

Park, Recreation and Open Space Element Table of Contents

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CHAPTER 6**PARK, RECREATION AND OPEN SPACE
ELEMENT**

Park Pavilion 1890-1910

INTRODUCTION

The Park, Recreation and Open Space (PROS) Element serves as an expression of the community's goals, objectives, needs and priorities for recreation planning. In all communities, recreation provides an important personal, as well as social, outlet. Park, recreation and open space facilities are common areas that Roy residents, as well as visitors, can enjoy. They provide places for exercise, sports, children's playgrounds, relaxation, and community gatherings. These areas also enhance the aesthetic qualities of the community. They serve as important community centers and are among the most heavily used and enjoyed places within Roy.

As with other facilities and services provided by the City, park, recreation and open space facilities must be planned for to meet the changing demands that occur with growth. When the population increases, the demand placed upon existing facilities may increase, as well. As such, park, recreation and open space areas and facilities may need to be enhanced or expanded to meet the growing needs. Adequate land must be set aside for these purposes, and capital funds must be made available to develop the facilities. This element is intended to ensure that provisions will be made to prepare for future needs so that the citizens of Roy will continue to enjoy a high level of park, recreation and open space services into the future.

ORGANIZATION OF THE PROS ELEMENT

The Park, Recreation and Open Space Element is divided into eight sections. The first section summarizes the intent for the element while the second section summarizes applicable planning requirements. The third section provides an inventory of existing facilities while the fourth section identifies proposed facilities. The fifth section describes the classification system for park, recreation and open space facilities. The sixth section establishes level of service standards for the park categories described in the fifth section. The seventh section provides a needs assessment and identifies the extent to which current demand and projected needs for park and recreation facilities are, or will be, met based on current assumptions. Goals and policies for managing park, recreation and open space facilities are contained in the eighth section of this element.

STATE PLANNING CONTEXT

GROWTH MANAGEMENT ACT

The Washington State Growth Management Act identifies the following planning goal:

“Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.” [RCW 36.70A.020(9)]

The GMA also identifies mandatory and optional plan elements. [RCW 36.70A.070 and .080]. A Park and Recreation Element is a mandatory plan element that must, at a minimum, implement, and be consistent with, the capital facilities plan element as it relates to park and recreation facilities. [RCW 36.70A.070(8)]. The element shall include:

- Estimates of park and recreation demand for at least a ten-year period;
- An evaluation of facilities and service needs; and
- An evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

REGIONAL PLANNING CONTEXT

PIERCE COUNTY COUNTYWIDE PLANNING POLICIES (CPPs)

The Countywide Planning Policies for Pierce County include a *Countywide Planning Policy on Natural Resources, Open Space, Protection of Environmentally-Sensitive Lands, and the Environment*. Open space, for the purpose of this policy, includes parks, recreation areas, greenbelts/natural buffers, scenic and natural amenities or unique geological features or unique resources. This policy directs Roy to:

- Develop a plan for the provision and designation of open space considering a number of factors, including the following:

- Open space is defined in conjunction with recreation and facilities;
- Open space and environmentally sensitive lands that create linkages across jurisdictional boundaries and coordination with these entities;
- Encourage open space cluster design; and
- Encourage natural buffering as part of development design.
- Consider making the following uses of open space:
 - Recreational areas, including parks (golf courses, picnic areas, bicycle, equestrian, and walking trails) and general recreation;
 - Uses as considered on a case-by-case basis; and
 - Uses derived from community definition (i.e., greenbelts).
- Encourage new housing to locate in a compatible fashion (i.e., clustered design) with open space designations or outside of designated open spaces.
- Regulate open space through tools such as:
 - Zoning and subdivision ordinances, including but not limited to cluster and minimum lot size zoning, overlay zones and adequate off-site public facility regulations;
 - Development impact fees for park and open space acquisition;
 - Dedication of land or money in-lieu of land;
 - Designation of open space corridors;
 - Wetlands, shorelines, floodplain or other environmentally sensitive lands ordinances; and
 - Development agreements.
- Cooperatively inventory existing and potential open space by creating local and regional planning inventories.
- Authorize the following methods of retention of open space land or wildlife corridors:
 - Public acquisition of property in fee simple or through development easement acquisition;
 - Private acquisition with covenants, conditions and/or restrictions limiting the use of the property to open space;
 - Alternatives to public purchase;
 - Retention of existing open space through:
 - Required open space preservation within and without Urban Growth Boundaries established by Pierce County;
 - Preserving, and enhancing significant regional open space networks and linkages across jurisdictional boundaries.

