

Chapter 3: Recreation program elements

3.1 Recreation demand 2010-2025

Every 6 years each state must develop a Statewide Comprehensive Outdoor Recreation Plan (SCORP) in order to remain eligible to receive federal Land & Water Conservation Funds (LWCF) for matching grants for the acquisition and development of parks and recreational facilities by local jurisdictions.

The Washington State Recreation & Conservation Office (RCO - formerly the Interagency Committee for Outdoor Recreation (IAC)) develops the SCORP for Washington State. As part of the SCORP process, RCO conducts a detailed recreation participation survey by which to determine demand and thereby need for specific park and recreation facilities in state and local jurisdictions.

The last RCO recreation participation survey was conducted in 2006 and involved a year-long survey of monthly participation by survey participants drawn from every age, gender, racial, and income group from 10 regions in the state. The survey determined the percent of the population that participated in 15 major activity categories each month of the year, the number of times, and the type and location of the facility (urban or rural, indoor or outdoor, in a public park or out-of-park setting, etc).

The survey found slight differences in participation rates in recreational activities between gender, race, and income, and major differences by age and region.

Generally, younger ages participate to a greater extent in active pursuits including athletics and extreme sports while older age groups are more active in walking, biking, gardening, and wildlife observation. The latter activities will become more prominent as the population ages due to the affects of the baby boom.

Regional differences are also apparent where boating, fishing, and other aquatic pursuits are more pronounced in regions around Puget Sound, the Columbia River, and Pacific Ocean, while hunting, camping, and off-road RVing are more pronounced in the inland counties.

Differences are also apparent between urban counties like King County where activities occur more often at athletic parks, community centers, and trails compared with rural counties where activities occur more often outside of parks in rural settings.

This planning effort utilizes the results of the surveys for the Seattle/King County region - or the most urban population and setting in the state for the average monthly participation and frequency rates for 17 activities of most interest to an urban jurisdiction and sponsoring agency.

Participation rates

Activities in Seattle/King County which realize the highest participation rate (the percent of the population that engages in the activity) include:

- walking without a pet - 62.9%,
- picnicking - 48.4%,
- bicycle riding - 37.7%,
- socializing at an event at a community center - 35.9%,
- walking with a pet - 35.8%,
- observing or photographing wildlife - 34.2%,
- flower or vegetable gardening - 33.6%,
- playground activities - 33.6%,
- aerobics/fitness at a facility - 33.4%,
- jogging or running - 32.6%,

These activities were found to appeal to the broadest segments of the population regardless of age, gender, income, or race.

Conversely, activities with the lowest participation rates include:

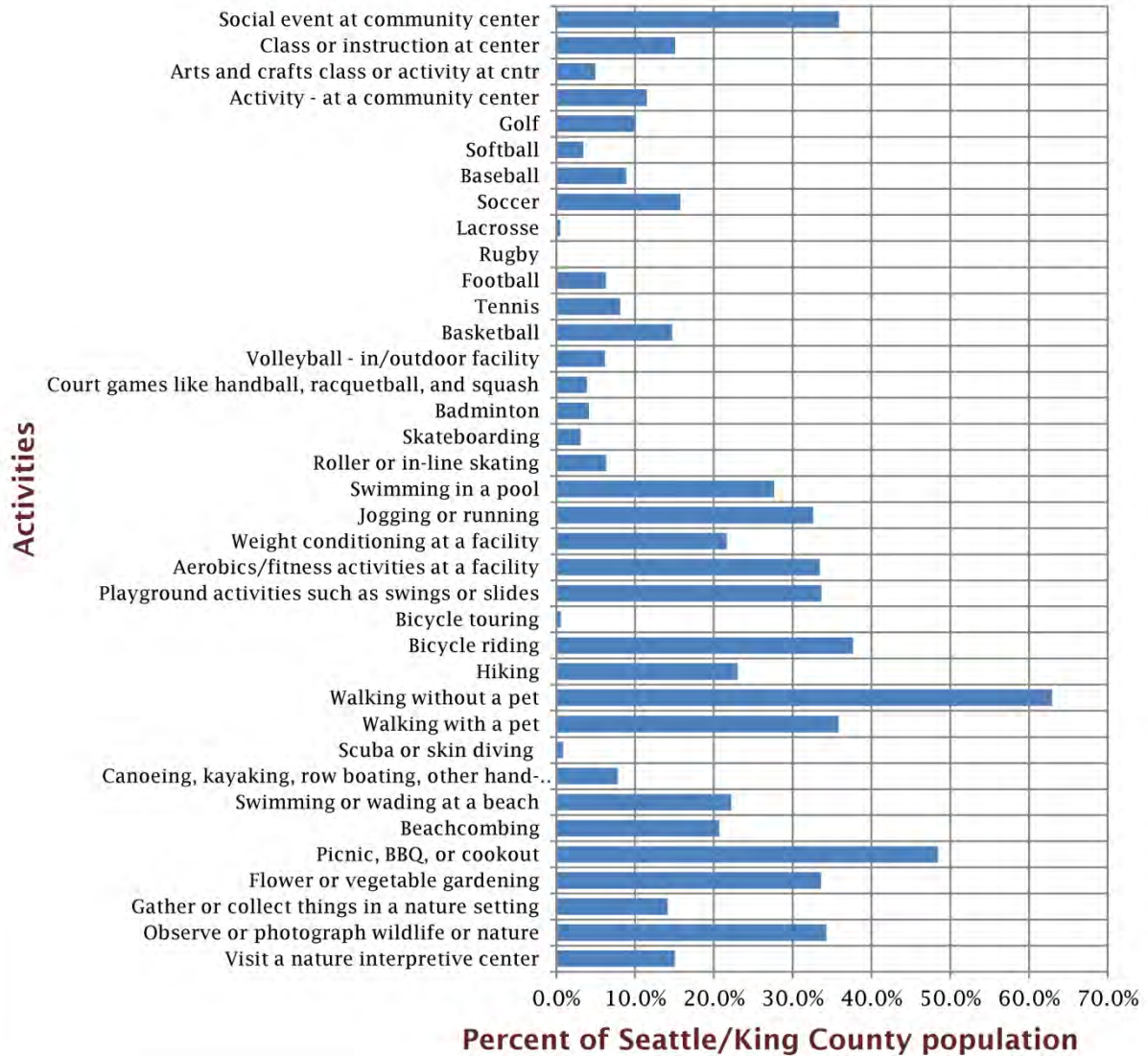
- rugby - 0.0%,
- lacrosse - 0.5%,
- bicycle touring - 0.5%,
- scuba or skin diving - 0.9%,
- skateboarding - 3.1%,
- court games like handball, racquetball, and squash - 3.9%,
- softball - 3.4%,
- badminton - 4.1%,

