



# *City of* Pasco

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PARKS, RECREATION  
AND OPEN SPACE  
MASTER PLAN

ADOPTED APRIL 2023



# INDIGENOUS LAND ACKNOWLEDGEMENT

The City of Pasco is located on the traditional land of the Confederated Tribes of the Colville Reservation, and the Cayuse, Palouse, Umatilla, Walla Walla, and Yakama Peoples. The City expresses its deepest respect for and gratitude towards these original and current caretakers of the region.

## ACKNOWLEDGEMENTS

This Plan reflects the values and future vision of the people of Pasco. We appreciate the guidance and involvement of the Pasco City Council, Parks and Recreation Advisory Board, Master Plan Advisory Committee, project management team and City staff, and all of the interested and engaged community members who shared their time, energy, and ideas for this Plan.

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# *City of* Pasco

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## PARKS, RECREATION AND OPEN SPACE MASTER PLAN

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# 1 INTRODUCTION

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**This Parks, Recreation and Open Space Master Plan (the Plan) reaffirms the direction for the City of Pasco's system of parks, recreation facilities, and open space. The Plan provides a cohesive vision, with goals, strategies, and objectives based on community input and analysis. The Plan inventories existing parks and facilities, identifies community needs, and directs funding and investment over the next twenty years.**

## PURPOSE OF THE PLAN

In 2016, the City of Pasco adopted its long-range plan for parks and recreation as an update to the 2010 plan. Since adoption of the most recent update, the City has completed or initiated several recommendations and projects including redesign and redevelopment of Peanuts Park, development of Chapel Hill Park and other new or improved facilities throughout the city as well as explored the feasibility of an indoor aquatics center.

In 2021, the City initiated a planning process to understand changing community needs and values for parks and recreation. This Plan identifies community priorities through a comprehensive outreach and engagement process. Ultimately, this will help inform leaders on future decisions that will directly and indirectly impact programs and services for the next 10-20 years. The Plan recommends ways to improve and enhance parks, recreation facilities, trails, programs, events, and related services founded on a common vision identified by the community.

## PLANNING PROCESS

The planning process and resulting Plan aims to create an actionable plan that is in line with the city's projected growth, its newly completed comprehensive land use plan, and provide a guide for needed capital projects. The Plan was guided through a multi-phase planning process that obtained input from community members, City staff, an advisory committee, and other stakeholders who helped identify needs, gaps and priorities and renew eligibility for grant funding (Figure 1). The goals of the plan are based around the Council, staff, and community vision that, "Pasco will be known for having the best parks, recreation, and open space system in the Tri-Cities."

## System Assessment

Phase 1 included a park system review which examined the number, quality, and types of parks, facilities, and recreation programs offered to the community. It also included a workshop with the City Council to identify goals, needs, and other initial observations early in the process.

## Needs, Opportunities and Visioning

Phase 2 focused on the needs analysis, identifying gaps in Pasco's parks and recreation system, needs for enhanced services, and opportunities to meet those needs. This phase also included an online questionnaire (in Spanish and English), and a master plan advisory committee meeting to inform the goals and objectives and identify priorities for the community.

Figure 1: Planning Process



### Phase 3

Phase 3 involved three different areas including identifying the vision, goals, and objectives that make up the framework of the Plan, specific site recommendations, and a capital improvement plan to accompany the recommendations. This phase also included a second online questionnaire and pop-up events (in Spanish and English) to identify funding priorities.

### Phase 4

The final phase of the Plan process includes the development, review, and adoption of the Plan.

## THE PASCO COMMUNITY

Pasco's location at the confluence of the Columbia, Yakima and Snake Rivers is a primary part of the city's economy, culture and identity. Along with Kennewick and Richland, Pasco is one of three cities in the Tri-Cities metropolitan area, surrounded by agricultural lands of the Columbia Basin.

### Historic Development

Interstate 182 and Highway 395 are major physical features that connect Pasco to the region, while also dividing the city and neighborhoods. Other important features of Pasco are the Tri-Cities Regional Airport, Columbia Basin College, the Burlington Northern railyard and Port of Pasco shipping facilities. The Comprehensive Plan identifies several planning areas or land uses that have unique characteristics or needs related to parks and recreation.

- **Central Core:** After years of disinvestment, the City and the Downtown Pasco Development Authority have been focusing

on reinvestment including redevelopment of Peanuts Park and Pasco Farmers Market. This area is south of I-182 and east of Hwy. 395 and includes much of the city that developed prior to the 1990s. The Central Core includes many public services such as City Hall and the County Courthouse.

- **Non-conforming residential neighborhoods:** These are residential areas mostly south of A Street along the BNSF rail lines that serve the Port and will continue to transition to commercial or industrial uses.
- **Underdeveloped or unincorporated lands:** Pasco's UGA includes recently incorporated land that is mostly low-density residential or land under county jurisdiction. These areas include mostly rural or low-density housing with a lack of adequate public infrastructure. Most of these areas are located south of I-182, west of 395.
- **Natural resource lands:** There are approximately 1,200 acres of DNR lands in Pasco. A portion of this inventory has potential for urban development. Pasco also has over 15 miles of shoreline that is managed by the Shoreline Master Program.
- **Future residential planning areas:** One of the largest planned neighborhoods in the city is the Broadmoor area located in west Pasco, at over 1,600 acres. The City is currently planning for this area as a mixed-use neighborhood that will include parks and greenspace. Outside of the existing UGA, the Comprehensive Plan identifies a need for 3,548 acres for urban growth outside of the city to the north.

## PASCO DEMOGRAPHICS

Population growth, age, diversity, and income of a population are important indicators when planning for parks and recreation.

**The City of Pasco has experienced significant population growth over the last two decades with an approximate population increase of 33% from 2010-2020, a growth rate higher than the county average.**

Pasco is an employment center in Franklin County, providing about 76% of the total jobs within the county. The Comprehensive Plan forecasts an increase of 15,425 more jobs by 2038.

In Pasco, the population is younger than other cities in the Tri-Cities Region, with a greater percentage of children (under age 5) and youth (under age 18). Pasco also has fewer older residents, nearly half of the state percentage of adults 65 years and over.

**Pasco is a diverse city of many different races, ethnicities and cultures.**

**According to recent data more than half of the population is Hispanic, compared to the state share of 12.7%. Similarly, nearly 50% of Pasco residents speak a language other than English at home compared to about 10% across the state.**

Figure 2: City of Pasco Age Comparison

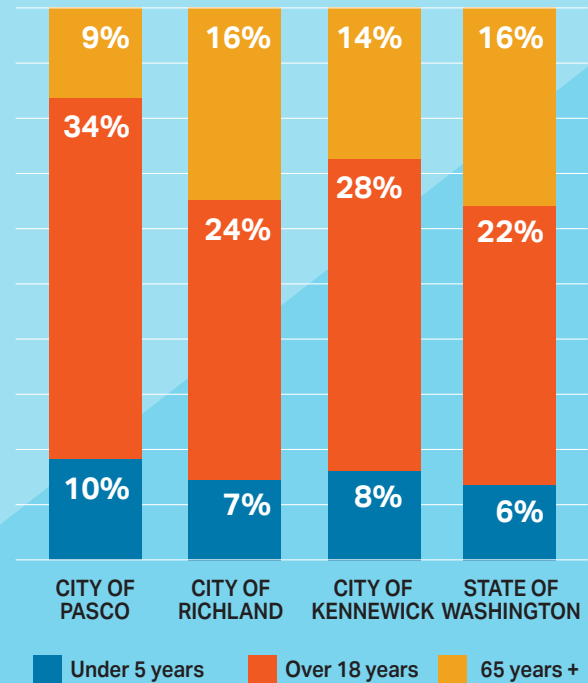
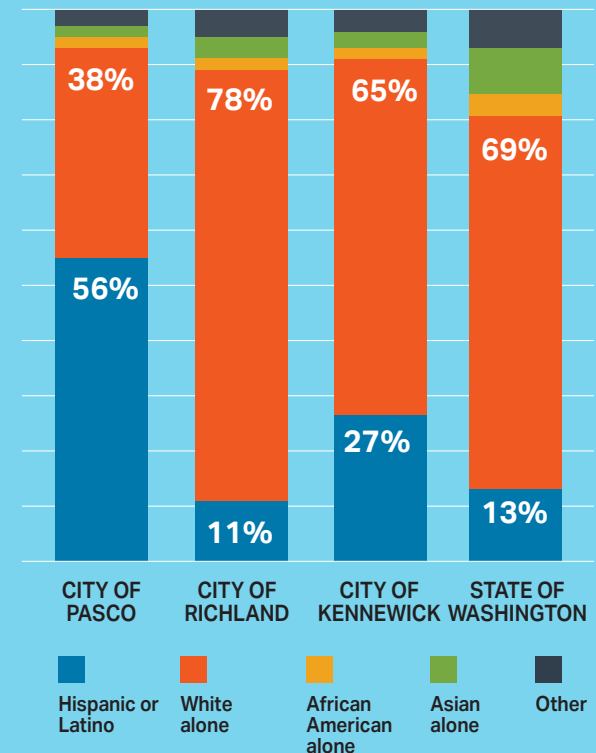


Figure 3: City of Pasco Race/Ethnicity Comparison



## 1 INTRODUCTION

The median household income for Pasco is lower than the state median and lower than the median for the City of Richland. There is also a higher poverty percentage than the state level.

Statistics for students enrolled in the free/reduced price lunch program is another indicator to understand socio-economic

conditions, especially for younger residents. The share of students in this program is higher than other cities in the region and significantly higher than the state average (Table 2).

**Table 1: City of Pasco Household Income Comparison**

|                     | Median HH Income <sup>1</sup> | Persons in Poverty <sup>2</sup> (%) |
|---------------------|-------------------------------|-------------------------------------|
| City of Pasco       | \$62,775                      | 15.5%                               |
| City of Richland    | \$77,686                      | 8.9%                                |
| City of Kennewick   | \$59,533                      | 15.5%                               |
| State of Washington | \$73,775                      | 9.8%                                |

Source: U.S. Census Bureau, <sup>1</sup> 2019 ACS 5-Year Estimates.; <sup>2</sup> American Community Survey (ACS), 2020.

**Table 2: City of Pasco Share of Students Enrolled in the Free/Reduced Cost Lunch Program Comparison**

|                     | Share of Students (%) |
|---------------------|-----------------------|
| City of Pasco       | 73%                   |
| City of Richland    | 40%                   |
| City of Kennewick   | 64%                   |
| State of Washington | 46%                   |

Source: <http://bentonfranklintrends.org/>

**Table 3: Plan Requirements**

| Requirement  | GMA | RCO | Location Reference       |
|--|-----|-----|--------------------------|
| Public Involvement   |     | •   | Chapters 1 and 2         |
| Intergovernmental Coordination                             | •   |     | Chapters 3 and 4         |
| Inventory (condition and capacity)                         |     | •   | Chapters 1 and 2         |
| Goals and objectives                                       |     | •   | Chapter 3                |
| Demand estimates (GMA requires at least a ten-year period) | •   | •   | Chapters 2 and 3         |
| Six-year capital improvement program                       |     | •   | Chapter 4 and Appendix D |

## PARK PLANNING REQUIREMENTS

Pasco's Plan must address the requirements of the State of Washington Growth Management Act (GMA), and the State of Washington Recreation and Conservation Office (RCO) (Table 3).

### Growth Management Act (GMA) and Comprehensive Plan

The GMA requires fast-growing Washington cities and counties to develop a comprehensive plan for public services and community growth. In accordance with the GMA, the City of Pasco's Comprehensive Plan (2018-2038) provides direction for public services and growth for a 20-year time period. The Capital Facilities Element of the Comprehensive Plan includes several city-wide policies for the provision of parks and recreation. In particular, Goal CF-5 calls for the provision of parks, greenways, trails and recreation facilities in conjunction with the County, by:

- Implementing the adopted parks and recreation plan as part of the comprehensive plan;
- Encouraging use of existing natural features, open spaces, and appropriate excess right-of-way as an integral part of the community-wide park system; and

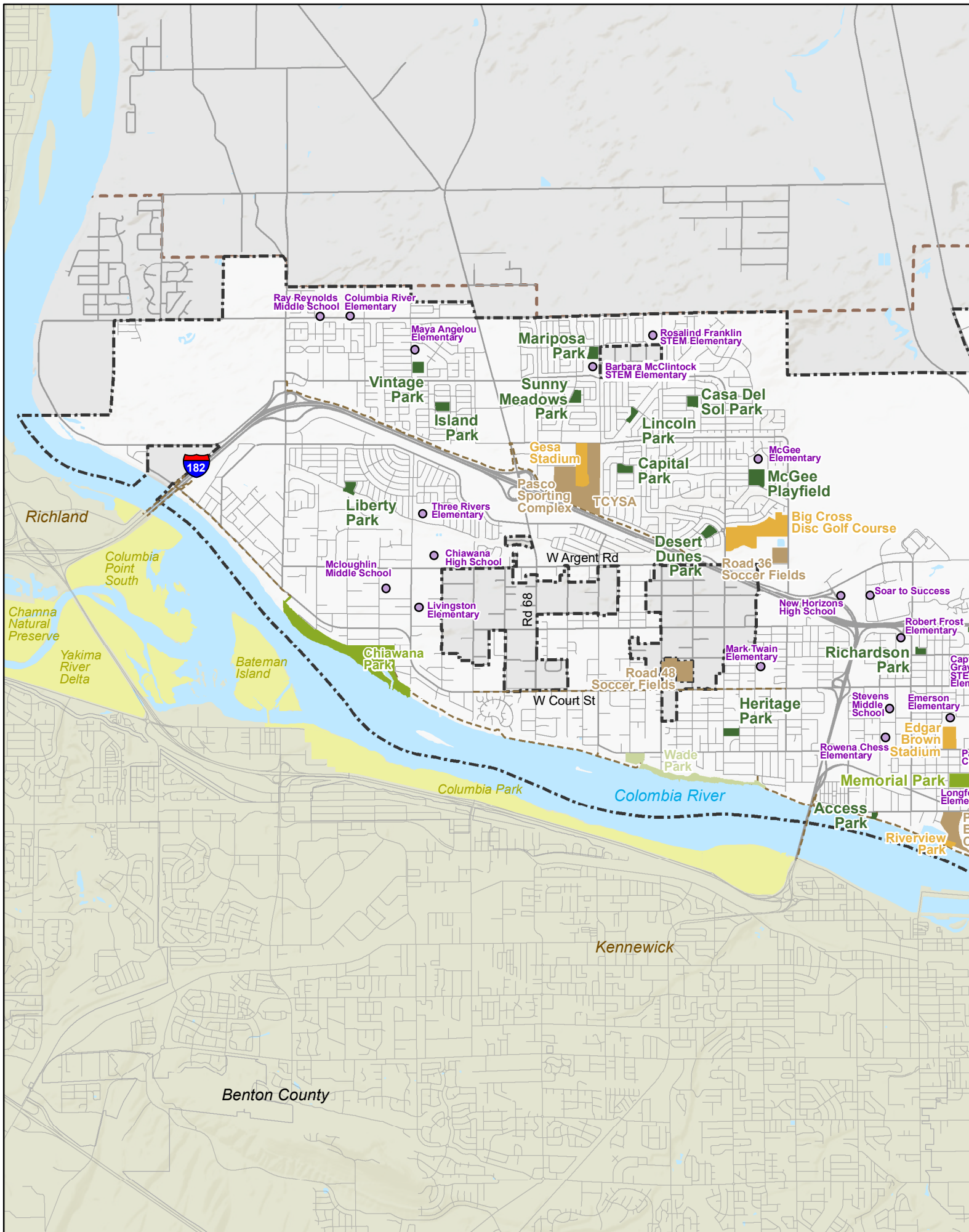
- Maintaining a cooperative agreement with the Pasco School District regarding the development, use and operation of neighborhood parks.

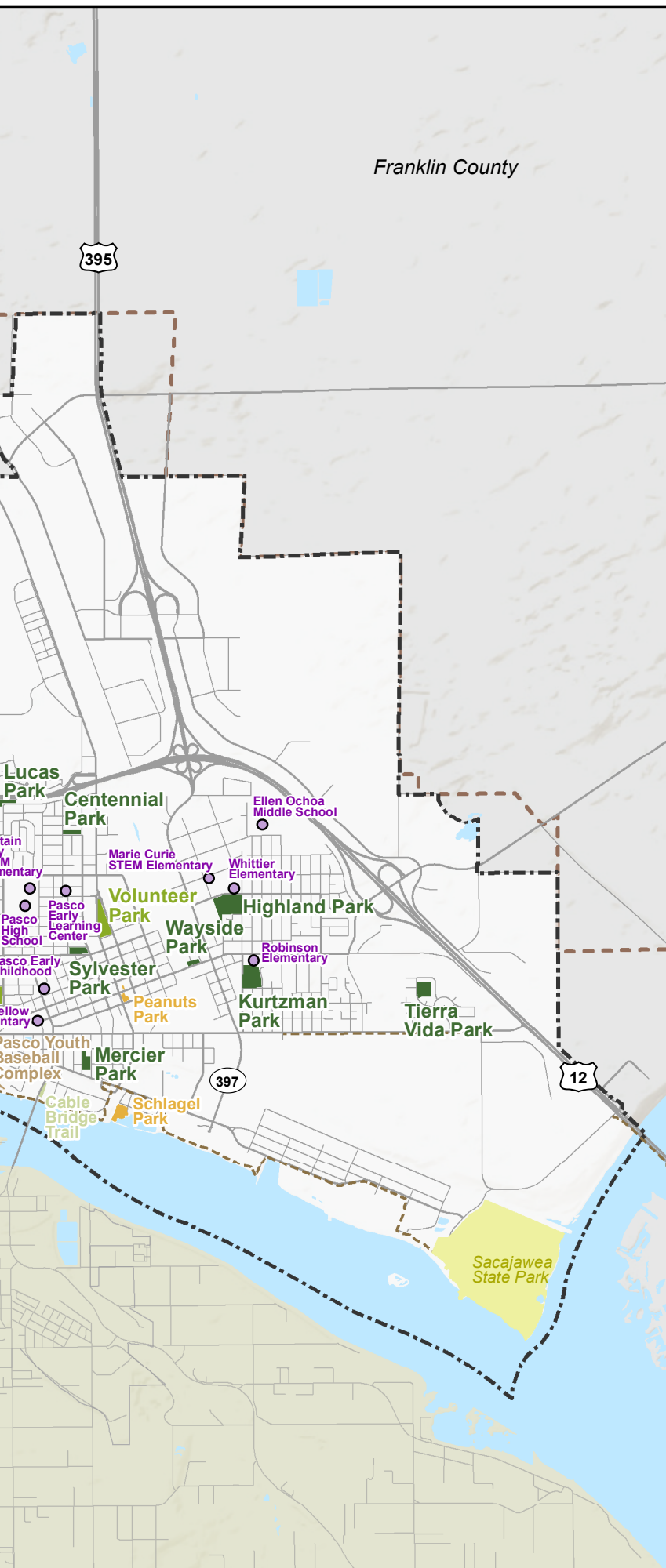
### Recreation Conservation Office (RCO)

The Recreation and Conservation Office (RCO) is the state agency that manages multiple grant programs supporting the Recreation and Conservation Funding Board. RCO looks for a minimum of six elements in a plan for a city to be eligible and competitive for grant funding. In addition to formal plan adoption, Table 3 identifies how this Plan addresses each of the required plan elements.