GOALS AND POLICIES

This element contains the park, recreation and open space goals and policies for the City of Roy. The following goals reflect the general direction of the City, while the policies provide more detail about the steps needed to meet the intent of each goal.

GOAL P1

Work with public and private entities to develop a high quality, diversified system of parks, recreation facilities, and open spaces that are attractive, safe, functional, conveniently accessible, and available to all segments of the population.

Policy P1.1

Provide a mix of passive and active parks, open spaces and activities that fulfil the recreational needs of the City's residents.

Policy P1.2

Develop new, or improve existing, multi-use facilities to increase flexibility of use for new activities, or other new trends, when there is a demonstrated need in the community.

Policy P1.3

Design and manage park facilities and recreational trails to offer universal accessibility for residents of all physical capabilities, skill levels, ages, incomes, and activity interests.

Policy P1.4

To ensure adequate park and open space land is dedicated within Roy, the city should ensure that park or open space land has been dedicated or impact fees collected to contribute to park land acquisition and facility development before granting development or redevelopment approvals for residential projects.

Policy P1.5

New small lot and multifamily development should incorporate open space in accordance with the city's small lot and multifamily design standards and guidelines. This open space should feature native vegetation that thrives in the local climate and soils with minimal watering and maintenance wherever practicable. Recreational facilities should be included that are suitable for the types of households that will be occupying the completed dwelling units.

Policy P1.6

A community-wide trail system should be developed that serves the recreational needs of pedestrians and bicyclists as well as the need for local transportation alternatives to the automobile. The trail system should incorporate links to all neighborhood parks and other recreational facilities.

Policy P1.7

The city should encourage a variety of uses in existing public schools and facilities to efficiently help meet the recreational needs of the community.

Policy P1.8

To ensure walkability and accessibility, the city should support the provision of convenient access to a park with a play structure, an open space area, or a trail within ½ mile of all residents.

GOAL P2

Provide adequate recreational opportunities to meet the leisure needs for all age and interest groups that engage a broad cross-section of the community.

Policy P2.1

Periodically evaluate citizens' use of, and demand for, recreational facilities and programs.

Policy P2.2

Support joint planning and operating programs with other public and private entities to provide for specialized activities like basketball, baseball and soccer.

Policy P2.3

Work with other public and private entities to provide programs, special events and facilities that promote a sense of community and stimulate socialization for individuals and families.

Policy P2.4

Work with other public and private entities to ensure the provision of a broad range of programs to stimulate good health and physical development for all ages.

Policy P2.5

Work with other public and private entities to explore innovative ways to offer and provide a broad and varied program of leisure activities, recreation programs and services relevant to the needs, interests and abilities of all citizens.

Policy P2.6

Ensure that parks include facilities that provide active and passive recreational opportunities for people of all ages and abilities. Programs that facilitate positive social interaction among people of all ages and abilities should be included as well as those that target specific ages or ability levels.

GOAL P3

Provide a park, recreation and open space system that is efficient to administer and maintain.

Policy P3.1

Develop parks and recreational facilities only when adequate maintenance and operation funding are available to maximize maintenance efficiency, safety and public enjoyment.

Policy P3.2

Prepare master plans for parks and facilities prior to development, major improvement or renovation to promote cohesive, quality designs and ensure consistency with community needs.

Policy P3.3

Incorporate sustainable standards and best management practices into planning and design of new parks and rehabilitation of existing facilities. Open space incorporating low-maintenance native vegetation should be an integral part of the parks and recreation system.

Policy P3.4

Preserve and protect significant environmental features for parkland open space use, including unique wetland, open spaces, and woodlands that reflect Roy's natural heritage.

GOAL P4

Enhance Roy's landscape and provide habitat for wildlife by increasing the amount of property permanently dedicated for open space uses with preference given to properties having the greatest significance as critical areas, properties that can act as buffers between different land use types and intensities, and properties that represent a valuable natural or aesthetic asset to the community.

Policy P4.1

To enhance Roy's landscape and provide habitat for wildlife, the city should encourage an increase in the amount of property permanently dedicated as open space, with preference given to properties having the greatest significance as critical areas and properties that can act as buffers between different land use types and intensities. Consistent with Countywide Planning Policy Environment-15, methods the City may use to increase public open space include, but are not limited to:

- Public acquisition of property in fee simple or through development easement acquisition;
- Private acquisition with covenants, conditions and/or restrictions limiting the use of the property to open space;
- Alternatives to public purchase, including, but not limited to:
 - Flexible zoning, subdivision and regulatory approaches designed for protection or preservation;

- Land trust;
- Conservation easement;
- Transfer of development rights, purchase of development rights, and other compensable regulatory approaches;
- Donations;
- Preferential assessments;
- Planned developments;
- Dedications;
- Impact fees;
- View easements; and
- Use value assessments.