These activities were found to appeal to a limited age or enthusiast group.

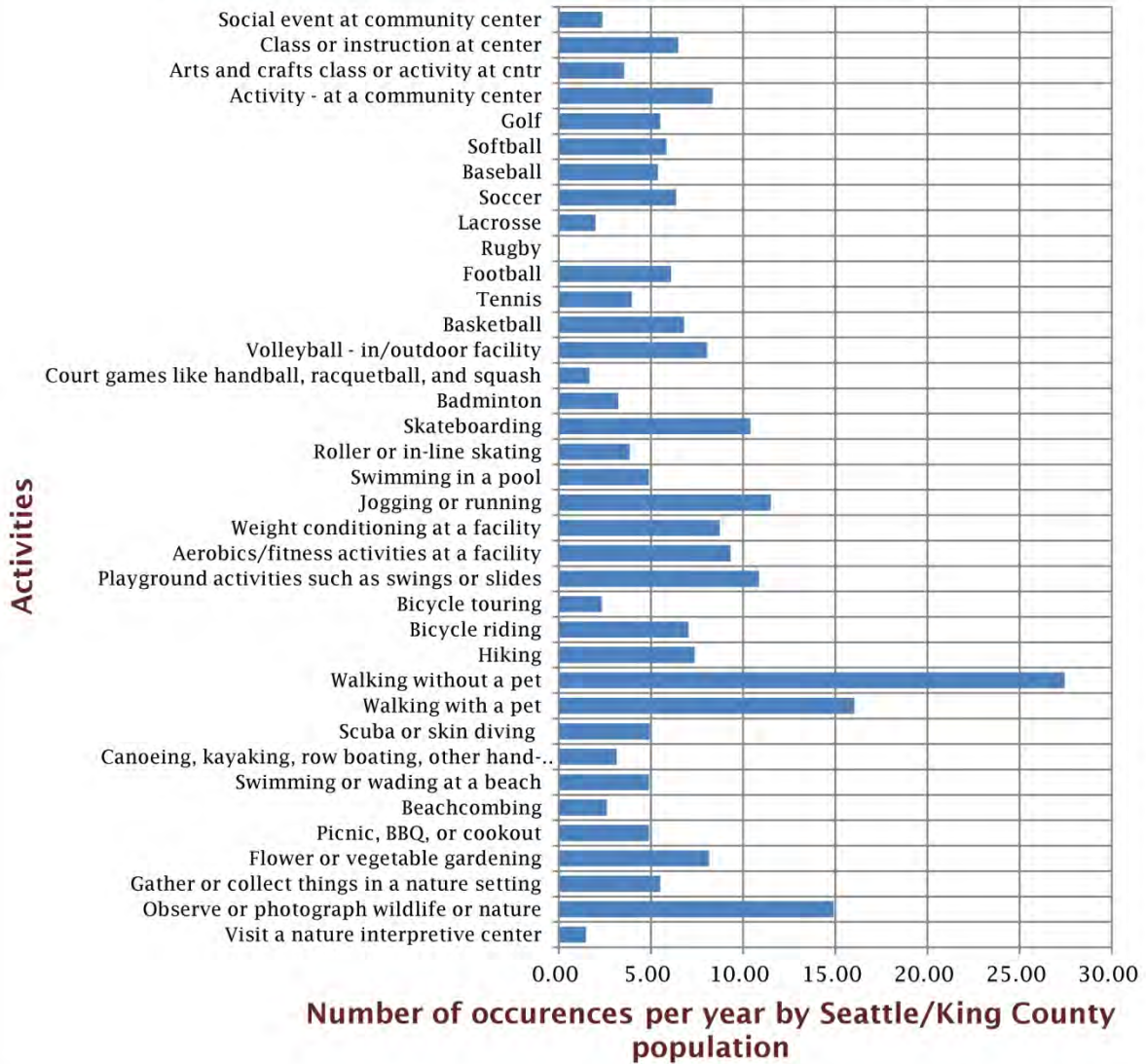
Frequency rates

The frequency rate is the average number of times an average participant engages in the activity over a year's time. Since the frequency rate is an average, it may include a person who plays softball once a year at an annual picnic, for example, and a person who regularly plays in a softball league numerous times per year. Consequently, the average rate will be lower than an enthusiast may recognize based on their own behavior. The average rate, is accurate, however, for the purpose to projecting the total

