



CITY OF WASHOUGAL

# Comprehensive Park & Recreation Plan



# **CHAPTER ONE:**

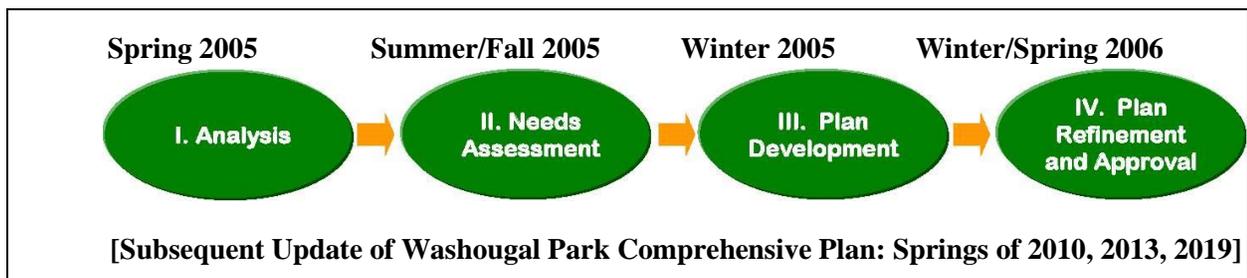
# **Introduction**

## 1.1 MASTER PLAN OVERVIEW

This Comprehensive Park and Recreation Plan identifies a vision for Washougal’s park system, and presents recommendations for achieving that vision. The plan identifies and evaluates existing park and recreation areas; assesses the need for additional parkland, open space and recreation facilities; establishes goals and objectives for the City’s leisure services; and offers specific policies and recommendations to achieve these goals and objectives. The intent of the master plan is to provide a logical, comprehensive blueprint for further development of the City’s park system and services.

## 1.2 PLANNING PROCESS

The planning process for this master plan was divided into four phases, as detailed below.



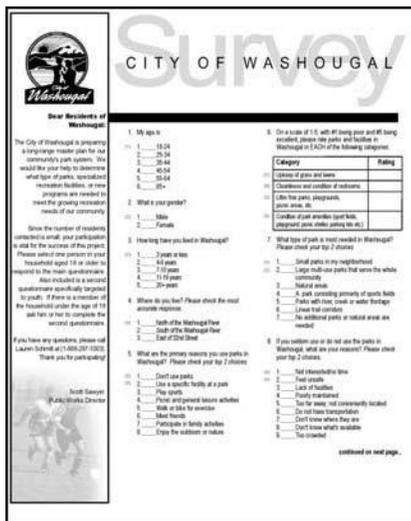
*Figure 1: Washougal Comprehensive Park and Recreation Master Planning process*

- **Phase I - Analysis:** In the initial stage of the project, a complete inventory of park and recreation resources in the Washougal planning area (defined as the Urban Growth Area or UGA) was compiled. This information – along with more general data about the community such as demographics, population projections, natural resources, climate and land use – was analyzed and compared with neighboring communities in Clark County.
- **Phase II - Needs Assessment:** Public input was gathered by surveying the community, by giving citizens the opportunity to attend a meeting with the Planning Advisory Committee (PAC), and by encouraging citizen participation in a City-hosted “public visioning” workshop. Other public input was sought by contacting local organized sports groups, among other sources. The input from these sources assisted in establishing a community-wide demand for park and recreation facilities and services. Combining community input alongside a level-of-service analysis resulted in a statement of need. Comparing this need in conjunction with existing resources, a clear picture of the current and future needs of the community emerged.
- **Phase III - Plan Development:** During Phase III, the planning team used policy directions determined in Phases I and II and worked with the PAC and City staff to identify major directions for the plan. The consulting team synthesized all of the information to formulate goals, objectives and specific recommendations into a framework for a plan. This led to the subsequent development of an Administrative Draft Comprehensive Park and Recreation Plan for PAC and staff review.
- **Phase IV - Plan Approval:** After the planning team refined the Administrative Draft based on PAC and City staff comments, the Draft Comprehensive Park and Recreation Plan was to be reviewed by the Planning Advisory Committee, the Parks Board, the Planning Commission, and City Council. City Council held a public hearing on April 3rd 2006, and the plan was adopted by Council in the same month.

- **Phase V – Comprehensive Park Plan 2010 Update:** In the Spring of 2010, an updated survey was sent to residents for the update of the Comprehensive Plan. In 2013, the final revisions were added and approved through the Park Board, Planning Commission, and City Council.

### 1.3 PUBLIC INVOLVEMENT

The City of Washougal recognizes that community insight and input into the master planning process is essential if future park development is to enhance the existing urban fabric and be used and embraced by the public. Community input for this Comprehensive Master Plan was initially gathered in four primary ways: formation of and consultation with a Planning Advisory Committee, conducting adult and youth surveys, contacting organized sports groups, and a public visioning workshop. These public involvement methods are summarized in-depth below.



A sample of the March 2010 Parks Survey conducted by the City of Washougal.

- **Planning Advisory Committee:** The Planning Advisory Committee (PAC), composed of the Washougal Parks Board and additional representatives, was tasked with representing the opinions of the community. The PAC also reviewed Discussion Papers, survey results, and the needs-assessment findings. The PAC also refined the goals and objectives, and set the capital project priorities.
- **Community Recreation Survey:** A self-administered survey was conducted in Washougal in August/September 2005. This survey was sent to a randomly selected sample of Washougal residents. The statistically-valid results provided important insight into community priorities and needs.
- **Organized Sports Group Questionnaire:** A questionnaire was distributed to local organized sports groups to find out about team sport participation patterns, field use, and needs in Washougal.
- **Public Visioning Workshop:** A public visioning workshop, held in June 2005, allowed citizens to express their ideas about the future of Washougal’s park system.

In addition to the public involvement opportunities during the first three phases of the planning process, a public hearing provided additional opportunities for public involvement during the plan adoption phase.

In March 2010, the City Of Washougal updated and distributed 6,500 surveys to the citizens of Washougal in a mass postal mailing. This survey sought to update the pertinent information regarding the implementation of the Comprehensive Parks Plan, and more accurately reflect the most recent preferences of Washougal citizens.

In March 13, 2019, the City of Washougal updated and presented the revised survey on the City website and social media sites. The survey was available on-line for 6 months and generated 311 responses.

## 1.4 PLAN ORGANIZATION

- **Chapter 1: Introduction:** Chapter 1 provides an overview of the document organization, planning process and public involvement effort.
- **Chapter 2: Demand and Needs Assessment:** Chapter 2 describes the physical and political characteristics that form the framework for recommendations made in this Plan – the Plan Context. Characteristics described in the Plan Context include Washougal’s regional context, climate, natural resources, demographics and planning issues. Key findings from the Community Survey, the Planning Advisory Committee and the Sports Group Questionnaire are also presented to offer insight into community priorities. Finally, a demand-and-needs analysis is provided. This analysis includes an inventory of existing park, open space and recreational areas in the Washougal area, as well as an analysis of recreation programs offered by the City and its park and recreation services costs. It also explains the methodology used to assess and quantify park and facility needs in Washougal, along with a summary of the City’s future park and facility needs.
- **Chapter 3: Goals and Objectives:** Chapter 3 presents Washougal’s vision for the community park system and the goals and objectives to achieve that vision.
- **Chapter 4: Provision of Services Recommendations:** Chapter 4 gives recommendations for providing leisure services in Washougal, addressing topic areas such as administration and management, finance, maintenance, and recreation programs.
- **Chapter 5: Park and Facility Recommendations:** Chapter 5 offers recommendations and policies for the development or redevelopment of parks, recreation facilities, trails and open space.
- **Chapter 6: Plan Implementation:** Chapter 6 identifies the cost of all capital projects listed in the plan, suggests a financing strategy, and recommends a six-year capital improvement plan.

In addition to the main body, the Comprehensive Park and Recreation Plan contains four appendices (and one Map Appendix) that provide additional technical and detailed information about Washougal’s park system, the planning process and implementation. These are:

Appendix A: Sports Field Inventory

Appendix B: Design Guidelines

Appendix C: Review of Potential Funding Sources

Appendix D: Survey Results for the 2010 PCP Survey Update

Appendix E: Formation of a Metropolitan Park District

Map Appendix:

- Existing Parks and Facilities Map
- Park and Facility Plan Map
- Washougal River Public Water Trail Map

## **Supporting Documentation**

During the planning process, discussion papers were prepared to present and evaluate the critical demographic, physical and social factors that impact the decision-making process. These discussion papers included:

- Discussion Paper #1: Community Profile
- Discussion Paper #2: Existing Park and Recreation Resources
- Discussion Paper #3: Community Recreation Survey
- Discussion Paper #4: Community Needs Assessment
- Discussion Paper #5: Plan Framework
- Discussion Paper #6: Park and Operations Maintenance

These discussion papers (and the original bibliography) are available under separate cover from the City of Washougal.

# **CHAPTER TWO: Demand and Needs Assessment**

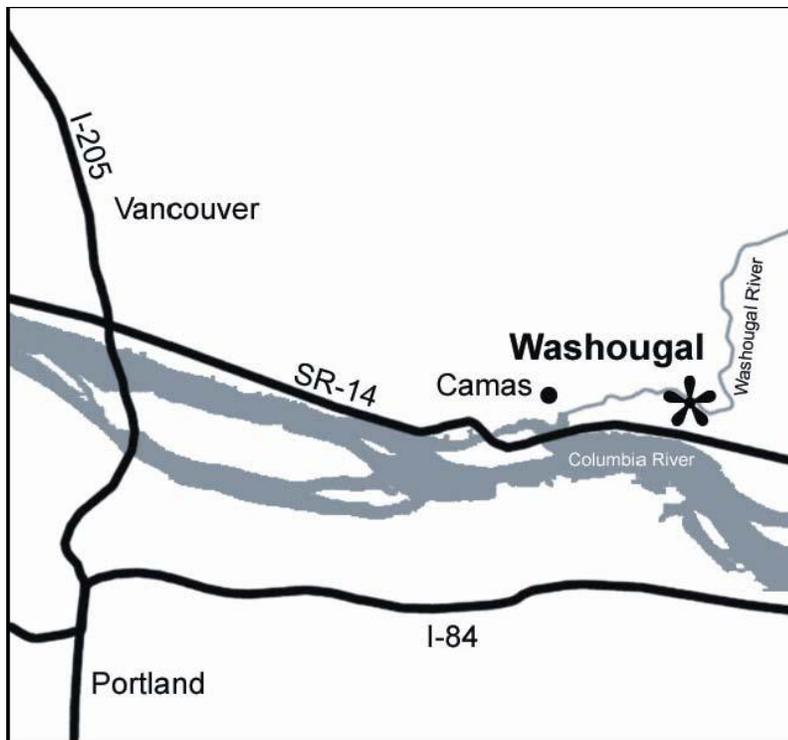
## 2.1 OVERVIEW

This chapter summarizes the background information and technical analysis that form the basis for this plan. It describes the planning context, summarizes the existing park and recreation resources, presents key findings from the public involvement process, and discusses findings on park and recreation needs.

## 2.2 PLANNING CONTEXT

### Physical and Demographic Context

Washougal, a fast growing community in Clark County, is part of the Portland/Vancouver metropolitan area. Figure 2 shows Washougal's location in relation to other communities.