## WHAT DOES PASCO HAVE?

The City of Pasco has 49 park and recreation sites, totaling approximately 604 acres. Appendix A provides a complete inventory and Map 1 shows the park system. Historically, Pasco has used a ratio of park land per 1,000 population to gauge park land needs, or park land level of service (LOS). Based on the system inventory, Pasco provides 6.6 acres of developed park land per 1,000 residents.





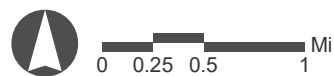
## MAP 1

# EXISTING PARK SYSTEM

- Neighborhood Park
- Community Park
- Linear Parks & Trails
- Other Resources
- Special Use Site
- Sports Complexes

## Base Features

- City of Pasco Boundary
- Urban Growth Boundary
- Franklin County
- Benton County
- Waterbodies
- Streets and Roads
- Trails
- Public\_Schools



## 1 INTRODUCTION

Neighborhood parks, ranging from one to ten acres, make up most of Pasco's park system in total quantity. The city's ten special use sites make up the largest portion of the park system by acreage.



**Neighborhood Parks** provide close-to-home recreation opportunities. These parks provide both active and passive recreation opportunities for people living within approximately one-half mile walking distance of the park.

**21** sites | **97.3** acres | **1.3** acres per 1,000 residents



**Community Parks** are intended for use by the entire city. These parks can accommodate a higher level of use than neighborhood parks and offer facilities that create a community-wide draw.

**3** sites | **111.4** acres | **1.4** acres per 1,000 residents



**Special Use Sites** are unique park sites or stand-alone recreation areas designed to support a specific, specialized use. Examples of existing special use areas in Pasco include the Edgar Brown Stadium and Peanuts Park. Many of Pasco's special use sites are also waterfront parks.

**10** sites | **230.9** acres | **3.0** acres per 1,000 residents

City parks are classified according to their function. Park types and definitions help provide guidance for the siting, location and design of each park based on its intended purpose and role in the park system.



**Linear Parks** are greenways or corridors designed along a trail such as Cable Bridge Park or Wade Park. These sites can include trailheads or parking as well as other park amenities such as play areas or seating and are intended for a city-wide benefit.

**3** sites | **36.8** acres | **0.5** acres per 1,000 residents



**Sports Complexes** offer dedicated facilities for team field sports including baseball and soccer. These sites are intended for league or large tournament use and therefore include supporting amenities such as off-street parking, concessions, restrooms and field houses. Sports complexes typically feature lighting to extend use into evening hours.

**7** sites | **127.3** acres | **1.6** acres per 1,000 residents



**Undeveloped Park Land** includes land held for a future park development.

**3** sites | **27** acres

## 1 INTRODUCTION

Pasco is also surrounded by approximately 2,102 acres of federal, state and neighboring city parks, open space and natural areas (Table 4). The city's location along major rivers is a unique opportunity with hundreds of acres preserved for natural resources and wildlife habitat, flood protection, recreation and cultural/historic preservation.

### RECREATION FACILITIES

Pasco's parks and recreation areas offer a range of opportunities from ball fields, to play areas, to picnic shelters (Table 5). While most parks feature a combination of a large turf field, playground and picnic shelter, there are also several more unique features including splash pads and a community pool, a disc golf course and three community gardens. Pasco does not have a skate park or off-leash dog area. The city has level of service goals for some recreation facilities as well, also shown in the table.

Public schools are a major partner in providing access to fields and recreation facilities including indoor gyms, basketball courts, play areas and more. There are 24 public schools in Pasco totaling approximately 396 acres.

### TRAILS

There are approximately 21 miles of off-street paved trails in Pasco. The two most continuous trails include the I-182 trail connecting to the Pasco Sporting Complex along the I-182 corridor, and the Sacajawea Heritage Trail along the Columbia River. The Bicycle & Pedestrian Master Plan (2011) outlines prioritized improvements for bicycle and pedestrian facilities including off-street trails. The Plan uses six planning areas to identify priority routes across the city through 2027.

**Table 4: Other Recreational Resources**

| Resource                            | Ownership                              | Total Acres  |
|-------------------------------------|--|--------------|
| Badger Mountain Centennial Preserve | Benton County                          | 56           |
| Bateman Island                      | USACE                                  | 190          |
| Chamna Natural Preserve             | State DNR                              | 276          |
| Columbia Park                       | City of Kennewick;<br>City of Richland | 450          |
| Riverview Natural Preserve          | USACE                                  | 290          |
| Sacajawea State Park                | State Parks                            | 267          |
| Two Rivers Park                     | USACE/Benton Co.                       | 273          |
| Yakima Delta                        | USACE                                  | 300          |
| <b>Total</b>                        |  | <b>2,102</b> |

**Table 5: Recreation Facility Inventory**

|                       | Total # | Adopted LOS Goal (facility per population) |
|-----------------------|---------|--|
| Youth baseball fields | 8       | 1 field/2,900                              |
| Adult baseball fields | 1       | none                                       |
| Youth softball fields | 1       | none                                       |
| Adult softball fields | 7       | 1 field/3,000                              |
| Rectangular fields    | 33      | 1 soccer field/2,000                       |
| Aquatics facility     | 3       | none                                       |
| Playground            | 28      | none                                       |
| Basketball court      | 21      | none                                       |
| Pickleball court      | 0       | none                                       |
| Tennis court          | 1       | 1 court/1,500                              |
| Indoor gym            | 2       | none                                       |
| Disc golf             | 1       | none                                       |
| Volleyball court      | 7       | none                                       |
| Off-leash dog area    | 0       | none                                       |
| Community garden      | 3       | none                                       |
| Skate park/feature    | 0       | none                                       |
| Shelters              | 36      | none                                       |

## 1 INTRODUCTION

### RECREATION PROGRAMS AND EVENTS

Pasco offers a full range of recreation programs and community events year-round. Table 6 summarizes all program areas offered by the City by age and season. Community events are also popular including the Lampson Cable Bridge Run,

movies in the park, Winterfest, and others. Most of the programming at city facilities takes place in three community centers that include the City Hall Activity Center, Martin Luther King Center and First Avenue Center.

**Table 6: Recreation Programs and Events Summary**

| Resource                        | Age   |              |       |             | Season |        |        |      |
|---------------------------------|-------|--------------|-------|-------------|--------|--------|--------|------|
|                                 | Youth | Teens/Tweens | Adult | Older Adult | Winter | Spring | Summer | Fall |
| Aquatics: swim lessons          | •     | •            | •     |             |        |        | •      |      |
| Aquatics: open swim             | •     | •            | •     |             |        |        | •      |      |
| Dance                           | •     | •            |       |             | •      |        |        | •    |
| Soccer                          | •     | •            |       |             | •      | •      |        | •    |
| Lacrosse                        | •     | •            |       |             |        |        |        | •    |
| Volleyball                      | •     | •            | •     |             |        |        |        | •    |
| After school programs           | •     | •            |       |             | •      | •      | •      | •    |
| Basketball                      | •     | •            | •     |             | •      |        |        | •    |
| Cross country                   | •     | •            |       |             |        |        |        | •    |
| Flag football                   |       |              | •     |             |        |        |        | •    |
| Pickleball                      |       | •            | •     | •           | •      |        |        |      |
| Kickball                        |       |              | •     | •           |        |        |        | •    |
| Fitness                         |       |              | •     | •           | •      | •      | •      | •    |
| Games (Snooker, Dominoes, etc.) | •     | •            | •     | •           | •      | •      | •      | •    |
| Football                        | •     | •            |       |             |        |        |        | •    |
| Baseball                        | •     | •            |       |             |        | •      |        |      |
| Softball                        |       |              | •     |             |        |        | •      |      |
| Ultimate Frisbee                |       |              | •     |             |        |        | •      |      |
| Kayaking                        |       | •            | •     | •           |        | •      | •      | •    |
| Geocaching                      |       | •            | •     | •           |        |        | •      | •    |

## 1 INTRODUCTION



### OPERATIONS AND MANAGEMENT

The City administers Pasco's parks and recreation system within the Administrative and Community Services Department. Within this department, there are two primary divisions responsible for parks and recreation, along with the Administrative Division: Recreation Services and Parks and Facilities.

- **Recreation Services** is responsible for the operation and implementation of recreational venues and activities in the community. Additionally, Recreation manages and interfaces with all sports tournaments in Pasco, events, and cooperates on numerous other events with community groups.
- **Parks and Facilities** is responsible for maintaining all City parks, trails, and boulevards and associated infrastructure throughout the year. The division also maintains some government buildings, event centers, and outdoor recreation facilities. It is also responsible for maintenance of Additional administration of the cemetery, urban forestry, and park rangers is within this division.

The City of Pasco Public Facilities District manages and operate regional public facilities including recreational facilities.

### FUNDING

The City has been managing the primary funding source (the General Fund) to keep the balance stable while meeting increasing needs for public infrastructure. The City's 2021-2022 Budget projects that the General Fund balance will decline by approximately 15% by the end of the biennium mostly due to completion of bond funding.

The City relies on a special revenue fund to pay for park capital projects. However, there are also special funding sources for the MLK Center, recreation programs, golf course, senior center and trails. This Plan does not provide specific financial analysis of the golf course or sports stadiums since these sites are managed by independent contractors, through a lease agreement or other arrangement.

Along with the bi-annual budget, the City approved the six-year Capital Improvement Plan (CIP) totaling \$237 Million for 2021-2026.

## 2 NEEDS AND OPPORTUNITIES

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The Pasco community believes that great parks, connected trail network, and variety of indoor and outdoor facilities and programs are important to their quality of life. This chapter highlights community needs for parks and recreation, as well as opportunities for future enhancements as identified during the planning process.

### COMMUNITY INVOLVEMENT

The planning process included a robust public engagement and outreach strategy, online and in-person opportunities, in English and Spanish. The results suggest that residents would like to see more unique play features in parks, a well-connected trail system, programs for aquatics and youth sports and fitness, funding for a mixture of large and small projects in all parks, and invest in replacing old or worn-out features and a new aquatics facility.

### Key Findings

- **Trails and Pathways.** The popularity and desire for more trails and pathways was echoed in findings to several questions. When asked what would lead to increased use of trails, pathways, or bikeways, respondents indicated a need for trailheads with parking and restrooms and more trails that link neighborhoods with parks, schools and community destinations.
- **Connected Riverfront.** People are drawn to the riverfront and river access for recreation activities and protecting the riverfront are both high priorities for Pasco.
- **Unique Opportunities.** Half of the respondents noted that extraordinary play features (e.g., nature play, water play, destination play areas) are needed most in Pasco's Parks and nearly half of all respondents indicated that challenge elements (e.g., climbing wall, bike skills course, zip lines) were also needed.
- **Special Use Sites.** Dog parks, skate parks, and a variety of aquatics amenities from splash pads to community pools are desired by Pasco residents.
- **Desired Level of Investment.** Community members would like to see a higher level of investment in parks and recreation. Residents shared that the City should invest park improvement funds to identify a mix of big and small projects in older and newer parks, support a few high-cost projects at one or two sites, and invest more in updating older parks.
- **Places for Play and Community Gathering Spaces.** Community members desire play areas and shelters, particularly larger ones that could support large social gatherings.
- **Large Investments.** If the City had more money to invest in parks and recreation, the Pasco community would want to prioritize building a new community aquatics facility, repair or

# WHO WAS INVOLVED?

## Stakeholder Interviews

At the start of the plan update process, in-person interviews with individuals provided insights into key issues and opportunities.

## Online Questionnaires

A total of 1,689 people provided input on how they used Pasco's parks, their needs, concerns, and preferences, and priorities through two online questionnaires in English and Spanish.

## Pop-Up Engagement

To reach people who might not otherwise participate, the pop-up engagement program brought a series of interactive boards to places that attract an audience. The pop-up team engaged people during the spring of 2022 at the Farmer's Market and at soccer games, in English and Spanish.

## City Staff

The project team met with City of Pasco staff representing several departments to identify key challenges and needs related to the provision of parks and recreation.

## Advisory Committees

Throughout the process, the project team met with the Parks and Recreation Advisory Board and the Master Plan Advisory Committee.

replace worn or older park features, increase routine maintenance, and add more or a greater variety of features in parks.

- **Enhanced Recreation Programming.** There is room to improve programming with Indoor and outdoor pool/swimming events and classes and youth sports and fitness were two programs residents indicated would be the most important for the City to support or expand. Additionally, nearly half of respondents said that more options that are low cost or free would make recreation programs, events and services more appealing.

## PARK ACCESS AND EQUITY

Pasco is a diverse city, and it is critical to consider an equitable provision of park and recreation services as part of the planning process. Park quantity, quality, and access are all important variables in understanding park and recreation needs. The City is also growing, especially in West Pasco and north of the current Urban Growth Area (UGA), and it will be important to plan for the needs in these future growth areas.

The planning team addressed park equity and access based on findings from community outreach activities completed to date, as well as mapping of existing parks and recreation areas and different demographic data within Pasco.

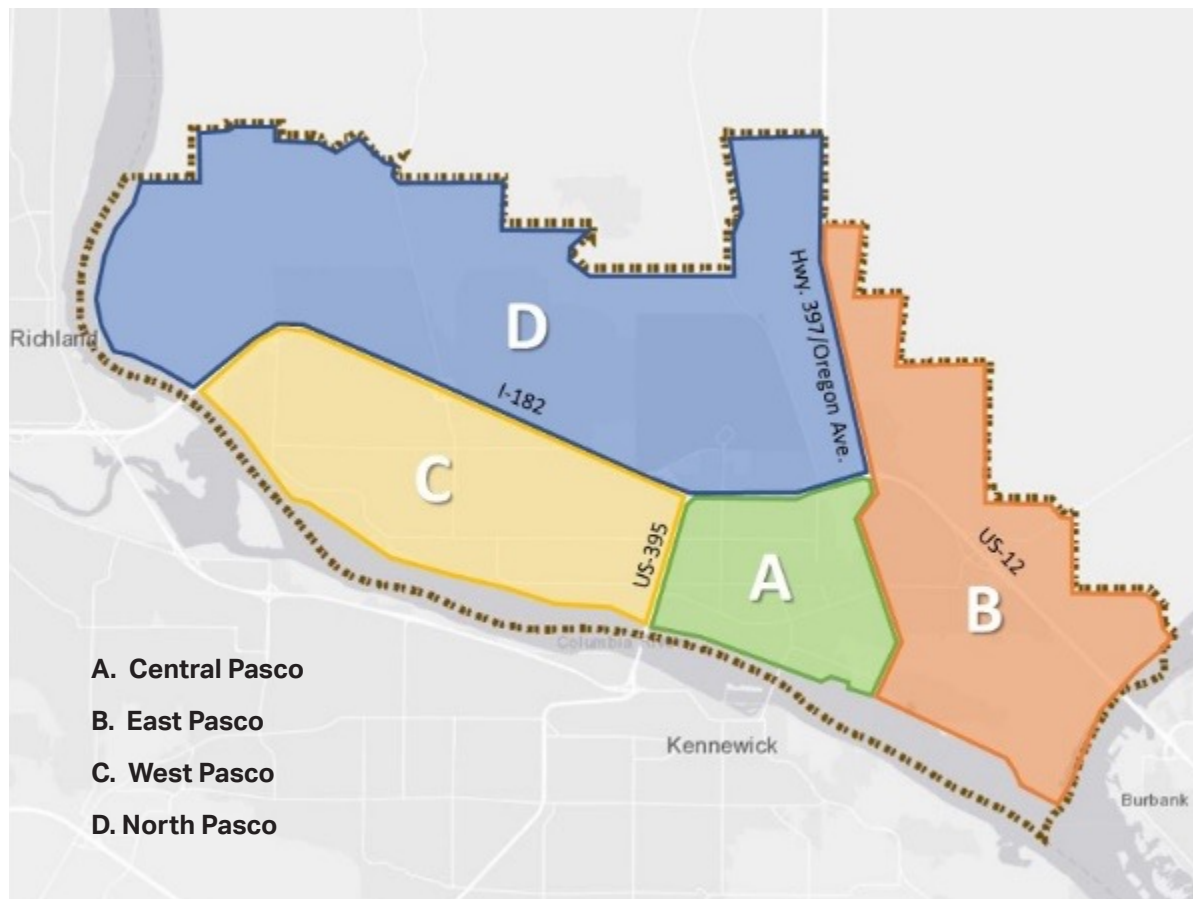
## 2 NEEDS AND OPPORTUNITIES

To ensure equitable park access, the planning team uses a ¼-mile to ½-mile walking or biking distance from park access points. This is roughly the equivalent of a 10-minute walk. To help address different areas of Pasco, the park equity and access analysis uses the following four areas that are shown in Figure 4.

