



## STAFF REPORT

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**Date:** November 15, 2019

**Subject:** 2020-2030 Parks, Recreation, and Open Space (PROS) Plan Public Hearing Draft

**Public Hearings:** Pierce County Parks Citizens' Advisory Board, November 20, 2019  
Pierce County Planning Commission, November 26, 2019

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### Summary

Pierce County Parks is requesting an update to the Parks, Recreation, and Open Space Plan. This plan is required to be updated every six years for Pierce County to retain eligibility for grants from the Washington State Recreation and Conservation Office (RCO). The previous plan was adopted in 2014, and as such, Pierce County is required to adopt an updated plan by March 1, 2020, to apply for funding in the 2020 grant round. In addition, County policies have been updated and revenue sources have changed since adoption of the previous plan, making it necessary to update the plan.

The proposed Public Hearing Draft's focus is delivering a 2020-2030 Capital Improvement Plan (CIP) that is fiscally-conservative and based on adopted County policy and a data-driven Demand and Needs Assessment of the park system and service area. In addition, the Plan provides an overview of adopted County policies regarding the park system, an updated inventory of the existing park system, and information about programming and management of the park system.

The Pierce County Parks Citizens' Advisory Board held a study session on October 15, 2019, where the Public Review Draft of the PROS Plan was presented. A quorum was not present; however, members in attendance asked questions and provided recommendations to staff. Public testimony was taken at this meeting.

The Pierce County Planning Commission held a study session on November 6, 2019, where the Public Review Draft of the PROS Plan was presented. A quorum was present, and members asked questions and provided recommendations to staff. No public testimony was taken at this meeting.

## Proposed Changes

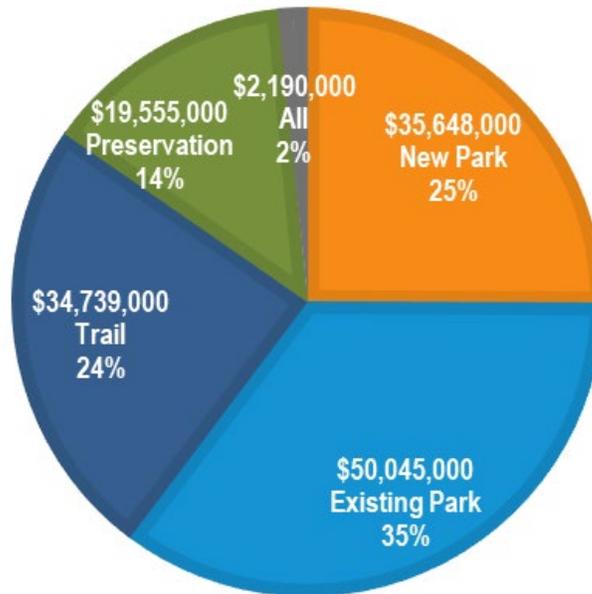
Pierce County Parks staff has developed a revised draft of the PROS Plan, titled Public Hearing Draft with revisions based on public comment received via an online open house and survey, written comment, discussions with staff, and multiple community meetings attended by staff. Minor revisions were made throughout the plan to provide clarifications and improve plan organization. Major revisions between the Public Review Draft and the Public Hearing Draft are as follows:

- Executive Summary was revised to provide a brief summary of the plan and to summarize accomplishments since adoption of the 2014 PROS Plan.
- Many of the public comments received focused on a need for specific uses within the park system, such as pickleball courts and equestrian trails. Clarification was provided throughout the plan regarding the level of detail provided in the PROS Plan versus a site-specific master plan. The PROS Plan provides high-level detail about broad categories of uses, while site-specific master plans focus on what uses are appropriate for a specific project based on site characteristics and public feedback. For example, the PROS Plan identifies a need for family activities in the North Region. A master plan update for Plateau Park prior to park development will determine exactly which uses will be developed in that park, which should include uses that fall within the Family Activities category, such as playgrounds and picnic areas.
- Information about Level of Service (LOS) in Chapter 4, Demand and Needs Assessment, was edited to ensure clarity regarding the County's adopted LOS. Fiscal Policy (Ordinance 2016-115s) identifies Pierce County Parks' minimum LOS as an investment per capita based on the park system in place at the time of policy adoption (2016). Language in Chapter 4 was altered to clarify that the Fiscal Policy is the only adopted County policy regarding LOS, and other measures, like rate of facilities and targets, are guidelines used to measure whether the established LOS is accomplished.
- Revenue projections for Park Impact Fees were updated based on housing growth projections. Projections were previously based on anticipated population growth, but housing growth was determined to be more closely linked to estimated Park Impact Fees, because they are collected based on new dwelling units. This update resulted in \$17,536,000 in additional anticipated revenues, which was included in the revised Capital Improvement Plan (CIP).
- Revenue projections for Park Sales Tax were updated based on projected taxable retail sales, inflation, and an increasing need to rely on Park Sales Tax revenues for park system operations, such as administration and maintenance, as the park system expands.