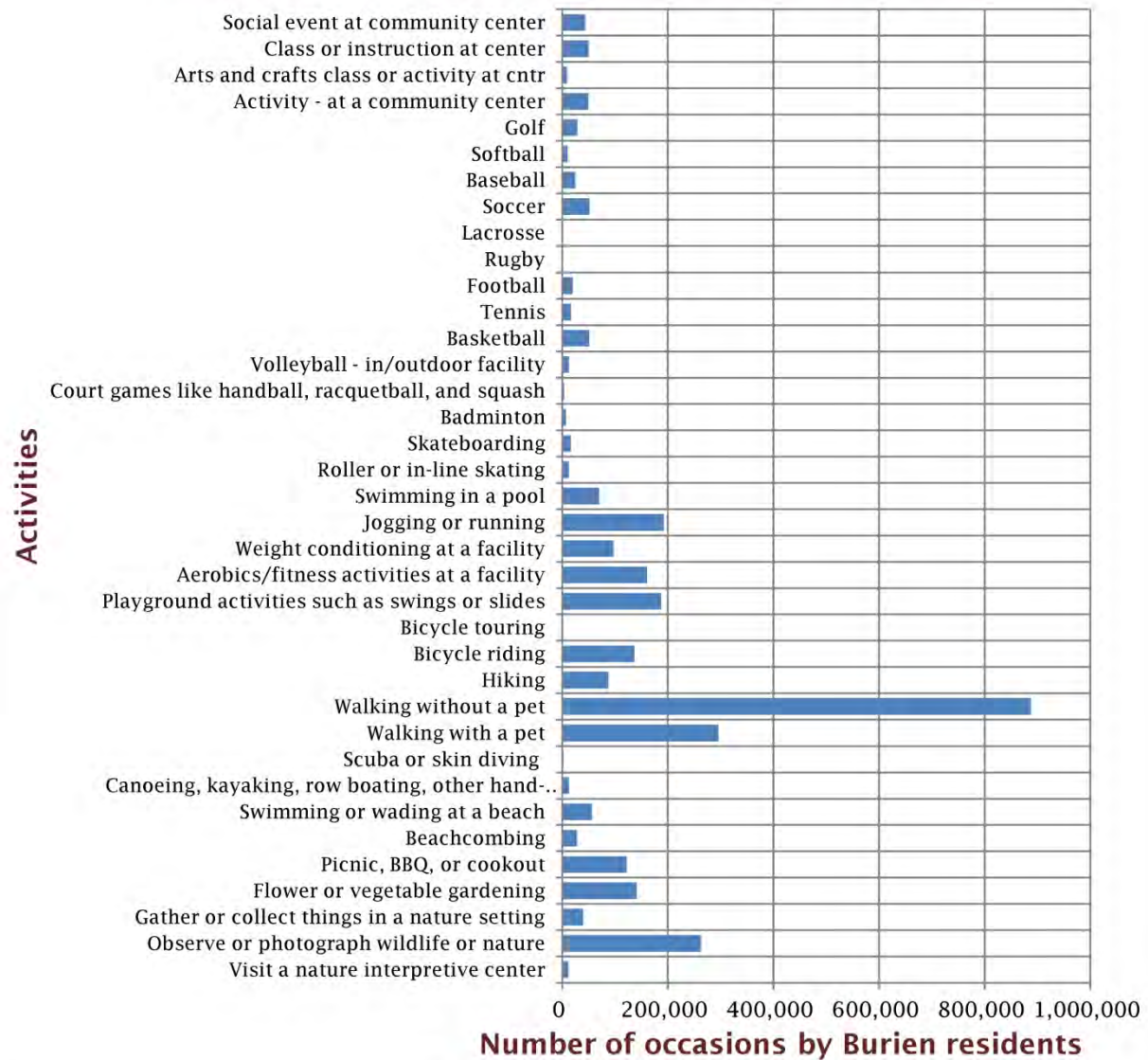
Participation rate by activity



Annual average frequency by activity



Number of activity occasions in 2025



volume that could be generated where by occasional and frequent players.

Activities which realize the highest frequency rate (the number of times a participant engages in the activity per year) include:

- walking without a pet - 27.44,
- walking with a pet - 16.05,
- observing or photographing wildlife - 14.92,
- jogging or running - 11.49,
- playground activities - 10.86,
- skateboarding - 10.39,

These activities appeal to broad segments of the population, as in walking and wildlife observation, or to enthusiasts who will engage in the activity on a frequent basis, as in jogging, playground, and skateboarding.

