

Section 3.12

Open Space & Recreation



Open space and recreation discussed in this section includes parks, trails, public shoreline access, and water access. The primary government agency offering these facilities is Seattle Parks and Recreation (SPR). The Port of Seattle also provides shoreline access and recreational opportunities in the study area(s). The Seattle Office of Sustainability and Environment (OSE) also provides partnership and coordination to advance equity and environmental justice goals. Open space and recreation facilities exist both within the Primary Study Area and in industrially zoned land in close proximity to the study area.

Impacts of the alternatives on open space and recreation are considered significant if they:

- Result in insufficient parks, open space, and trail capacity to serve expected population or employment based on levels of service.
- Feature inconsistencies with shoreline public access policies.
- Have the potential to decrease public access to parks and open space or shoreline access in census tracts identified as high disadvantage in the Seattle Racial and Social Equity Composite Index.¹⁷

3.12.1 Affected Environment

Data & Methods

Information about open space and recreation was collected from Seattle Parks and Recreation (SPR) and the Seattle Parks District. The plans and studies include the SPR Recreation Demand Study, Community Center Strategic Plan (2016), Parks, Recreation and Open Space (PROS) Plan (2017), Parks and Recreation Strategic Plan (2020). The annual reports from the Seattle Park District Annual Reports (2016-2019), Seattle Comprehensive Plan (2015), and Duwamish Valley Action Plan (2018) are also referenced.

Level of Service (LOS)

The City of Seattle sets level of service (LOS) standards for open space and recreation across the City. These standards are intended to help the City meet its “Citywide Open Space goal” or “Acceptable Open Space Guideline” to provide guidance and measure if park acres and facilities are meeting population growth and density. With the passage of several parks levies containing robust acquisition priorities, Seattle Parks and Recreation (SPR) has maintained and exceeded the Acceptable Population-based Open Space Goal of 1/3 acre per 100 residents since 2001 to 2016 (Seattle Parks and Recreation 2017).

With growth projections anticipating 120,000 new residents in the next 17 years, the 2017 Parks and Open Space Plan changed the Citywide acceptable guideline of 3.33 acres per 1,000

¹⁷ See the [Racial and Social Equity Index Interactive Map](#), 2017.

residents to a new 8 acres per 1,000 residents LOS that is needed to help provide recreational opportunities (Seattle Parks and Recreation 2017). The assumption of 8 acres of park and recreation facilities per 1,000 residents is used throughout this impacts analysis to open space and recreation.

In addition to this measure, the PROS Plan (2017) included comments from the Seattle Planning Commission about additional measures. The Seattle Planning Commission listed the measures below as metrics that could be used to assess Seattle's open space and recreation needs.

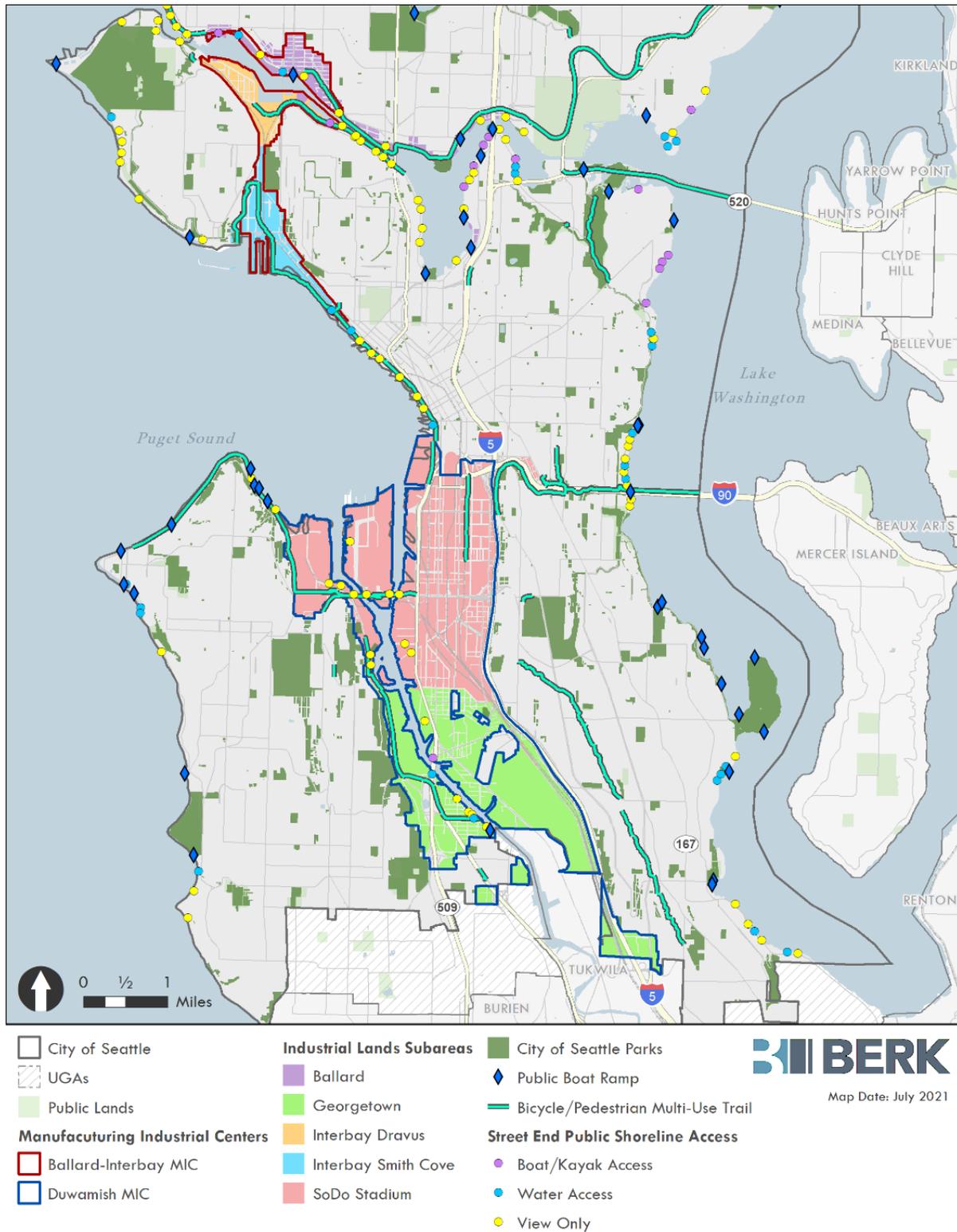
- **Size and percentage of City Land:** The median size of parks and park acreage as a percentage of a city's land area are two additional metrics that are related to the amount of parkland.
- **Park Pressure:** Park pressure is a lesser known, but helpful metric that refers to the potential demand on a park, assuming that the residents in a "parkshed" use the park closest to them.
- **Quantity and Variety of Park Amenities:** Communities should regularly assess their amenities, including playgrounds, swimming pools, sport courts and playfields, skate parks, picnic shelters, splash pads, gymnasiums, recreation centers, senior centers, restrooms, etc.
- **Condition of Park Amenities:** The condition or quality of park amenities is a key measure of park adequacy.