Not all areas of Pasco have a 10-minute walk to a city park or recreation facility (Figure 5). Additionally, not all parks provide the same recreation opportunities, especially to children

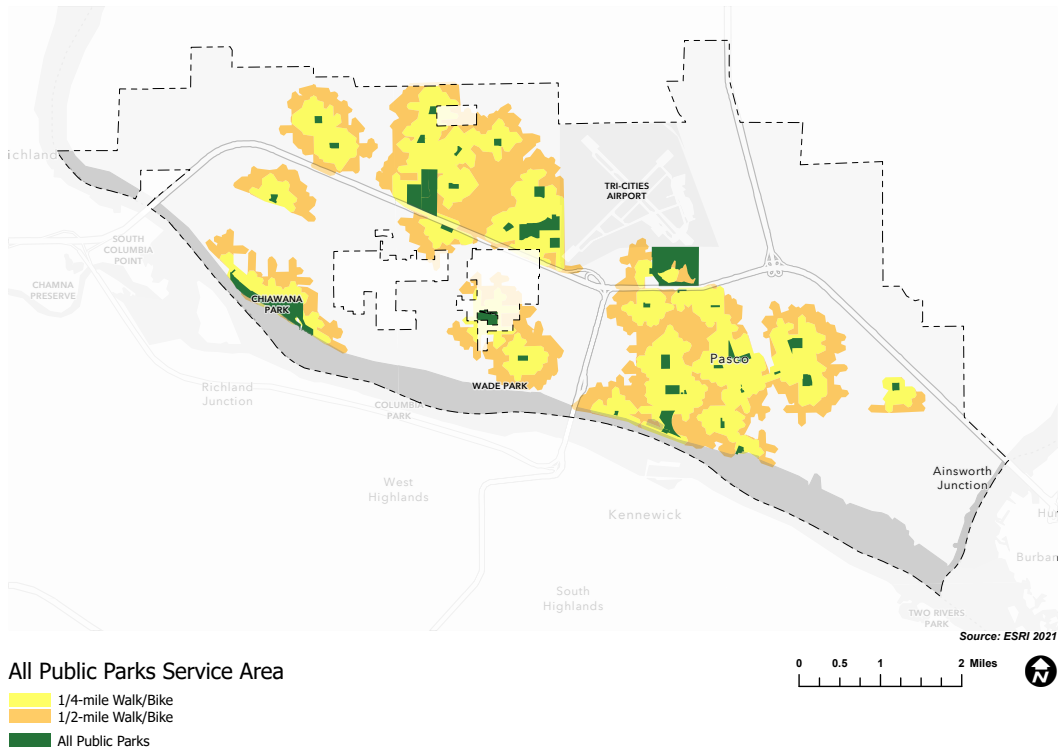
and families. Developed parks include sites that offer a playground or a ball court or ball field (not including special use facilities and sports complexes). Both maps highlight a lack of park access especially in East Pasco and West Pasco. Figure 6 shows that there are additional gaps in access to developed parks in Central Pasco. Public schools take on the role of providing recreational spaces in many neighborhoods. Figure 6 highlights the location of public school sites showing many school facilities in areas that lack access to public parks.

**Figure 4: Equity and Access Study Areas**



## 2 NEEDS AND OPPORTUNITIES

Figure 5: Access to All City of Pasco Parks



### Pasco Park Access Analysis

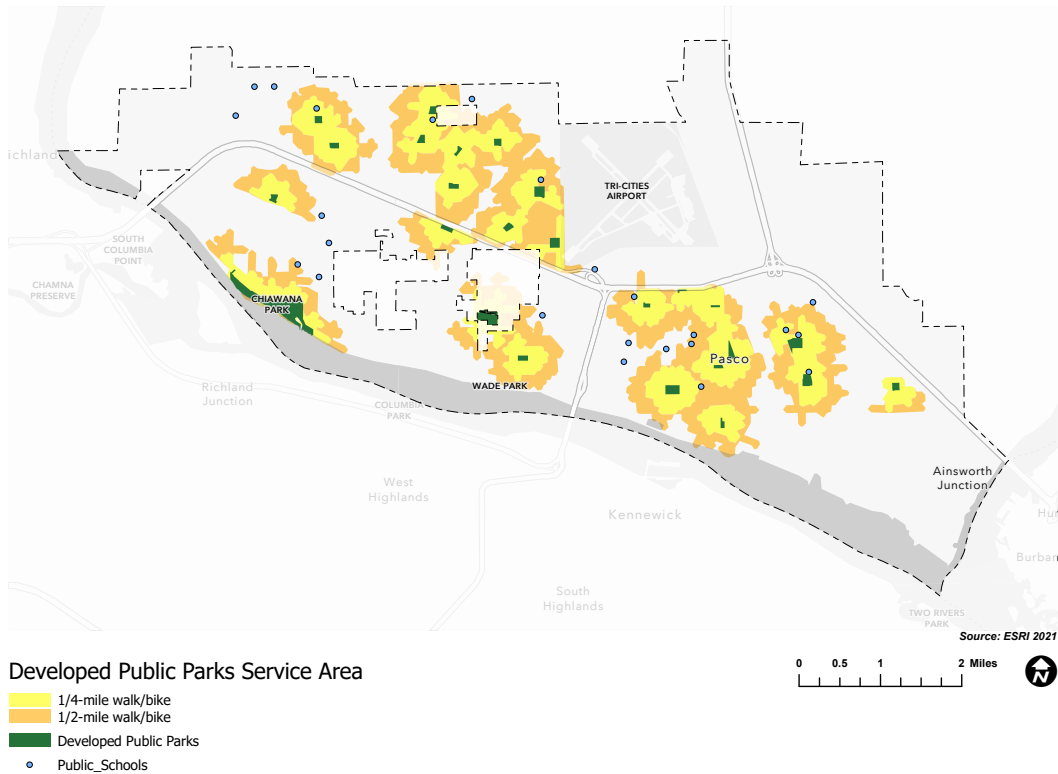
## EQUITY AND ACCESS DEFINED

Throughout the planning process the planning team relies on the National Recreation and Park Association's (NRPA) definitions for park access and equity.

- **Park access:** The just and fair quantity, proximity and connections to quality parks and green spaces, recreation facilities, as well as programs that are safe, inclusive, culturally relevant and welcoming to everyone. When people have just and fair access, our health and social well-being improve, and our communities can protect and better recover from environmental, social and economic challenges.
- **Equity:** The absence of avoidable, unfair or remediable differences among groups of people, whether those groups are defined socially, economically, demographically or geographically, or by other means of stratification.  
Equity = Fairness and Justice.

## 2 NEEDS AND OPPORTUNITIES

**Figure 6: Access to Developed City of Pasco Parks**



### Pasco Park Access Analysis

The planning team applied additional factors to the park access maps using an index of four scored indicators: communities of color, youth, low income and population density. The park equity index (Figure 7) shows areas with a greater need for park access. The darker shaded areas indicate a greater need.

#### Gap Areas

While many areas of the city have nearby parks, some of these same locations don't have convenient access to a developed park. Additionally, major streets, highways and rail lines create physical barriers to parks and recreation facilities.

While there are several areas in Pasco without a 10-minute walk to a park, the Parks and

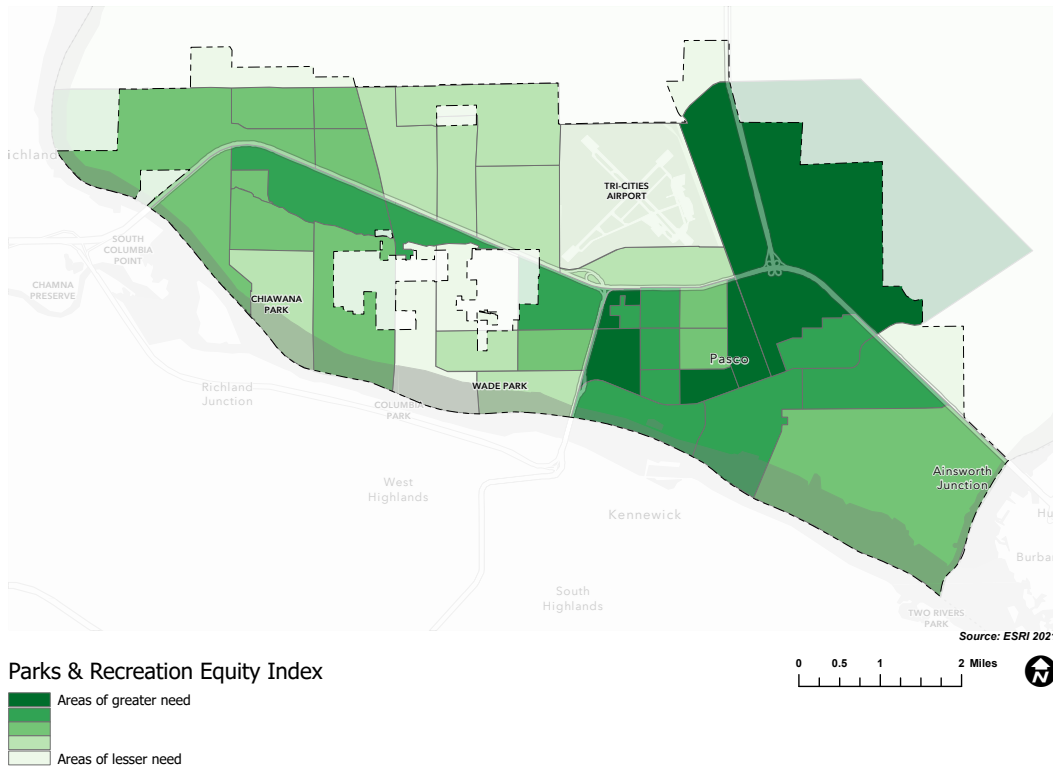
Recreation Equity Index map shows areas that are most underserved when considering communities of color, youth, income and density. According to the map, portions of Central Pasco and East Pasco have the greatest need for park access, in addition to North Pasco along Hwy. 397/Oregon Ave. The map also shows a greater need along I-182 in West Pasco.

#### LEVEL OF SERVICE

The planning process used a variety of factors to determine needs including park equity and access, recreation trends and common themes identified from the community and in conversations with local stakeholders. The following level of service analysis is part of the input used to identify key needs and resulting

## 2 NEEDS AND OPPORTUNITIES

**Figure 7: Park Equity Index Map**



### Pasco Park Access Analysis

recommendations for policies, projects, and programs.

A common way to establish additional parkland needs is to calculate the level of service based on the population. Level of Service (LOS) is the ratio of the number of park acres in the City compared to the number of people served, expressed in terms of acres for each thousand residents. The existing level of service provides an easy way to measure how much new park acreage will be needed to serve each additional thousand residents. It is an important metric for securing the necessary resources to acquire and develop new parks.

With approximately 604 acres of developed park land, Pasco currently provides 6.6 acres of developed park land per 1,000 residents.

The National Recreation and Park Association (NRPA) published park metric data in 2022 using data gathered from 2019-2021 from park and recreation providers across the country. This comparison illustrates how Pasco and its park system measures up to park systems across the country with comparable population sizes, population densities, and parkland acreages.

The City provides slightly less than the median across all agencies but is closer to the median LOS for jurisdictions of a similar size (Figure 8). In terms of trail mileage, Pasco provides considerably more miles of trails than the average (Figure 9).

## 2 NEEDS AND OPPORTUNITIES

Figure 8: NRPA Acres of Park Land Per 1,000 Residents Based on Jurisdiction Population

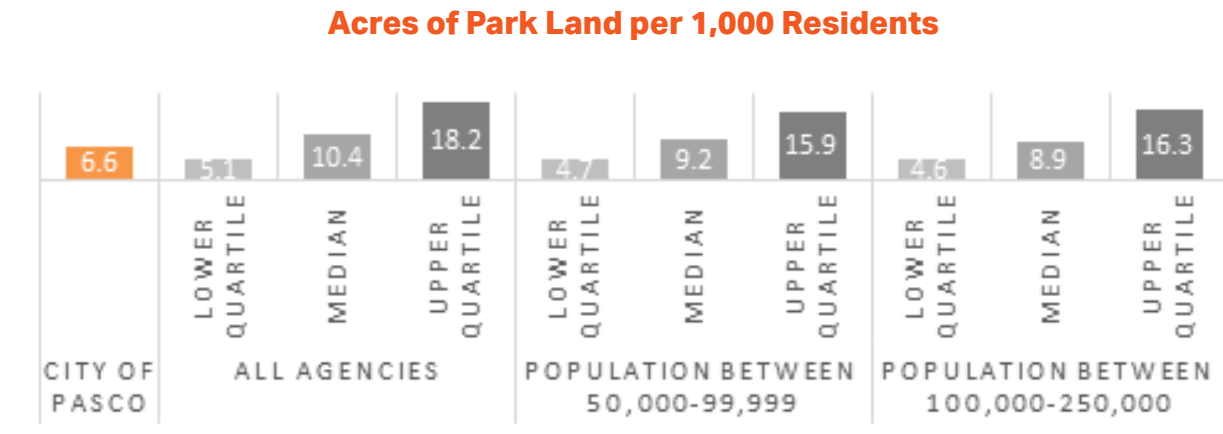
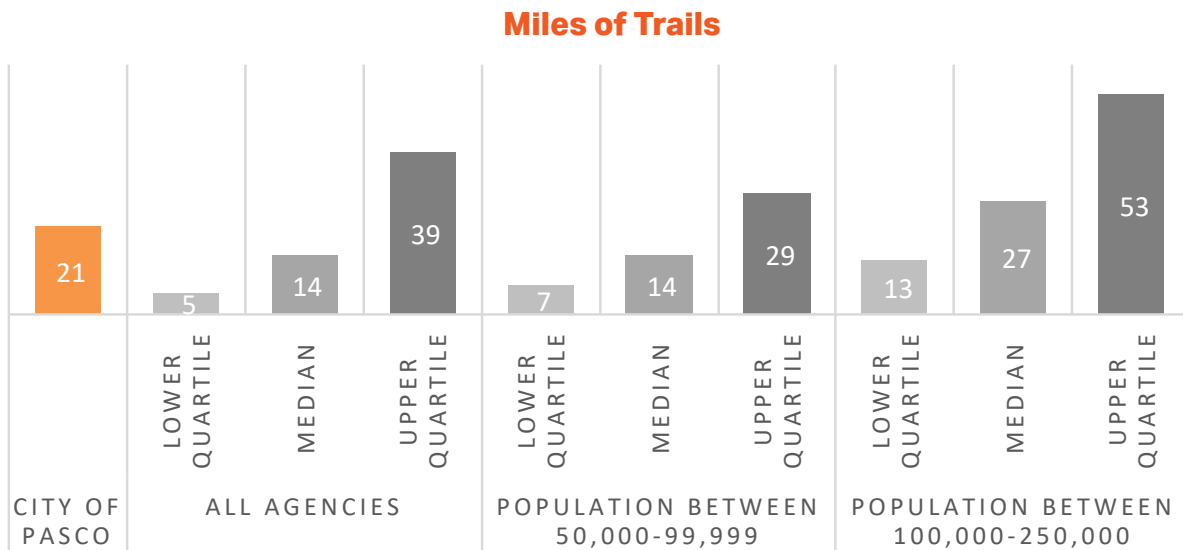


Figure 9: NRPA Miles of Trail Based on Jurisdiction Population



## 2 NEEDS AND OPPORTUNITIES

### Washington Level of Service Criteria

The State of Washington offers several competitive grant opportunities for park and recreation agencies. While an updated plan for parks and recreation is required for eligibility, many grants rely on level of service criteria.

The Recreation and Conservation Office (RCO) outlines the following three categories with several criteria for addressing park and recreation levels of service. Included is a general ranking of high, medium, and low and a summary of the criteria.