Activities which realize the lowest frequency rate include:

- rugby - 0.00,
- visiting a nature interpretive center - 1.48,
- court games like handball, racquetball, or squash - 1.66,
- lacrosse - 2.00,
- bicycle touring - 2.34,
- social event at a community center - 2.36,
- beachcombing - 2.62,

These activities may occur during other events, as in visiting a nature center or beachcombing, or season, as in bicycle touring, or simply on a specialized schedule, as in a social event at a community center.

Annual volumes in Burien 2010-2025

The potential annual activity volume or occurrence that could result were the entire population of Burien to engage in these activities in Burien is determined by multiplying the Seattle/King County participation rate by the frequency rate by the number of persons expected to reside in Burien from 2010 to 2025.

The total number of activity occurrences that could result would all activity to happen in Burien programs and facilities would be 2,958,847 in 2010 increasing to 3,188,676 by 2025 or by 229,829 or 0.78%.

Activities which would generate the greatest potential annual volume in 2025 were all activity to happen in Burien programs and facilities would be from:

- walking without a pet - 887,004 occurrences in 2025,

- walking with a pet - 295,294,
- observing or photographing wildlife or nature - 262,344,
- running or jogging - 192,465,
- playground activities - 187,532,
- aerobics or fitness conditioning - 160,144,
- flower or vegetable gardening - 140,777,
- bicycle riding - 136,284,
- picnicking - 121,914,

Except for aerobics or fitness conditioning, the majority of these activities can be accommodated on trails, conservancy areas, or neighborhood parks.

Activities which would generate the lowest potential annual volume in 2025 were all activity to happen in Burien would be from:

- rugby - 0 occurrences in 2025,
- lacrosse - 500,
- bicycle touring - 656,
- scuba or skin diving - 2,187,
- court games like handball, racquetball, or squash - 3,304,

3.2 Burien recreation capture rate

The Burien Parks, Recreation & Cultural Services Department schedules classes and activities in the Moshier Arts Center, Community Center, and for picnic shelters and fields at Seahurst (Ed Munro) Park, Chelsea Park, Moshier Park, and Manhattan Park & Playfield.

The Department keeps records of the number of participants or bookings and the possible number of activity occasions though the records do not necessarily match the activity categories projected previously using RCO participation rates.

	2010 demand	2010 participants	Capture rate
Picnicking	113,126	10,924	10%
Fitness	148,601	36,010	24%
Football	18,255	5,160	28%
Soccer	47,792	11,070	25%
Base/softball	32,259	25,896	80%
Arts/crafts	8,390	13,486	161%
Classes	46,572	38,643	83%

Sources:

2010 demand based on RCO participation rates
2010 bookings based on PaRCS Spring 2011 enrollments and 2010 Facility Rentals

Department records do not account for all activities that occur in city parks or trails, like observing wildlife, beachcombing, walking with a or without a pet, bicycle riding, skateboarding,

and like activities that are less formal, distributed in and outside park boundaries, and for which instruction or scheduling or rental facilities are not required.

Nor do the records include activities that may be captured or serviced by other public, nonprofit, or for-profit agencies like Tukwila at North SeaTac Park, Evergreen Aquatic at King County's Lakewood Park, Highline School District, Highline Athletic Club, and the number of private schools in the city.

However, according to a very rough comparison of those activities which are or do require a structured facility or class, Burien is capturing or providing:

- **10% of picnicking demand** - through the scheduling of picnic shelters at tables at Seahurst (Ed Munro) Park. Burien may actually be meeting a much higher capture rate since according to RCO survey data, only 7.6% of all picnicking occurs at group picnic sites like Seahurst. It is likely the city is serving a slightly higher rate of picnicking interests at other neighborhood parks that are not scheduled.

The city may not be satisfying much more than that, however, since city parks do not provide a very large inventory of tables in existing city parks.

- **24% of fitness interests** - through the scheduling of a variety of classes for all age groups in the general purpose meeting rooms at the Community Center. Some portion, though not all, of the remaining demand, especially hard core aerobics and weight conditioning, may be occurring at Highline Athletic Club or possibly even the new YMCA in Tukwila.

Burien would service a higher rate of this activity were the city to have a recreational center with gymnasium, aerobics, and physical conditioning space and equipment.

- **28% of football interests** - through the scheduling of the football field at Moshier Park. It is likely football interests are adequately served were public and private school field usage included in the statistics.
- **25% of soccer interests** - through the scheduling of the soccer fields at Manhattan, Moshier, and Chelsea Parks. Burien may, and could capture a higher rate since this activity includes practice and pick-up games that can occur at youth and other fields in the city as well as the public and private school inventory.

Some portion of this demand is also likely served by the regional all-weather lighted regulation fields in North SeaTac Park.

- **80% of baseball and softball interests** - through the scheduling of regulation fields at Moshier and Chelsea Parks. Burien may, and could actually be capturing or providing a much higher rate since this activity includes practice and pick-up games that can occur at fields other than regulation in the city as well as the public and private school inventory.

Some portion of this demand is also likely served by the regional lighted regulation fields in adjacent North SeaTac Park and the PacWest Little League Fields.