*Figure 2: Washougal Planning Context Map*

Washougal sits framed between two landmark rivers, the Washougal and the Columbia. Washougal is crossed by several significant creek drainages creating wooded draws and steep topography, offering both opportunities and challenges to park and residential development. The City's moderate climate provides suitable temperatures for outdoor recreation during much of the year; however, the rain and Columbia Gorge winds in the winter create a need for indoor or covered recreation spaces.

Washougal's many long-time residents work in local industries, such as the Pendleton Woolen Mills and Georgia Pacific. Washougal experienced a significant growth spurt in 2003, with new residents drawn to natural beauty, affordable housing sites, and the accessibility to the

Portland/Vancouver metropolitan area. This trend echoes the growth of Camas and other Clark County communities closer to the metropolitan core. At a population of 16,020 (est. 2018), current estimates of population growth in Washougal forecast an increase to 22,347 by 2035.

Washougal's park system offers a variety of sites and recreation opportunities, serving different needs in the community. As the City grows, both in population and geographically, the existing park system must expand and change to serve the needs of this active community.

## **Existing Park Resources**

Washougal's parks have been classified according to their function, as described below.

**Neighborhood Parks** are a combination playground and park, designed primarily for non-supervised, and non-organized, recreation activities. They are generally small in size and intended to serve nearby residents, with a service area of approximately one-half mile radius. Typically, facilities found in a neighborhood park include a children's playground, picnic areas, pathways, open grass areas for passive use, outdoor basketball courts, and multi-use sport fields for soccer, softball, and baseball. Size generally ranges between 1 and 5 acres.

Opportunities to improve existing neighborhood parks should be considered. Such improvements include acquisitions of adjacent properties to expand public access and improve trail connectivity. Natural areas contained within neighborhood parks may benefit from native plant material enhancements or invasive species removal. In order to streamline and reduce maintenance costs, unused areas of these parks may be reverted to natural areas to build habitat for wildlife. The City of Washougal should consider cultural enhancements of art and/or education for habitat or historical interpretation.

**Community Parks** are planned to provide active and structured recreation opportunities, as well as passive and non-organized opportunities for individual and family activities. Community parks generally include facilities that attract people from a larger geographic area and require more support facilities, such as parking and restrooms. Community parks often have sport fields or similar facilities as the central focus of the park. Their service area is roughly a 1-2 mile radius. Size ranges from 5 acres to 20+ acres, with an optimal size of at least 10 to 15 acres.

**Special Use Areas** are miscellaneous parklands or stand-alone recreation sites designed to support a specific, specialized use. Some of the facilities in this classification are sports field complexes, community centers, community gardens, aquatic centers, or linear green spaces. Specialized facilities may also be provided within a park of another classification.

**Waterfront Parks** are distinguished by their function of providing access to large bodies of water such as rivers and lakes. These parks are generally designed to support enjoyment of active and passive water-related activities, such as swimming, fishing, boating, and bird or wildlife viewing. Facilities often include boat launches, docks, viewpoints, picnic areas, trails, and pathways. While other types of parks may contain rivers, lakes, or waterfront as part of a range of amenities, the primary purpose of waterfront parks is to provide water access.

**Natural Parks** are undeveloped lands primarily left in a natural state with passive recreation use as a secondary objective. This type of land often includes wetlands or steep hillsides. In some cases, environmentally sensitive areas include wildlife habitats, stream and creek corridors, or unique and/or endangered plant species. Frequently, Natural Parks possess restrictions on the deed or plat that govern perpetual use of the property. Natural Parks may serve as trail corridors; however, structures such as playgrounds, pavilions and restrooms are not typically allowed uses.

**Undeveloped Open Space** is land throughout the city which may be designated on subdivision plats as “open space”. The City of Washougal owns several such parcels that were dedicated through the platting process; although, there are several properties within the city limits still owned and managed by Home Owners’ Associations (HOA) or developers. Properties owned by HOA’s or developers are considered private property and not open for public use. Undeveloped Open Space often includes wetlands, steep hillsides, or other similar spaces. In some cases, environmentally sensitive areas are considered as open space and can include wildlife habitats, stream and creek corridors, or unique and/or endangered plant species. While adhering to the requirements and procedures of city and state laws pertaining to “critical lands,” open space areas may serve as sites for passive recreation, such as trail corridors or wildlife observation. It is in the interest of the city to remain alert to how private open space may enhance city assets and recreation goals. For example, a private HOA land may sit between city properties, making the acquisition attractive for trail corridor connectivity. An ideal example of this is the Rolling Meadows 5 property, offered to the City of Washougal by the HOA. This property bridges a gap between the Campen Creek Greenway and another City of Washougal owned parcel and joins 40 acres together for future trail development. Considering these properties are not maintained to park standards, oftentimes the site conditions leave room for improvement. Undeveloped, city-owned open spaces may provide opportunities for rehabilitation. Such restoration includes removal and continued control of invasive species and replanting these areas with native plant species. Grants and the implementation of “mitigation banking” supply funding vehicles for restoring neglected properties back to native habitat. Community volunteers often provide necessary labor to manage larger scaled projects. Refer to parcel plat for maintenance and development requirements and restrictions of the property.

The *Existing Parks and Facilities Map* (located in the Map Appendix at the back of this document) depicts the locations of Washougal’s parks. Park inventory data are summarized on the following pages. For additional detail, a site by site park inventory is contained in Chapter 5.

**Table 1**

Summary of Existing Park Land

Table 1 shows Washougal’s existing park inventory by classification. In addition to developed park sites, this inventory includes undeveloped and planned sites.

<b>Existing Park Land</b>	<b>93.35 acres</b>
<b>Neighborhood Parks</b>	12.63 acres
River Bend Park (0.5 acres) Elizabeth Park (1.8 acres) Beaver Park (0.17 acres) Riverview Park (0.46 acres) Hartwood Park (7.0 acres) Oak Tree Park (2.7 acres)	
<b>Community Parks</b>	38.61
Hamllik Park (5 acres) Hathaway Park (15.8 acres) Schmid Family Park Property (17.81)	
<b>Waterfront Parks</b>	2.5 acres \
Steamboat Landing (1.6 acres) Sandy Swimming Hole (0.9 acres)	
<b>Natural Parks</b>	34.8 acres
Campen Creek Park (4.5 acres) Eldridge Park (15.5 acres) Mabel Kerr Park (13.7 acres) Look Out Ridge Park (1.1 acres) Rolling Meadows Park _____	
<b>Special Use Area</b>	4.81 acres
Reflection Plaza (0.25 acres) George Schmid Memorial Fields (4 acres) Main Street Pocket Park (0.12 acres) Downtown Park-Unnamed (0.44)	
<b>Open Space</b>	Not calculated for the 2010 Park Comprehensive Plan update

A variety of additional recreational and open space resources are owned by other public entities within the City of Washougal. Table 2 lists the other publicly owned resources in or adjacent to the City of Washougal.

**Table 2**  
Other Publicly Owned Resources

Resource	Owner	Acres
Camas/Washougal Skate Park	City of Camas	0.5 +/-
Washougal Memorial Cemetery	City of Washougal	12.9
Steigerwald Lake National Wildlife Refuge	US Fish and Wildlife	627.0*
William Clark Regional Park	Cooperative ownership and maintenance between the following agencies: City of Vancouver, Clark County, Port of Camas/Washougal, the City of Camas, and the City of Washougal	85.0
Port of Camas/Washougal Marina	Port of Camas/Washougal	17
Heritage, Marina, Waterfront Parks	Port of Camas/Washougal	15.2

\* Only 67 acres of the Steigerwald refuge lies within Washougal's UGB

## School Sites

Schools are an important resource for recreation facilities such as sports fields, playgrounds, and gymnasiums. The Washougal School District is the primary public school organization serving Washougal. While the City of Washougal has the option to work with the school district regarding facility rental and use, the school population has first priority to use these facilities. Consequently, the Parks Department is limited in its ability to partner with the school district, although in certain circumstances the possibility remains an option.

**Table 3**  
Summary of Existing Public School Facilities

School Facility	Facility
<b><i>Elementary Schools</i></b>	
Cape Horn-Skye Elementary	1 Gym (not regulation size for basketball); 1 Multi-purpose field
Gause Elementary	1 Gym (1 court); 3 Soccer Fields
Columbia River Gorge Elementary	1 Gym (1 court)
Hathaway Elementary	1 Gym (1 court); 1 t-ball field
Mount Pleasant Elementary*	1 Gym (1 court); 1 Multi-purpose field (Not a part of WSD)
<b><i>Middle Schools</i></b>	
Canyon Creek Middle School*	1 Gym (1 court); 2 Multi-purpose fields
Jemtegaard Middle School	1 Gym (1 court); 1 Football field; 1 Track; 2 Multi-purpose fields
<b><i>High Schools</i></b>	
Washougal High School	1 Gym (2 full courts); 5 Tennis courts; 1 Football/Soccer field; 1 Track; 2 Baseball fields; 2 Softball fields; 1 Wrestling room; 1 Soccer field (overlaid in outfield of one baseball and one softball field)

\*Schools outside of the Washougal Urban Growth Area

The school sites offer a wide variety of recreation resources. Most of these sites are exclusively used by the School District during daytime hours throughout the school year. School sports programs have priority for the use of sports fields and gymnasiums on District property. Other users, such as the Camas/Washougal Soccer Club and East County Little League, are required to obtain permission and schedule use of fields on a site-by-site basis. User fees may apply to School District fields. Other than identification, this Washougal Parks Comprehensive Plan does not calculate School District properties under “needs” or “assets.”

## 2.3 KEY PUBLIC INVOLVEMENT FINDINGS

As chapter 1 summarized, the City of Washougal offered residents a variety of opportunities for public input during the planning process. The key findings are summarized in this section.

### 2005 Community Survey & 2010/2013 Update



A statistically-valid survey, designed to gather information about recreation interests, behavior, attitudes, and participation was conducted in Washougal between August 2005 and September 2005. This community-wide survey included a random sampling of households within Washougal’s Urban Growth Area. Each randomly selected household was mailed two questionnaires, one for adults and one for youth, with a postage-paid envelope to facilitate return. The 2005 survey yielded a total of 409 adult and 74 youth questionnaire responses.

In March 2010, an update survey canvassed the entire population of households in the City of Washougal (approximately 6,500 surveys were sent out). The 2010 update yielded a total of 246 adult and 51 youth questionnaire responses.