GOAL P5

Conduct appropriate long range and current planning analyses that will support the preservation, development, maintenance and expansion of park, recreation and open space facilities to meet the long-term needs of the community.

Policy P5.1

Park planning and use of facilities should be coordinated with other city projects and not-for-profit, private or public groups to ensure maximum use of recreational facilities. The city should cooperate and coordinate with other jurisdictions in the planning and development of regional parks and recreational facilities.

Policy P5.2

Roy should periodically review, amend and adopt, as appropriate, development regulations that will achieve the intent of the Countywide Planning Policies relating to *Natural Resources, Open Space, Protection of Environmentally-Sensitive Lands, and the Environment*.

Policy P5.3

Park planning and use of facilities should be coordinated with other City projects and not-for-profit, private or public groups to assure maximum use of recreational facilities. Roy should encourage a variety of uses in public school facilities to efficiently help meet the recreational needs of the community. The City should cooperate and coordinate with other jurisdictions in the planning and development of regional parks and recreational facilities.

Policy P5.4

To ensure adequate park and open space land is dedicated within Roy, the City should ensure that park or open space land has been dedicated or impact fees collected to contribute to park land acquisition and facility development before granting development or redevelopment approvals for residential projects.

Policy P5.5

Improvements to dedicated open space should be appropriate for the natural constraints imposed by the open space area. Proposed improvements in critical areas designated as open space should be subject to review under the critical areas ordinance.

EXISTING PARK, RECREATION AND OPEN SPACE FACILITIES

Existing park, recreation and open space facilities, and proposed improvements, are summarized in **Table 6-1**. The locations of these facilities are shown on the PROS Facility map in **Figure 6-1**.

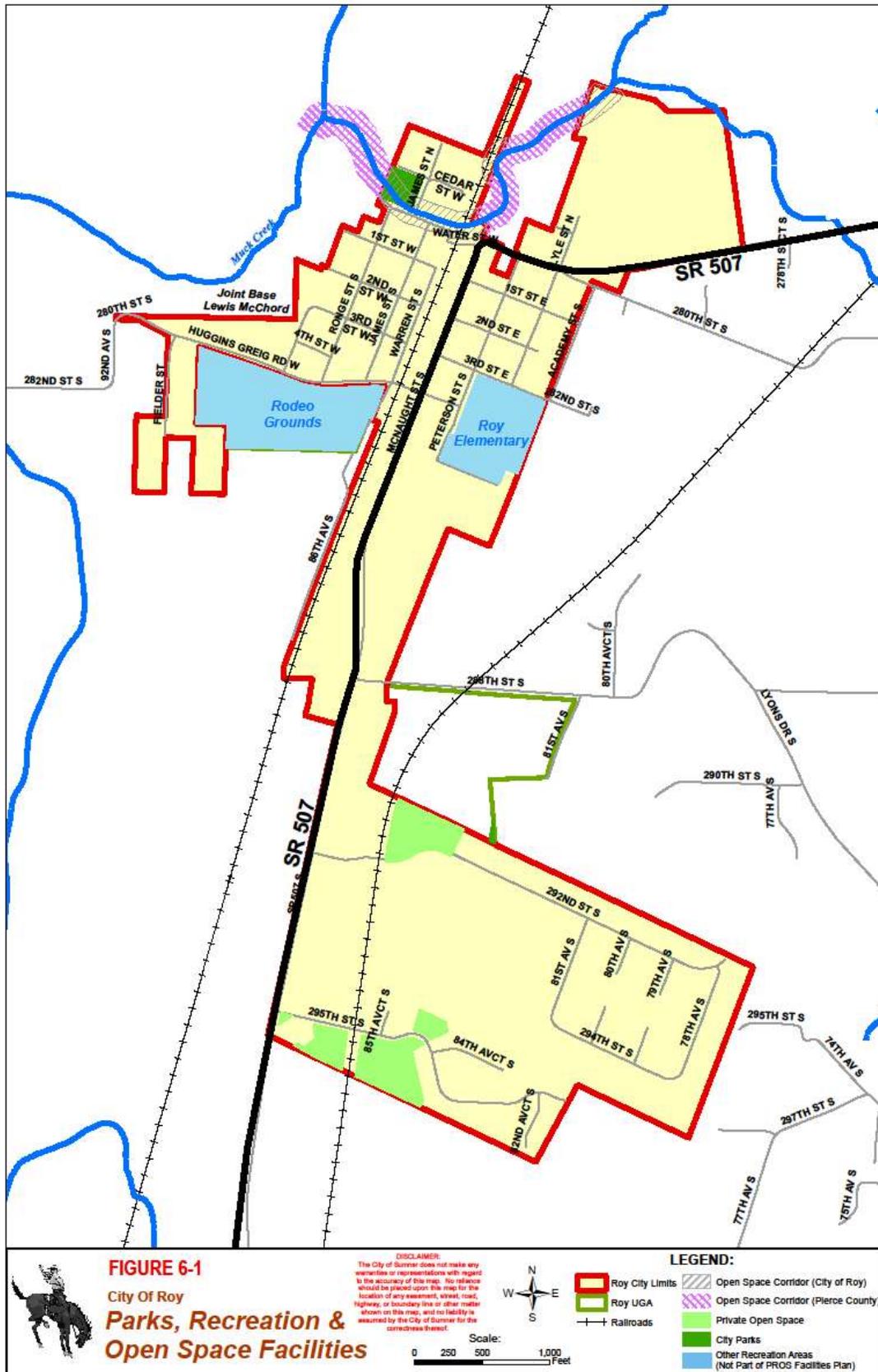
**Table 6-1
Existing Park, Recreation and Open Space Facilities and Proposed Improvements**