### Quantity Criteria

| Number of Parks and Recreation Facilities |   |
|---|---|
| <b>Intent</b>                             | Measures quantity of existing park and recreation facilities in a community.  |
| <b>Level of Service</b>                   | Medium  |
| <b>Analysis</b>                           | The City has level of service goal of 2 acres of neighborhood parks and 2.1 acres of community parks per 1,000 population. Based on the existing inventory, the City is currently providing 1.3 acres of neighborhood parks and 1.4 acres of community parks per 1,000, which is around 70% of it's goal. |

| Facilities that Support Active Recreation Opportunities |  |
|---|--|
| <b>Intent</b>   | Measures the percent of facilities that support or encourage active recreation opportunities such as walking, cycling, and court and field sports.   |
| <b>Level of Service</b>                                 | High   |
| <b>Analysis</b>   | Based on the current inventory, approximately 90% of all developed parks provide opportunities for active recreation. These facilities are primarily ball fields, trails or pathways and sport courts. |

| Facility Capacity       |   |
|-------------------------|---|
| <b>Intent</b>           | Measures the existing capacity of a community's park and recreation facilities.   |
| <b>Level of Service</b> | Low (for certain programs and activities)   |
| <b>Analysis</b>         | The City of Pasco has dozens of programmed recreation facilities and does not have data on the use of each facility. Of the recreation participation numbers collected by the City, attendance at the Memorial Pool and aquatics programs have some of the highest participation rates but the City only has a single public pool. In addition, there is unmet demand for several activities due to a lack of certain recreation facilities in the park system such as interactive play areas, a skate park, and an off-leash dog area. |

## 2 NEEDS AND OPPORTUNITIES

### Quality Criteria

| Public Satisfaction     |  |
|-------------------------|--|
| <b>Intent</b>           | Measures the public's satisfaction with the condition, quantity, or distribution of existing park and recreation facilities in their community.  |
| <b>Level of Service</b> | Medium   |
| <b>Analysis</b>         | Based on responses to the questionnaire, the majority of respondents rated parks and recreation opportunities as positive. However, additional feedback gathered during the planning process has indicated a desire to improve parks and recreation in Pasco including increasing maintenance, better funding, and a greater variety of opportunities especially in underserved areas. |

### Distribution and Access Criteria

| Distribution and Access Criteria |  |
|----------------------------------|--|
| <b>Intent</b>                    | Measures the distribution of and population served by existing park and recreation facilities in a community.  |
| <b>Level of Service</b>          | Medium   |
| <b>Analysis</b>                  | While Pasco has a large and growing park system, there are several areas of the city that don't have convenient access to parks and recreation facilities. |

| Access                  |  |
|-------------------------|--|
| <b>Intent</b>           | Measures the ability of people to access park and recreation facilities without a personal motorized vehicle.  |
| <b>Level of Service</b> | Low  |
| <b>Analysis</b>         | Several of Pasco's parks have excellent access for people walking, biking or using transit. These are primarily newer parks in North Pasco, or riverfront parks accessible by the Sacagawea Heritage Trail. However, many parks and facilities in Central and East Pasco are primarily accessible by driving and there are several barriers that limit safe and direct access to parks such as busy streets and highways, rail lines and development patterns. |

### FUNDING, STAFFING, AND MAINTENANCE

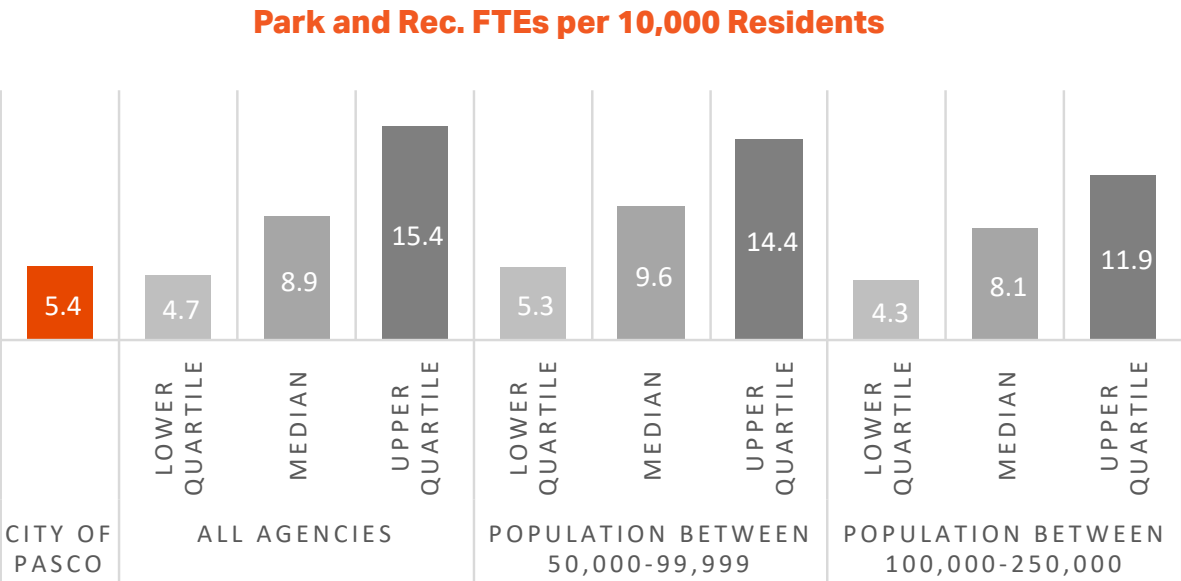
Staff within the Administrative and Community Services Department are responsible for parks, facilities, and the maintenance of other public areas as well as the supervision of programming and special events. There are 5.4 full time staff dedicated to park and recreation management and maintenance. Figure 10 shows that the number of park and recreation FTEs in Pasco is less than the number for comparable communities based on NRPA data.

Maintenance staff are responsible for carrying out routine and ongoing maintenance across the park system and to care for well sites and lift stations, greenways, and trails, as well as responding to unplanned requests or special projects. Increased maintenance is a top priority and will provide needed resources to respond to increasing park impacts related to trash pick-up, mowing, vandalism, and other needs. Additional staff are also needed to maintain the growing trail system, greenways, and natural areas.

2 NEEDS AND OPPORTUNITIES



Figure 10: NRPA Park and Recreation Full Time Employees Based on Jurisdiction Population



The annual funding needed to properly care for park sites and staff facilities is the most challenging part of sustaining parks and recreation opportunities. In Pasco, limited

maintenance resources constrain the expansion of the system. It has led to deferred maintenance and left natural resources with less stewardship than needed.

### RECREATION TRENDS AND KEY NEEDS

#### RECREATION TRENDS

Recreation trends at the national, state, and regional level provide additional insight on popular activities, challenges, and potential opportunities to consider in the city's park and recreation system. This section includes relevant information from the Washington State Recreation and Conservation Plan 2018-2022 and other existing plans and studies such as the City of Pasco Transportation System Plan and Rivershore Master Plan.

Data from the State of Washington helps compare recreation trends at the local level, with participation at the regional and state-wide level. Based on survey results for the Tri-Cities region, visiting rivers or streams, attending outdoor concerts or events, playing and day-hiking are the top activities. The survey also provides state-wide results for respondents identifying as Hispanic. Of those respondents, all but one of the top activities at the regional level are also within the top four activities at the regional level (Table 7).

**Table 7: Top 10 Activities by Participation by Region and By Hispanic Population State-wide**

| Rank | Top Activities in South Central Region  | %   | Top Activities for Hispanics (State-wide)   | %   |
|------|---|-----|---|-----|
| 1    | Walking in a park or trail setting  | 82% | Walking in a park or trail setting  | 91% |
| 2    | Visiting rivers or streams  | 72% | Playing   | 65% |
| 3    | Attending an outdoor concert or event (e.g., farmer's market, fairs, sporting events) | 60% | Attending an outdoor concert or event (e.g., farmer's market, fairs, sporting events) | 62% |
| 4    | Playing   | 50% | Relaxing, reading, hanging out  | 60% |
| 5    | Day-hiking  | 50% | Visiting rivers or streams  | 58% |
| 6    | Swimming in an outdoor pool   | 49% | Picnicking, BBQ, or cookout   | 56% |
| 7    | Scenic or wilderness area   | 48% | Family gathering  | 56% |
| 8    | Swimming/wading at beach (freshwater)   | 47% | Day-Hiking  | 48% |
| 9    | Wildlife or nature viewing  | 47% | Visiting a beach or tide pools  | 47% |
| 10   | Gather or collect things in a nature setting  | 47% | Scenic or wilderness area   | 46% |
| 11   | Visiting a beach or tide pools  | 47% | -   | -   |

Source: State of Washington 2017 Assessment of Outdoor Recreation Demand Report, July 2017.

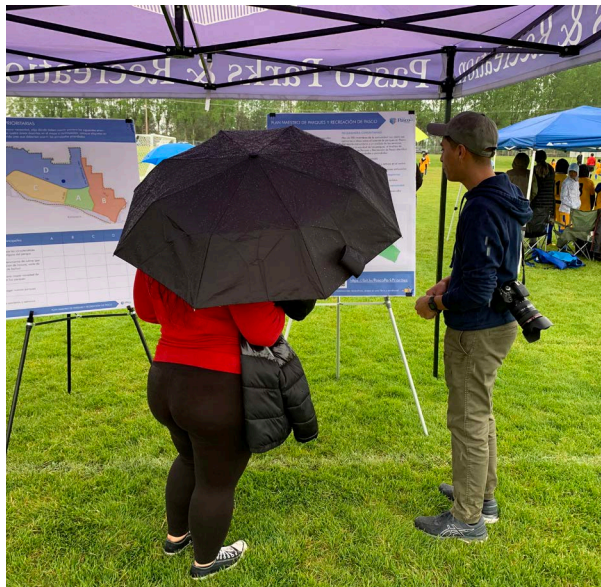
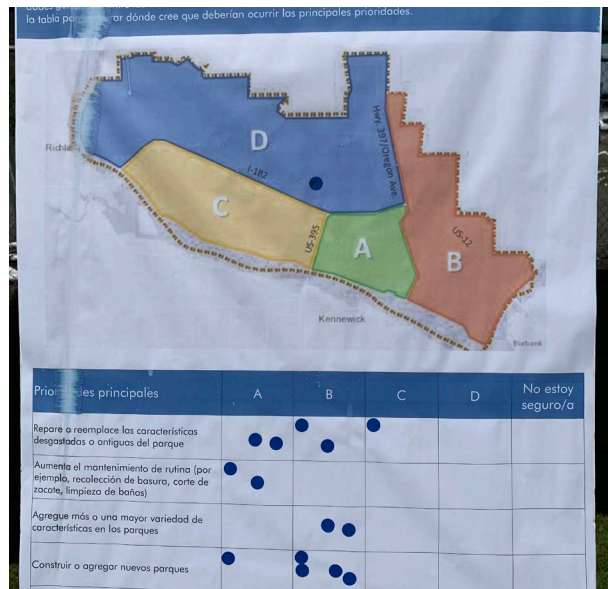
## 2 NEEDS AND OPPORTUNITIES

### KEY NEEDS

Community engagement outcomes, a technical analysis of the park inventory, and current and emerging recreation trends are combined to define the needs and future direction of the Pasco park system.

Similarities emerged from stakeholder and

advisory group input, analysis of gaps and recreation trends, and community engagement. These findings illustrate the types of facilities and activities residents enjoy and desire the most, as well as policy gaps that will improve the park system. The following key needs identify a direction for further planning and investment.



### A HEALTHY CONNECTED RIVERFRONT

Access to rivers, streams and beaches is one of the top trends at the state and regional level. Locally, waterfront parks such as Wade Park or Chiawana Park are of the most popular in Pasco. Many riverfront cities are investing in rehabilitating their waterfronts to connect people to the water and create recreation destinations after decades of ignoring them. This trend can also help reverse the loss of natural areas that has historically impacted lower-income communities or communities of color.

This trend is highlighted by the Tri-Cities Rivershore Master Plan, a multi-jurisdictional plan that envisions a riverfront that connects the region, provides recreational and economic opportunities, and increases environmentally responsive access to the Columbia, Yakima, and Snake Rivers. As a participant in this plan, the City of Pasco had several riverfront opportunities identified including adding outdoor dining and seating areas; building more trail connections and enhancements; increasing bird and wildlife viewing; and incorporating arts, culture, commerce, heritage, and environmental features into the riverfront.

The City of Pasco coordinates planning and management of shoreline areas with a consortium of partners. There are several partners responsible for managing the shoreline including the Army Corps of Engineers, Port of Pasco, Franklin County and others. Residents place a high priority on a healthy riparian shoreline and it will be critical to work together with land managers to protect and enhance these assets. The City of Pasco also relies on the Shoreline Master Program to guide management of the city's shorelines.

### KEY NEEDS

- Land acquisition and a continuous public waterfront
- Improved connections to the river, especially to Downtown
- Comprehensive signage and wayfinding program
- Thematic design and branding in waterfront parks and along trails
- Communication and coordination around shoreline management



## 2 NEEDS AND OPPORTUNITIES

### WELCOMING AND ACTIVE PUBLIC SPACES DOWNTOWN

Developing Pasco's downtown as a distinctive local and regional destination is a shared vision of community leaders, business owners and residents. Embracing the historic character, upgrading buildings, installing public art, and activating the downtown year-round are elements of that shared vision. The City is working towards a diverse and engaging downtown, investing significantly in the downtown area, updating aging infrastructure and repurposing buildings.

Street fairs, cultural events, tournaments, art walks and a variety of other events are being facilitated by park agencies in both traditional and non-traditional sites. While community leaders are actively updating existing public spaces in Downtown, other public spaces such as streets and alleys, parking lots as well as underused private spaces can serve as venues for events and program. These spaces can support social gatherings and recreation while attracting visitors and residents to Downtown.

Along with improved street design, parking and other amenities, results from the Downtown Master Plan Vision Workshop identified improved connections between Downtown and the Columbia River, public art and murals, cultural events, and family-friendly activities.

### KEY NEEDS

- More and varied events and programs in Downtown
- Family friendly opportunities• More public spaces and play areas
- Improved public spaces to host events and programs
- Street furnishings, street trees and wayfinding
- Public art that expresses Pasco's heritage and cultural diversity



### REINVESTMENT IN AGING PARKS AND FACILITIES

Reinvestment creates an opportunity to address deferred maintenance needs and create new opportunities in parks that have capacity. In particular, adding unique park features such as interactive musical instruments, artwork and nature play areas (moveable or permanent natural features that encourage interaction with nature) in underserved neighborhoods, or a new skate park in a larger community park. When updating park amenities and facilities, there is also a need to provide ADA compliance and best practices in universal design.

The cost to repair or replace park features is costly and increasing. The City generally replaces play structures every 20 years but there is no program to implement replacement. Proactively planning for and addressing facility replacement can avoid aging facilities that are more expensive to maintain, safety issues or hazards due to failing equipment, or removal of features without a plan for replacement.

Based on results of the online questionnaire, repair and replacement, maintenance and variety were some of the top responses to a question around funding priorities. When comparing questionnaire responses to respondent location, the top three needs for Pasco's parks were nearly the same across the city. Extraordinary play features and challenge elements were the most popular, with a variety of other needs dependent on different areas of the city.

### KEY NEEDS

- Updated park facilities including play areas, shade and shelters
- ADA accessibility improvements
- A greater variety of opportunities in certain parks
- Adding challenge activities including a skate park
- More shade trees and draught tolerant landscaping
- Prioritizing underserved areas, especially neighborhoods that lack access to nearby parks
- More spaces and amenities for gathering, picnicking and BBQing



## 2 NEEDS AND OPPORTUNITIES

### CONTINUED SUPPORT FOR EVENTS AND PROGRAMS

According to the questionnaire, Pasco residents are satisfied with the amount and availability of recreation programs and community events but feel that swimming events and classes, youth sports/fitness, and community fairs, festivals and events are the most important for the City to support and expand.

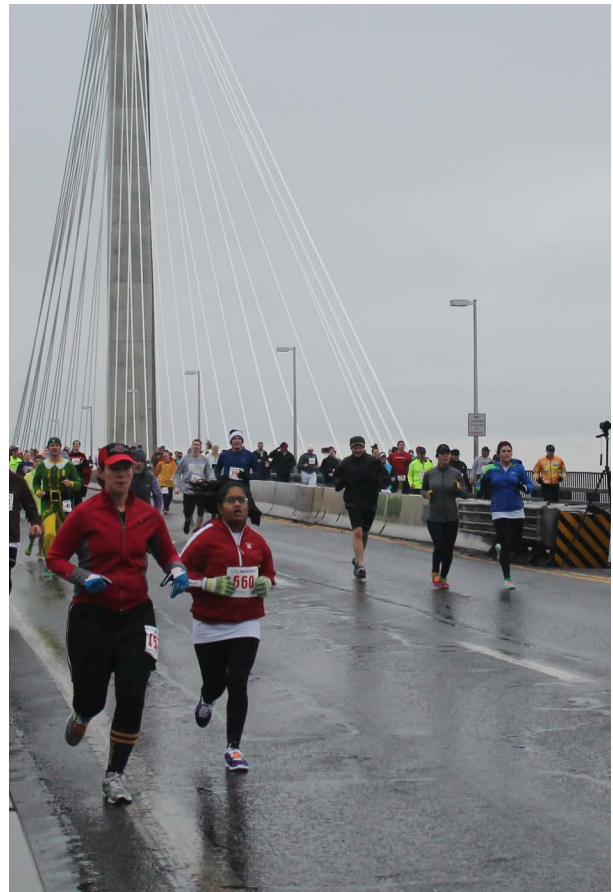
Flexibility can be the key to adapting to the changing trends in recreation. This can come in the form of park features that serve multiple activities or can be repurposed for an emerging trend. The ultimate expression of this flexibility is not in the built facilities but in the recreation programming. Programming creates opportunities to introduce residents to fitness, culture, and learning new skills in parks, classrooms, and fitness rooms.

Somos Pasco, a collaboration between the City, county, Port of Pasco, Hispanic Chamber and Pasco Chamber, has also identified Latino/a-themed events (fairs, carnivals, parades, bakery events, etc.) as a way to underscore Pasco's distinctive character and draw attendees from around the region.

The importance of supporting year-round programming also emerged as a key theme in community outreach. Work hours and weather can be an impediment to programming participation and park visitation. In response to year-round interest, more jurisdictions are finding ways to move outdoor activities, such as climbing walls, field houses and covered or indoor courts, into multi-purpose community centers.

### KEY NEEDS

- Aquatics classes and programs
- Latino/a-themed events
- More year-round opportunities, including indoor programming
- Introductory programs for beginners
- More youth sports and fitness-related programs
- Continued support for community-wide festivals, fairs and events



### SAFER CONNECTIONS FOR WALKING AND BIKING

Trails for non-motorized transportation and recreation continue to grow in importance. At the state and regional levels, trail-related recreation, including walking, hiking, and running are among the most popular outdoor recreation activities. According to the 2017 State of Washington Assessment of Outdoor Recreation Demand Report identified that 84% of respondents participate in walking at a park or on a trail, the top outdoor recreation activity. The popularity of these activities is consistent across age groups, income levels, education, and ethnicity.

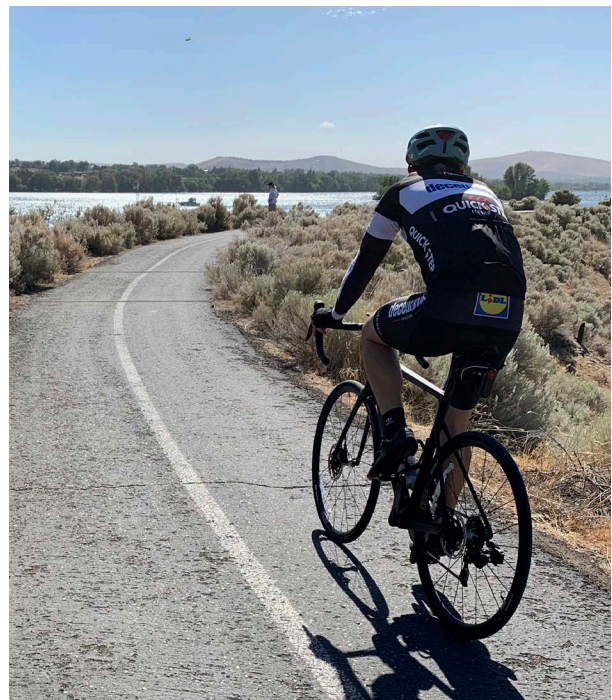
Across all public engagement opportunities, trails and a trail network emerged as a top priority for Pasco residents when considering parks and recreation. The City's Transportation System Master Plan (TSMP) identifies off-street trails and shared use pathways. The Tri-Cities Rivershore Master Plan has also identified key trail linkages between the Rivershore, historic downtowns, and other inland destinations.