In March 2019, the City of Washougal posted an electronic survey on the City’s website and social media. The survey was available starting in March and ran until September. The same survey questions were used for all improvements to this comprehensive plan to clearly identify shifting priorities of park users and to better determine how far the baseline survey has drifted. The key results, along with relevant comparison of trends and contrasts between all three of the surveys, are summarized below:

- *Most respondents use parks.* In 2005 the top reasons adults used parks were for picnics and general leisure, exercise, and to enjoy the outdoors. The 2010 update placed exercise (walking or biking) and enjoying the outdoors as the top reasons for enjoying the parks.
- *Hathaway Park* was the City’s most visited park in 2005 and remained in the top spot according to the 2010 and 2019 updates. Steamboat Landing passed Sandy Swimming Hole in 2019 as a close second.
- Respondents in 2005 wanted to see *more parks* and *more facilities in existing parks* as a top priority. In 2010, respondents placed a greater emphasis on *maintaining parks* rather than *developing new parks* in the short term.
- *More river access* is a consistent theme in both surveys, with a high level of interest in active uses. Trails, swimming access, and viewpoints were the most desired facilities.
- More than 90% would like *more trails in both surveys*. Top reasons for building trails were for exercise and recreation, and nature trails.
- There is interest in *more natural areas* with public use, such as trails.
- Residents in all surveys would like the City to offer *recreation programs*.-The 2005 respondents wanted *special events* and *aquatic programs*. The 2010 respondents preferred programs geared towards *arts/activity classes, senior activities, and sports*

*classes*. In 2019, respondents preferred special events, such as movies in the park and concerts.

- In 2005, more than 75% of respondents believed that a *recreation center* was needed in Washougal. In 2010, this number increased to 90% of respondents supporting the creation of such a facility in the future (either jointly with the City of Camas or solely through the City of Washougal).
- In 2005 almost 58% of respondents *went to Camas for parks and recreation purposes*. This number increased to nearly 70% of respondents in the 2010 update.
- In 2019, 92.5% of respondents supported partnering with Camas on future Parks and Recreation issues.
- 72.7% of 2019 respondents owned a dog and 55.6% believe a dog park is needed – also ranking the highest of priorities for parks. 17% believe current dog laws should be enforced for on-leash areas.
- In 2019, 45.2% of survey participants were in favor of developing a park district for park maintenance. Youth surveys indicated a desire for an *indoor swimming pool* and for *more places to hang out with friends*.

*Appendix D* holds the statistical data collated for the 2019 Update Survey. It is located at the end of this document.

## **Planning Advisory Committee**

The original Planning Advisory Committee consisted of the Parks Board and additional members. This group met at key decision points in the planning process to provide guidance to the plan. The Planning Advisory Committee indicated and clarified issues in many areas, including:

- The vision and concept for Washougal’s park system;
- A vision for a Washougal River greenway;
- Approach to providing parks in residential developments;
- Standards for design and maintenance;
- Key acquisition opportunities with a limited supply of land;
- Potential trail alignments and connections to other systems;
- New recreation facilities; and
- A long range goal for a recreation center.

The guidance of the Planning Advisory Committee was a key part of the planning process.

## **Sports Group Questionnaire**

In order to assess the supply and demand of sports fields in the Washougal area, each major sports organization was contacted and asked to submit data on league and team use on Washougal facilities for the 2019 version of the PCP. The results provided information about the use of Washougal’s fields throughout the year and contributed to the needs assessment for athletic fields.

Reporting by the East County Little League for the 2018 season is outlined below:

- East County Little League sponsors 28 teams: 6 Tee ball, 15 baseball, and 7 softball.

- 60% of ECLL participants are City of Washougal residents, 2% Camas, 22% Clark County, and 16% Skamania County.
- The East County Little League makes as much use of the private Pendleton Fields and Goot Park in Camas as possible

Showtime Baseball League is scheduled in Washougal for the first year in 2019. The 2019 season is outlined below:

- 1 intermediate level baseball team for players in the 11 and 12 age range.
- 41% of participants are Washougal residents (95% of which came from ECLL), 18% Camas residents, 35% other cities in Clark County, and 6% Skamania County residents.
- Showtime utilizes Bates Field in Hathaway Park for practices. Most games and tournaments are played on fields throughout Clark County and Portland, Oregon.

Reporting by the Camas/Washougal Soccer Club for the 2009 season is outlined below:

- 2,006 total players (Male and Female) distributed through 190 teams.
- 540 participants were from Washougal, 1,119 participants from Camas, 309 participants from Vancouver; and 38 participants from “Other” areas.

Reporting by the Clark County Youth Football for the 2009 season is outlined below:

- Clark County Youth Football fielded 60 youth football players. Two of these players were Washougal residents.

CCYF works with the Washougal School District to schedule games and practice, mostly utilizing Fishback Stadium at the High School. CCYF indicated a sufficient number of fields for their use.

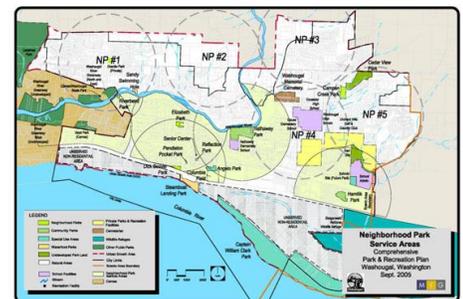
There are no basketball leagues operating in Washougal.

## 2.4 NEEDS ASSESSMENT

As part of the planning process, a detailed assessment was completed to define in quantifiable terms the need for park land and recreation facilities in Washougal. The process for completing the Needs Assessment included the following:

- Inventorying and assessing the existing park and recreation resources;
- Evaluating public input on park and recreation needs;
- Analyzing parks and facilities using a combination of methods to determine a recommended level of service (LOS); and
- Applying the LOS standards to determine current and future park and facility needs.

Key findings of the Needs Assessment are listed in this section. The full “Community Needs Assessment” document (dated October 2005) is available under separate cover from the City of Washougal.



## **Parks**

- The recommended level of service for community parks is 2.68 acres per 1,000 residents. Based on the reported population for 2018 of 16,020, the City of Washougal should have 42.93 acres of Community Parks. The City of Washougal has a current shortfall of 4.63 acres.
- The City of Washougal has a current shortfall of 6.47 acres of Waterfront Parks. The recommended level of service for waterfront parks is 0.56 acres per 1,000 residents. It is recommended that Washougal seek to acquire more land along the Washougal River, due to high demand by Washougal citizens.
- Three (3) areas of Washougal’s urban growth area are not served by existing neighborhood or community parks. The rapidly growing areas in the north and east portions of the City are the least served for both neighborhood and community parks. The combination of limited land availability and steep terrain makes locating parks in the northwest of the City difficult.
- Washougal should seek additional acreage to establish trail connections needed for a citywide trail system.
- While these park acreage shortfalls appear acceptable for the current populations; in consideration of the Urban Growth Boundary, it remains critical to engage in active planning for capacity to meet the recreation needs of future residents.

## **Recreation Facilities**

- Local sports leagues for softball, baseball, and soccer serve both Washougal and Camas, and the football league serves a broader community. Camas has a larger share of participants, and is a more significant supplier of fields. Washougal’s parks, however, host only a small portion of the sports events of the joint leagues. Most of the events held in Washougal are held on Washougal School District facilities
- There are currently no organized basketball or volleyball leagues operating in Washougal.
- There is interest in more water access facilities, such as river access trail heads, swimming and fishing access points, observation decks or viewpoints, boat launches, and docks.
- The analysis indicated a need for additional specialized facilities, including community gardens, water playgrounds, off-leash dog areas, and indoor recreation space.

## **Recreation Programs**

While Washougal does not currently offer recreation programs, the community indicated interest in these services. Based on recreation participation results for Washougal, program areas to consider for the future include outdoor and environmental programs, special events, and general interest classes.

## Summary Tables

Table 4 identifies the proposed level of service (LOS) standard for park land and summarizes existing and future park land needs for each park type in the Washougal planning area. Table 5 identifies the inventory guideline for each facility type. Both tables are based on the 2018 estimated population of 16,020, and the forecasted 2035 population estimate of 22,347 (forecast made in 2016).

**Table 4**  
Level of Service Standards

Park type	City inventory per/1,000 residents	Recommended LOS per/1,000
Neighborhood Parks	0.83	0.61
Community Parks	2.52	2.68
Waterfront Parks	0.16	0.56
Natural Parks	2.29	1.91
Special Use	0.74	0.65
<b>Total</b>	<b>6.54</b>	<b>6.41</b>

**Table 5**  
Existing and Future Recreation Facility Needs

Park Type	Existing Parks (# of sites)	Existing Acreage	Total Current Need	Net Current Need	Total Need at Planning Horizon	Net Need at Planning Horizon
Neighborhood Parks	6	12.6	9.77	0	13.63	1.03
Community Parks	3	38.3	42.93	4.63	59.89	21.59
Waterfront Parks	2	2.5	8.97	6.47	12.52	10.02
Natural Parks	4	34.8	30.6	0	42.69	7.89
Special Use	5	11.3	10.41	0	14.53	3.23

# **CHAPTER THREE: Goals and Objectives**

### 3.1 OVERVIEW

The vision, goals and objectives described in this chapter define recommended park and recreation services for Washougal. These elements were derived from input received throughout the planning process, including City staff and officials, the Planning Advisory Committee, community members, and other service providers. The vision, goals, and objectives in this chapter provide a framework for the Comprehensive Park and Recreation Plan.

### 3.2 VISION FOR THE FUTURE

The public outreach efforts during the comprehensive park planning process provided feedback from a variety of City residents regarding their vision, needs, and preferences for parks and recreation services (the most recent of these outreach efforts being made in 2010). Through these efforts, a vision for the future emerged:

*Washougal envisions a livable and interconnected community with a park system that:*

- *Preserves and maintains park land and open space to provide for community growth;*
- *Incorporates waterfront access to take advantage of the opportunities offered by Washougal's water resources;*
- *Provides a system of trails to connect parks, open space, schools, neighborhoods, downtown, and regional destinations;*
- *Includes facilities and programs that are responsive to community needs.*

This vision provided the foundation for all goals, objectives, recommendations, and guidelines in the following chapters within this plan.

### 3.3 GOALS AND OBJECTIVES

Goals and objectives form the framework for the Comprehensive Park and Recreation Plan. A *goal* is a general statement describing an outcome the City wishes to provide. Goals typically do not change over time unless community values or economic conditions make it necessary. *Objectives* are specific and measurable statements that describe a means to achieving goals. Objectives may change over time. *Recommendations* are specific implementing actions intended to help achieve goals and objectives, and are contained in subsequent chapters of the plan.

#### Goals and Objectives

Through the planning process, eight goals were identified for the City of Washougal's park and recreation system. Following each goal are the complimentary objectives for achieving those goals:

***Goal 1: Provide well-designed, accessible and safe parks, recreation facilities, and natural open space areas.***

- 1A. Provide a variety of recreational opportunities within the Washougal park system.
- 1B. Develop a park system with locations convenient to most residents in Washougal. Where feasible, provide a park within ½ mile walking distance of residents.
- 1C. Provide opportunities for indoor and covered recreational activities, such as a gymnasium, indoor recreation center, or covered playground areas.
- 1D. Meet the needs for athletic fields based on the demand created by the population of Washougal.
- 1E. Adopt and follow park design and development guidelines.
- 1F. Accept only those parks and facilities that are consistent with the City’s Comprehensive Park and Recreation Plan.
- 1G. Incorporate interpretation of local history, culture, and the environment into the park system.

***Goal 2: Maximize opportunities for public enjoyment of waterfront access.***

- 2A. Recognize the Washougal and Columbia Rivers as unique local recreation resources.
- 2B. Acquire riverfront property or easements whenever the opportunity exists. The long-range objective is a riverfront park and trail system along the Columbia and Washougal Rivers.
- 2C. Provide opportunities for public access to the waterfront where conditions permit it.
- 2D. Geographically distribute waterfront parks and access points as practical as possible to provide greater park access throughout the City.
- 2E. Provide a range of waterfront recreation experiences, from more passive to more active.