Park, Recreation or Open Space Site	Description	Acres
Roy City Park – 215 Cedar Street, abuts James Street and Water Street; APN 5705200050	<i>Existing:</i> The park is located on the banks of Muck Creek and contains playground equipment, a 342 square foot gazebo and a separate 247 square foot building with two restrooms. ADA accessible pathways connect parking to the restrooms and picnic table area. A 783 square foot public works maintenance shop is also located on this parcel. A pedestrian bridge connects the north and south sides of the park, which is bisected by Muck Creek.	1.32
	<i>Proposed:</i> Skateboard course facilities	
TOTAL		1.32

Additional open space tracts are located within the Oakview Heights and McKenna Meadows subdivisions in the southern end of the community. These sites are privately owned and managed by the homeowners associations for the two neighborhoods.

The Roy Pioneer Rodeo Association owns and operates a 15.5 acre site for rodeos and other recreational activities at 8710 Higgins Greig Road. Bethel School District operates the Roy Elementary School at 340 Peterson Street. Recreational facilities are provided on-site for use by students.

Proposed park, recreation and open space facilities, including specific recommended improvements to existing facilities, are addressed in the Six-Year Capital Improvements Program (CIP) for park, recreation and open space facilities located in the Capital Facilities Element. Funding options for recommended projects are explored in the CIP.



PROPOSED PARK, RECREATION AND OPEN SPACE FACILITIES

Pursuant to RCW 36.70A.160, Roy has identified an open space corridor that consists of lands in the vicinity of Muck Creek between the Roy City Park and Muck Lake, located in Pierce County to the northeast of the city, and between the Roy City Park and Joint Base Lewis McChord to the west. Privately-owned lands are interspersed between the three governmental jurisdictions. The location of this proposed corridor is shown the PROS Facility map in **Figure 6-1**.

CLASSIFICATION SYSTEM

For the purpose of identifying level of service standards, the existing park types within Roy, and others that are not within the City but may provide service to its residents, are categorized below. The classification system utilized by the City is intended to serve as a guide for the identification of the variety of recreational opportunities and for the provision of a well-balanced park and open space system. An important consideration is to provide a variety of park types that satisfies the broad range of community recreational needs.

REGIONAL PARKS

Regional parks/reserves are areas of natural quality for resource-oriented outdoor recreation, such as viewing and studying nature, hiking, fishing, boating, camping, and swimming. These areas may include active play areas, but typically at least 80 percent of a site is managed for natural resource protection. Regional parks and reserves service a multi-community area with a one-hour drive time to the park.

COMMUNITY PARKS

Community Parks are defined as recreation areas capable of supplying a broad range of active and passive activities. Community parks typically contain both natural settings and developed play areas. Facilities normally provided at community parks include: swimming pool or beach, field and court games, picnicking and nature study. They also serve as nodes for communitywide pathway systems.