Park providers are using a variety of strategies to meet this demand, such as providing loop trails in larger parks, providing off-street multi-use trails, designating on-street bike routes, ensuring sidewalks are wider and accessible, providing pedestrian crosswalks and bridges over roadways to support connectivity, developing soft-surfaced nature and jogging trails and connecting parks and community destinations with trails.

In Pasco, questionnaire respondents identified improved amenities along trails and at trailheads, better lighting, and a connected trail system as the top ways to increase trail use.

### KEY NEEDS

- ADA accessibility improvements to and within parks
- Better trailhead amenities
- Trail lighting
- Coordination with priority routes identified in existing plans and studies
- Dedicated future connections concurrent with future growth
- Identifying short-term solutions such as phased construction of off-street trails
- Improved signage and wayfinding
- Prioritizing safe routes to schools



## 2 NEEDS AND OPPORTUNITIES

### NEW COMMUNITY-SERVING FACILITIES

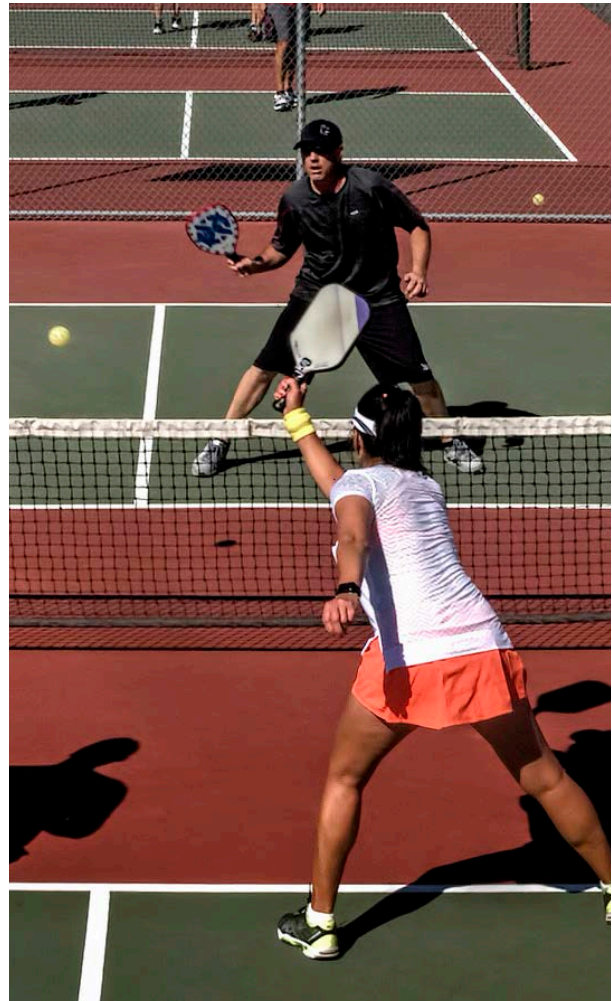
The City of Pasco provides a mix of recreation facilities to support indoor use, outdoor recreation, sports, play, arts programming, social gathering and visitor comfort. While the mix and provision of facilities is contingent on available space and funding, there are opportunities to rethink the mix of what is provided, as well as consider changing trends, demographics, and community priorities that affect needs.

The multi-year initiative to build an aquatics facility in Pasco remains a priority for many community members. The City has undertaken several feasibility studies for a possible aquatic/recreation center, but these efforts were recently put on hold due to the pandemic. The community desire for an aquatic facility was reiterated in community outreach events, with 39% of questionnaire respondents stating that building a new community aquatics facility was their top investment priority.

In addition to building an aquatics center, there are also opportunities for Pasco to add other recreational facilities currently missing from the parks system. This can include a skate park, off-leash dog area and various types of interactive play areas that would have a community-wide draw. Skate parks can provide an active recreation opportunity for all ages, especially younger residents. Off-leash dog parks provide much needed space for dogs and their owners, particularly for those with limited or no yard space. Another recent study identified the potential for a sports complex in Pasco, by repurposing the TCYSA Soccer Complex with multiple turf fields and lights. As noted in the study, redevelopment would allow for more use and help to offset increased demand for outdoor multipurpose fields.

### KEY NEEDS

- Skate park located at a highly visible and centrally located area
- Off-leash dog area
- Continued focus on identifying a regional-serving aquatics center
- Continue studying feasibility of a new sports complex



### LAND ACQUISITION IN GROWTH AREAS

Pasco's rapidly growing population will continue to place a high demand on parks, recreation and open space. The City of Pasco has experienced significant population growth over the last two decades with an approximate average annual population increase of 3.3% from 2010-2020, a growth rate higher than the county average (Table 8). Preserving park and open space areas in these new growth areas will help keep neighborhoods vibrant, enjoyable, and sustainable.

### KEY NEEDS

- Identify future park locations based on future growth needs
- Prioritize higher density growth areas
- Preserve natural open spaces and shoreline areas as inventoried in existing plans and studies
- Promote connected/intact open space areas and shoreline habitat

**Table 8: Population Growth (2010-2020)**

|                            | 2010    | 2020    | 10-Year Change (#) | 10-Year Ave. Annual Change (%) |
|----------------------------|---------|---------|--------------------|--------------------------------|
| City of Pasco              | 58,041  | 77,100  | 19,059             | 3.3%                           |
| Franklin County            | 76,832  | 96,760  | 19,928             | 2.6%                           |
| Benton & Franklin Counties | 251,221 | 302,460 | 51,239             | 2.0%                           |

Source: State of Washington 2017 Assessment of Outdoor Recreation Demand Report, July 2017.

The State of Washington Growth Management Act requires fast-growing cities to develop a comprehensive plan for public services and community growth. In accordance with the GMA, the City of Pasco's Comprehensive Plan (2018-2038) provides direction for public services and growth for a twenty-year time period. The Plan calls for the provision of parks, open space, trails, and recreation facilities throughout the urban growth area. To ensure equitable distribution and access to parks, the City will need to ensure space and funding for their provision.



## IMPROVED POLICIES AND STANDARDS

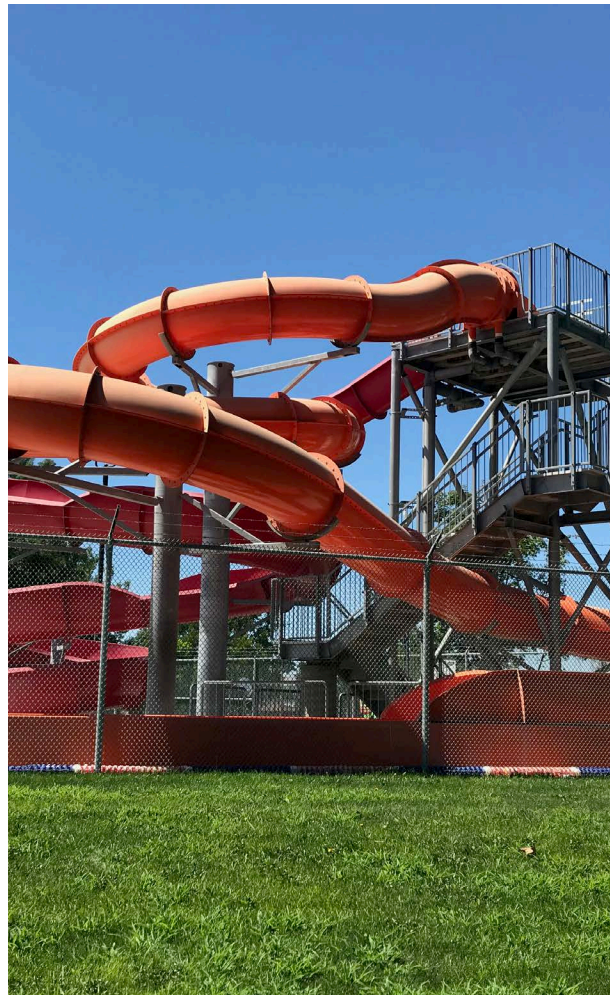
The City of Pasco implements this Plan through adopted policies and standards. City staff have noted the need to revise ordinances, policies, and Municipal Code to ensure a vibrant park system throughout the city. City staff have discussed the need for updating park impact fees and land dedication requirements, as well as other policies to modernize municipal standards. The City does not currently have an adopted standard for dedication of park land.

Pasco does require park impact fees for new residential development, however the current impact fees alone cannot fund the development of new parks. The Municipal Code splits Pasco into three park districts that each collect impact fees to go towards acquiring new parks, major capital improvements for an existing facility, or the construction of a new facility. However, money from the park fund cannot be used for maintenance, repair, general operations, or replacement of existing facilities which can restrict parks in districts where there is little growth.

Pasco currently has no planning or design guidelines for dedication of new parks and facilities to direct staff and decision-makers. Guidelines could apply to both renovations at existing parks and the planning and design of new parks. The intent of the design guidelines would be to protect and enhance the city's quality of life and community identity and encourage functional, safe, and aesthetically pleasing development while maintaining compatibility with the surrounding environment.

## KEY NEEDS

- Guidance on park siting and design
- Updated impact fees for parks
- Updated maintenance standards for natural areas and habitat management
- Policies to guide user conflicts on off-street trails



### 3 VISION AND STRATEGIC FRAMEWORK

**The community's vision and goals serve as the foundation for the City's Parks, Recreation and Open Space Master Plan. This chapter combines the insights of residents, stakeholders, elected officials, advisory groups, and staff to define the values, vision, and goals for parks, recreation facilities, trails, programs, and related services.**

The Pasco community identified the vision and goals for parks, recreation facilities, trails, programs, and related services through conversations and input during the Plan outreach process, advisory board and committee meetings, and past and current planning efforts

including the Comprehensive Plan.

**Goals** are the desired outcomes to be achieved by implementing the Plan. Goals provide direction to decision-makers and staff for more specific policies and recommendations to ensure a consistent long-term direction. There are seven goals shown on the opposite page.

The **objectives** describe how the City will accomplish the goals, organized around five different categories (A-E). The objectives provide system-wide guidance as well as several more specific recommendations. These objectives also directly support the City of Pasco Comprehensive Plan.

#### VISION

The City of Pasco provides a comprehensive, equitable, and accessible system of parks, recreation programs, trails, and open spaces that serves all segments of our community. The parks and recreation system promotes community health and livability by providing opportunities for play, learning, fitness, gathering, and connecting to nature.

Trails and pathways, safe streets and interconnected parks and neighborhoods further enhances the community's connection to the outdoors and linkages to river and region. The City's recreational programs are among the State's best, with program offerings that are responsive to community needs, reflective of many different lifestyles, and are an excellent value. The future success of this system is built on excellent communication and an involved community at all levels of operations and management.

## GOALS

The City of Pasco strives to achieve this vision through the following goals for parks, recreation, trails, and open space:

1

**Serve all ages and abilities**, through recreation opportunities for children, youth, adults and older adults of all abilities and interests.

2

**Provide an accessible and equitable system**, by developing parks and facilities that meet all ADA requirements and by providing parks so that all residents live within a 10-minute walking distance of recreation opportunities.

3

**Create an interconnected trail and street system**, through new and existing off-street trails, and new or improved public streets that connect neighborhoods, Downtown Pasco, schools, parks, recreations facilities, and the river.

4

**Contribute to a vibrant local economy**, by designing, developing, and maintaining high-quality parks that foster community events and encourage tourism and enjoyment of the system for residents, workers, and visitors.

5

**Create a strong local identity**, by providing parks, recreation facilities, events and programs that reflect, protect or enhance Pasco's many different cultures and tribal heritage, unique setting and shoreland habitat, and local history.

6

**Support and expand local collaboration**, by leveraging resources through strategic and deliberate partnerships to provide community-supported parks, programs, events, and services.

7

**Promote a sense of community, awareness, and support**, by sharing progress of the goals, providing information about existing opportunities, and by encouraging two-way communication to better understand community needs and long-term support of the future system.

# A. PARKS AND FACILITIES

**A.1 Adopt and apply updated park land standards.** Acquire land, design and develop new parks to serve City residents as per the standards proposed in this plan. Strive to provide a total of 7.1 neighborhood and community park land acres per 1,000 residents. This updated standard removes the one regional park (Sacajawea Park) from the City's inventory. Continue to acquire and develop special use sites, linear parks, and natural areas as opportunities arise. This allows the City to place a greater emphasis on development of neighborhood and community-serving parks.

- a. *Neighborhood parks (2 acres per 1,000 residents)*
- b. *Community parks (5.1 acres per 1,000 residents)*

**A.2 Continue to provide a variety of recreation facilities as per the guidelines proposed in this plan.** Continue to modify facility development to respond to traditional and trending recreation needs. This will provide a greater variety of experiences in City parks.

- a. *Youth diamond field (1 per 2,900 residents)*
- b. *Adult diamond field (1 per 3,000 residents)*
- c. *Rectangular multi-sport field (1 per 2,000 residents)*
- d. *Trails (0.50 miles per 1,000 residents)*

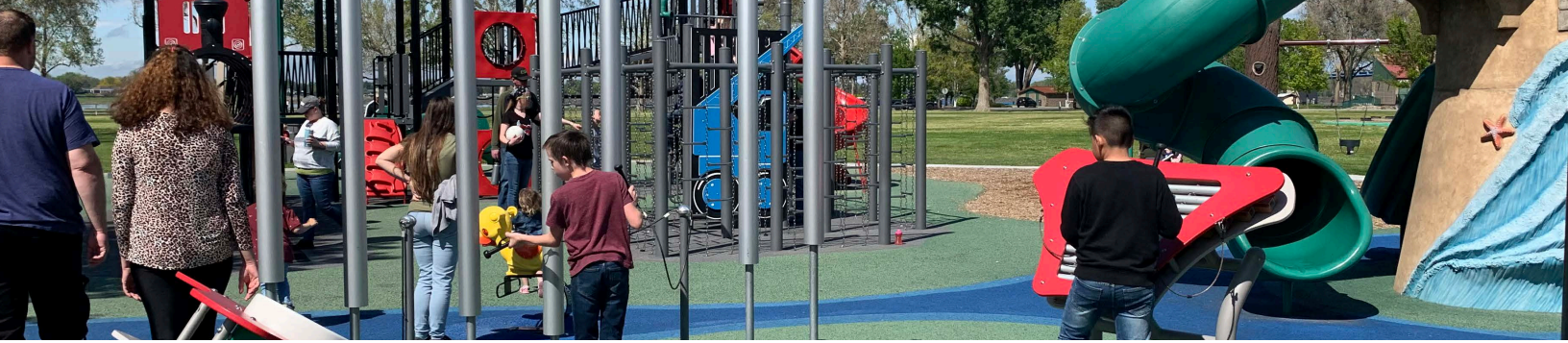
**A.3 Adopt function-based park dedication and design standards.** The City's approach to park services should be based on providing different park types that serve a specific function, with four primary park types: neighborhood parks, community parks, special use sites, and linear parks. New and future parks should be designed and built based on the classification standards. The standards should provide direction for each of the park types, describing parameters for park size, access and types of resources.

**A.4 Strive to provide a 10-minute walk to parks and recreation facilities.** Ensure that all neighborhoods are within a ¼- to ½-mile walking distance to a park or recreation area through the recommended level of services standards, and recommendations in the Plan. Prioritize future park and recreation opportunities in underserved areas with the greatest need. Use outcomes of the park equity and access mapping analysis to prioritize improvements in underserved areas of Pasco.

**A.5 Update requirements for land dedication and park impact fees.** The City of Pasco currently charges park impact fees for new residential development and allows for a reduction in fees if the development dedicates parks or recreation facilities. As any dedication becomes the responsibility of the City of Pasco, the criteria for fee reduction should be revised to ensure that any land or facility dedication follows minimum standards of the Plan. Revise the impact fee reduction options as follows:

- a. *Reduce the park impact fee for dedication of park land that meets the minimum park siting standards of this Plan;*
- b. *Waive the park impact fee for dedication of a fully developed park that meets the minimum park siting and design standards of this Plan; and*
- c. *Remove open recreation areas, recreation improvement areas, and swimming pools as options for fee reduction. The City should only be accepting adequate park land or fully developed parks for impact fee credit.*

**A.6 Provide comprehensive signage to direct users to parks and provide information and interpretation**



**within parks and facilities.** Convey history and culture through art and interpretive installations. Include interpretive elements about local history, fish, wildlife, native plants, conservation, and indigenous people. The signage and wayfinding system should adhere to a common design and branding theme that is consistent across all park and recreation providers (City, State, Federal).

- A.7 Design parks with consideration for sustainability, water quality, water conservation, and flood impact mitigation.** All new recreation facilities should be designed and constructed using green design and development practices. New facilities should be designed for energy efficiency, water conservation and to minimize impacts to the natural environment.
- A.8 Develop a new community recreation center as part of the indoor aquatic center.** Prioritize locating the recreation center as part of the planned indoor aquatic center to maximize cost effectiveness and increase opportunities for facility use and revenue. The facility could include a gymnasium, fitness space, community rooms with kitchen, senior space, and youth activities room. Consider closing the First Avenue Center once the new recreation center is operational.
- A.9 Pursue development of a regional outdoor sports complex.** In conjunction with TCYSA or other partners, follow recommendations of the Tri-Cities Sports Facilities Market Analysis & Feasibility Study (2019) by renegotiating the current agreement to increase the utilization of the TCYSA (Road 68) Soccer Complex for more sports and tournaments.
- A.10 Continue to operate Memorial Aquatic Park as an outdoor pool.** This facility should continue to operate with no expansion being planned. The facility should remain an outdoor pool, although a cover may be explored as an option, as the operating cost would be cost prohibitive and indoor aquatics would be divided between two facilities.
- A.11 Ensure park connections to water with waterfront paths, overlooks, and access.** Acquire strategic areas along rivers and canals to protect and conserve scenic, recreational and natural areas that are accessible to the community.
- A.12 Design accessible parks and recreation facilities and evaluate and improve accessibility in existing sites.** Complete an ADA assessment and/or transition plan to identify required upgrades in accordance with the Americans with Disabilities Act.
- A.13 Develop interactive, unique play areas across the park system.** Incorporate barrier-free and universal play areas, water play and nature play. Consider a destination play area that is intended to attract a community-wide draw in Volunteer Park. When a park is located near another play area, consider investing in a single site rather than duplicating the same style and design.
- A.14 Use placemaking to create parks as memorable and engaging places.** Emphasize park design, site character, identity, and sense of place through the use of art, colors, plantings, natural elements and topography. Incorporate natural, cultural and historical elements and interpretive/ educational features.