***Goal 3: Connect neighborhoods with parks, schools, natural open space areas, downtown, and waterfronts. Establish partnerships to expand connectivity through the region.***

- 3A. Develop an interconnected pedestrian and bicycle system that connects downtown and neighborhoods with parks, schools, and other features.

- 3B. Connect the City’s pedestrian and bicycle system with the Camas and Clark County regional systems.
- 3C. Develop a network of off-street trails using natural open space areas, parks, utility corridors, and other features. Supplement this network with on-street connections where necessary.
- 3D. Provide trails along the Columbia and Washougal Rivers.

***Goal 4: Meet the park and recreation needs of Washougal’s growing community.***

- 4A. Secure adequate parkland in developing areas to serve future residents.
- 4B. Preserve areas with critical or unique natural features, such as stream corridors, wildlife habitat and wetlands.
- 4C. Evaluate partnering with the Washougal School District to maximize public use of recreation facilities on school sites, especially for athletic fields.
- 4D. Establish mechanisms so that new development is responsible for providing or paying for the park and recreation facilities needed to serve increased population.

***Goal 5: Ensure that a program of recreation services is available for community members of all ages and abilities.***

- 5A. Encourage collaboration among local artists, businesses, and volunteers to increase awareness through education, tourism, City beautification, and recreation opportunities.
- 5B. Coordinate with private and non-profit providers (such as organized sports leagues), to ensure they have adequate facilities and space to provide recreation services.
- 5C. Work with the business community to offer special events to serve residents and support downtown revitalization efforts.
- 5D. When it benefits the community, provide space and opportunity for private groups and commercial interests to conduct recreational programs. However, the City should not subsidize the operating costs of private providers.
- 5E. Provide recreational programs when staffing levels, facilities, and resources permit (e.g., dance, day camps, fitness classes).

***Goal 6: Provide efficient and high quality maintenance of parks, facilities, and natural open space areas.***

- 6A. Maintain park and recreation facilities in a manner to make them safe, attractive, and a positive part of the neighborhood and City.
- 6B. Develop maintenance frequency protocols that maximize the life of the City's park and recreation assets.
- 6C. Maximize efficient use of the maintenance budget.
- 6D. Consider the maintenance costs and staffing levels associated with acquisition, development, or renovation of parks or natural open space areas. Adjust the annual operating budget accordingly for adequate maintenance funding of the system expansion.

***Goal 7: Be an efficient and effective provider of the parks and recreation services desired by the community.***

- 7A. Maintain an operating budget that reflects what the community needs and can afford with regard to park and recreation services.
- 7B. Maximize operational efficiency to provide the greatest public benefit for the resources expended.
- 7C. Provide better tracking of the costs of maintaining City-owned facilities by their function, including public buildings, infrastructure, parks and natural areas, and the cemetery.
- 7D. Tailor services and operating hours to community needs, so that policies, work schedules, and administrative direction support public use of parks and services.
- 7E. Develop staff growth by encouraging participation in professional organizations, educational classes and training seminars.

***Goal 8: Encourage public involvement in park and recreation issues.***

- 8A. Support the Park Board as the forum for public discussion of parks and recreation issues.
- 8B. Provide public review opportunities in park planning and design decisions.
- 8C. Establish publicity efforts to inform citizens of the recreational and volunteer opportunities available in local neighborhoods and Citywide.
- 8D. Periodically review local park and recreation preferences, needs and trends.
- 8E. Encourage citizen involvement and participation in maintaining and restoring the quality of parks (such as adopt-a-park programs, sports group partnerships, and Scout projects).

# **CHAPTER FOUR: Provision of Service Recommendations**

## 4.1 ROLES AND RESPONSIBILITIES

The City of Washougal, a small town with limited park and recreation services, experienced a 61% growth between 2000 and 2010. Growth slowed to 12% between 2010 and 2018. The increase in population resulted in a subsequent increase in demand for parks, facilities, and recreation programs. Washougal's Public Works Department performs park and recreation services and maintenance. Two full time staff members are dedicated to parks maintenance.

This plan anticipates an expansion of the City's responsibilities in providing park and recreation service to respond to the increased demand. In general, the City's role should include:

- Assessing park and recreation needs in the community;
- Developing and maintaining a quality park system;
- Coordinating service delivery efforts with organizations in the community;
- Providing a level of recreation programs and services that meets needs not filled by other leisure service providers.

These recommendations in this chapter are designed to build capacity within the City to increase services. These are organized into five service areas:

- Administration and management;
- Finance and budgeting;
- Park planning and development;
- Maintenance and operations;
- Recreation programs.

## 4.2 ADMINISTRATION AND MANAGEMENT

The Public Works Department in Washougal currently manages city parks and facilities, as one of many Department responsibilities. Parks Department staff members also manage the building facilities. This plan envisions a transition to a Parks and Recreation department or division. The following recommendations are aimed at providing an organizational framework to make that transition.

- A. Hire a Recreation Program Director.** Survey results showed that recreation programming is desired by the community, and demand for these services will likely continue to increase as new residents move to Washougal. In addition, recreation programs provide more service per unit of cost than any other type of park or recreation activity because a percentage of the cost of providing the programs is recovered through fees. Cost recovery for recreation programs can range from as low as 20% up to 100% or higher, depending on the programs offered.

- B. Move toward establishing a Parks and Recreation Department or Division.** This plan recommends increases in services in the future to meet community demand. As a result, the City should consider the most efficient and effective internal organization to provide those services. Currently, the Parks and Building Facilities Division of the Public Works Department covers a wide range of responsibilities in addition to park maintenance and development. The City does not provide recreation programs, a direction this plan recommends pursuing. Many cities find that a single department or division addressing all aspects of parks and recreation allows for better and more efficient services and operations. Washougal should transition to a parks and recreation department or division (similar to the structure in the neighboring City of Camas) to facilitate parks and recreation services, allow for better coordination with other providers, and improve cost tracking.
- C. Responsibilities of the Parks Board.** The Parks Board functions as the review body for all parks-related issues and policies in Washougal. The Board makes recommendations to City Council, similar to the relationship of the Planning Commission and City Council. The Parks Board makes recommendations on policies related to parks and recreation, reviews park designs, and provides a key role in the development of the parks and recreation system. The Parks Board is a critical element for implementing this plan and instrumental in the success of the City's park and recreation services.
- D. Establish an annual work program and performance goals.** Each year, an annual work program and performance goals document should be developed for parks and recreation in Washougal. The Parks Board and staff should participate in setting the priorities and specific work tasks for the coming year. At the end of the year, an evaluation should be made to measure performance.
- E. Prepare a parks and recreation policy manual.** As Washougal increases its park and recreation services, a policy manual should be prepared that defines procedures and policies. This manual should also identify how the City responds to given park-related issues. This will help maintain a level of consistency and help staff render consistent decisions. For example, policies should be documented on park hours of operation, restroom hours of operation, and facility rentals, etc.
- F. Develop customer service policies as part of the policy manual.** The policy manual should include specific customer service policies that provide methods for collecting complaints, methods for seeking public input (such as evaluation forms for recreation classes), policies on refunds, and standards for response time to complaints. These policies should include ways to solicit positive comments, as well as complaints. The policies should spell out a specific procedure to notify the appropriate staff of maintenance-related comments, including standards for response time. A work order system

provides an appropriate tool to convey information on necessary repairs and improvement requests.

- G. Expand publicity efforts.** Washougal should expand on efforts to publicize its park and recreation services and operations. To increase awareness of parks and facilities available, the City should continue efforts to update its website and social media with current information. The City should also consider developing a brochure identifying parks and facilities available to Washougal residents. When programs are added, the City should increase its outreach efforts to build interest in programs and services and gain more support through various forms of media including *The Post Record* and *The Columbian* newspapers.
- H. Maintain RCO compliance.** Maintain compliance Recreation and Conservation Office (RCO) so that Washougal remains eligible for grant funding.
- I. Provide volunteer opportunities.** Volunteerism has many benefits. Volunteers offer the ability to supplement paid staff in maintaining and improving the park system and may provide resources for recreation programs and events. For some community members, volunteer opportunities provide the satisfaction of a recreation activity. In addition to adult volunteers, a variety of parks projects are suitable for completion by youth, such as Boy and Girl Scouts, Eagle Scouts, high school students in need of community service hours or Senior projects. Specific opportunities should be identified and publicized on the web site, social media, and in any city publications. A staff person should be assigned responsibility for coordinating volunteers.
- J. Establish an Adopt-a-Park or Adopt-a-Trail program.** To gain more ownership, pride, and upkeep in local parks, the City should initiate an “Adopt-A-Park” Program. In this type of program, agreements are made with private citizens, neighborhood groups, or service clubs to assume and perform certain responsibilities and duties at specific park sites. Typically, volunteers will provide limited maintenance tasks, such as litter pick-up, tree planting, ivy pulling, trail building, watching for and reporting vandalism or other inappropriate behavior, or hosting neighborhood activities.
- K. Utilize Corrections Crew Work Force.** Continue to employ the services of correction crews through the State of Washington’s Larch Correction Center or the City of Camas in areas of labor intensive work or where larger numbers of workers are necessary for the task at hand.

## 4.3 FINANCE AND BUDGETING

As Washougal increases park and recreation services, careful attention to finance and budgeting will ensure that the City meets community recreation needs while maintaining a solid financial footing. The recommendations below are supplemented by additional budgeting and finance recommendations in the areas of Maintenance and Operations and Recreation Programs.

- A. Improve cost and revenue tracking for parks and recreation services.** One of the most important items in controlling costs and producing revenue is a good budget reporting system. 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, aquatics, seniors, and outdoor/environmental programs). Good budget tracking of program costs will allow the City to make management, marketing, or programming improvements. As an added benefit, accurate cost tracking also provides information for budgeting and for planning future facilities.
  
- B. Update impact fees.** The City should review its impact fees to ensure that they reflect the cost of developing park and recreation facilities to accommodate new development. The fee schedule should undergo regular evaluation if warranted according to increases in costs and elevated economic markets.
  
- C. Build revenue-generating capability.** To sustain level of services within budget constraints, it is recommended that the City seek to build its revenue-generating capability. Tight economic times automatically stimulate cost cutting measures; however, increasing revenue can have the same net result while providing additional resources to provide park and recreation services. The planning process indicated a need for increased park and recreation services. The City currently provides a basic level of service primarily consisting of maintaining parks, with capacity to provide little, if any, revenue. 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. For example, in 2005 the City of Edmonds had a large budget for parks and recreation, with a full range of services. The revenue rate (operating costs minus revenues generated) for the entire Parks and Recreation Department was 60%. This means that for every dollar budgeted, it only cost the City approximately \$0.40 to provide extensive services.