Resources

Seattle Parks and Recreation (SPR) manages a 6,414-acre park system with over 485 parks and natural areas. This system includes athletic fields, play areas, gardens, trails, facilities and community centers, swimming pools, education centers, golf course, and skateparks. The SPR system comprises about 12% of Seattle's land area.

The study area, the subareas, and the parks and recreation facilities available are identified in the map below (see [Exhibit 3.12-1](#)).

Exhibit 3.12-1 City of Seattle Parks, Recreation, and Public Shoreline Access



Source: BERK, 2021.

Within the study area there are 22 parks, 19 trails, and 34 Shoreline access points. These facilities combine to provide 93.23 acres of parkland and 15.9 miles of trails. Together these facilities include greenbelts, multi-use trails, bike trails, rentable picnic shelters, picnic benches, green spaces, and playfields. There are also several parks that continue outside the study area totaling about 442 acres (see **Exhibit 3.12-2**).

Exhibit 3.12-2 Parks in Study Area

Subarea	Total Acres	Subarea Acres
Ballard	27.81	25.22
Interbay Dravus	7.39	0.00
Interbay Smith Cove	42.31	29.59
SODO/Stadium	59.13	24.61
Georgetown/South Park	305.04	13.81
Total	441.68	92.01

Source: Seattle GIS, 2021; BERK, 2021.

Multiuse trail miles are also found in each subarea (**Exhibit 3.12-3**).

Exhibit 3.12-3 Trails in Study Area

Subarea	Trail Length (Miles)
Ballard	2.2
Interbay Dravus	1.3
Interbay Smith Cove	3.5
SODO/Stadium	6.3
Georgetown/South Park	2.7
Total	15.9

Source: Seattle GIS, 2021; BERK, 2021.

Shoreline access is available in each subarea, with more access points in Ballard than in other subareas (**Exhibit 3.12-4**).

Exhibit 3.12-4 Shoreline Access Points

Subarea and Shoreline Access Type	Count
Ballard	11
Boat/Kayak Access	3
View Only	6
Water Access	2
Interbay Dravus	2
Boat/Kayak Access	1
View Only	1
Interbay Smith Cove	1
Water Access	1
SODO/Stadium	12
View Only	12
Georgetown/South Park	8
Boat/Kayak Access	1
View Only	5
Water Access	2
Total	34

Source: Seattle GIS, 2021; BERK, 2021.

Boat ramps include three in Ballard/Lake Union (two motorized and one hand carry), and one in Georgetown (hand carry)

- 14th Avenue NW Boat Ramp (Ballard)
- Sunnyside Avenue N Boat Ramp (Ballard)
- Fairview Walkway Boat Launch (Lake Union)
- Duwamish Waterway Park Boat Launch (Georgetown)

The exhibits below highlight the parks, trails, and shoreline access points within and around the study area (see **Exhibit 3.12-5**, **Exhibit 3.12-6**, and **Exhibit 3.12-7**, respectively). Instances where parks, trails, and shoreline access points are owned or managed by another agency are noted.

Exhibit 3.12-5 Parks in and Around the Study Area

Seattle Parks	Size (Acres)	In Study Area (Y/N)
Ballard		
14th Ave NW Boat Ramp	0.018	Yes
Fremont Canal Park	0.095	Yes
Fairview Walkway	0.0017	Yes
Gas Works Park	21.35	Yes
Waterway 20 (managed by the Department of Natural Resources)	1.77	Yes
Northlake Park	0.016	Yes
Terry Pettus Park	0.097	Yes
Waterway 19 (managed by the Department of Natural Resources)	1.86	Yes
Interbay Dravus		
Interbay Athletic Field	2.05	No. Abutting.
Interbay Golf Center	45.00	No. Abutting.
Interbay Smith Cove*		
Myrtle Edwards Park/Centennial Park (managed by the Port of Seattle)	4.80	Yes
Open Water Park	14.03	Yes
Smith Cove Park	9.51	Yes
SW Queen Anne Greenbelt	0.06	Yes
SODO/Stadium		
Herrings House Park (Tulalix)	15.24	Yes
Longfellow Creek Greenspace	0.48	Yes
Westbridge Shops	3.41	Yes
West Duwamish Greenbelt	5.47	Yes
Georgetown/South Park		
Duwamish Waterway Park	1.38	Yes
Georgetown Playfield	5.28	Yes
Georgetown Pump Station	0.20	Yes
West Duwamish Greenbelt	6.82	Yes
Westcrest Park	0.12	Yes
Total in Study Area:		92.01 acres
		21 parks

Note: Park acres only includes parks that fall within the subarea boundary.