- **161% of arts and crafts interests** - through instruction and workshops in Moshier Arts and the Community Centers. Burien has become a regional art provider particularly for the ceramics and pottery instruction and workshops housed at Moshier Arts Center.

Burien is therefore servicing a much larger population that just the city and will probably need to continue to do so in order to support the specialized activities possible at the Center.

- **83% of class interests** - through programs and activities offered for preschool, youth, teens, adults, seniors, and special populations at the Community Center.

The relatively high service rate may continue in the future if a new Community Center is built combining with use of the meeting and instruction rooms at the existing Community Center in the former library.

Generally, Burien is capturing or servicing a reasonable percent of most of these activity demands considering that the city does not have a recreational center component and a limited number of regulation fields for a city of its size.

3.3 Proposed recreation clearinghouse

Burien Parks, Recreation & Cultural Services Department does not operate an internet or web-based outreach that coordinates the recreation program offerings outlined above that includes as wide a variety of activities as there are interests by city residents, regardless of age, skill level, or income that can be accommodated in existing city facilities.

The Department conducts programs with city staff or contractors to the extent possible,

Proposed recreational programming model – a clearinghouse ala expedia.com

Activity demands

What do you want to do today?

Recreation

Aerobics
Athletics
Adventure outings

Social activities

Meetings
Speakers
Social gatherings
Recreation programs

Arts

Arts and crafts
Music
Drama

Youth services

Daycare
Preschool
Before/after school

Teen services

Meeting places
Special events
Social activities
Jobs

Senior services

Wellness
Meals/nutrition
Financial advice
Transportation

**Burien
Parks, Recreation
& Cultural
Services website
clearinghouse**

Provider agencies

Who provides this activity?

Burien

Parks, Recreation & Cultural
Services Dept

Other jurisdictions

Highline School District
King County
Port of Seattle
WA DFW
Seattle
SeaTac
Tukwila
Normandy Park
Des Moines

Nonprofits

Environmental Science Ctr
Kiwanis Camp Schoenwald
YWCA
Burien Little Theater
Para Los Ninos
Burien Coop Preschool
St Francis Assisi ES
JF Kennedy High School
Evergreen Aquatics Center
Gregory-Seahurst Swim Clb
Normandy Park Swim Club
Arbor Heights Swim Club
Rainer Golf & Country
Glen Acres County Club

For-profits

Highline Athletic Club
Hiline Bowling Alley

practical, and consistent with the city’s mission. However, depending on demand, cost, and feasibility, the outreach could be expanded into a clearinghouse that could coordinate Burien programs with other public, nonprofit, or for-profit organizations and even vendors.

To the extent possible and practical, program offerings could include activities that could be conducted in city parks, trails, or indoor facilities. However, depending on demand, the clearinghouse could also include program offerings that could be conducted in schools and other public and private facilities inside or out of the city, as well as at nonprofit and for-profit sites and facilities.

The proposed internet or web-based recreation clearinghouse could be realized through the coordination of:

- **Burien programs** - where there is sufficient demand to meet Burien’s park and recreation mission and pricing and delivery objectives;
- **other jurisdictions** - including Highline School District, King County, Port of Seattle, Seattle, SeaTac, Tukwila, Normandy Park, and Des Moines as well as the Washington State Department of Fish & Wildlife (DFW) and Ecology (DOE);
- **nonprofit organizations** - such as the Environmental Science Center, Evergreen Aquatics Center, YMCA, Kiwanis Club’s Camp Schoenwald, Burien Cooperative Preschool, Paras Los Ninos, Highline Little Theater and Hi-Liners, Highline Community College and Bridge School, Glendale Lutheran School, St Francis Assisi ES, St Bernadette Parish, JK Kennedy High School, Gregory-Seahurst Swim Club, Normandy Park Swim Club, Arbor Heights Swim Club, and others; and
- **private for-profit entities and vendors** - such as the Highline Athletic Club, Hiline Lanes Bowling, and others.

3.4 Burien recreation fee policy

A cost recovery philosophy and policy is a key component to maintaining financial control, equitable pricing, identifying core programs, facilities, and services.