## 4.4 PARK PLANNING AND DEVELOPMENT

Washougal established the baseline for development and operations of Parks in 2006 with the first Comprehensive Park and Recreation Plan. With the ongoing residential growth in Washougal and Clark County, park planning and development will require particular oversight, infused with the following critical development recommendations:

**A. Update the Comprehensive Plan policies** to be consistent with the Comprehensive Park and Recreation Plan.

**B. Consider plan vision, goals and guidelines before acquiring new park sites.** Evaluate opportunities to acquire property by the vision, goals and guidelines identified in this Plan. Properties that offer a unique function or feature should be considered for acquisition according to the needs of the community. Accept only those parks and facilities that are consistent with the Comprehensive Park and Recreation Plan.

**C. Involve parks staff into the planning process** so the maintenance requirements are considered during the site selection and development negotiation stage. When recreation programs are added in the future, the staff responsible for these should also be included so that programming requirements are addressed.

**D. Increase the role of the Parks Board in reviewing plans for public parks.** The Parks Board should review all public parks and recreation facility designs, including review of planned public parks proposed by developers. The Parks Board's role should be to ensure that developer-proposed parks are consistent with this Master Plan, meet the City's design and development guidelines, and will serve the needs of Washougal residents.

**E. Follow the design and development guidelines contained in this plan.** The Design and Development Guidelines are contained in Appendix D. These guidelines are intended to ensure that appropriately sized and scaled parks provide different recreation opportunities, and that the right amenities and facilities are provided in the right places within the park system.

**F. Ensure that private neighborhood parks meet the design and development guidelines** for public neighborhood parks contained within this document. This can be accomplished through the planning and development review process. Private parks are sometimes turned over to city governments for operations and maintenance if a development no longer wishes relinquish liability and maintenance responsibilities. Campen Creek Park is an example of this. If the private park does not meet public park standards, the City should not acquire the property as it would assume ownership of a site requiring substantial capital investments (e.g., lacking new playground equipment, heavy invasive weed infestation, accessibility improvements, etc.) among other long-term problems. This is a developmental issue should be carefully

planned during the conceptual design phase of the private neighborhood park to bring it in line with specific needs suggested in this document.

**G. Implement the recommended park improvements and new facilities recommended in this plan.** Detailed recommendations on improvements at existing parks and facilities, development of new parks and facilities, and establishment of a trail system are contained within Chapter 5, with recommended implementation phasing in Chapter 6.

**H. Incorporate citizen input into park and facility designs.** Designs for parks and facilities should be tailored to the needs of the neighborhood and park users. Opportunities for citizen input should be incorporated into the design process through the use of workshops, public open houses, questionnaires, and other techniques. The most recent opportunity for public input came from the 2019 survey update.

**I. Consider maintenance requirements of the design.** Labor-saving devices such as mow strips, no-mow zones, “natural” areas, appropriate path layout, time-activated locks, and other features should be incorporated into parks to facilitate maintenance.

## 4.5 MAINTENANCE AND OPERATIONS

In the area of parks and recreation, Washougal’s main focus has been on maintaining parks. However, the parks are maintained as part of the Public Works Department’s overall workload. The recommendations below are intended to help Washougal manage maintenance in a more efficient manner.

**A. Consider scheduling staff for coverage during weekends and during other heavy park use times.** This will ensure that parks, facilities, and restrooms are clean in between reserved events, available during peak use times, and trash disposal is in check.

**B. Budget at least \$4,000 per acre per year for the maintenance of developed park acreage.** Over time it can be expected the City budget will have its shortfalls. One of the first services usually cut is park maintenance. While cuts to maintenance can occur for a short duration, extended reduced maintenance results in the eventual degradation or even loss of assets and infrastructure. The cost to bring property back to an acceptable level then becomes a significant expense. The City should establish a minimum threshold for park maintenance services at \$4,000 for each developed acre. After several years, the actual cost can be re-evaluated. This figure is exclusive of major capital renovation and repairs.

**C. Use one FTE for each 15 developed acres as a guideline for maintenance staffing.** This standard should be evaluated periodically, as it does not account for alternative maintenance arrangements (corrections crews, volunteers, contractors, etc.).

**D. Establish detailed task tracking for employees.** Staff time should be tracked by major maintenance tasks and by site. The City of Washougal’s planned upgrades to

computer software will simplify the process of project tracking on timecards. This information can be used in the maintenance management plan and to formulate budgets.

**E. Establish performance standards.** Performance standards should be established for every basic park maintenance task. This will clarify what tasks are expected and the general amount of time required. This is an effective tool when budget cuts occur so that everyone knows what level of maintenance will occur in the future.

**F. Establish a park maintenance management plan.** A park maintenance management plan is a management approach where maintenance and time standards are established and yearly projects prepared. This plan also clearly identifies each task and each park by priority. This system establishes a public relations guideline to manage requests or complaints in the event of budget cuts. By approaching park and facility maintenance on a systematic basis, crisis maintenance can be reduced, the quality of maintenance improved, and work tasks spread out more evenly over the year. This type of plan also helps the City track and compare maintenance costs of each park and pertinent tasks. Accurate evaluation of maintenance levels and costs result in informed judgments regarding paring costs. The City should implement a maintenance management plan within the next few years.

**G. Consider alternative maintenance arrangements to maximize efficiency and cost-effectiveness.** Seasonal employees and interns provide an alternative way of maintaining parks during peak seasons. A larger ratio of seasonal employees can help meet the increase maintenance demands in a more cost efficient manner. Other opportunities exist with multi-jurisdictional partnerships such as GEM, utilizing organizations such as AmeriCorps, and/or continuing the use of corrections crews and volunteers as previously mentioned.

**H. Consider a merger.** Investigate the possibility to merge the Cemetery into the Parks Department under the general fund. The Parks Department budget would require additional funding to cover maintenance costs. Considerations may be necessary for the cemetery's Perpetual Care Fund under state law; however, full understanding of legal issues may reveal that absorption by the Parks Department is a logical maintenance tactic.

## 4.6 RECREATION PROGRAMS

The City of Washougal does not currently offer recreation programs as part of its regular services. The Community Recreation Survey results indicated a desire for programming beyond what is currently offered by private groups. For this reason, adding a recreation director to coordinate programming is recommended (Administration and Management Recommendation A). The following recommendations are intended to provide high level guidance for a recreation director or coordinator.

**A. Coordinate with existing providers to maintain current services.**

Community recreation, senior programming, and organized sports programming are currently available in Washougal through other providers. The City should coordinate with these providers to maintain these recreation options for Washougal residents.

**B. Make additional programming available in Washougal, especially in program areas where the public surveys indicated the most interest.** The program areas with the greatest latent interest were swimming, exercise, outdoor activities (trail-use, wildlife observations, biking, etc.), sports (gymnasium sports and other outdoor sports), general education classes, and senior activities.

**C. Revise programming as needed to meet community demand.** Recreation interests change over time, and as the community demographics change. Programming should respond to these trends.

**D. Provide a variety of options: programs for different ages and abilities, a range of program formats, and an array of program types.** Programming should meet the needs of Washougal residents, and there should be a diverse range of options to accommodate differing interests, time availability, and abilities.

**E. Establish a fees-and-charges philosophy. Develop a fee schedule for programs.** The fees-and-charges philosophy will guide the setting of fees, as well as the cost recovery goals. In general, fees for programs that provide high individual benefit and low community benefit are set to recover all costs or even turn a profit, while programs with high community benefit are highly subsidized. In addition, the fees-and-charges philosophy should address scholarships and affordability to ensure access.

**F. Establish cost recovery goals for each major program area.** Cost tracking of recreation programs provides data to inform management, marketing, or programming improvements, while ensuring that Washougal is meeting community recreation needs while maintaining a solid financial footing. As an added benefit, accurate cost tracking also provides information for budgeting and for planning future facilities. To evaluate programming based on costs, Washougal should establish a cost tracking system that accurately reflects the costs of services offered and the revenues generated by each service area. The revenue and costs can then be compared to assess performance of recreation programs. Costs that should be attributed to each program area include direct costs (supplies, etc.), the fees for the contractor who provides the program, room rental,

facility or field maintenance, recreation coordinator, and Recreation Division administration. Some agencies charge a share of administration time to different program areas as part of identifying the actual cost of services.

**G. Once programs are provided, institute program evaluation protocols.** Programs should be evaluated in terms of cost, revenue, participation levels, and user feedback. User evaluation methods should be developed (questionnaires offered after classes, internet comment forms, etc.) and implemented, and the results should be reviewed regularly. Participation should be tracked, and participation rates should be reviewed regularly so that programming can be adjusted to meet demands. Cost and revenue generation of each major program area should be reviewed annually.

# **CHAPTER FIVE: Parks and Facilities Recommendations**

## 5.1 RECOMMENDED PARK SYSTEM

This chapter provides detailed recommendations for Washougal’s future park system as a companion to the recommendations on providing services in Chapter 4. The park system recommendations are designed to respond to the vision, goals, and objectives presented in Chapter 3.

The recommendations address parks, open space, recreation facilities, and trails. Improvements to Washougal’s existing parks are recommended to meet the needs of current residents. All parks should be considered for improvements to allow residents with disabilities access to enjoy parks. In addition, because of the projected growth, a strong emphasis is placed on acquiring or securing adequately sized future park sites in advance of development, before acquisition becomes difficult. Finally, a citywide trail network is proposed as part of the park system. As development proposals are made, land dedications or easements should be secured for trails to provide a network of bicycle and pedestrian links to parks, schools, neighborhoods, and other destination points.

## 5.2 PARKS AND OPEN SPACE RECOMMENDATIONS

### Park and Facility Plan

The park and open space sites listed in this section are referenced to in the Park and Facility Plan Map (located in the Maps appendix at the end of this document). This map is a graphic representation illustrating the overall concept for where future parks should be located in Washougal. Some important notes about the Park and Facility Plan Map include:

- **Park Identification System:** Each existing and proposed park site is identified with a reference number on the Facility Plan, such as NP-1. These identifying numbers are incorporated into the recommendations discussed on the following pages, as well as in the capital project cost tables in Chapter 6. The letter at the beginning denotes the park type, and the numbers are sequential. The letter abbreviations are:

NP	Neighborhood Park
CP	Community Park
WP	Waterfront Park
NT	Natural Park
SU	Special Use
OS	Undeveloped Open Space

- **Proposed Park Locations:** On the Park and Facility Plan Map, colored asterisks identify proposed park sites. The asterisk indicates the general vicinity for a particular park. The actual location will be determined based on land availability, acquisition cost, park development standards, and the property owner’s willingness to negotiate.
- **Proposed Trail Routes:** On the Park and Facility Plan Map, proposed trail routes are identified. The general route alignment is shown on the plan, but the actual alignment or right-of-way will be determined based on land availability.

## **Site-Specific Recommendations**

### Neighborhood Parks

#### River Bend Park (NP-1)

River Bend Park, located at the west boundary of town, offers a viewpoint of the Washougal River. The park currently contains picnic tables and benches, but no other neighborhood park amenities. River Bend Park serves as a neighborhood park for nearby residents. With planning assistance from a landscape design professional, River Bend Park offers potential as an important link in the Washougal River Trail system.