Anticipated revenues were underspent in the Public Review Draft, so even with a conservative projection regarding additional reliance on Park Sales Tax for administration and Maintenance, approximately \$13,000,000 in addition to previously proposed spending is projected to be available for capital improvements. This funding was included in the revised CIP.

- Major revisions were made to the 2020-2030 CIP in response to public comments, investing more in those regions anticipated to receive the greatest unincorporated population growth, and revised revenue projections. This section was also revised to illustrate the CIP in a more user-friendly, map-based manner. Details regarding funding sources were moved to a new Appendix F, Capital Improvement Plan Detail.

The following pie-chart is included in the revised draft, which details the types of projects that make up the CIP:



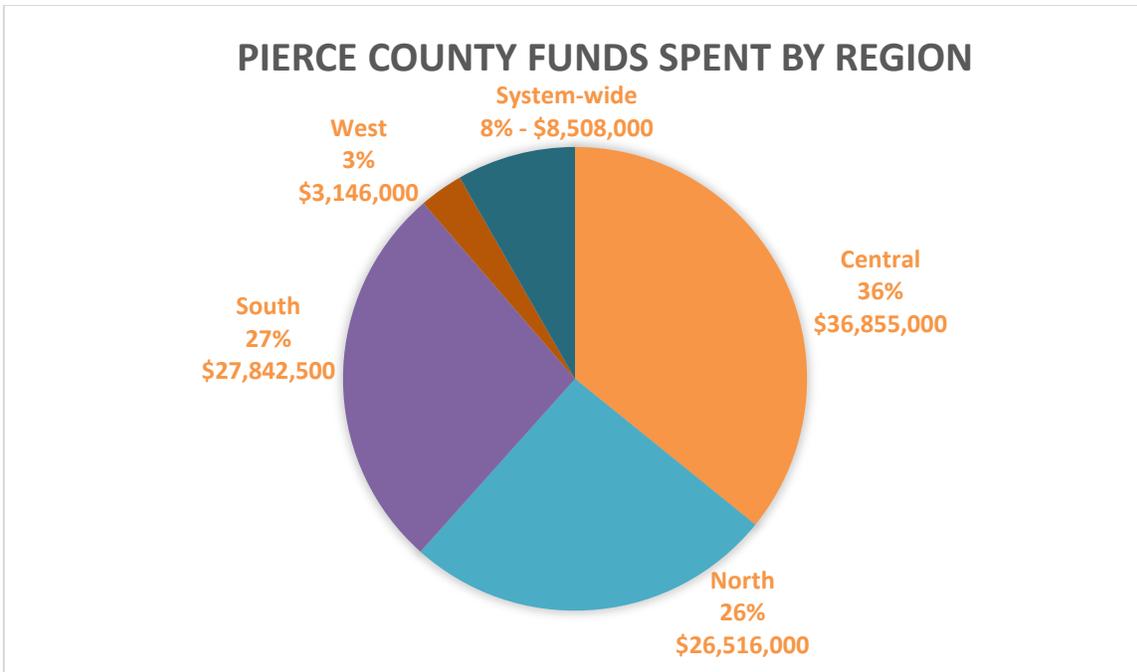
The following table provides project-by-project detail of revisions made to the CIP and justification for those revisions:

Project Name	Description of Revision	Reason for Revision
<b>CENTRAL REGION PROJECTS</b>		
<b>Gonyea Playfield Improvements Design &amp; Construction</b>	Funding increased by \$500,000	Additional funding is available from Park Sales Tax beyond earlier estimates
<b>Lidford Playfield Improvements Design &amp; Construction</b>	This is a new project with a budget of \$250,000	Additional funding is available from Park Sales Tax
<b>Mayfair Playfield Improvements Design &amp; Construction</b>	Funding increased by \$520,000	Additional funding is available from Park Sales Tax