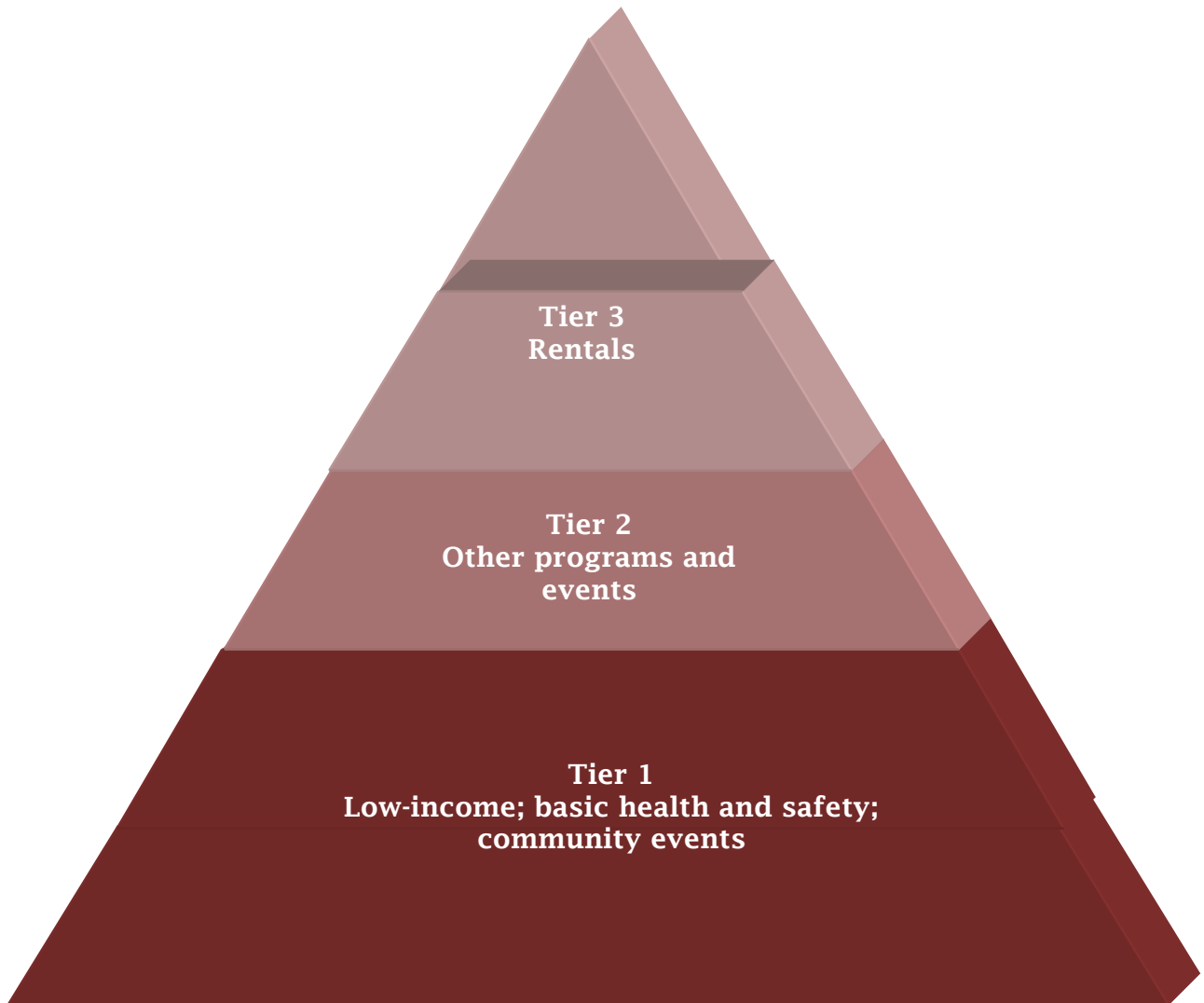
Burien’s approach is based on 3 tiers of goals for cost recovery of direct expenses which includes the cost of full-time staff and contract or part-time staff that organize and teach classes or supervise activities and supplies and other costs specific to an individual class or activity.

- **Tier 1** - with the lowest cost recovery expectation, consists of programs that are explicitly targeted to low-income residents, programs aimed at basic health and safety, and community special events. Tier 1 is expected to recover 50% of incremental costs, which is equivalent to 19% of total direct program costs.
- **Tier 2** - consists of other programs and events that should recover all incremental costs and 25% of ongoing program costs, which is equivalent to 78% of total direct program costs.
- **Tier 3** - consists of rental rates which recover all incremental costs and 75% of the share of ongoing program costs, which is equivalent to 78% of all total direct program costs.

Tier	Definition	Applicable programs
Tier 1	Programs that are: <ul style="list-style-type: none"> ▪ explicitly targeted to low-income residents ▪ basic health and safety ▪ community special events 	<ul style="list-style-type: none"> ▪ Moshier Special Populations Programs ▪ Senior Health & Exercise ▪ Senior Basic Services ▪ Youth & Adult Special Populations Programs ▪ Family Programs including Gym Jam ▪ Strawberry Festival ▪ Citywide Arts Events ▪ Arts Commission/Public Art ▪ Youth & Family Citywide Special Events
Tier 2	All other city recreation programs and events	<ul style="list-style-type: none"> ▪ Moshier Art Classes ▪ Adult Classes ▪ Senior Classes & Travel ▪ Adult Sports Leagues ▪ Preschool & Youth Camps ▪ Other Teen Programs ▪ Youth & Teen Camps
Tier 3	Rentals and leases	<ul style="list-style-type: none"> ▪ Facility/Park Rentals ▪ Athletic Field Preparation ▪ Athletic Field Lights ▪ Dottie Harper House ▪ Seahurst Park Picnic Shelter

In 2008, the Department recovered 42% of direct costs of all programs, events, and rentals or about \$452,000 compared with 46% targeted in

Burien's cost recovery tiers



the recommended fee policy equal to about \$42,000 in additional revenue. Specific programs that recovered less than the cost recovery target levels by the largest margin were youth and teen camps, senior classes and travel, and rentals.