Recommendations for River Bend Park include:

- River Bend Park does not meet the minimum design standards for neighborhood parks. Keep options open for land acquisitions to expand the park foot print and river front access. If an acquisition occurs, create a safe passage to the riverfront with a trail system. Without the acquisition, consider fencing the top portion of the park along the hillside for visitor safety.
- Incorporate a deck system (similar to the Sandy Swimming Hole) at the north end of the lawn for sunbathing and picnicking.
- Include an ADA accessible path through the site.
- Manage noxious weeds and restore the riparian area to native plant species. Establish a mitigation banking program for natural areas.
- Consider incorporating an educational/interpretive element.
- Consider adding user friendly, ADA accessible amenities, such as a playground, a bicycle rack, updated signage, improved seating, etc.

### Elizabeth Park (NP-2)

Elizabeth Park serves older established neighborhoods on the west side of town between “E” Street and the Washougal River Road. Although access to the park does not meet design and development guidelines, the site serves an important need in the community for playgrounds and open space. Site development with a landscape design professional may transform this neighborhood park into a viable trail and recreation link in this portion of the City.

Recommendations for Elizabeth Park include:

- With the assistance of a landscape professional, prepare a master plan for the site.
- Increase visibility of the park through additional signage and improved access paths from surrounding street right-of way.
- Upon playground equipment replacement, revise layout to provide more visual interest, better accessibility, and a more logical configuration to maximize the open space.
- Consider adding a cover to the play area and a picnic shelter to increase year-round use of the park.
- Keep options open to acquire adjacent properties to provide additional access into the park for increased public use and trail linkage possibilities.
- Convert patchy lawn areas into “no-mow zones” by removing sod and seeding with a shade wildflower mix.
- Establish a tree-planting program and planting plan.
- Consider adding a community garden in this park.
- Identify areas for community art or educational displays pertinent to geological or historical features.
- Consider improving the basketball court to include all-weather netting, adding a full court, painting the lines, etc.
- Consider adding user friendly, ADA accessible amenities, such as additional play features, a bicycle rack, updated signage, improved seating, etc.

### Beaver Park (NP-3)

A neighborhood park is needed to serve residents in the area of the City south of the Burlington Northern Santa Fe (BNSF) rail system and west of Washougal River Road. Although classified as a neighborhood park, Beaver Park does not meet the minimum design standards for a neighborhood park. Due to population densities and minimal undeveloped land in these older neighborhoods, there are limited options in this area for a true neighborhood park. While several improvements have been made in the last 5 years, the Beaver Park design remains incomplete.

Recommendations for Beaver Park include:

- Construct a trail or concrete sidewalk to connect the sidewalk at the northeast corner of the park, across the north boundary to 11<sup>th</sup> street.

- Gear the development events toward involvement with children and residents with disabilities.
- Complete the gazebo design for a “living roof” and art wrapped posts.
- Incorporate no-mow zones around the trees and rocks to reduce mowing demands and improve habitat for pollinators.
- Consider adding user friendly, ADA accessible amenities, such as additional playground features, a bicycle rack, updated signage, improved seating, etc.

#### New Neighborhood Park (NP-4)

The city should seek a new neighborhood park just north of city limits, potentially in conjunction with other City of Washougal property near Lehr Road.

Recommendations for NP-4 include:

- The City should follow the neighborhood park recommendations in Appendix B for site selection and design program, as well as timing of park development.
- A site of approximately 2-3 acres should be acquired. Once a site is acquired, a master plan should be prepared to guide the future development of the site.
- The City should link the proposed bikeway/off-street trail system to this park site as shown on the Park and Facility Plan map.

#### Riverview Park (NP-5)

This neighborhood park serves the area north of Washougal Memorial Cemetery between 32nd/Stiles Road and Campen Creek to the East. The size of this lot does not meet the minimum design standards for a neighborhood park. This property was acquired as a residential lot, partially donated by Riverview Community Bank for the purpose of encouraging outdoor recreation. Electric, water, and sewer utilities are included on the site. Located partially under the Bonneville Power Administration Easement, the Riverview Park design must thoughtfully plan for playground equipment, picnic facilities, and an open grassy area for play in a tiny space. The site location also offers an opportunity to connect a neighborhood park along a trail system. The City of Washougal envisions an off-street system following the underutilized green space underneath the BPA powerlines spanning between the Campen Creek Greenaway and 32<sup>nd</sup>/Stiles Road, known as North East Bonneville Power Administration Easement Trail. This plan requires an easement across private property to connect with Riverview Park as a respite hub along this trail.

Recommendations for Riverview Park include:

- Coordinate forums to involve the public in park development for the benefit of all the neighborhoods.

- Develop a master plan for the site that takes into account the storm-water concerns and impacts to adjacent neighbors. At a minimum, the park should include playground equipment, picnic facilities, user-friendly, ADA accessible amenities, and an open grass area to serve neighbors. This site requires a retaining structure on the south boundary of the property to manage erosion and surface water run-off.
- Link this property to the North East Bonneville Power Administration Easement Trail.
- Develop “no-mow” zones incorporating wildflowers into the design to conserve resources and ease maintenance requirements.
- Plan areas designated for community art or educational illustration.

#### Hartwood Park (NP-6)

This neighborhood park serves the northeast side of Campen Creek in the vicinity of SE 49th Street. While this site sits adjacent to the other City of Washougal “natural parks” known as the Campen Creek Greenway, Hartwood Park is the only of these park properties built with playground equipment and other park structures typical of a neighborhood park. The City of Washougal acquired this property in 2011 with Park Impact Fees, Washington Wildlife and Recreation Program – Recreation and Conservation Office, and Legacy Lands - Clark County Conservation Futures grant.

Recommendations for Hartwood Park include:

- Provide trail linkages to other off-site properties to the North as development occurs.
- Develop a trail connection to “W” Street via the waterline easement or alternate routes through green spaces. This trail connection project includes the construction of bridges and boardwalks.
- Develop “no mow” zones with tall grass or by incorporating wildflowers into the design to conserve resources and ease maintenance requirements.
- Plan areas designated for community art or educational illustration.
- Continue expanding the community orchard
- Complete the playground by enclosing the north boundary with concrete blocks acquired by the parks department for this project
- Consider adding more user friendly, ADA accessible amenities, such as additional play features, a bicycle rack, restrooms, improved parking, etc.

#### New Neighborhood Park (NP-7)

A new neighborhood park is needed north of 32nd /Stiles Road to serve growing residential development.

Recommendations for NP-7 include:

- Acquire a site approximately 2 to 3 acres in size, consistent with the site selection guidelines in this plan.
- Develop a master plan for the site that is consistent with the design guidelines.
- Provide local linkages between the park and the citywide trail system development of the site.
- Implement the master plan as the area develops.
- Ensure the property is viable for playground and restrooms, pertinent to critical lands and purchase contract agreements.
- Seek granting funds for acquisition as opportunities arise.

#### New Neighborhood Park (NP-8)

A new neighborhood park is needed west of the Washougal River, in the north end of the City to serve residential development.

Recommendations for NP-8 include:

- Acquire a site approximately 2 to 3 acres in size, consistent with the site selection guidelines in this plan.
- Develop a master plan for the site that is consistent with the design guidelines.
- Provide local linkages between the park and the citywide trail system development of the site.
- Implement the master plan as the area develops.
- Ensure the property is viable for playground and restrooms, pertinent to critical lands and purchase contract agreements.
- Seek granting funds for acquisition as opportunities arise.

#### Oak Tree Park (NP-9)

As a part of the “Look Out Ridge” subdivision development, the developer created a two-plus acre park in exchange for impact fee credits. Oak Tree Park overlooks the western edge of the City of Washougal, the Columbia and Washougal Rivers, the mouth of the Columbia River Gorge, and views Mt. Hood. Designed by Walsh & Associates, Oak Tree Park showcases native Oregon White Oak throughout the site. Site amenities include an asphalt path, picnic tables, benches, and a playground.

Recommendations for Oak Tree Park include:

- Incorporate “no-mow” zones in the yet undeveloped areas of the park, particularly protecting and expanding the Camas Lily out crop growing on the slope to the south of the park. The lilies could provide an excellent opportunity for interpretive signage.
- Provide linkages between the park and the citywide trail system.

- Implement community art into the existing design or develop a means to infuse educational or interpretive elements to the park
- Consider incorporating a covered shelter with water, electrical service, and/or restrooms to expand services in this neighborhood.
- Consider adding user friendly, ADA accessible amenities, such as additional play features, a bicycle rack, updated signage, improved seating, etc.

## Community Parks

### Hathaway Park (CP-1)

Hathaway Park consistently ranks as Washougal’s most visited park because of its place of prominence in the center of the community and how it fronts the Washougal River. Hathaway Park possesses the widest variety of amenities of all the City of Washougal parks in the system. Many of the elements in the park are older and may be in need of capital investment.

Recommendations for Hathaway Park include:

- The 2007 Hathaway Park Master Plan by MIG should be consulted prior to effecting any changes or improvements to the park. Implement those changes as funding becomes available or grants acquired.
- Acquire adjacent or in-holding properties to expand services to the public. Properties should be considered for acquisition that complete trail links, increase public open space, improve frontage property to streets and the Washougal River
- Consider expanding or relocating the community garden to increase its footprint.
- Incorporate cob construction on structures throughout the park. This construction form could embellish a bench, gazebo, fence, or other building structure.
- Replace aging structures and buildings based on the comprehensive plan.
- Create “no-mow” zones to ease maintenance costs and improve habitat for wildlife.
- The following ideas were generated through the Comprehensive Park and Recreation Plan process and should be considered in the master plan process:
  - Renovate or replace existing park restrooms. Add a new restroom on the east side near the pickleball courts and gazebo.
  - Add a more extensive path system, including an ADA accessible route through the park and a river-view path along the bank in upper Hathaway Park.
  - Include more and better amenities, including picnic tables, barbecues, bicycle racks, water fountains, benches, and trash cans. Improve the condition of the Lower Park river side trail and continue extending the trail from the parking facility to east to the Schmid Family Park property. This project encounters private property negotiations.
  - Improve the existing picnic shelters. Add water and power to these facilities where lacking.
  - Athletic field improvements.
  - Additional and improved river access.

- Playground accessibility improvements.
- Add a spray ground.
- Tree replacement plan to ensure continued tree canopy.
- Parking lot expansion and improvements.
- Once the master plan is in place, use it to guide replacement of assets at the park, as well as capital improvements.

### Hamllik Park (CP-2)

Hamllik Park is a small community park on the southeast side of Washougal. Hamllik Park does not meet the minimum design standard for a community park; however, it serves an important neighborhood park function. Because of its remote location, Hamllik is particularly important for nearby residents who are separated from easy access to other parks by the rail road tracks.

Recommendations for Hamllik Park include:

- Implement the master plan for the site with the assistance of a designed by Hilride Progression Development Group to complete the Washougal Bike Park.
- Consider adding an area for community art or educational piece.
- Continue to expand and refine the “no-mow” zones to ease maintenance costs and improve habitat for wildlife.
- The following ideas were generated through the Comprehensive Park and Recreation Plan process and should be considered in the master plan process:
  - Renovate or replace the restrooms at the park. Optimum siting of these facilities should also be considered in the master plan.
  - Create accessible routes into and through the park. This work entails installing ramps and sidewalks compliant with ADA.
  - Install more and better amenities, including picnic tables, barbecues, bicycle racks, water fountains, benches, and trash cans.
  - Athletic field improvements, including refurbishing the dugouts with new roof structures.
  - Make playground improvements, including providing a cover to the playground.
  - Improve the landscaping, especially by adding trees.
  - Install new sport facilities, such as a basketball court, trailside athletic pieces, or bicycle skills course/pump track.
  - Consider adding a spray park element.