*West Central Grounds Maintenance is within the Interbay Smith Cove Subarea but is not a public park and is inaccessible to the public.

Sources: Seattle GIS, 2021; BERK, 2021.

Exhibit 3.12-6 Trails in and Around the Study Area

Seattle Trails	Trail Length (Miles)	In Study Area (Y/N)
Ballard		
Burke Gilman Trail (owned and maintained by SDOT)	2.1	Yes
Fremont Ave N	0.11	Yes
Interbay Dravus		
3rd Ave W	0.01	Yes
Ship Canal Trail	1.27	Yes
Interbay Smith Cove		
23rd Ave W	0.14	Yes
Elliott Bay Trail (owned and maintained by SDOT)	3.12	Yes
W Thomas St Overpass	0.21	Yes
SODO/Stadium		
Alki Trail	2.4	Yes
Duwamish River Trail	0.7	Yes
Portside Trail	0.6	Yes
SoDo Trail (owned and maintained by SDOT)	1.0	Yes
SW Alaska St	0.0	Yes
SW Spokane Br	0.4	Yes
SW Spokane St	0.2	Yes
W Sea Bridge Bike Trail	0.2	Yes
West Seattle Bridge Trail	0.6	Yes
Georgetown/South Park		
Duwamish River Trail (owned and maintained by SDOT)	1.8	Yes
S Portland St	0.4	Yes
West Marginal NB Way S	0.5	Yes
Total Trails:	15.8 miles	19 trails

Notes: Park acres only includes parks that fall within the subarea boundary.
 Sources: Seattle GIS, 2021; BERK, 2021.

Exhibit 3.12-7 Shoreline Access Points in and Around the Study Area

Shoreline Access Points	Access Type	In Study Area (Y/N)
Ballard		
11th Ave NW and NW 45th St	View Only	Yes
20th Ave NW and Shilshole Ave NW	View Only	Yes
24th Ave NW and NW 54th St	Water Access	Yes
28th Ave NW and NW Market St	Boat/Kayak Access	Yes
Fremont Ave N and N 34th St	View Only	Yes
15th Ave NW and Ballard Br	Water Access	Yes
Eastlake Ave NE and University Br	View Only	Yes
14th Ave NW and Shilshole Ave NW	Boat/Kayak Access	Yes
Latona Ave NE and NE Northlake Way	View Only	Yes
Sunnyside and N and N Northlake Way	Boat/Kayak Access	Yes
3rd Ave NW and NW 39th St	View Only	Yes
Interbay Dravus		
6th Ave W and W Ewing St	Boat/Kayak Access	Yes
3rd Ave W and W Ewing N St	View Only	Yes
Interbay Smith Cove		
W Thomas St and Dead End	View Access	Yes
SODO/Stadium		
East Marginal Way S and S Spokane Sr St	View Only	Yes
Spokane St—W Sea B Rp and West Seattle Br Eb	View Only	Yes
SW Edmunds St and West Marginal Way SW	View Only	Yes
Diagonal Ave S and East Marginal Way S (Port of Seattle)	View Only	Yes
SW Alaska St and West Marginal Way SW	View Only	Yes
East Marginal Way S and S Idaho St	View Only	Yes
16th Ave SW and SW Lander St	View Only	Yes
Harbor Ave SW and SW Bronson Way	View Only	Yes
West Marginal Turn Rd and SW Spokane St	View Only	Yes
Klickitat Ave SW and Dead End (Port of Seattle)	View Only	Yes
26th Ave SW and Dead End 1	View Only	Yes
Chelan Ave SW and West Marginal Way SW	View Only	Yes
Georgetown/South Park		
5th Ave S and S Fontanelle St	View Only	Yes
7th Ave S and S Holden St	View Only	Yes
1st Ave S and SW Michigan St	Water Access	Yes

Shoreline Access Points	Access Type	In Study Area (Y/N)
1st Ave S and S Michigan S St	Boat/Kayak Access	Yes
East Marginal Way S and S Fidalgo St	View Only	Yes
10th Ave S and S Kenyon St	View Only	Yes
S Riverside Dr and Dead End 1	View Only	Yes
8th Ave S and S Portland St	Water Access	Yes
Total Shoreline Access Points:		34 access points

Notes: Park acres only includes parks that fall within the subarea boundary. Shoreline Access points are owned by Seattle Parks and Recreation (SPR), the Seattle Department of Transportation (SDOT), the Port of Seattle, and King County.

Sources: Seattle GIS, 2021; BERK, 2021.

The combination of parks, trails, and shoreline access points provide open space and recreation facilities within the industrially zoned areas of the study area. However, there are still gaps within the study area which have been identified.¹⁸ As part of the 2017 SPR Gap Analysis Update, Seattle identified gaps in parks inside and outside of Urban Villages based on distance greater than 10-minutes to a park. As well, areas of greater population density were also considered.

Some of the gaps within the study area include:

- **Ballard:** There are limited gaps in walkability to parks in the subarea per the 2017 SPR Gap Analysis.¹⁹ There are portions of the subarea at the southern edge that are considered “gaps within of urban villages”. Overall, the subarea is within the second lowest disadvantage per the 2017 SPR Gap Analysis.
- **Interbay Dravus:** There are no walkability gaps to parks per the 2017 SPR Gap Analysis. Overall, the subarea is within the second lowest disadvantage per the 2017 SPR Gap Analysis.
- **Interbay Smith Cove:** There are some gaps at the southern / southeastern edge of the subarea per the 2017 SPR Gap Analysis. Overall, the subarea is within the lowest and the second lowest disadvantage per the 2017 SPR Gap Analysis.
- **SODO/Stadium:** Nearly the full subarea is considered a “gap outside of urban villages” in the 2017 SPR Gap Analysis Update. In addition, parts of the subarea are considered “high disadvantage” within Seattle’s Racial and Social Equity Composite Index.
- **Georgetown/South Park:** Nearly the full subarea is considered a “gap outside of urban villages” in the 2017 SPR Gap Analysis Update. In addition, per Seattle’s Racial and Social Equity Composite Index parts of the subarea are considered “middle disadvantage,” in Georgetown, and “second highest disadvantage” and “highest disadvantage” in South Park and areas along the west side of the Duwamish waterway.

