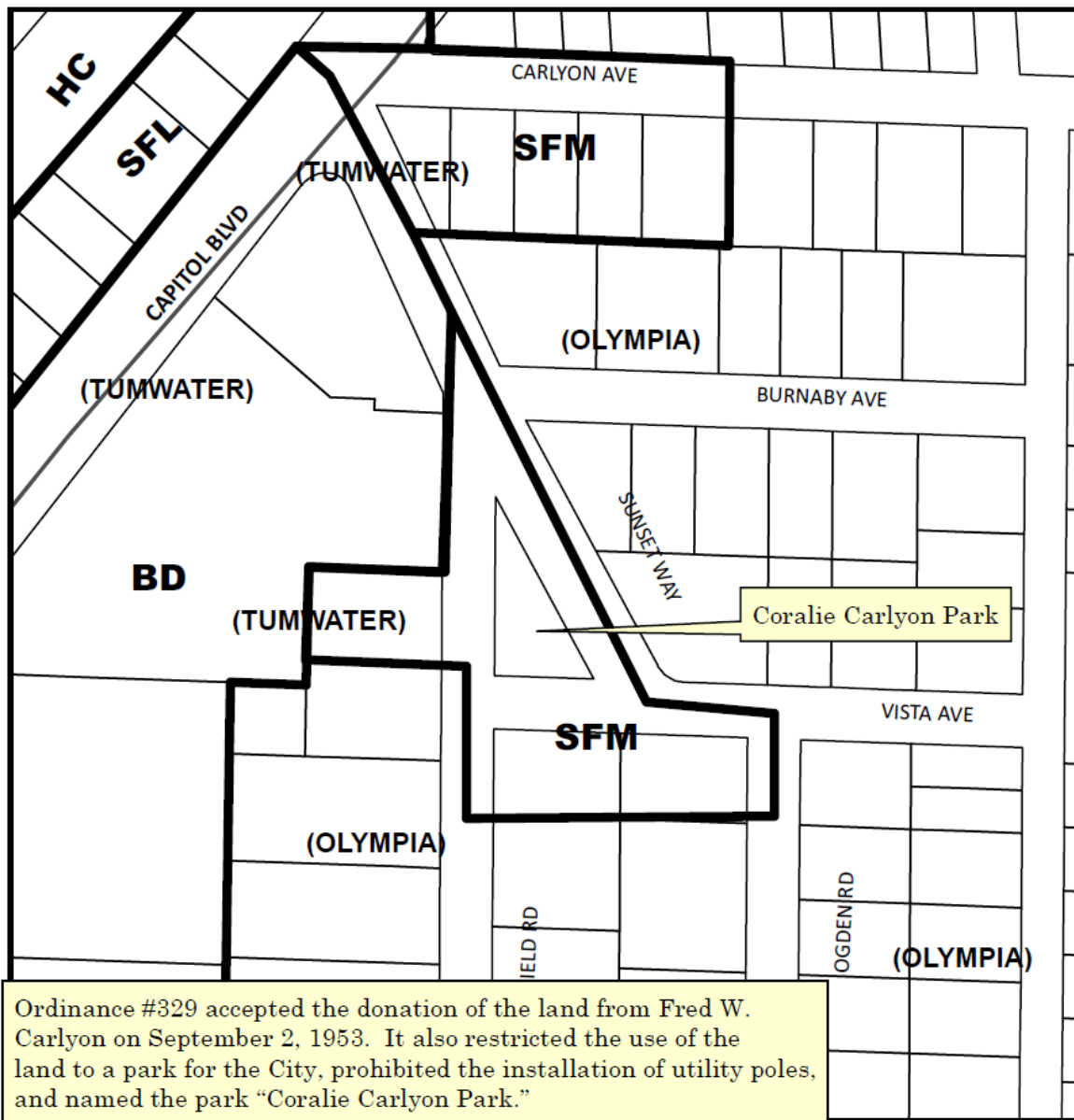
**Appendix A**

**Coralie Carlyon Park**

There is a small triangular parcel of land west of Sunset Way and east of Fairfield Road that is owned by the City and provides community open space. This parcel should be preserved as open space in the form of a park. According to Tumwater Ordinance #329 (April 6, 1954), Mr. Fred Carlyon donated this small triangular parcel of land to Tumwater. The donation and the ordinance both specified that the property be donated to be used as a park. It was also specified that the property would be known and designated as Coralie Carlyon Park. The last requirement was that Tumwater would not erect or authorize the erection of any utility poles on the property.

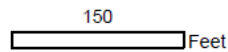


**CORALIE CARLYON PARK**  
 Ordinance No. 329




Ordinance #329 accepted the donation of the land from Fred W. Carlyon on September 2, 1953. It also restricted the use of the land to a park for the City, prohibited the installation of utility poles, and named the park "Coralie Carlyon Park."

1 inch = 154 feet



**Legend**

 Zone District Boundaries

Map Date: 1-23-2018  
 MXD: Coralie Carlyon Park 2018  
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