### Schmid Family Park Property (CP-3)

This is Washougal’s newest property on the Washougal River was acquired partly with a 2016 Clark County Conservations Futures grant and a retroactive Recreation and Conservation Office Local Park grant in 2018. Naming rights for this park are reserved for the Schmid Family, who requested “Schmid Family Park.” The site consists of approximately 13 acres of river floodway

suitable for low intensity park use. The property also has 5 acres of developable “upland” next to 32nd Street where higher impact, more dynamic recreation features would be located. These two areas have different potentials for recreation.

Recommendations for “Schmid Family Park Property”:

- Develop and implement a master plan with community park features utilizing a structured public involvement process. In 2016, the City of Washougal assembled a design advisory board to review the needs of the community, the character of the site, and the limitations of the property acquisition. The advisory board determined the greatest needs of the community are as follows:
  - Shelters: large pavilion for events/groups of 50+ and multiple small family sized picnic units
  - Permanent restrooms
  - Amphitheatre for outdoor concerts or public events
  - Develop a soccer field
  - Boat launch/water access
  - Accessible pathways between park elements and connections to other off-site parks or trails.
- Consider easements or acquisition of adjacent properties to expand services to the public for trail links, increased public open space, improved frontage property to streets and the Washougal River
- Develop a thoughtfully designed playground
- Disc golf was a consideration for the paths around the upper portion of the park. If installation of a disc golf course is deemed to be a viable option for the lower area, this recreation element could be added to the lower trail through the floodway and connect Schmid Family Park to Hathaway Park.

These amenities for future development follow Community Park guidelines outlined in Appendix B of the Park Comprehensive Plan. Additional and key features to consider as a professional Landscape Architect lays out the park design include:

- Game and “other” recreation facilities: horseshoe pits, lawn bowling, , croquet, skate park, bocce, spray ground, bicycle pump/skills track, etc.
- Art or cultural displays
- Connect neighborhoods to the west side of the Washougal River to this park via pedestrian bridge.

**NOTE ON AN OFF-LEASH AREA:** The design advisory board considered the viability of an off-leash area in the Schmid Family Park. After careful deliberation, the board determined that the best use for the general population of Washougal warranted a soccer field over a dog area in the upper portion of the park. An off-leash dog area is not allowed in the lower portion of the Schmid Family Park due to the environmental concerns and restrictions of the Clark County Conservation Futures.

### New Community Park (CP-4)

A new community park should be developed north of the current City limits and west of the Washougal River.

Recommendations for CP-4 include:

- A site of approximately 20-25 acres should be acquired. Once a site is acquired, a master plan should be prepared to guide the future development of the site.
- The City should link the proposed bikeway/off-street trail to this park site as shown on the Park and Facility Plan map.
- The City should follow the community park recommendations for site selection and design program, as well as timing of park development.
- If possible, this park should provide trail connections to the Washougal River, citywide trail systems, and regional trails through Clark County.

### Waterfront Parks

#### Steamboat Landing (WP-1)

Steamboat Landing is a waterfront park that offers a panoramic view of the Columbia River. The dock is heavily used for fishing, especially during shad season. The new SR-14 Pedestrian Tunnel provides direct access between the downtown district and Steamboat Landing, making this park a highly visited focal point of Washougal. After winter damage destroyed a section of the dock, the structure was entirely rebuilt with new pilings in 2019.

Recommendations for Steamboat Landing include:

- With the assistance of a design professional, develop a master plan that showcases the scenic views from the observation deck and improves accessibility throughout the site
- Provide an ADA accessible connection between the observation deck and the parking area and/or the SR-14 Pedestrian tunnel.
- Incorporate community art or educational displays for public interest or interpretation.
- Increase seating elements throughout the park.
- Improve parking facilities at the park.
- Consider adding user friendly, ADA accessible amenities, such as a bicycle rack, updated signage, improved seating, a kayak rack, and a kayak dock to the existing structure.

### Sandy Swimming Hole (WP-2)

Sandy Swimming Hole is a heavily visited park that provides swimming access to the Washougal River. This waterfront park has a large deck overlooking the river.

Recommendations for Sandy Swimming Hole include:

- This park receives heavy usage by youth and access by bicycle should be encouraged. Provide additional bicycle parking located on a paved surface closer to the parking lot.
- Improve the sunbathing lawn area adjacent to the river. Provide a better transition between lawn areas and surrounding vegetation by creating an edge and providing a landscape plant transition zone using native riparian vegetation.
- Consider adding a location for community art, an educational element, or mitigation banking system at Sandy Swimming Hole.
- Provide sidewalk, bike, or off-street trail improvements along Shepherd Road to improve safety and access to Sandy Swimming Hole.
- Consider making a property acquisition to meet parking demands during peak park use. Providing additional off street parking will improve safety along Shepherd Road.
- Consider adding user friendly, ADA accessible amenities, such as a bicycle rack, improved seating, and kayak rack.

### New Waterfront Park (WP-3)

The City should actively seek to acquire property along the north bank of the Washougal River to provide waterfront access between Sandy Swimming Hole and Hathaway Park.

Recommendations for WP-3 include:

- Monitor riverfront sites listed for sale, particularly those in the setback areas and floodplains.
- Purchase one or more sites fitting into this designation.
- Look for properties with potential to make pedestrian trail connections.
- Select waterfront property that provides suitable access for watercraft, such as drift boats, kayak or rafts.

### Natural Parks

#### Campan Creek Park (NT-1)

Campan Creek Park was acquired by the City of Washougal through quitclaim from the neighboring Homeowners Association in 2004. Campan Creek Park is accessible from a narrow right-of-way path located between two homes. While a neighborhood park is needed in this area, Campan Creek Park is not well suited for this function due to its lack of visibility, topography,

and poor access. However, the parcel connects with Eldridge Park and it has great trailhead for the Campen Creek Greenway.

Recommendations for Campen Creek Park include:

- Improve the trail connection between Campen Creek Park and Eldridge Park, including the replacement of the existing degraded bridge constructed with the Campen Creek Villa subdivision.
- Continue the trail system through to the southern property line for access to “Q” Street and across the southern property line into connecting City owned properties.
- Continue to maintain the picnic tables in Campen Creek Park. As connectivity through the parks improves, the City of Washougal anticipates these units will receive more use.
- Consider removing turf grass and re-vegetating with native plants. Use appropriate areas of the site for mitigation banking.
- Look for acquisition opportunities to expand Campen Creek Park and the Campen Creek Greenway for improved access and parkland variety.
- Incorporate art and/or educational pieces throughout the site.
- Consider developing this site into a disc golf course to encourage people to walk actively for recreation.
- Consider user friendly, ADA accessible amenities, such as adding a bicycle rack, updated signage, improved seating.

#### Eldridge Park (NT-2)

Eldridge Park is the largest undeveloped site in the Campen Creek Greenway. Because of deed restrictions, this park must remain in a natural state for passive recreation and must retain the name of Dr. Eldridge.

Recommendations for Eldridge Park include:

- Make habitat improvements to Eldridge as a mitigation-banking site.
- Incorporate interpretive and/or educational pieces throughout the site.
- Develop “no-mow” zones with vegetation to attract wildlife.
- Look to acquire adjacent properties for purposes to expand open space and trail connectivity. For example, in 2011 the city assumed ownership of Rolling Meadows 5 property, offered to the City of Washougal by the HOA. This property bridges a gap between the Eldridge Park Complex and another City of Washougal-owned parcel and joins 40 acres together for future trail development.

#### Mable Kerr Park (NT-3)

“Kerr Park” is located to the north of the Washougal School District Administration building and George J. Schmid Memorial Fields. Campen Creek delineates the boundary between the park

and Orchard Hills Golf & Country Club. Since 2007, Washougal Parks Department personnel and volunteers have worked diligently to clean the site of invasive ivy and blackberries. Volunteers planted over 500 trees and constructed almost  $\frac{3}{4}$  of a mile in trails. Kerr Park trail provides two trailheads: The east at Sunset View Road and the west at Gifford Place.

Recommendations for the Kerr property include:

- Incorporate nature friendly art displays or interpretive features into the site.
- Improve the Sunset View Road frontage for safer trail connectivity.
- Continue to work toward invasive weed removal and native habitat restoration for the benefit of wildlife and quality of visitor experience.
- Look to acquire adjacent unused properties belonging to either the Washougal School District or the Golf Course. Improve access into the property through easements and additional trailheads.
- Consider installing fencing between the residents or School District and the park to improve safety and limit unwanted vehicular activity in the park.
- Consider an agreement with the School District and/or Orchard Hills Golf Course to share opportunities for such activities as mitigation banking, continued trail development, and/or outdoor learning environment.

Look Out Ridge Park (NT-4)

Look Out Ridge Park consists of 1.1 acres of wetland and mitigation planting in the “Look Out Ridge” subdivision. The property has a small trail and bench to overlook the Columbia River. The site offers panoramic views of the Columbia River Gorge mouth, Mount Hood and Oregon. Because the site’s purpose is to protect a wetland, the City of Washougal has no plans to install additional amenities. Extension of the trail through to the sidewalk remains the only possible recommended improvement for this site.

### Special Use Parks

Reflection Plaza (SU-1)

Reflection Plaza is a newly remodeled square in downtown Washougal. A 2010 improvement to the park installed a living Christmas Tree on the northeast corner of the property. The unused Christmas Tree well in the center of the plaza could be used for rotating art displays or other similar displays. The well is fitted with electricity and the structure lends a foundation for a moveable base. In 2015, new brightly painted picnic tables were added for a splash of color and additional seating. Recommended additions include addition of beautification amenities such as an entry arch, artwork, embellishment to the existing arbor, addition of trees and shrubs where possible. Safety additions include installation of traffic control devices at intersections to protect event participants.

### Special Use Downtown Park (SU-2)

The City of Washougal should consider purchasing property for the development of a downtown park. This parcel should consist of up to 5 acres located along or near Main Street in the downtown district. The city should consider purchasing vacant lots, as well as razing existing buildings, to create the open space necessary for a downtown park. Each building should be considered for renovation as an accessory recreation structure for a rental or park purposes. All established trees should be evaluated for soundness and preserved if possible.

Amenities to consider for future development should follow Neighborhood Park guidelines outlined in Appendix B of the Park Comprehensive Plan. Additional and key features to consider for a Special Use Downtown Park include:

- Shelters: large pavilion for events/groups of 50+ and/or multiple small family sized picnic units
- Amphitheatre for outdoor concerts or public events
- Art or cultural displays
- Design development around a living Christmas Tree to focus annual celebrations on this public space
- Water feature

### George J. Schmid Memorial Fields (SU-3)

George J. Schmid Memorial Fields develops and operates according to an inter-local agreement between the Washougal School District and the City of Washougal. The School District owns the land and provides the first line of maintenance. The City of Washougal provides the ball field development with granting assistance and minor maintenance. In 2006, Washougal constructed baseball field #1 in 2006 and completed baseball field #2 in 2009 with funds acquired by a Youth Athletic Facility grant through the Recreation and Conservation Office. In 2010, the City of Washougal converted field #1 into a dirt infield for softball use until the third ballfield is constructed.