¹⁸ [2017 Gap Analysis Update Vol 1 \(seattle.gov\)](http://www.seattle.gov/arcgis/SMSeries_GapAnalysisUpdate2017/index.html)

¹⁹ See 2017 Gap Analysis, available: http://www.seattle.gov/ArcGIS/SMSeries_GapAnalysisUpdate2017/index.html.

Demand

SPR anticipates parks demand in order to meet use of facilities for natural areas, trails and beaches, picnic shelters and community centers. SPR also considers the demand for sports fields which may be needed across seasons. These considerations are filtered through two methodologies based on the Recreation Conservation Office (RCO's) Planning Policies and Guidelines: Recreation Participation, and Community Satisfaction.

Measures of demand related to recreation participation include how many people use specific park facilities and the frequency of use within a year. From this information, SPR determines for each type of recreation/sports facility long-term need based on how people currently use facilities and any projected population changes.

Measures of demand related to community satisfaction include community rankings of different recreation services and facilities, feedback on resource allocation to different park types and facilities, facility use requests, and community priorities.

Goals

The City of Seattle PROS Plan (2017) provides open space and recreation goals citywide. The goals from this plan are outlined below.

PROS Plan Goals

- **Goal 1:** Provide a variety of outdoor and indoor spaces throughout the city for all people to play, learn, contemplate, and build community.
- **Goal 2:** Continue to provide opportunities for all people across Seattle to participate in a variety of recreational activities.
- **Goal 3:** Manage the city's park and recreation facilities to provide safe and welcoming places.
- **Goal 4:** Plan and maintain Seattle's parks and facilities to accommodate park users and visitors.
- **Goal 5:** Engage with community members on parks and recreation plans, and design and develop parks and facilities, based on the specific needs and cultures of the communities that the park is intended to serve.

These goals are not specific to the study area or subareas within. These goals also do not focus on open space and recreation in industrially zoned areas. The PROS plan does identify industrial lands as an opportunity for increasing the total available parkland in the City. There are, however, goals for the Georgetown/South Park Subarea which are outlined in the Duwamish Valley Action Plan (City of Seattle 2018).

The Action Plan is organized into seven priority areas: Healthy Environment, Parks & Open Spaces, Community Capacity, Mobility & Transportation, Economic Opportunity & Jobs,

Affordable Housing, and Public Safety. The Plan identifies the following goals for parks and open spaces:

- Increased area of parks and open space per capita in the Duwamish Valley.
- Culturally appropriate programming that meets the needs of the community members in the Duwamish Valley.
- Increased public access to the Duwamish River.

In the new SPR 2020-2032 Strategic Plan a “pathway to equity” is outlined as a commitment to creating an equitable parks and creation system. This commitment is supported by potential equity access goals (see [Exhibit 3.12-8](#)).

Exhibit 3.12-8 Potential Equity Access Goals

Facility Type	Target Goals
Community Centers	Every household in Seattle should be within 1-2 miles of a Community Center.
Aquatic Facilities	Every household in Seattle should have access to a swimming pool or swimming beach within 4 miles.
Outdoor Sports Courts and Facilities	80% of all residents will rate their access to desired outdoor facilities, such as tennis and basketball courts, as Good or Excellent.
Sports/Athletic Fields	Every household in Seattle should have access to sports fields within 2 miles.
Greenways	Continue to coordinate with SDOT on preferred routes and connections to enhance access to parks and open space.
Picnic Shelters	All picnic shelters should be ADA accessible.
Play Areas	All play areas should include facilities for a range of age groups.

Source: Seattle Parks and Recreation Open Space Plan, 2017.

These potential goals are coupled with SPR’s equity commitments. These commitments include focusing work in a way that seeks to eliminate racial health disparities, seeks to minimize the impacts of climate change on those most vulnerable, strengthen outreach and engagement opportunities, and allocate resources strategically through a racial equity framework.

3.12.2 Impacts

This section considers the potential impacts to open space and recreation that may occur as a result of implementation of the alternatives. Impacts and resulting mitigation measures to open space and recreation have been assessed based on thresholds of significance.

The thresholds of significance utilized in this impact analysis include:

- Insufficient parks, open space, and trail capacity to serve expected population or employment based on levels of service.
- Inconsistencies with shoreline public access policies.
- Have the potential to decrease public access to parks and open space or shoreline access in census tracts identified as high disadvantage in the Seattle Racial and Social Equity Composite Index.²⁰

Impacts Common to All Alternatives

Changes driven by housing and employment are anticipated to increase population growth within the study area. As discussed in the affected environment above, the City of Seattle maintains a goal of 8 acres of parkland per 1,000 residents. This means that across all alternatives population growth will have an impact on the acres of parkland required within the study area and the subareas.

The primary possible impacts across alternatives would be demand on existing parks and demand for future parkland. Additional impacts specific to the subareas could be connectivity. These impacts are discussed below.

Population Growth

Anticipated population growth may add pressure on existing parks within the study area. Park pressure is a metric that refers to the potential demand on a park, assuming that the residents in a “parkshed” use the park closest to them (Seattle Parks and Recreation 2017). The number of park acres available per 1,000 people within the parkshed can be used to determine demand on existing parks. It is possible that population growth will decrease the number of park acres available per 1,000 people. This impact coupled with frequency of use and availability of park amenities contribute to an impact for all alternatives.