Revenue	Target*	2008**
Tier 1 - low-income, basic health and safety, community special events	19%	20%
Tier 2 - other programs and events	55%	49%
Tier 3 - rentals	78%	72%
Total	46%	42%

* Target revenue as a percent of direct cost

** Actual revenue recovered in 2008

The policy recommends implementing a separate set of non-resident prices to the degree it can be done without being provocative to customers or complicated administratively.

The policy also recommends the continued use of scholarships, price promotions, and programs targeted to low-income residents to address the need for affordability.

3.5 Proposed program delivery

Burien should periodically assess the activities and services to be offered in each tier using the following mission criteria:

1: Is the program consistent with Burien's park and recreation mission and level of service proposals as shown in the matrix in chapter 2?

If the program is not consistent with Burien's park and recreation mission - Burien does not offer the program, but may facilitate the program to be offered by other providers including the option of partnering or brokering the program, offering scholarships or other services, or promoting the program offering.

2: If yes - should Burien directly provide the program?

If the program is consistent with the Burien mission but Burien does not want to be the provider - Burien does not offer the program, but may facilitate the program to be offered by other providers including the option of partnering or brokering the program, offering scholarships or other services, or promoting the program offering.

3: If yes and Burien is to be the program provider - what pricing policy or goal should Burien establish for the program under the community to individual levels identified in the

recreation tiers on a public good or benefit versus private good or benefit scale - Tier 1, 2, or 3?

3.6 Burien program proposals

Based on the proposed policies and strategies above, Burien could offer and/or facilitate the following programs over the next 6 year period (the examples are not necessarily comprehensive or indicative of what may be offered in any given time period).

Note - the program proposals are CONCEPTUAL, in some instances, subject to further study and coordination with public and private participants that may modify the eventual program particulars.

Proposed recreational programs

Depending on the continued assessment of price and delivery options outlined above, Burien will likely offer the following recreational programs to be conducted by Burien staff, contract instructors, or vendors at Burien parks, community buildings, and trail facilities:

Environmental and wildlife exhibits, walks, programs, and events

<u>Existing</u>	<u>Proposed</u>
Highline School District's Marine Tech Lab and the Environmental Science Center at the present time	interpretive walks and exhibits at Walker Creek Wetlands, wildlife habitat improvements at all suitable city parks

Cost recovery goal - Tier 1-2 low or partial through program fees and donations

Historical, archaeological, heritage exhibits, walks, programs, and events

<u>Existing</u>	<u>Proposed</u>
Lake Burien School Memorial Park exhibits and Des Moines Memorial Park	joint Veteran's Memorial in North SeaTac Park with Tukwila, signage and exhibits on the Indian Trails

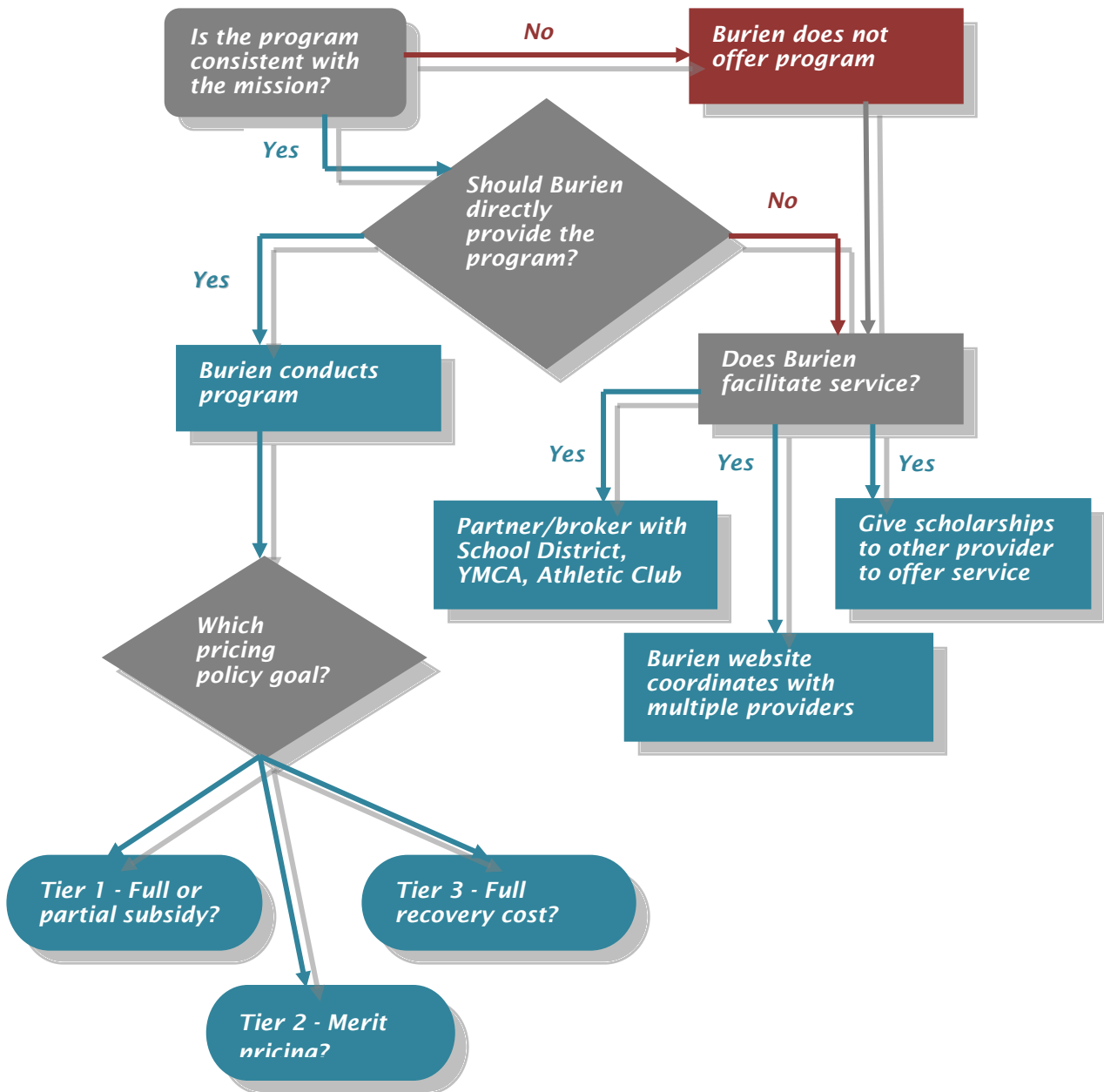
Cost recovery goal - Tier 1-2 low or partial through program fees and donations