## B. OPEN SPACE, SHORELINE AND TRAILS

- B.1 Increase opportunities to connect with nature.** Create opportunities for residents and visitors to connect with nature, both physically and visually, including new or improved pollinator patches, protection or integration of native plants, introduction of urban wildlife corridors, and protection and access to natural areas.
- B.2 Acquire new natural areas and protected open space.** Acquire open space lands, when appropriate, as a means of protecting unique environments and providing passive recreation opportunities. Create meadow habitat in natural areas or transition spaces between developed and natural areas (habitat friendly native grasses and herbaceous perennials/annuals/bulbs that require minimal mowing/pruning and weed management). Reveal and enhance nature and natural processes using native plants and by using stormwater management as a functional and aesthetic park feature.
- B.3 Embrace the river frontage as a recreational, natural, and cultural asset.** The Columbia River is a defining feature of Pasco and future park and recreation opportunities, non-motorized transportation connections, events and programs should focus on the city's heritage and relationship with the river and shoreline.
- B.4 Create a long-range plan to enhance shoreline habitat and create a healthy riparian habitat.** Conform to the adopted goals and policies of the Shoreline Master Program and ensure the implementation of the requirements of the Washington State Shoreline Management Act (RCW 90.58).
- B.5 Pursue new parks, trails, and open space as envisioned for the Broadmoor planning area.** The City's Comprehensive Plan and Future Land Use Map identify future parkland within the Broadmoor Planning Area, an area encompassing over 1,200 acres in northwest Pasco. The Broadmoor Master Plan will also provide more specific direction for future land uses in this area. The City should implement Broadmoor Master Plan recommendations related to parks and recreation including a continuous riverfront park, connected trails, river access points, greenways and wildlife areas. Map 2 (Future Park System) and Map 3 (Future Trails, Pathways, and River Connectivity) provide general locations for future parks and trails based on direction from the Comprehensive Plan and Broadmoor Master Plan, as well as level of service goals and a 10-minute (1/4-1/2-mile) walking distance to parks.
- B.6 Implement urban forestry strategies.** Follow recommendations in the City's 2016 Forest Management Plan to take care of park trees, expand the existing urban tree canopy and contribute shaded areas for walking, biking and other park activities.
- B.7 Improve ecological systems.** Incorporate natural areas, native and drought tolerant plants, bioswales and green infrastructure into parks for stormwater retention, soil erosion and sediment control, and water and air quality protection. Integrate permeable surfacing for parking lots and trails. Use lawn substitutes which require less fertilizers, water consumption and mowing than traditional lawns unless required for recreation.



- B.8 Develop and implement edge treatments to improve the management of the areas where traditional park features intersect with natural areas.** An identified transitional edge zone from lawn to grassland or shrubs, then to shoreline or wetlands will facilitate maintenance, reduce overall costs over time, and improve habitat.
- B.9 Improve community walkability and bikeability.** Acquire and develop segments of off-street trails as envisioned in this Plan, and continue to prioritize completion of the pedestrian and bicycle network identified in the City's Transportation System Master Plan (TSMP). Develop attractive trail entries and trailheads at connecting parks, with signage marking trail distance to community destinations.
- B.10 Pursue natural surface trails in parks and natural areas.** A system of natural surface trails should be provided to offer single and multi-use trail access in parks and natural areas. New trails should be considered on a case-by-case basis where there is public access.
- B.11 Review and update regulations for trail users to improve safety and user comfort.** Ensure that trail and pathway policies regulate all users including the use of electric assisted mobility such as E-bikes, electric scooters, and hoverboards.



# C. RECREATION PROGRAMS AND SERVICES

- C.1 Continue to provide a full range of fundamental recreation programs while relying on independent providers, clubs, and other organization to offer more specialized offerings.** Focus recreation options in the following program areas: youth sports and fitness-related programs; year-round and indoor programs; social gatherings, events, and play; and special community interest activities and cultural programs. Consider the following:
- a. *Recruit non-profits, partners, or individual recreation providers to offer free or fee-based activities in parks. Establish a user agreement with guidelines on park or facility costs and use.*
  - b. *Establish a competitive recreation grant fund and process to fund programs and community events provided by other partner providers and non-profits or individuals in City parks and facilities. Develop criteria for award selection and distribution identifying target programs (e.g., community, neighborhood and family activities, teen and adult programs, multi-cultural and Latino activities, events or programs) and target audiences (youth, teens, seniors, low-income persons and/or underserved populations).*
- C.2 Continue to facilitate events to increase community cohesion and inclusion.** Sponsor or facilitate community-wide activities and events that promote interaction among people of different generations, cultures and abilities. Coordinate community partners to provide and facilitate opportunities for recreation programs and sites.
- C.3 Continue building revenue-generating capacity to reinvest in the system.** As more comprehensive services are offered, revenue can be generated through rental fees, user fees, program fees, and sponsorships. While increased services may result in a bigger budget, the net financial cost to the taxpayer may be nearly the same if programs that can recover full costs are targeted.
- C.4 Identify opportunities for arts and culture programming.** Support the Arts and Culture Commission in promoting unity and the celebration of diversity through art and culture programs. Include interpretation of the local and regional heritage, tribal traditions, and natural, cultural, and historical resources.
- C.5 Provide pilot programs to test the support and viability of new and emerging classes, recreation programs, and events.** Identify suitable locations for new or emerging sports and activities in Pasco such as Lacrosse.
- C.6 Add games (temporary or permanent) to increase activity at parks and encourage social interaction.** This could include bocce ball, shuffleboard, 9 square, ga-ga ball, or similar activity. Invest in mobile recreation equipment and pop-up activities and games that can be used in different parks, then stored and secured when not in use.
- C.7 Address sports field needs by conducting a field capacity analysis.** The analysis should include an assessment of field use during peak times, as well as analysis of seasons, days, and times that have more capacity. Results should be used to prioritize field improvements including lighting, potential rate adjustments, and for fine-tuning field scheduling.



- C.8 Expand volunteer programs.** Continue the City's Adopt-a-Park program and expand and coordinate volunteer recruitment in conjunction with new pilot recreation programs and park activities. Explore hiring a staff member that can focus on volunteer recruitment, coordination, and oversight. Develop coaching and other volunteer training programs, as well as a recognition process for volunteers.
- C.9 Track participation to inform decision making.** Continue monitoring and evaluating recreation participant levels and feedback to assist with future programming decisions. Use data to adjust program offerings, staffing and volunteer changes, and facility scheduling on a seasonal basis.
- C.10 Explore a variety of parks and open streets events at different scales.** Create a pop-up park or open street event and host an event(s) with food, music, games, activities, etc. and an interactive outreach activity to learn more about needs in this area and perceived barriers to recreation options/park use.
- C.11 Recruit local businesses, entrepreneurs, and private industry partners to increase variety and expand program offerings.** Partner with the non-profit groups to offer culinary arts courses, business management and operations programs, and other similar opportunities while supporting small businesses and job and entrepreneurial recruitment.



## D. MAINTENANCE AND STEWARDSHIP

- D.1 Budget at least \$5,000 per acre per year for the maintenance of developed park acreage.** The City should establish a minimum threshold for park maintenance services at \$5,000 for each developed acre. After several years, the actual cost can be re-evaluated. This figure is exclusive of major capital renovation and repairs.
- D.2 Maintain a capital improvement program, which specifies a six-year schedule for acquisition and development of park and recreation lands.**
- D.3 Increase maintenance level of service in existing parks and facilities and monitor needs for additional FTEs when adding new parks and facilities.** Improve routine and preventative maintenance services in parks to ensure park safety, make parks more attractive, and provide a higher quality user experience. Address the park maintenance backlog, and provide greater attention to high-traffic, high-use parks and facilities. Before new parks and facilities are added to the system, use the existing ratio of 5.4 parks and facilities maintenance FTEs per 1,000 residents as a baseline standard.
- D.4 Employ a tiered maintenance system based on the needs and characteristics of specific parks.** The three-tiered system should be applied to existing parks and facilities to guide the provision of maintenance and to ensure adequate resources and future budgeting.
- a. **Basic:** *Most natural areas and underdeveloped parks should receive a basic level of maintenance. The basic level of maintenance includes routine monitoring, inspection and care of recreation facilities, natural areas and landscaping. At a basic level of maintenance, the City provides routine maintenance for health and safety, but no specialized care for asset protection.*
  - b. **Standard:** *More heavily or frequently-used sites require a higher standard of maintenance. These sites receive the types of maintenance provided at "basic" maintenance sites on a more frequent basis to ensure assets are properly cared for and protected.*
  - c. **Enhanced:** *Enhanced maintenance is needed at sites that include specialized assets and are highly visible and heavily used. These sites are maintained at the highest level and receive priority during peak use times.*
- D.5 Apply best practices in resource conservation. Integrate water conservation elements in irrigation systems, drinking fountains, water play features, and restrooms.** Apply best practices in the renovation and development of recreation buildings.
- D.6 Provide additional waste facilities and signage in parks during major holidays or large events.** Ensure that fees recover some of the additional costs needed to provide these additional services.
- D.7 Develop an asset management tool to re-evaluate costs, track the lifecycle of park assets and implement an annual replacement schedule.** This should include a range of routine and ongoing maintenance responsibilities including mowing, trash/recycling pick-up, turf and irrigation repair, as well as longer-term or periodic tasks such as trail/pathway resurfacing and equipment replacement. Dedicate a capital repair and replacement reserve fund to reinvest in aging facilities over their lifespan.



- D.8 Improve cost and revenue tracking for parks and recreation services.** At minimum, the City should be able to review the cost of maintaining its parks, trails, and natural open space areas on a per-acre and per Full Time Equivalent employee (FTE) basis. As recreation programs are added, program costs and revenues should be tracked by major program areas (e.g., sports, general recreation, seniors, and outdoor/environmental programs).
- D.9 Employ a maintenance reporting tool.** Develop a reporting program for all park concerns or maintenance needs. Use the program to track the types of maintenance needs and park or facility “hot spots” to inform future workload planning and annual budgets.



## E. COLLABORATIVE MANAGEMENT AND PARTNERSHIPS

- E.1 Transition park and recreation services to a parks and recreation department over time.** Pasco should strategically transition to a parks and recreation department (similar to the structure in the neighboring City of Kennewick) to facilitate parks and recreation services, allow for better coordination with other providers, and improve cost tracking.
- E.2 Continue to maintain a cooperative agreement with the Pasco School District regarding the development, use, and operation of school facilities and parks located adjacent or near schools.** Improve communications with the Pasco School District, with the City acting as a liaison with private and non-profit recreation organizations as needed.
- E.3 Establish a formal planning partnership between the City of Pasco, Franklin County, Port of Pasco, and the Pasco School District.** Convene regular meetings with representatives of these agencies to discuss issues and opportunities, as well as progress of this Plan. Continue to discuss recreational opportunities with partners, such as conversion or expansion of school tennis courts for pickleball courts.
- E.4 Convene shoreline stakeholders to discuss existing and future needs related to parks, recreation, and the environment.** Improve coordination with USACE to continue building cooperation related to shoreline access and management and identify opportunities to overcome barriers to land uses, site management, and public use. Continue working with State representatives related to historic resources to update the process to streamline site review and approval.
- E.5 Collaborate with other departments and organizations to improve diversity, equity, and inclusion in parks and recreation.** Convene regular meetings with the Inclusion, Diversity and Equity Commission and community leaders to enhance engagement efforts and organizational cultural competency. Involve tribal representatives in all aspects of system planning, design, and management.
- E.6 Ensure that parks and recreation is a central ingredient in strengthening Downtown Pasco.** Implement the Downtown Plan, and continue working with the Downtown Partnership, Tri-Cities Hispanic Chamber of Commerce, and other groups to discuss opportunities for activating downtown through open street events, programs and events of all sizes, and renewed parks and facilities in and around downtown.
- E.7 Coordinate with Franklin Irrigation District, Homeowners Associations, and gas company to evaluate planning, design, and development of additional trails and pathways.**
- E.8 Improve communication to all residents through a variety of channels.** Communicate progress made in achieving community recreation priorities, including programs and park development. Promote Master Plan goals through a variety of media, including utility bills, events, press releases, email and social media. Continue to reach out to the Hispanic/Latino community through contacts and processes identified in this planning process, using culturally specific messages to increase involvement.
- E.9 Identify community volunteers with grant writing expertise to recruit for additional park and recreation funding opportunities.**



## FUTURE PARK AND RECREATION SYSTEM

The park system concept illustrates how Pasco will achieve the vision for an equitable, walkable, healthy, and accessible city through the parks, recreation, and trails system.

### 20-Year Capital Improvement Projects

Based on the future vision and system-wide goals, the 20-Year Capital Improvement Project list identifies recommended improvement projects for existing parks, as well as potential new parks, facilities, and trails for future growth areas. Projects identified in the project list represent the 20-year needs for parks and recreation in Pasco, and will require phasing and funding from a range of different resources further explored in Chapter 4.

The Future Park and Recreation System map illustrates the proposed capital projects (Map 2). The Future Trails and Pathways and River Connectivity map illustrates the non-motorized

transportation system and connections to and along the river (Map 3). This map shows off-street trails identified in the City's Transportation System Master Plan, as well as new trail or pathway segments proposed in the Capital Projects List. Appendix D provides a complete list of proposed projects.

Based on the assessments conducted as part of this Plan, two categories of park improvements are recommended:

- **Renovation Projects**, include repair or replacement of existing park amenities, signage, sports field improvements, accessibility improvements, trees and landscaping.
- **Capacity Projects**, which include new facilities or improvements that add more opportunities within existing parks or sites that have capacity.

All recommended improvements are aspirational and dependent upon available funding.

## PARK IMPROVEMENTS OVERVIEW

- Most improvements for neighborhood parks are capacity projects and largely include adding trees and landscaping, shelter and amenities, integrating nature, and adding unique or special facilities such as skate parks or bike pump tracks.
- Several different projects are proposed at the community parks Memorial and Volunteer. New facilities are proposed at all community parks.
- New facilities are proposed at a little over half of the City's special use sites. Multiple projects are recommended at Big Cross and Disc Golf Course, Gesa Stadium and Schlagel Park.
- Two of Pasco's linear parks and trails have recommended improvements, with Wade Park seeing the most renovation and capacity projects.
- There are several improvement projects recommended at all of Pasco's sports complexes.

In addition, there are two sites that should be considered for disinvestment from the system. Wayside Park is a small site without any recreational facilities and located in a mostly industrial area. The First Avenue Center is adjacent to the City Hall campus where there is also an activity center. Once a future community recreation center is built, recreation services programmed at First Avenue Center should be relocated to the new facility, or City Hall to consolidate resources.

#### NEW PARKS, TRAILS, AND FACILITIES

Since the 2016 Plan, the National Recreation and Park Association (NRPA) has recommended shifting away from guidelines related to numeric based standards for community park systems and has more recently recommended using a variety of indicators to influence needed parks and facilities. The cost to build, maintain and operate any new park or facility is another critical factor that influences how much the city is willing to take on in addition to existing resource needs.

#### Parks and Facilities

For new parks and facilities, the 20-Year Capital Improvement Project list combines findings from the community outreach process with an assessment of existing conditions including future growth areas, park location, and current park land level of service. Using these criteria, the project list identifies 13 new parks sites that align closely with the recommended locations of new parks from the 2016 Plan and Comprehensive Plan and strives towards reaching the park land level of service goal (Map 2).