Based on the existing conditions and the City’s current LOS standard for open space and recreation the City anticipates needing additional parkland. To meet the baseline of 8 acres per 1,000 residents the City is currently considering acquiring parkland through greenbelts, natural areas, and non-SPR owned open space such as plazas downtown, college and university campus land, and industrial lands (Seattle Parks and Recreation 2017).

²⁰ See the [Racial and Social Equity Index Interactive Map](#), 2017.

Connectivity/Transportation

The Action Alternatives propose three new land use concepts: Maritime, Manufacturing, and Logistics (MML), Industry and Innovation (II), and Urban Industrial (UI). Each concept includes development standards, some of which would influence the transportation network and/or transportation behavior. The proposals include standards for pedestrian and cyclist-oriented frontage improvements (sidewalks, pedestrian lighting, street trees, etc.) in the Industry & Innovation and Urban Industrial zones.

Open Space & Recreation Effects of Proposed Land Use Concepts

Maritime, Manufacturing, and Logistics (MML)

The Maritime, Manufacturing, and Logistics (MML) land use concept is designed to be applied in locations near infrastructure that supports fishing, logistics, maritime, aerospace, brewing and distilling activities. If adopted, this land use concept would amend the land use code to increase policy and zoning protections for maritime and industrial uses. This land use concept may have a minimal impact on open space and recreation in the form of parkland because it applies to existing industrial areas and uses. There are opportunities for shoreline public access where there is not a conflict with public safety.

Industry and Innovation (II)

The Industry and Innovation (II) land use concept is designed to support a combination of design and research industrial uses along with high-density employment and transit access. If adopted this land use concept would amend the land use code to support non-industrial office or technology uses and integration of high-capacity transit. Within this concept, open space and recreation could feature small greenspace increases through trees and landscaping. The location of a light rail station would increase foot traffic in and around the area and could lead to cyclist-oriented trails and plazas associated with employment buildings.

Urban Industrial (UI)

The Urban Industrial (UI) land use concept is designed to create industrial districts that can serve a mix of uses including manufacturing, production, and arts. This land use concept is also an opportunity to support place making and would be located in areas adjacent to Seattle's designated urban villages.

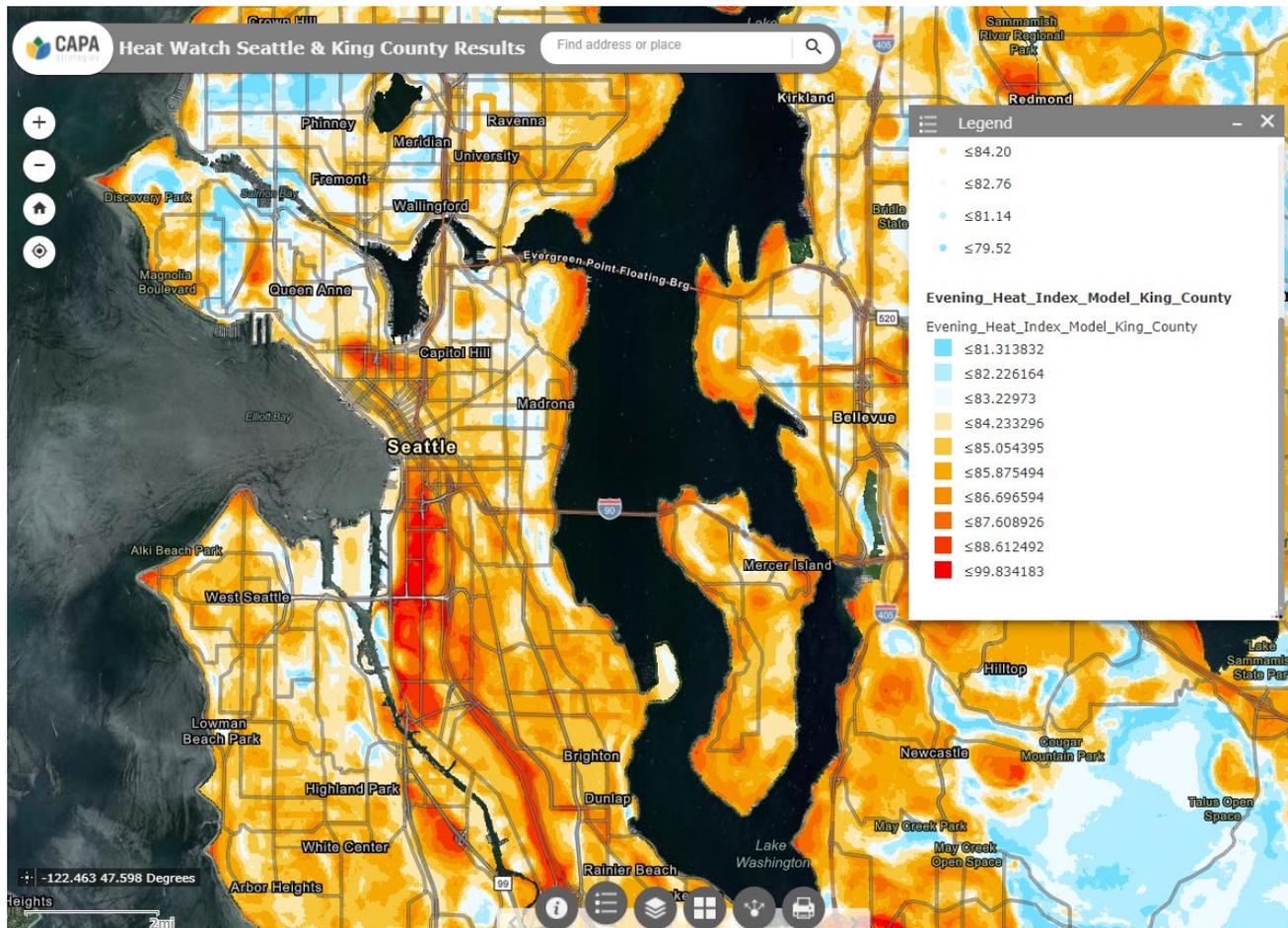
Within this concept, open space and recreation would be impacted in several different ways. This concept allows industrial uses to be integrated near urban villages which leads to the need for green open spaces, safe trails and routes that can be used for travel and as an industrial buffer, and park space to support any housing in new mixed-use buildings. If adopted, this land use concept would increase the opportunity for mixed-use housing leading to a more stable population in the area. This population would need access to open space and recreation.