<b>Orangegate Park Design &amp; Construction</b>	Funding increased by \$300,000	Funding was increased to balance investment in the Central Region based on anticipated growth
<b>Spanaway Regional Park (SRP) – Spanaway Lake Water Access Improvements Design &amp; Construction</b>	Funding was reduced by \$500,000	Funding was moved to Sprinker Recreation Center Outdoor Improvements to complete necessary ballfield renovations
<b>SRP – Sprinker Recreation Center Building and Programming Study and Building Improvements</b>	Estimated project cost remained the same, but the unfunded portion was reduced by \$2,000,000	Additional funding is available from Park Sales Tax
<b>SRP – Sprinker Recreation Center Outdoor Improvements Design &amp; Construction</b>	Funding was increased by \$2,000,000	Funding was increased to accommodate necessary ballfield renovations
<b>NORTH REGION PROJECTS</b>		
<b>Foothills Trail (FHT) – Cascade Junction to Carbonado Extension Design &amp; Construction</b>	Estimated project cost was increased to \$6,900,000, and funding was removed from this project leaving \$3,900,000 unfunded	Additional funding was necessary in Central and South regions to accommodate capacity projects based on projected population growth
<b>FHT – Preservation and Safety Improvement Construction</b>	Funding was reduced by \$500,000	Anticipated need for funding was not as great as anticipated based on engineer’s reports of bridge conditions
<b>FHT – Puyallup Trailhead Expansion Design &amp; Construction</b>	Funding was increased by \$100,000	Funding was increased to match estimated cost of expansion
<b>FHT – Riverwalk Connection Design &amp; Construction</b>	Funding was increased by \$2,000,000	Funding was increased to match estimated project cost in Fiscal Policy project list
<b>North Region Sports Complex Design and Construction</b>	Funding was decreased by \$1,800,000	Additional funding was necessary in the Central and South regions to accommodate capacity projects based on projected population growth
<b>Plateau Park Design &amp; Construction</b>	Funding was increased by \$1,900,000	Funding was increased to match estimated project cost in Fiscal Policy project list
<b>SOUTH REGION PROJECTS</b>		
<b>Cross Park Phase 1 Construction</b>	Phases 1 and 2 were split into 2 distinct projects	Funding for Phase 1 remained the same
<b>Cross Park Phase 2 Construction</b>	Funding was increased by \$1,000,000	Funding was moved from North Region to accommodate anticipated population growth in the South and Central regions
<b>Frontier Park Improvements Design &amp; Construction</b>	Improvements at Frontier Park were split into 2 distinct projects. Funding for	Funding was increased to match estimated project cost in Fiscal Policy project list

	this project was increased by \$1,850,000	
<b>Hopp Farm Park Design &amp; Construction</b>	This is a new project with a budget of \$1,750,000	Funding was moved from the North Region to accommodate anticipated population growth in the South and Central regions
<b>Meridian Habitat Park (MHP) Community Center Improvements</b>	Improvements at MHP were split into 2 distinct projects. Overall budget for this project was increased by \$900,000, and the unfunded portion was reduced by \$2,000,000	Additional funding is available from Park Sales Tax
<b>MHP – Outdoor Improvements Design &amp; Construction</b>	Funding was increased by \$400,000	Funding was moved from North Region to accommodate anticipated population growth in the South and Central regions
<b>Pipeline Trailhead at Half Dollar Park Design &amp; Construction</b>	Funding was increased by \$400,000	Funding was increased to match estimated project cost in Fiscal Policy project list
<b>South Region Turf Ballfields Design &amp; Construction</b>	Funding was increased by \$650,000	Funding was increased to match estimated project cost in Fiscal Policy project list
<b>South Region New Park Acquisition &amp; Design</b>	Funding was decreased by \$1,335,000	Funding was decreased to allow development of Hopp Farm, an existing park property
<b>WEST REGION PROJECTS</b>		
<b>Chambers Creek Regional Park – Central Meadow Improvements Design &amp; Construction</b>	Estimated project cost remained the same, but unfunded portion was reduced by \$600,000	Additional funding is available from Park Sales Tax
<b>SYSTEM-WIDE PROJECTS</b>		
<b>Playgrounds Design &amp; Construction</b>	Funding was increased by \$133,000	Additional funding is available from Park Sales Tax
<b>Public Access Improvements Design &amp; Construction</b>	Funding was increased by \$100,000	Funding was moved to accommodate anticipated population growth and public desire for public access to additional park properties

Overall, funding in the Central Region was increased by \$5,070,000, funding in the North Region was reduced by \$2,200,000, funding in the South Region was increased by \$6,715,000, funding for the West Region was increased by \$600,000, and funding for system-wide improvements was increased by \$233,000. Pierce County funds (not including grants, donations, and unfunded portions of projects) are broken down by region in the following pie-chart:



- Master Plan and Site Feasibility Study timeline of projects was updated to list projects chronologically, list projects by short-, medium-, and long-term, instead of by year, and to add several additional planning efforts that will take place during the 2020-2030 planning period that were not documented in the previous draft. The projects added to this list, reason for their addition, and proposed timeline are included in the following table:

Name of Master Plan/Feasibility Study	Reason for Addition	Anticipated Timeline
<b>Mayfair Playfield</b>	To provide public outreach to identify improvements	Short-term
<b>Countywide Open Space Plan</b>	To implement the recommendation from Chapter 9, Open Space Plan, that the County develop a more comprehensive open space strategy	Short-term
<b>Hopp Farm</b>	To master plan a new park development	Medium-term
<b>Devil's Head</b>	To provide public outreach and site feasibility work to prepare for public access improvements	Medium-term
<b>Regional Trails Plan Update</b>	To implement the recommendation from Chapter 6, Regional Trails Plan, that the County work with partners to update the Regional Trails Plan	Medium-term
<b>PROS Plan Update</b>	To update the PROS Plan in response to the Comprehensive Plan update in 2023 and retain eligibility for RCO funding	Medium-term
<b>Shoreline Access Study Partnership</b>	To respond to public desire for improved water access facilities by working with partnering jurisdictions and organizations to develop a countywide strategy to address improved public water access	Long-term

- A new section, Growing the Park System, was added to Chapter 7, Strategic Plan and System Management, to address opportunities for property acquisitions and partnerships that would expand the park system, especially in areas of high estimated population growth. This section identifies potential sites as high priorities for expansion of the park system if opportunities arise. The sites listed, reason for listing, and region are included in the following table:

<b>Property description</b>	<b>Reason for interest</b>
<b>CENTRAL REGION</b>	
<b>Property adjacent to Mayfair Playfield</b>	There is a need for additional parking at Mayfair Playfield that could be accommodated if the park was expanded
<b>Planning &amp; Public Works (PPW) properties between Parkland Prairie Nature Preserve and Parkland Addition</b>	Expanding the park system to link these properties using properties currently controlled by PPW would allow for a larger nature preserve with walking trails to serve the Parkland community
<b>NORTH REGION</b>	
<b>Puget Sound Energy-owned property adjacent to North Lake Tapps Park</b>	Should this property become available, it would expand a high-demand park and provide additional water access opportunities to serve the urban area of the North Region
<b>SOUTH REGION</b>	
<b>Property surrounding Frontier Park</b>	Should adjacent properties become available, it would expand this park to serve a rapidly growing urban area of the South Region
<b>PPW property adjacent to Meridian Habitat Park (MHP)</b>	PPW owns a large parcel to the west of MHP that could expand the park to serve a rapidly growing urban area of the South Region. This property is encumbered by wetlands and stormwater facilities, so access would likely be limited to nature trails
<b>PPW property adjacent to Hopp Farm</b>	PPW owns properties adjacent to Hopp Farm that could expand the park to serve a rapidly growing urban area of the South Region. This property is encumbered by wetlands and stormwater facilities, so access would likely be limited.
<b>SYSTEM-WIDE</b>	
<b>Properties identified in community plans</b>	Community planning processes have identified properties for future parks. Where those properties become available and serve underserved areas or areas of high population growth, they should be considered for park system expansion. These properties are not listed in the plan, because community plan updates to the majority of the County's urban area are currently underway.

- Appendices that were not released with the Public Review Draft have been completed and are ready for review. A list of appendices and an explanation of major revisions are included in the following table:

<b>A</b>	<b>Map Folio</b>	Minor updates to mapping to clarify census tracts and reflect revised CIP
<b>B</b>	<b>Park Inventory Detail</b>	Unchanged
<b>C</b>	<b>Peninsula Park Districts Inventory</b>	New appendix inventorying park district properties located serving unincorporated Pierce County. Provided based on public comment.
<b>D</b>	<b>Public Involvement Details</b>	Updated to include details of Public Review Draft public outreach and online survey
<b>E</b>	<b>Capital Revenue Projections</b>	New appendix detailing capital revenue sources and revenue projections
<b>F</b>	<b>Capital Improvement Plan Detail</b>	New appendix expanding upon detail provided in Chapter 5, Capital Improvement Action Plan, to provide specific details about projects and funding sources
<b>G</b>	<b>Trail Inventory Detail</b>	Revised to reclassify Sumner Link Trail as a Regional Trail based on public comment regarding the role this trail plays in linking trails in Pierce and King County

### State Environmental Policy Act

Pierce County issued a Determination of Non-significance (DNS) for the update to the PROS Plan on November 13, 2019. The DNS is issued under WAC 197-11-340; the lead agency (Pierce County) will not act on the proposal for 14 days from the issue date. Comments must be submitted within 14 days of the issue date. Appeals must be filed within 60 days of the publication date of the approved ordinance. At this time, no comments have been received. Appeals cannot be filed until the Pierce County Council takes action to approve the ordinance, which is anticipated in early 2020.