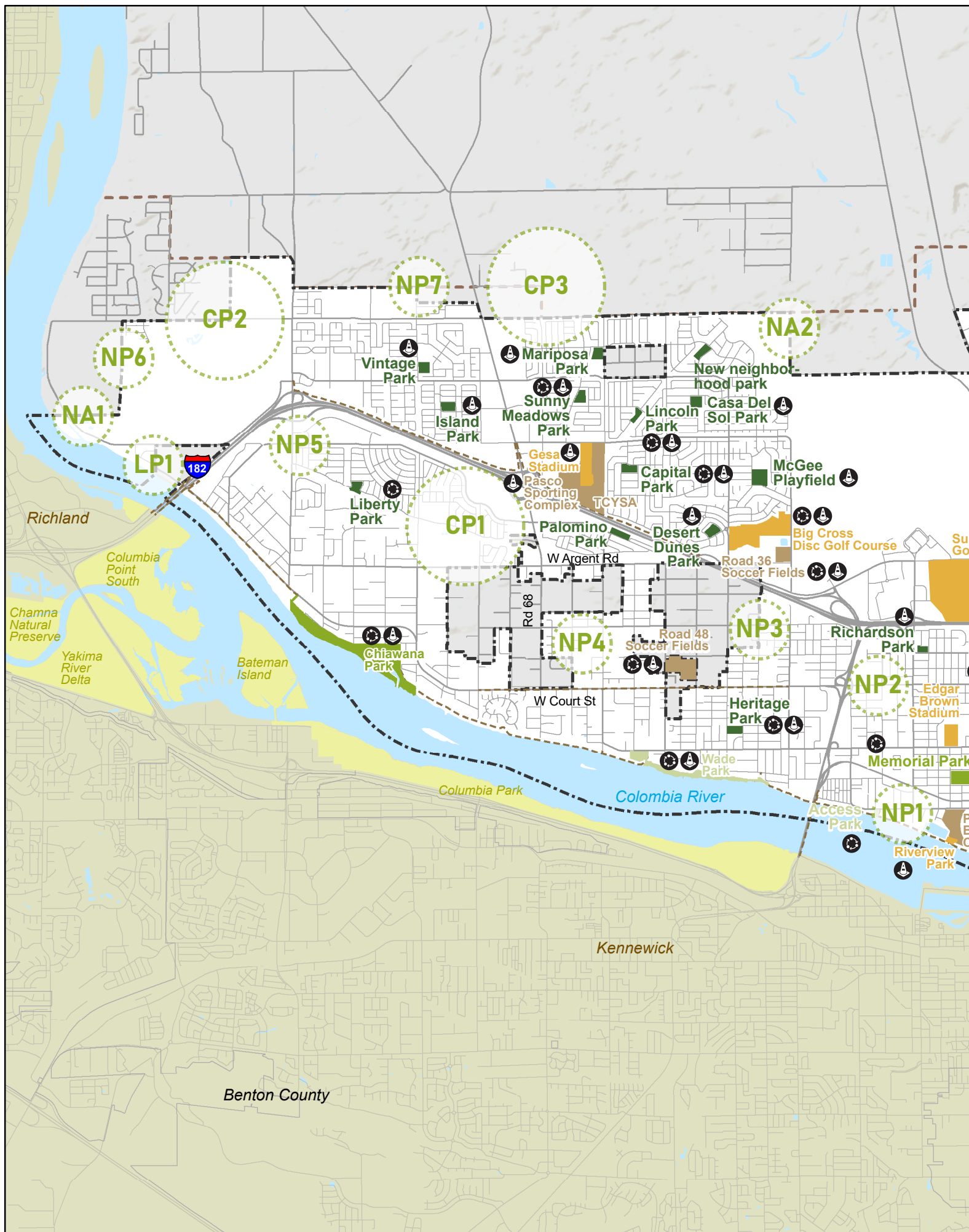
#### New Trails

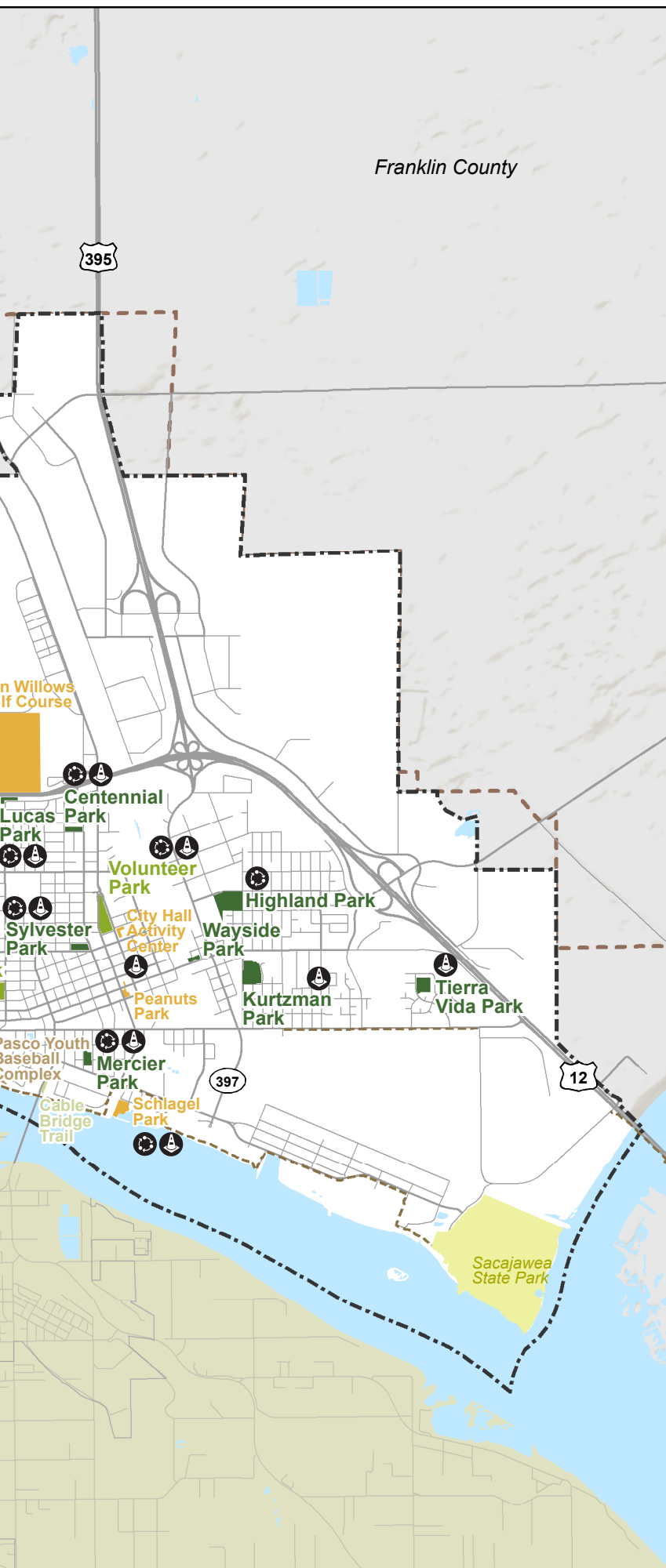
There are also six new off-street trails identified. These trail projects add to the envisioned pedestrian and bicycle network identified in the City of Pasco Transportation System Master Plan, linking with other existing and planned off-street trails and pathways, new sidewalks, and bike lanes (Map 3).

## BROADMOOR PLANNING AREA

The City's Comprehensive Plan, the Broadmoor Master Plan vision, and analysis from this Plan recommend:

- Trail connectivity linking the Broadmoor area with the waterfront and along the shoreline;
- At least four new parks in the Broadmoor area, including a new community park, neighborhood park, and continuous natural area and linear park along the Columbia River frontage;
- Park design and development guidelines for new park land and facilities (Appendix E); and
- Additional policies for park land dedication addressed in Chapter 3, including along the shoreline.





## MAP 2

# FUTURE PARKS AND RECREATION SYSTEM

### Existing Parks and Recreation Facilities

- Neighborhood Park
- Community Park
- Linear Parks & Trails
- Other Resources
- Special Use Site
- Sports Complexes

### Capacity Project Types

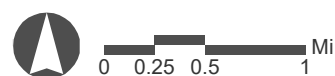
- Renovation Project
- Capacity Project

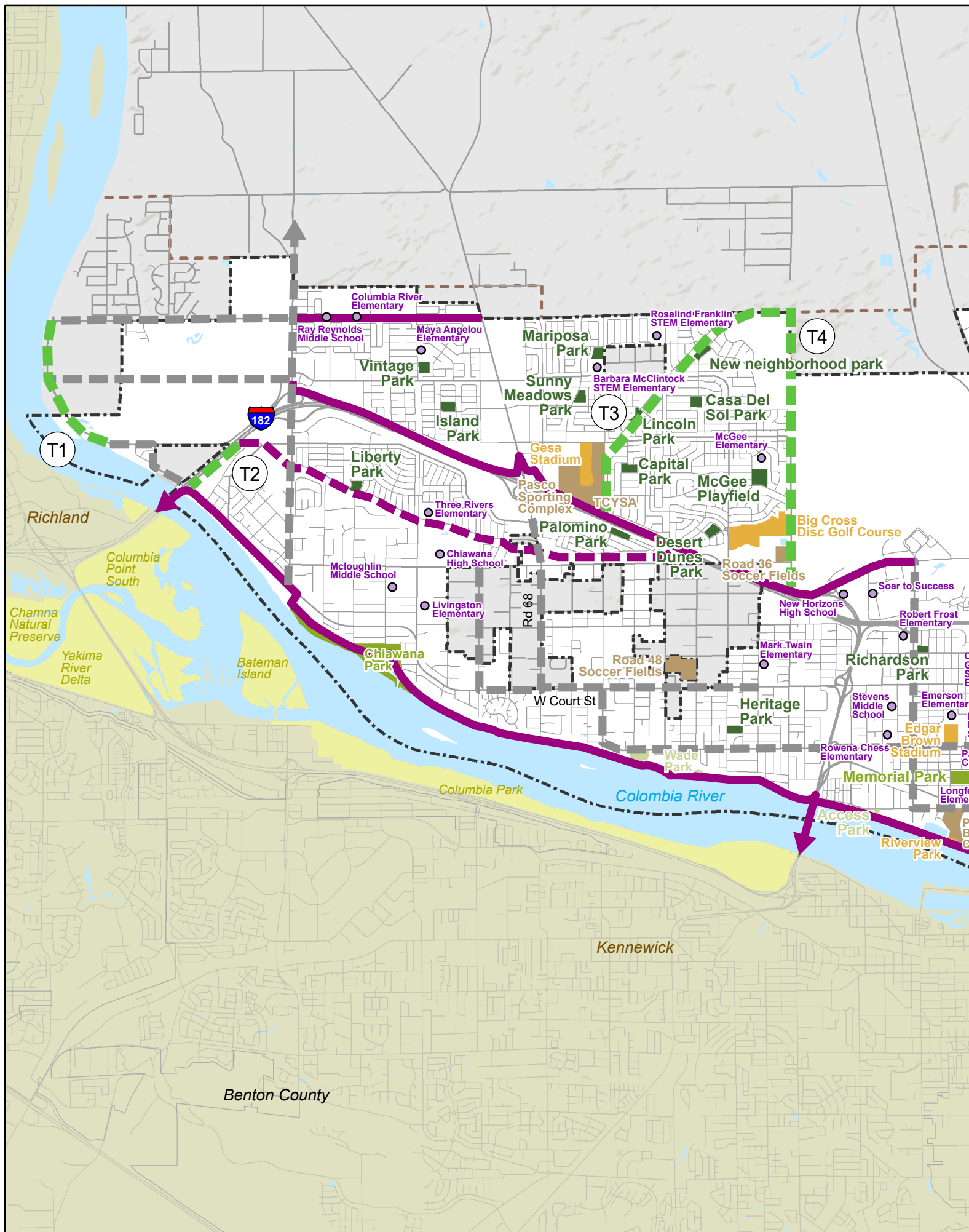
### Future Parks and Recreation Facilities (All locations approximate)

- Future Park Search Area

### Base Features

- City of Pasco Boundary
- Urban Growth Boundary
- Franklin County
- Benton County
- Waterbodies
- Streets and Roads
- Trails





## MAP 3

# FUTURE TRAILS AND PATHWAYS AND RIVER CONNECTIVITY

## Future Trails and Pathways and River Connectivity

### Existing Parks and Recreation Facilities

- Neighborhood Park
- Community Park
- Linear Parks & Trails
- Other Resources
- Special Use Site
- Sports Complexes

### Future Trails and Pathways

- Existing trail/path
- Proposed trail/path (TSMP)
- Proposed bike/ped on-street (TSMP)
- Proposed trail/path project
- T#

### Base Features

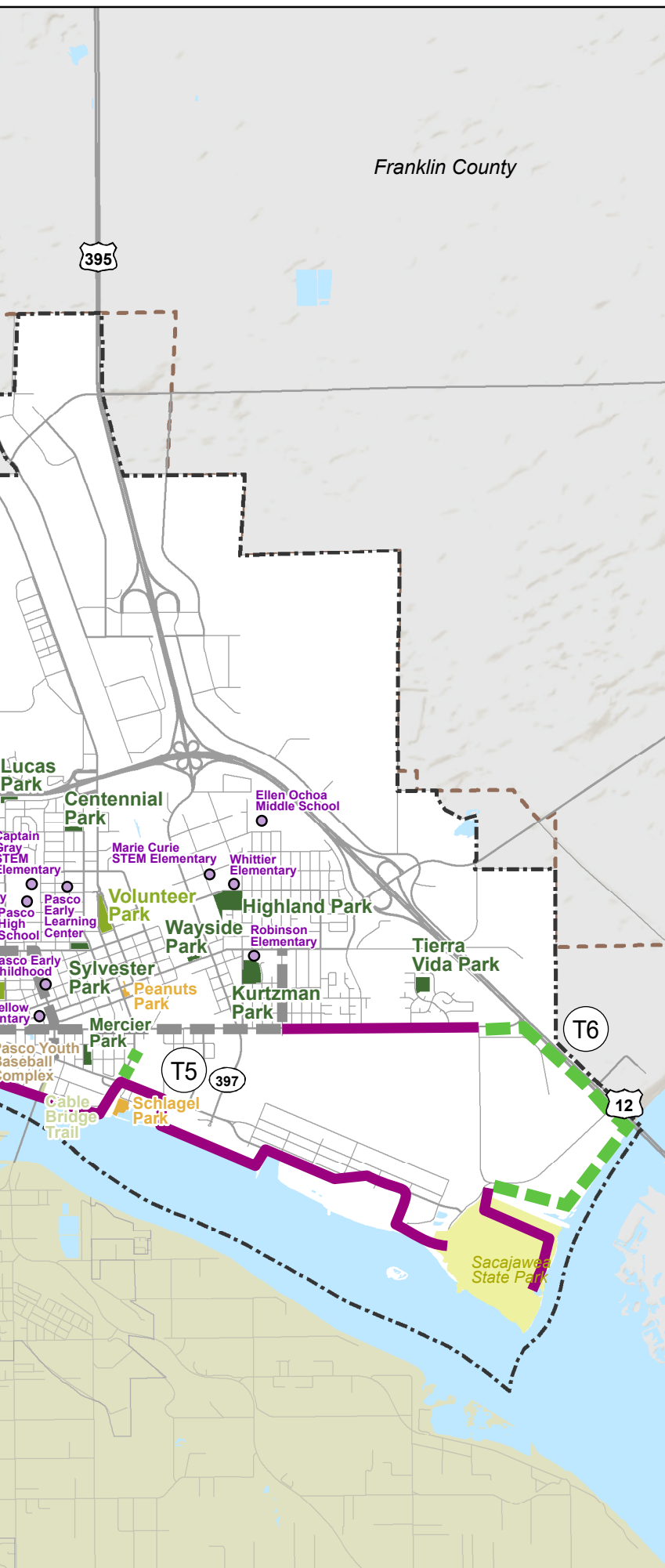
- City of Pasco Boundary
- Urban Growth Boundary
- Franklin County
- Benton County
- Waterbodies
- Streets and Roads
- Public Schools



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Map Date: Sep 2021  
Source: City of Pasco  
Prepared by MIG, Inc.



## 4 ACTION PLAN AND IMPLEMENTATION

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**This Plan represents the evolution of a long-term vision for Pasco's park and recreation system. To move forward the City must focus on short-term actions that either advance or enable the long-term, visionary projects. The community, economic, and political interests will continue to shift throughout the lifespan of the Parks and Recreation Master Plan as the only certainty will be continued change.**

To help guide the City in that uncertainty this chapter summarizes costs to complete and maintain the envisioned 20-year capital project list, as well as short-term phasing, prioritization criteria, and an overview of the funding sources that are critical for implementation.

### 20-YEAR CAPITAL PROJECT AND MAINTENANCE COSTS

The total cost of developing and maintaining the envisioned future system is critical to plan implementation over the next 20 years. Table 9 summarizes the general order-of-magnitude costs to assist in evaluating and prioritizing projects for future consideration in City budgeting. The table includes costs for capital projects for improvements to existing and proposed parks.

All capital costs summarized here are based on the detailed calculations in Appendix D. The appendix provides a complete list of project types and planning level costs used for the project list. Costs are in 2022 dollars and do not account for inflation.

### Capital Reinvestment and Replacement

Unlike capital or maintenance costs, reinvestment/replacement costs represent annual investments to take care of the existing developed park system in the future. The recommended annual average capital reinvestment and replacement cost for existing parks is \$696,000. Park reinvestment costs reflect an amount that should be set aside annually so that the City has sufficient funds on hand to repair or replace outdated or worn facilities as scheduled based on their age and use. While these funds are not needed immediately, these monies are critical to ensuring the long-term use of the park system.

The total amount is based on an \$4,000 average cost per developed park acre. Additional funding would be needed to account for parks and recreation facilities added to the system. Note that these costs are not provided for most of the special use sites and sports complexes since these sites each have very specific and unique needs.

## 4 ACTION PLAN AND IMPLEMENTATION

**Table 9: Total Proposed 20-Year Capital Project Costs**

| Park and Facility Category             | Total #   | Total Acres  | Trail Miles | Total 20-Year Capital Costs |
|--|-----------|--------------|-------------|-----------------------------|
| Neighborhood Parks                     | 21        | 97.1         | -           | \$3,785,000                 |
| Community Parks                        | 3         | 111.4        | -           | \$4,798,000                 |
| Special Use Sites <sup>1</sup>         | 10        | 230.9        | -           | \$356,000                   |
| Linear Parks and Trails                | 8         | 36.8         | 21.2        | \$642,000                   |
| Sports Complexes                       | 7         | 135.3        | -           | \$2,431,000                 |
| <b>Existing Parks Total</b>            | <b>49</b> | <b>611.5</b> | <b>21.2</b> | <b>\$12,042,000</b>         |
| New Parks*                             | 13        | 75.0         | -           | \$33,600,000                |
| New Trails**                           | 6         | -            | 9.2         | \$1,978,000                 |
| <b>New Parks and Facilities Total*</b> | <b>19</b> | <b>75.0</b>  | <b>9.2</b>  | <b>\$47,620,000</b>         |

Notes: Does not include capital costs for parks currently under development.

\* General acreage assumptions provided. Actual acreage may vary.

\*\* General trail mileage assumption provided. Actual mileage may vary.

<sup>1</sup> Does not include capital costs for golf course. Capital costs for reinvestment/replacement only provided for Schlagel Park due to specialized needs of other special use sites.

### Maintenance

Operational costs, including personnel costs as well as materials and equipment, will continue to rise due to inflation, even if the City decided to simply maintain the current level service. The projected addition of parks in other areas of Pasco will also increase maintenance and operating costs, as will the addition of new facilities or expansion of existing facilities. This means there will be a need for more operational funding, even if Pasco is able to reduce operating costs.

Appendix D provides a summary of recommended maintenance costs that are based on the recommended tiered levels for maintenance. Costs are based on an increase to the City's existing approximate annual average cost per acre to maintain developed park land

(approximately \$5,000 per acre) and an increase or decrease in average costs based on the recommended maintenance level for each site.