Equity & Environmental Justice Considerations

Heat Islands

Based on a King County and City of Seattle Study of heat mapping, “surface-level temperatures in areas with paved landscapes, less tree canopy, and industrial activity are substantially higher during summer heat events compared to less urbanized areas.” The study published in June 2021 shows that by evening, the Greater Duwamish MIC vicinity has higher levels of heat (see [Exhibit 3.12-9](#)). Adding trees in streetscapes, private properties, and parklands can help reduce the heat island effect.

Exhibit 3.12-9 Heat Watch and King County Results



Source: King County and City of Seattle, 2021.

Pathway to Equity

In the SPR 2020-2032 Strategic Plan, the City outlined a commitment to addressing historical racial inequities in parks and open space. In the plan a “pathway to equity” is used to describe this commitment to creating an equitable parks and recreation system. The pathway includes the following steps (Seattle Parks and Recreation 2020):

- Developing an SPR Equity and Engagement Plan to implement the City's equity goals.
- Developing an equity scorecard and map for resource allocation and planning that leverages data to identify and address disparities in underserved areas and for underserved groups.
- Revamping SPR's Race and Social Justice Initiative Outcomes, Strategies, and Actions (ROSA)¹⁰ to more intentionally ensure an equity lens is woven throughout SPR work.
- Training all SPR staff about the Pathway to Equity.
- Conducting robust and culturally responsive community outreach and engagement.
- Developing an equity dashboard and performance indicators as part of departmentwide performance management efforts.

A combination of these actions could improve equitable outcomes within the study area. A map for resource allocation, an equity dashboard, and community outreach and engagement would each provide opportunities for the City to assess current disparities and create solutions with the community.

Park Pressure & Park Access

The demand on existing parks was discussed above under Impacts Common to all Alternatives. In addition to park demand being an impact for the study area there are also equity implications of park pressure. Research has demonstrated that park pressure can be used to highlight racial inequities in park access, showing that people of color and low-income groups are more likely to live close to parks with higher potential park congestion (Seattle Parks and Recreation 2017). This is most notable for park access in the Georgetown/South Park Subarea.

In Georgetown and South Park neighborhoods (within and outside of the Georgetown portion of the Greater Duwamish MIC) access to public space is comparable and, in some cases, better than the City as a whole. Georgetown and South Park scored 77 and 80 (Public Space Access Score out of 100) respectively in comparison to Seattle which scored 73 (see **Exhibit 3.12-10**).

Exhibit 3.12-10 Access to Public Space in Georgetown and South Park

ACCESS TO PUBLIC SPACE⁸

Public Space Access Score (out of 100)



Households within 5 Minute Walk of a Public Space



Households within 10 Minute Walk of a Public Space



⁸ City of Seattle Data

Source: Seattle Duwamish Valley Action Plan (Action Plan), 2018.

While the neighborhoods have nearby parks, the total acreage per capita is half the citywide average and there may be park congestion caused by added population. Another factor related to park pressure and park access is being able to travel to and from the parks.

Impacts of Alternative 1 No Action

Alternative 1 prohibits residential uses within industrial zones except for caretaker quarters per industrial business, artist studio housing, and housing that existed before industrial zoning. Only about 75 of these industrial zone related dwellings are projected.

Growth is still expected under Alternative 1 No Action from naturally occurring population growth in the city (under current zoning) with small amounts of housing in the study area. The 2017 PROS Plan includes an aspirational LOS standard needed to accommodate the projected 120,000 additional residents citywide by 2035 (Seattle Parks and Recreation 2017). The number

of acres of parkland needed to address population growth under Alternative 1 is presented in **Exhibit 3.12-11**.

Exhibit 3.12-11 Open Space and Recreation Acres Required for Alternative 1

Subarea	Current Conditions (2018)		Alternative 1 No Action— Existing Policies (2044)	
	Existing Pop	Existing Open Space (Acres)	Expected Pop Growth	Open Space for Net Growth (Acres)
Ballard	394	25.21	15	0.12
Interbay Dravus	6	0.00	15	0.12
Interbay Smith Cove	2	28.40	15	0.12
SODO/Stadium	43	24.60	62	0.50
Georgetown/South Park	402	13.80	46	0.37
Total	847	92.01	153	1.22

Source: BERK, 2021.

The summary presented in **Exhibit 3.12-11** assumes the City maintains its desired Level of Service (LOS) standard of 8 acres of parkland per 1,000 people. Under Alternative 1, the City would need to add an additional 1.22 acres of parkland to accommodate 153 additional residents within the study area.

Growth and associated acres of needed parkland are expected to be highest in the SODO/Stadium Subarea (0.50 acres) followed by the Georgetown/South Park Subarea (0.37) under Alternative 1. The remaining subareas—Ballard (0.12 acres), Interbay Dravus, (0.12) and Interbay Smith Cove (0.12)—would have the same need for additional acres. No impacts other than those described under Impacts Common to All Alternatives are anticipated under Alternative 1.

Impacts of Alternative 2

Alternative 2 includes less land zoned UI and II than the other two Action Alternatives. This alternative would result in more job creation and minimal residential growth.

Growth under Alternative 2 is anticipated to have a minimal increase on the population (163 people). The number of acres of parkland needed to address population growth under Alternative 2 is presented in **Exhibit 3.12-12**.