Outdoor recreation - picnic shelters rentals

<u>Existing</u>	<u>Proposed</u>
picnic shelters and tables in Seahurst (Ed Munro) Park	group sites in Salmon Creek, Lake Burien School Memorial, Moshier, Lakeview, and Manhattan School Parks and additions to Seahurst Park

Cost recovery goal - Tier 3 full by rental fees

Proposed program pricing and delivery options



Outdoor recreation - youth day-use summer camps - rentals

<u>Existing</u> - Kiwanis Club at Camp Schoenwald	<u>Proposed</u> - Seahurst (Ed Munro), Hilltop and Salmon Creek Parks
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Cost recovery goal - Tier 1-2 low or partial through program fees and donations

Swimming and boating - lessons and safety instruction

<u>Existing</u> - Evergreen Aquatic Center, Gregory-Seahurst Swim Club, Normandy Park Swim Club, Arbor Heights Swim Club, Highline Athletic Club, Highline YMCA	<u>Proposed</u> - new Community Center aquatics facilities at the Annex site
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Cost recovery goal - Tier 3 full through program fees

Trails - hiking youth, adult, and family groups

<u>Existing</u> - None at the present time	<u>Proposed</u> - Lake to Sound Trail, Miller Creek North Trail, Upper Miller Creek Trail, Lower Miller Creek Trail
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Cost recovery goal - Tier 1-2 low or partial through program fees and donations

Trails - biking youth, adult, and family groups

<u>Existing</u> - North SeaTac Park	<u>Proposed</u> - Lake to Sound Trail, Miller Creek North Trail, Upper Miller Creek Trail, Lower Miller Creek Trail
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Cost recovery goal - Tier 1-2 low or partial through program fees and donations

Trails - dog camps, events, and competitions

<u>Existing</u> - Grandview Park	<u>Proposed</u> - dog trails and events at Hazel Valley Park
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Cost recovery goal - Tier 2 full through program fees and donations

Athletic events - skateboard, tennis, basketball, and volleyball - youth and adults

<u>Existing</u> - Skateboard Court, Jacob Ambaum, Lakeview, Puget Sound Parks	<u>Proposed</u> - Southern Heights, Chelsea, Mathison Parks
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Cost recovery goal - Tier 1-2 partial for youth, full for adults through program fees and donations

Athletic events - soccer, softball, and baseball camps and leagues - youth and adults

<u>Existing</u> - Chelsea, Manhattan School, and Moshier Parks	<u>Proposed</u> - Manhattan School, Salmon Creek (New Start HS), Hilltop Parks and WA CJTC BLEA
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Cost recovery goal - Tier 1-2 partial for youth, full for adults through program fees and donations

Special outdoor events - festivals for the arts, music, drama, cultural

<u>Existing</u> - Lake Burien School Memorial Park and Town Square Park	<u>Proposed</u> - Town Square Park and Urban Center Streetscape
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Cost recovery goal - Tier 1-2 low or partial through rental fees and donations

Classes - health and nutrition, arts and crafts, music and dance, social - youth and adults

<u>Existing</u> - Moshier Arts and Community Centers	<u>Proposed</u> - Moshier Arts Center expansion and development of new Community Center at the Annex site
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Cost recovery goal - Tier 1-2 partial for youth, full for adults through program fees and donations

Indoor activity centers - preschool, before and after school, teen, and seniors

<u>Existing</u> - Burien Cooperative Preschool and Community Center	<u>Proposed</u> - development of new Community Center at the Annex site
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Cost recovery goal - Tier 1-2 partial for youth, full for adults through program fees and donations

Volunteer opportunities - work parties

<u>Existing</u> - Salmon Creek Ravine and Seahurst (Ed Munro) Parks	<u>Proposed</u> - Salmon Creek Park, Walker Creek Wetlands, wildlife habitat and all suitable city parks, and all trails
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Cost recovery goal - Tier 1 - none