NEIGHBORHOOD PARKS

Neighborhood Parks are defined as recreation areas providing primarily active recreation opportunities. Facilities may include: softball and baseball diamonds, playground equipment, basketball and tennis courts, and other facilities that support intensive activities. Passive recreation opportunities may also be provided if a natural setting exists.

SCHOOL SITES

School Sites provide facilities that support intensive recreational activities that also serve to fulfill recreational needs for a community. They are similar in size and function to neighborhood parks, and help to satisfy the demand for park and recreation facilities.

OPEN SPACE SITES

Open Space Sites are generally undeveloped areas that serve a variety of uses. These lands may include, but are not limited to, wetlands, wetland buffers, public access sites, and wildlife habitat areas. These sites rarely provide recreational improvements and facilities and are managed to conserve the resource on the site.

LEVEL OF SERVICE STANDARDS

The City applies level of service (LOS) standards derived from the standards of the National Recreation and Park Association (NRPA), the Statewide Comprehensive Outdoor Recreation Plan (SCORP), and other communities with similar demographic profiles and physical attributes.

A universally accepted standard methodology is to use a per capita acreage LOS standard. A per capita acreage standard, expressed as the number of acres of a specific park category of a specific type per thousand population, is intended to determine whether the overall volume of park and recreation facilities is sufficient to satisfy recreational demands. The recommended per capita acreage requirements for the City’s various park classifications are shown in Table 6-2. In addition, the City supports measures to ensure walkability and accessibility by applying distance LOS standard, as shown in Table 6-2.

**Table 6-2
Recommended LOS Standard**

Park Type	Level of Service (LOS) Standard
Regional Park	5-10 acres / 1,000 population
Community Park	8 acres / 1,000 population
Neighborhood Park	2 acres / 1,000 population
School Site	None specified
Open Space Site	None specified
Park with Play Structure, Open Space Area, or Trail	Within ½ mile of all residents

ASSESSMENT OF NEEDS

The assessment of need for park and recreation facilities is based on the LOS standards established above, and the City population, existing and projected. This needs assessment is based on the City’s 2014 population and 2035 population projection. This allows for current deficiencies, as well as future planning needs, to be identified.

The 2014 population estimate for Roy, according to the Washington State Office of Financial Management, is 805 persons. The 2030 population target assigned to Roy by the Pierce County Council, as summarized in the *Population, Housing and Employment Targets* discussion in the Land Use Element, is 1,070 persons. For the purposes of this LOS analysis, the City assumes a 2035 population of 1,120, which represents a straight-line increase from 2030. The 2014 and 2035 park and recreation demand and need for Roy are shown in **Table 6-3**.

**Table 6-3
Assessment of Demand and Need**

Park Type	LOS Standard acres / persons	Existing Acreage	2014 Demand	2035 Need
Regional Park	5-10 acres / 1,000	*	*	*
Community Park	8 acres / 1,000	*	*	*
Neighborhood Park	2 acres / 1,000	1.32	1.61 acres	2.24 acres

* The City’s small size precludes its provision of a regional or community park.

The City does not have any regional parks or community parks, nor will anticipated population growth over the planning horizon support their establishment. Although residents view the Roy City Park as their community park, based on the classifications described above and the relatively small scale of the park, this element classifies the site as a neighborhood park.

The demand and needs assessment indicates there is an existing and future unmet need for neighborhood parks within Roy. There are 1.32 acres of this park type at the Roy City Park, whereas the current demand and projected need are 1.61 and 2.24 acres respectively.

In order to meet current demand and projected need for neighborhood park land, the provision of approximately one additional acre would be required. Various options exist for meeting this LOS standard, including acquisition of additional acreage by the City, and private sector dedication of acreage in conjunction with future residential development. The City collects a park impact fee for each new dwelling for which it

issues a building permit, and this represents a significant source of funding when a large plat or other residential development is constructed. Ideally, additional acreage would be provided in the southern area of the community to improve citizen access to conveniently located facilities in this underserved area.

The City should also explore the following opportunities for partially meeting its park and recreation needs through future intergovernmental coordination efforts:

- Bethel School District – Roy Elementary School – make improvements to existing 8.27 acre school campus site for meeting active recreation needs; and
- Burlington Northern Santa Fe Railroad (BNSF) ROW – develop a centrally located town commons on land currently owned by BNSF located between the railroad line and McNaught Street (SR507). This facility could accommodate a children’s play area, farmers market, display area for artwork, a staging area for a variety of events, restrooms, a ride share/transit park and ride, and other amenities.