Exhibit 3.12-12 Open Space and Recreation Acres Required for Alternative 2

Subarea	Current Conditions (2018)		Alternative 2 Future of Industry Limited (2044)	
	Existing Pop	Existing Open Space (Acres)	Expected Pop Growth	Open Space for Net Growth (Acres)
Ballard	394	25.21	16	0.13
Interbay Dravus	6	0.00	16	0.13
Interbay Smith Cove	2	28.40	16	0.13
SODO/Stadium	43	24.60	66	0.53
Georgetown/South Park	402	13.80	49	0.39
Total	847	92.01	163	1.30

Source: BERK, 2021.

The summary presented in **Exhibit 3.12-12** indicates a similar degree of change as seen in Alternative 1. Under Alternative 2, the City would need to add an additional 1.3 acres of parkland to accommodate 163 additional residents within the study area.

Similar to Alternative 1 No Action, growth and associated acres of needed parkland under Alternative 2 is expected to be highest in the SODO/Stadium Subarea (0.53 acres) followed by the Georgetown/South Park Subarea (0.39 acres). The remaining subareas—Ballard (0.13 acres), Interbay Dravus (0.13), and Interbay Smith Cove (0.13)—would each have the same need for additional acres of open space and recreation. No impacts other than those described under Impacts Common to All Alternatives are anticipated under Alternative 2. There will be impacts to existing open space and recreation facilities and a need for new facilities to meet anticipated demand.

Impacts of Alternative 3

Alternative 3 includes a higher degree of UI and II zoned land than Alternative 1 No Action and Alternative 2. Alternative 3 would result in a combination of industry/innovation and urban industrial zone concepts in existing areas industrially zoned and would expand limited industry-supportive housing in areas where the UI zone concept is featured. This UI zone concept is most featured in the Ballard, the SODO/Stadium, and pockets of the Georgetown/South Park subareas.

Growth under Alternative 3 is anticipated to have a larger increase in the population living in or near industrially zoned areas than alternatives 1 or 2. The number of acres of parkland needed to address population growth under Alternative 3 is presented in **Exhibit 3.12-13**.

Exhibit 3.12-13 Open Space and Recreation Acres Required for Alternative 3

Subarea	Current Conditions (2018)		Alternative 3 Future of Industry Targeted (2044)	
	Existing Pop	Existing Open Space (Acres)	Expected Pop Growth	Open Space for Net Growth (Acres)
Ballard	394	25.21	533	4.26
Interbay Dravus	6	0.00	154	1.23
Interbay Smith Cove	2	28.40	31	0.25
SODO/Stadium	43	24.60	410	3.28
Georgetown/South Park	402	13.80	123	0.98
With MIC Adjustments	0.00	0.00	2,210	17.68
Total	847	92.01	3,461	27.68

Source: BERK, 2021.

The summary presented in **Exhibit 3.12-13** indicates a much greater degree of change compared to Alternative 1 and Alternative 2. Under Alternative 3, the City would need to add an additional 27.68 acres of parkland to accommodate 3,461 additional residents within the study area. This increase in acres of open space and recreation is slightly below the PROS Plan estimates—in the plan, SPR anticipated it would need to acquire at least 40 acres of parkland to meet the adopted LOS by 2035. However, that estimate was for the entire city and not the study area alone.

Alternative 3 also includes MIC adjustments that would result in population growth. The population growth anticipated from these MIC adjustments accounts for 17.68 acres of the total 27.68 acres of parkland needed under Alternative 3. The need for more open space and recreation is highest in the Ballard (4.26 acres) and SODO/Stadium (3.28 acres) subareas, followed by the Interbay Dravus (1.23 acres), Georgetown/South Park (0.98 acres), and Interbay/Smith Cove (0.25 acres) subareas.

In addition to the impacts described under Impacts Common to All Alternatives above there could be impacts under Alternative 3 caused by balancing industrial uses with housing and transportation. The impact of Alternative 3 may also limit the types of open space and recreation to facilities other than parks. Considering the Seattle Racial and Social Equity Composite Index, the SODO/Stadium Subarea is within the highest 20% disadvantage of census tracts and the Georgetown/South Park Subarea falls within the middle 40-60% of disadvantaged tracts.²¹ An increase in population in the Georgetown/South Park Subarea may place additional pressure on existing parks and more parkland needs to be acquired and

²¹ See the [Racial and Social Equity Index Interactive Map](#), 2017.

developed to meet demand in the SODO/Stadium Subarea. For both of these subareas, there will not be a limit on park access if more park acres are acquired.

Alternative 3 includes the removal of portions of two blocks of land adjacent to Duwamish Waterway Park and two blocks of land adjacent to Terminal 117/Duwamish River People’s Park from the MIC designation and industrial zoning and would apply a mixed-use zone. Future development in the mixed-use zone has a higher potential for increasing integration with and access to the two open spaces from the South Park residential community. The change will increase the amount of required open space in new development near the parks and will increase the likelihood of future visual and/or physical access to river front land from privately owned parcels.

Impacts of Alternative 4

Alternative 4 features a higher degree of UI and II land use concepts than the Alternative 1 and Alternative 2. This alternative would result in a combination of industry/innovation and urban industrial zone concepts in existing areas industrially zoned. Regarding residential development, Alternative 4 would expand limited industry-supportive housing in areas where the UI zone concept is featured. This UI zone concept is most featured in Ballard, the SODO/Stadium, and pockets of the Georgetown/South Park subareas.

Growth under Alternative 4 is anticipated to have a large increase in the population living in or near industrially zoned areas that is greater than alternatives 1 or 2, and similar to the amount in Alternative 3. The number of acres of parkland needed to address population growth under Alternative 4 is presented in [Exhibit 3.12-14](#).