The total annual cost to maintain the existing system totals approximately \$2,049,000 per year. An additional \$418,000 would be needed to maintain all new parks, trails, and facilities added to the system annually.

### SHORT-TERM ACTION PLAN

Completion of all envisioned projects will take 20 years or longer to complete. However, there are some projects that have a greater community need or priority to take on in the shorter term. The City asked community members about their priorities for the future based on the identified needs and project types. Results from the second community questionnaire and in-person pop-up

## 4 ACTION PLAN AND IMPLEMENTATION

events identified several key priorities to help focus improvements.

The results suggest that trails and pathways, a greater variety of features in parks, and facility repair and replacement are a priority in nearly all areas of Pasco. Youth sports, updated park facilities, and a continuous public water front are some of the top project types across different cost levels. Tables 10 and 11 summarize the top results. Appendix C provides a complete summary of the questionnaire.

Washington's Recreation and Conservation Office (RCO) requires that park master plans include a six-year capital improvement plan to identify short-term projects for implementation. Pasco's current six-year city-wide Capital Improvement

Plan (2021-2026) has a budget of \$15,751,000 for parks and recreation. The proposed six-year action plan totals approximately \$16,077,200 which is comparable to the current CIP total. The proposed action plan does not include projects already identified in the current CIP.

The Plan introduces a short-term, six-year capital improvement action plan based on priorities identified by the community. Table 12 presents the Action Plan, showing capital costs for development and primary funding sources. Implementation is contingent upon securing the necessary capital and operations funding to support each of these projects. Funding and financing options are discussed in more detail in the next section.

**Table 10: General Priorities by Location**

| North Pasco      | Central Pasco                | West Pasco                   | East Pasco                   |
|------------------|------------------------------|------------------------------|------------------------------|
| Trails and paths | Trails and paths             | Trails and paths             | Facility repair/ replacement |
| New parks        | Maintenance                  | Greater variety              | New parks                    |
| Greater variety  | Facility repair/ replacement | Facility repair/ replacement | Greater variety              |

Source: Project Priorities Questionnaire and pop-up events.

**Table 11: General Priorities by Project Cost Level**

| Moderate Cost                                  | Higher Cost                 | Highest Cost                       |
|--|-----------------------------|------------------------------------|
| 1 Youth sports and fitness-related programs    | 1 Updated park facilities   | 1 Continuous public waterfront     |
| 2 Shade trees and drought tolerant landscaping | 2 Community-scale play area | 2 Large community park             |
| 3 Year-round opportunities                     | 3 Spaces for gathering      | 3 Trails, New sports complex (tie) |

Source: Project Priorities Questionnaire and pop-up events.

#### 4 ACTION PLAN AND IMPLEMENTATION



**Table 12: Parks and Recreation Capital Projects Six-Year Action Plan**

| Park                         | Location      | Project   | Cost        | Primary Funding Source    |
|------------------------------|---------------|---|-------------|---------------------------|
| Centennial Park              | Central Pasco | Small nature play area                                      | \$50,000    | Grants, bond              |
| Centennial Park              | Central Pasco | Restroom  | \$125,000   | Grants, bond              |
| Chiawana Park                | West Pasco    | General facility upgrades, repair, and replacement projects | \$1,164,000 | Partnership, grants, bond |
| Heritage Park                | West Pasco    | Shelter and amenities                                       | \$180,000   | Grants, bond              |
| Island Park                  | North Pasco   | Skate spot  | \$250,000   | Grants, bond              |
| Kurtzman Park                | East Pasco    | Commission local artwork                                    | \$10,000    | Partnership, grants, bond |
| Kurtzman Park                | East Pasco    | Shelter and amenities                                       | \$180,000   | Partnership, grants, bond |
| Lincoln Park                 | North Pasco   | Trees and landscaping                                       | \$13,200    | Grants, bond              |
| Lucas Park                   | Central Pasco | Trees and landscaping, commission mural                     | \$11,500    | Grants, bond              |
| Memorial Park                | Central Pasco | ADA pathways and lighting                                   | \$938,000   | Grants, bond              |
| Pasco Youth Baseball Complex | Central Pasco | Replace concessions building and repair dugouts             | \$550,000   | Partnership, grants, bond |
| Riverview Park               | Central Pasco | Fenced off-leash dog area                                   | \$10,000    | Grants, bond              |
| Sunny Meadows Park           | North Pasco   | Bike pump track   | \$50,000    | Grants, bond              |
| Tierra Vida Park             | East Pasco    | Shelter and amenities                                       | \$180,000   | Partnership, grants, bond |

## 4 ACTION PLAN AND IMPLEMENTATION

**Table 12: Parks and Recreation Capital Projects Six-Year Action Plan (continued)**

| Park                                 | Location            | Project                                     | Cost                | Primary Funding Source               |
|--------------------------------------|---------------------|---|---------------------|--------------------------------------|
| Volunteer Park                       | Central Pasco       | Splashpad, expanded play area, and lighting | \$2,500,000         | Partnership, grants, bond            |
| New Community Park                   | North or West Pasco | Develop park                                | \$4,500,000         | Impact fees, grants, bond            |
| New Neighborhood Park (NP 1)         | Central Pasco       | Develop park                                | \$2,500,000         | Impact fees, grants, bond            |
| New Neighborhood Park (NP 6)         | West Pasco          | Develop park                                | \$2,500,000         | Impact fees, grants, bond            |
| Trail T1: Broadmore Riverfront Trail | West Pasco          | Develop trail                               | \$258,000           | Transportation funding, grants, bond |
| Trail T2: I-182 Connector Trail      | West Pasco          | Develop trail                               | \$107,500           | Transportation funding, grants, bond |
| <b>TOTAL</b>                         |                     |   | <b>\$16,077,200</b> |                                      |

Notes: Planning level cost assumptions that do not include capital costs for parks currently under development.

All costs are in 2022 dollars not accounting for inflation.

Additional trail projects identified in the Transportation System Master Plan are not included.

### PRIORITIZATION CRITERIA

To assist the City in focusing on priority projects, the Plan introduces a two-step evaluation process for prioritizing capital projects. Staff should use this to work collaboratively with elected and appointed officials and the community to finalize the prioritization and completion of park improvement projects paid for through available funding.

This evaluation framework may also be used to sequence capital projects in annual capital improvement planning and budgeting. Projects that are aligned with multiple Plan goals are important. However, projects that meet multiple criteria in Step 2 are most likely to be implemented more quickly.



## STEP 1: How well does a proposed project address the following Plan Goals?

- **Serving all ages and abilities:** Does the project increase Pasco's level of service or fill a gap in the demographics the system currently serves?
- **Providing an accessible and equitable system:** Does the project serve underrepresented groups or underserved geographic areas to balance park access and provide equitable opportunities for all?
- **Creating an interconnected trail and street system:** Does the project make a key connection or expand the trail and street system to ensure more Pasco residents have safe ways to get to parks and recreation facilities?
- **Contributing to a vibrant local economy:** Does the project enhance or add revenue generating programs, facilities, or draw people to Pasco's businesses?
- **Creating a strong local identity:** Does the project reflect Pasco's community by incorporating different cultures, tribal heritage, local history, or unique location into facilities and programming?
- **Supporting and expanding local collaboration:** Does the project make or support a partnership that expands the amount or quality of parks, programs, events, and services?

## STEP 2: How well does a proposed project address the following criteria?

- **Safety and Use:** Does the project improve safety or restore use?
- **Resource Availability:** Does the project use or leverage available resources (staffing, funding, grants, partnerships, equipment)?
- **Cost Savings:** Does the project reduce costs, increase revenues, increase sustainability, or increase maintenance and operational efficiencies?
- **Critical Path:** Does a project need to advance to a certain stage in order to bring capital and needed partners to the table to implement?
- **Ease of Implementation:** Can the project be done quickly and easily (e.g., advanced planning, feasibility studies, and permitting have been completed)?
- **Existing Opportunity:** Can the project be implemented using existing park space or available public space (e.g., property already acquired, vacant lands, existing rights of way)?
- **Value:** Does the project deliver high value for the cost or resources needed, relative to other projects?
- **City Priority:** Does the project coincide with or support another City project or City Council initiative?
- **Community Priority:** Does the project repair or renovate a high-use, popular park/facility or address top community needs?
- **Multiple Benefits:** Does the project benefit a large number of people and/or support multiple or flexible uses?

### IMPLEMENTATION

There are several strategies that can move the community vision forward. Two of the most critical paths to success are ensuring that new development contributes a fair share to park system improvements and pursuing a strategy to build community support for future initiatives. Park related projects that combine with other public services such as transportation and stormwater, may be able to utilize alternative sources of funding and maximize community benefits. Additionally, leveraging recreation programming as a community building strategy can extend additional support for the City's offerings:

- **Development/Redevelopment**

**Partnerships:** Efforts to build the envisioned park system will require substantial financial investment. While taxpayers will ultimately share in some of these costs, private development should be responsible for contributing toward the related increased impacts on the parks and recreation system. The City should rely on a system of regulations and rewards that ensure new development and redevelopment pays a portion of public improvements.

- **Building Community Support:** All new mechanisms to fund public improvements will require the will of voters. It will be important to employ public input, education, outreach, and polling before any specific funding mechanism is attempted.
- **Integrating Parks, Natural Areas and Infrastructure:** Combining the community benefits of infrastructure investment with the recreational benefits of park land has considerable potential to enhance the use of natural systems in Pasco as well as meeting the Plan goals. The desired result of this integration

is reducing the amount of land reserved for the exclusive use of infrastructure and maximizing recreational value. In an environment of limited public resources (including land and operating funding) the City and the community should explore integrating compatible infrastructure into parks and using infrastructure land for park and natural area purposes. One of the opportunities presented by combining sites and functions is the potential for stormwater fees to help fund enhancements that provide multiple benefits and natural area management.

- **Recreation Program Positioning:** Pasco has built an extensive set of program offerings. Each major program area should be discussed as an investment in the community, directly related to the City's goals. Parks, recreation programming, trails, and natural areas provide opportunities for physical activity resulting in the long-term investment in public health.
- **Monitoring and Updating the Plan:** It will be important to check in with the community and validate or adjust the plan for any major shifts in priorities or project opportunities. The six-year period defined by the Recreation and Conservation Office presents a good time for this check in. The implementation of this Plan will continue well past the six- year update cycle mandated by the state. Following the adoption of this Plan, the City could develop a work plan. This work plan should recognize that there are factors that may limit the ability to move forward on any one project, but each high priority site could have recommendation elements that can be moved forward. This work plan can be revisited biannually, ahead of the budgeting process, to reevaluate progress and priorities (making use of the prioritization criteria and other decision making tools) and adjust for new opportunities.

### Partnership Protocols

Partnerships and agreements between the City and other local serving agencies and organizations increase the City's capacity to meet the recreation needs of Pasco residents. Staff time is needed to develop community support, coordinate with partners and volunteers, write grant applications, and cultivate sponsorships to support the park and recreation system. While the City does not need to take the leadership role in all partnerships and efforts, effective partnerships require additional time and attention.

The City has effectively engaged community partners in previous park and recreation projects. Existing and new partnerships are going to be a critical part of expanding Pasco's recreation opportunities. However, the City does not have the staff or other resources to pursue every possible partnership idea, many of which do not include the sustainable operational funding that is needed for long-term success.

The key to successful partnerships includes having an evaluation process in place to provide clarity about the value of a project to achieving the Parks and Recreation Master Plan goals. The City should evaluate prospective partners or project advocates on whether the project:

- Enhances existing parks and facilities through new play opportunities.
- Enhances access to parks and facilities by implementing universal design, ADA improvements, or other park features that increase access.
- Sustains park assets through routine maintenance or replacement/renovation of existing amenities, facilities, and landscaping.
- Enhances the shoreline or riverfront access,

implementing the community's vision.

- Provides inclusive or equitable events and activities.
- Provides events and programs activating downtown areas.
- Provides year-round recreation opportunities.
- Meets needs for new growth.
- Enhances pedestrian and bike connectivity.

Demonstrating the ways in which their projects help achieve desired outcomes for the City will give City staff the basic information to evaluate projects moving forward. It also makes the rationale for pursuing a project (or not) clear to the community members proposing the idea.

### FUNDING RESOURCES

To fund the Action Plan, the City of Pasco will need increased capital and operations funding. This section represents both capital and operations funding sources. Adding these to the City's funding mix would help further diversify revenues to invest in the park and recreation system.

#### Capital Funding Sources

The City of Pasco primarily relies on park impact fees on new development to offset costs to acquire park land intended to serve the new construction. The RCO also oversees a range of parks and recreation grant programs which Pasco qualifies for. However, these sources alone are not sufficient to fund the projects noted in the Capital Improvement Plan. The City will need to consider additional funding sources for parks capital projects, even though these may not historically have been used by the City.

### ***General Obligation Bond***

These are voter approved bonds paid off by an assessment placed on real property. The money may only be used for capital improvements. This property tax is levied for a specified period of time (typically 15-20 years) and requires a 60% voter approval.

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### ***Real Estate Excise Tax (REET)***

This is a tax levied on all real estate sales and is levied against the full value of the property. Pasco is allowed under the statutes to levy 0.5% in addition to the State of Washington tax. These funds can only be used for projects identified in the Capital Facilities Plan Element of the City's Comprehensive Plan.

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### ***Recreation Conservation Office Grants***

The largest funding source for park and recreation projects are competitive grants from the State of Washington Recreation and Conservation Office (RCO). The RCO is responsible for administering a range of public funds and provide technical assistance in addition to preparing statewide plans. However, most grant programs require a portion of the project costs to be matched by a local partner.

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### ***Washington Wildlife and Recreation Program (WWRP)***

This program is administered by the RCO and supports the acquisition of valuable recreation and habitat lands for preservation and the development of recreation areas for growing populations. Projects eligible under this program include acquisition and development of parks, water access sites, trails, critical wildlife habitat, natural areas and urban wildlife habitat. Applicants must provide a minimum of a 50 percent non-RCO match. Local park projects have maximum requests of \$500,000 for development and \$1 million for acquisition costs. There are no maximum request levels in the following categories: urban wildlife habitat, critical habitat, natural areas, trails, riparian protection and water access.

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### ***Aquatic Land Enhancement Account (ALEA)***

This program is administered by the RCO and supports the purchase, improvement or protection of and access to aquatic lands for public purposes. Applicants must provide a minimum of a 50 percent match. Grant amounts range from \$500,000 for restoration and development projects to \$1 million for acquisition projects.

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### ***Community Development Block Grants (CDBG)***

These grants from the Federal Department of Housing and Urban Development are available for a wide variety of projects. Most are used for projects in lower income areas of the community because of funding rules. Grants can cover up to 100 percent of project costs.

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## 4 ACTION PLAN AND IMPLEMENTATION

### ***U.S. Fish and Wildlife Service (USFWS)***

USFWS may provide technical assistance and administer funding for projects related to water quality improvement through debris and habitat/vegetation management, watershed management and stream bank erosion, and sediment deposition projects.

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### ***Private Grants and Foundations***

Private corporations and foundations provide money for a wide range of projects, targeted to the organizations' mission. Some foundations do not provide grants to governments but will often grant to partner organizations. Private grants can be difficult to secure because of the open competition and the up-front investment in research and relationship building.

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### ***Donations***

The donation of labor, land, or cash by service agencies, private groups, or individuals is a popular way to raise small amounts of money for specific projects.

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### ***Public Private Partnership***

An increasingly popular approach for park and recreation agencies, a public agency can enter into a working agreement with a private corporation to help fund, build and/or operate a public facility. Typically, the three primary incentives a public agency can offer are land to place a facility (usually a park or other parcel of public land), certain tax disadvantages, and access to the facility. While a public agency may have to give up certain responsibilities or control of other recreation services and amenities, it is one way of obtaining public facilities at a lower cost.

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### ***Private Land Trusts***

Private land trusts, such as the Trust for Public Land, Inc. and the Nature Conservancy will acquire and hold land for eventual acquisition by a public agency. In some cases repayment of acquisition funds, including interest, may be required.

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### ***Shared Facilities***

In some situations, other services provided in the city, or in private utilities, may be able to share the cost of improvements that would benefit the parks, recreation, and natural areas system. One example is utility corridors, in many cases land used for sanitary sewer, water, or power lines may make an excellent trail corridor.

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### ***Exchange of Property***

The proposed park system includes the divestment or sale of several sites that the City currently maintains. Proceeds or savings from these sites can then be redirected to support park maintenance.

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### **Park Operations and Maintenance**

Historically, the City of Pasco has used General Fund revenue to support parks and recreation operations and maintenance costs. The following options identify potential options to increase needed support for operations and maintenance.

### ***Charges for Services***

Parks and recreation generate some revenue through charges for services. The City may consider increasing parks and recreation facility use fees to generate additional revenue to support parks operations and maintenance. The City could consider implementing an annual index to increase parks fees or may adopt an appropriate increase consistent with facility use fees in other surrounding cities and market rates.

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### ***Concession Fees***

As the City develops parks and facilities, the City may consider forming public-private partnerships with vendors to provide services within these parks, including selling concessions or renting equipment. The City may enter into these agreements and include a concession fee for vendors. The revenue generated by these concession fees depends on the number of concessionaires that the City works with as well as demand for these concessions as parks are developed.

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### ***Future Sales Tax***

A sales tax for parks and recreation would be an unrestricted funding source for parks districts or cities that adopt it. Unrestricted funding sources allow jurisdictions to use the funding for both capital and maintenance and operations expenses.

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### ***Metropolitan Park District***

A Metropolitan Park District can provide dedicated funding for parks and recreation. When cities provide park and recreation services, there are a number of competing priorities for General Fund resources, including public safety. A park district has a dedicated revenue stream that can only be used for park and recreation purposes. Washington permits the formation of a metropolitan park district to provide park and recreation facilities, if the district is approved by voters. Once approved, the district can establish a permanent tax base. Formation of a district may be initiated by the local governing body or by citizen petition. A district may also include multiple jurisdictions.

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City of  
**Pasco**