Exhibit 3.12-14 Open Space and Recreation Acres Required for Alternative 4

Subarea	Current Conditions (2018)		Alternative 4 Future of Industry Expanded (2044)	
	Existing Pop	Existing Open Space (Acres)	Expected Pop Growth	Open Space for Net Growth (Acres)
Ballard	394	25.21	1,620	12.96
Interbay Dravus	6	0.00	359	2.87
Interbay Smith Cove	2	28.40	0	0.00
SODO/Stadium	43	24.60	2,030	16.24
Georgetown/South Park	402	13.80	492	3.94
With MIC Adjustments	0.00	0.00	2,210	17.68
Total	847	92.01	6,710	53.68

Source: BERK, 2021.

The summary presented in **Exhibit 3.12-14** indicates a much larger degree of change compared to Alternative 1 and Alternative 2. Under Alternative 4, the City would need to add an additional 53.68 acres of parkland to accommodate 6,710 additional residents within the study area. This increase in acres of open space and recreation would exceed the PROS Plan's estimated 40 additional acres needed citywide.

Like Alternative 3, Alternative 4 includes MIC adjustments that would result in population growth. The population growth anticipated from these MIC adjustments accounts for 17.68 acres of the total 53.68 acres of parkland needed under Alternative 4. The need for more open space and recreation is highest in the SODO/Stadium (16.24) and Ballard (12.96 acres) subareas. The smallest increases in Alternative 4 would occur in the Georgetown/South Park (3.94 acres) and Interbay Dravus (2.87 acres) subareas. However, with the SM zoned areas, there would also need to be 17.68 acres in the Georgetown/South Park Subarea. Each of the alternatives feature a concentration of growth and subsequent demand for open space in SODO/Stadium Subarea.

In addition to the impacts described under Impacts Common to All Alternatives above there could be impacts under Alternative 4 that were discussed in Alternative 3. There is a need to balance industrial uses with housing and transportation. Most notably, in Alternative 4 the UI land use concept is featured throughout the study area which will result in new mixes of uses that may have been industrially zoned previously.

Considering the Seattle Racial and Social Equity Composite Index, the Ballard Subarea is within the lowest 40% of disadvantaged tracts across the city, while the SODO/Stadium Subarea is within the highest 20% disadvantage of census tracts.²² For the SODO/Stadium Subarea in particular, there is an existing limit of available parkland; an increase in population would lead to the need for more park land in the subarea.

Alternative 4 includes the removal of portions of two blocks of land adjacent to Duwamish Waterway Park and two blocks of land adjacent to Terminal 117/Duwamish River People's Park from the MIC designation and industrial zoning and would apply a mixed-use zone. Future development in the mixed-use zone has a higher potential for increasing integration with and access to the two open spaces from the South Park residential community. The change will increase the amount of required open space in new development near the parks and will increase the likelihood of future visual and/or physical access to river front land from privately owned parcels.

²² See the [Racial and Social Equity Index Interactive Map](#), 2017.

3.12.3 Mitigation Measures

Incorporated Plan Features

The Action Alternatives propose three new land use concepts: Maritime, Manufacturing, and Logistics (MML), Industry and Innovation (II), and Urban Industrial (UI). Each concept features design principles that would help mitigate impacts to open space and recreation:

- The Industry & Innovation land use concept includes standards for frontage improvements (sidewalks, pedestrian lighting, etc.), trees and landscaping, and maximum limits on vehicle parking areas. This concept would also include a need for circulation routes which could be used as trails.
- The Urban Industrial land use concept incorporates open space and landscaping, which support open space and recreation demand and help meet LOS standards. This concept also includes standards for frontage improvements (sidewalks, pedestrian lighting, etc.) and could make use of landscaping on or around buildings.
- The Maritime, Manufacturing, and Logistics land use concept could result in the location of new boat ramps and shoreline access areas within the study area.
- Alternatives 3 and 4 remove land adjacent to parks in the South Park neighborhood from a MIC designation, increasing the likelihood for increasing integration with and access to river front open spaces from the South Park residential community.

Regulations & Commitments

The study area is located within King County in the City of Seattle. Open space and recreation in Seattle is managed by separate local governments with overlapping boundaries. Relevant plans include SPR's Recreation Demand Study, Community Center Strategic Plan, PROS Plan, and Parks and Recreation Strategic Plan. Additional open space and recreation needs and commitments are identified in annual reports from the Seattle Park District Annual Reports, the Seattle Comprehensive Plan, and the Duwamish Valley Action Plan.

These various plans provide a framework for the City when assessing and planning for open space and recreation needs. The SPR Strategic Plan provides strategies arranged by healthy people, healthy environment, strong communities, and organizational excellence. The Duwamish Valley Action Plan builds upon the Equity & Environment Agenda and the Duwamish Valley Program, two commitments from the City to genuinely collaborate with communities to further social justice goals in policy and development. The PROS Plan outlines the City's existing open space and recreational facilities, capital funding, and projects being funded and a 6-year vision for the future.

In addition to these plans, the Seattle Land Use Code (Seattle Municipal Code Title 23) contains development regulations, including standards governing the design and placement of exterior site and building illumination. Future development in the study area will be required to comply

with the standards established for industrial zones in SMC Chapter 23.50 and 23.49 as it pertains to open space.

Other Potential Mitigation Measures

While parks are a great source of open space, the combination of existing uses and new land use concepts within the alternatives may present challenges that may not be resolved with new parks. Other potential mitigation measures the City could explore outside of creating new parks include creating linear parks and trails, increasing frequency of maintenance to offset an increase in park usage, and building resilient parks. The City could also explore transportation to and from parks and potentially increase connectivity between parks. Finally, the City might explore the use of community gardens (permitted on some rooftops in individual zones) as a way to provide open space and an urban agricultural use.

3.12.4 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts to open space and recreation are anticipated. While population and employment growth would occur under all studied alternatives, there are opportunities to meet the City's level of service for parkland through implementation of the Seattle plans and current and proposed development regulations.