Recommendations for George J. Schmid Memorial Fields include:

- Complete the third ball field and all outstanding requirements and ADA accessible amenities of this sports complex project (landscaping, restrooms, etc).
- Seek grants to defray development costs of the final field and appurtenances.
- Work with the School District to provide trail connectivity to Mable Kerr Park at the north boundary of the property.

### Main Street Pocket Park (SU-5)

This linear park is a very small pedestrian corridor with seating elements. The City of Washougal should consider adding art to this location for interest; however, no additional changes are proposed for this site by the City of Washougal.

### Open Space

The City of Washougal owns several properties that do not function as parks. These properties consist of remnants left over from subdivision developments, “Dedicated to the City of Washougal” because of tributaries and associated riparian zones. The City has many open space areas that are potential candidates for rehabilitation under Parks Department management. Some of these future projects may require a plat alteration in order for any proposed project to go into construction. These areas are desirable for the City because of their connectivity opportunities. Appropriate Open Space Areas could be developed into a variety of public uses including trails, playgrounds, future parks, wildlife observation areas, etc. Easements hold great possibility for connecting larger City trail systems together. A more thorough analysis of the useable easements would reveal this potential. These suggestions are starting points in the discussion on how open spaces could be used in the future. Open spaces sites are not identified specifically in the current Park Comprehensive Plan.

### Other Park Sites

Washougal benefits from a wealth of park and recreation resources under ownership by other agencies. These sites provide a variety of opportunities for Washougal residents, and contribute to the City’s park system.

### Goot Park

Goot Park, a City of Camas park, provides a ball field used by many Washougal residents through the East County Little League. Located on the Washougal-Camas boundary, this site benefits residential neighborhoods not served by other Washougal parks. Washougal should consider participating in future capital improvements at this site, particularly if Washougal residents are included in the planning process and benefit from improvements made there.

### Washougal River Greenway

The City of Camas developed the Washougal River Greenway, a natural open space area along the Washougal River. The Camas/Washougal Skate Park, located on the edge of the Greenway, begins the trailhead at the Washougal/Camas boundary. The Greenway offers a trail corridor

that is used by Washougal residents, and is a wonderful recreation asset for both communities. Washougal should connect future trails into the Washougal River Greenway to expand on this recreation resource.

#### Camas/Washougal Skate Park

The Cities of Camas and Washougal pooled funding to provide the Camas/Washougal Skate Park. Both cities should promote transportation projects near the Skate Park to improve the safety and ease of access for users. Because this site rests inside the City of Camas and Camas fully maintains the property, no recommended changes are proposed for this site by the City of Washougal. Should the Skate Park require renovation or additional amenities, the City of Washougal should consider contributing to this improvement.

#### Captain William Clark Park

Captain William Clark Park is a joint venture of multiple local agencies, including the City of Washougal. Washougal should continue to be a partner in this important regional site, working with the City of Vancouver, Clark County Parks, Port of Camas/Washougal on implementation of the Phased Master Plan. In the meantime, the City should monitor its expenditures related to the site and ensure that its contributions to the joint effort are equitable and as called for in the Maintenance and Operations Agreement. Washougal is responsible for the parking facility north of the dike and limited aspects of the restroom facility there. Should the RV parking as designed in the Master Plan be implemented by one of the other partners, the City of Washougal should consider contributing to this improvement, since the town benefits economically by having a functional RV facility.

#### Steigerwald National Wildlife Refuge

The City of Washougal supported the 2009 implementation of the Wildlife Refuge master plan and looks forward to construction of a planned environmental education center. The regional trail system along the Port of Camas/Washougal levee and through William Clark Park provides linkages into the Steigerwald trail system, so that Washougal residents can best experience the natural resources at Steigerwald. The Refuge is available by a parking facility via SR-14 and does not allow bicycles or pets on the trails.

#### Pendleton Baseball Fields

Two heavily used baseball fields and one overlapping soccer field are located on property owned by the Pendleton Woolen Mills. Organized sports groups use these fields with permission from Pendleton management. Pendleton Woolen Mills may choose to commercially or residentially

develop this property in the future. Should development include residential uses, a neighborhood park should be created to serve residents.

#### Fishback Stadium

The City of Washougal seeks greater use of the stadium through an inter-local agreement with the Washougal School District. Washougal and the School District agree to investigate options to improve the facility when it benefits the community as a whole. The School District would continue to own the land and provide maintenance of the facility.

#### Home Owners Association Parks and/or Open Space

There are a variety of open space parcels and private parks built as part of residential subdivisions in Washougal. These parks are owned and maintained by the Home Owners Associations (HOAs). While these parks provide important local recreation sites in the areas throughout the City, private parks are generally not built to City standards. The City should recognize these preexisting private parks as important resources, institute policies so that future private parks are built to public park standards, and should avoid taking ownership of HOA sites unless they are consistent with the recommendations in this plan. It does not prove beneficial for the City of Washougal to acquire properties that are landlocked, difficult to maintain, or heavily encumbered by regulations. The City of Washougal should move to accept/acquire only open spaces providing an opportunity to expand the city-wide trail system, provide a recreational benefit to the community, or protect a specific feature of historical, community or environmental significance.

### **5.3 RECREATION FACILITIES RECOMMENDATIONS**

Washougal's existing recreation facility inventory consists primarily of athletic fields. The City has one indoor space: the Community Center. The Community Center is part of the Washougal City Hall complex and primarily used by local senior citizens. The following recommendations address athletic facilities, other outdoor recreation facilities, and indoor facilities to meet Washougal's growing recreation needs:

#### Athletic Programs

Sports are important recreation activities in Washougal. Private organizations offer athletic programs on City, School District, and private facilities. Based on standards established during the 2006 Park Comprehensive Plan, the following recommendations address current and future needs.

Provide Functional Athletic Fields: The most functional types of athletic fields are those adequately developed and specifically designed to serve particular functions. Often times, sport facilities are used for activities for which they were not designed. The following standards provide Washougal with guidelines for new athletic facilities or retro-fits of existing facilities:

- Regulation baseball field dimensions: 320'+ outfields, 90' baselines, grass infield; permanent backstop and support facilities.
- Youth baseball field dimensions: 200'+ outfields, 60' baselines, dugouts. Grass infield not required; permanent backstop and support facilities.
- Softball field dimensions (Slow-pitch): 250' minimum outfield - women, 275' minimum outfield - men, 60' baselines; (Fast pitch) 225' outfield, 60' baselines; skinned infield; permanent backstop and support facilities.
- Youth softball field dimensions: 200'+ outfields, 60' baselines, dugouts. Skinned infield; permanent backstop and support facilities.
- Regulation soccer field dimensions: 195' to 225' by 330' to 360'; grass or all weather surfacing; adequate perimeter space; permanent or portable goals.
- Youth soccer field dimensions: Varies according to age: U14 (60 yds. x 110 yds.) - U6 (20 yds. x 30 yds.); permanent or portable goals.
- Guidelines: Use the following guidelines for sports field and indoor court provision:
  - 1 baseball/softball field per 2,050 residents
  - 1 soccer field per 1,689 residents
  - 1 football field per 9,000 residents
  - 1 indoor court per 2,300 residents
- Field Upgrades: As part of the recommended park improvements, the fields at Hathaway and Hamllik Parks should be improved, including dugouts, bullpens, etc. During the master planning efforts at both sites, alternative field configurations should be evaluated.
- George Schmid Memorial Ball Fields: Continue master plan development of the last field and all supporting amenities at the Schmid Fields.
- New Fields in Community Parks: Sports fields should be provided in each of the proposed new community parks to meet public needs for these facilities. Multiple fields should be provided at each site, with the field mix based on the guidelines listed above. Consideration should be given to geographic dispersal of athletic facilities throughout the community.
- Pendleton Fields: Privately owned Pendleton Fields is a major supplier of field time exclusively for the East County Little League community. The City of Washougal should remain responsive to shortages in fields due to future commercial development and removal of the ball fields on this property.
- Danielson Fields: The City should consider contributing to this site with whatever means capable, which will serve Washougal's growing population. Ideally, the site can hold a complex of 4 full-sized irrigated turf grass fields. Restrooms would need to be provided in proximity to the fields to support the use. In addition, supplemental parking may be needed in addition to the parking available at the Middle School. As a guideline, about 50 spaces per field will be needed to provide parking for peak demands.

- **School District Partnerships for Athletic Fields and Indoor Courts:** Coordinate with the school district on development of new school sites to make sports facilities and gymnasiums available to the general public at the new schools. Washougal should consider making a financial contribution toward each of these sites in exchange for use. This will become particularly important if the City adds recreation programming, because schools can provide cost-effective programming space, particularly if designed with public use in mind.
- **Outdoor Basketball Courts:** Outdoor basketball courts should be provided in all community parks. Full or half courts should be provided in neighborhood parks where the park configuration allows. In 2019, the Washougal School District completed installation of covered areas inside playgrounds with a primary use as a small basketball court.
- **Outdoor Tennis Courts:** Outdoor tennis or pickleball courts should be provided at new community parks.
- **Outdoor Volleyball Courts:** Washougal currently has no outdoor volleyball courts. These should be considered for inclusion in future community parks.
- **Skateboard/BMX Facilities:** Washougal should continue to partner with Camas on the popular Camas/Washougal Skate Park. No specific capital improvements are recommended at the skate park at this time. The City should consider incorporating small-scale skateboard/BMX features at community park sites and complete the facilities already designed and part way completed for Hamllik Park

#### Other Outdoor Recreation Facilities

During the planning process, community members expressed interest in a variety of other outdoor recreation facilities. Washougal’s parks currently have traditional recreation amenities such as playground areas but lack other recreation facilities that have become increasingly popular. The following recommendations address providing additional outdoor recreation facilities in Washougal:

**Spray grounds:** Spray grounds are water play features that are very popular and provide a means of integrating aquatics into parks at a relatively low cost. Washougal should provide at least two spray grounds in community parks, one south of the Washougal River (preferably at Hathaway Park) and the other in the north end of the City.

**R.V. Parking:** The City should consider constructing spaces for R.V. parking within the City limits. The addition of functional R.V. spaces would allow for greater access to Washougal for travel or vacation and benefit local community businesses. Currently the only zoned area for implementing RV parking is located near the Columbia River on Port of Camas/Washougal land. The City could work with the Port to develop such a facility. William Clark Park on the Columbia River is already designed, striped for RV parking, and ready for final details prior to

renting spaces overnight. Another suggestion includes changing local zoning code to allow development in areas throughout the City. The planning and site choice for this addition should be made in the near future to take advantage of available land.

**Off-Leash Dog Area:** An off-leash dog area provides a location where residents can exercise and interact freely with their dogs. The City should consider incorporating one or more off-leash dog areas into new community parks. Ideally, an off-leash area should be at least five acres in size, fenced with a double-gated entry, have nearby parking, and include amenities such as water, benches, and trashcans. The City should also consider several smaller off-leash dog areas scattered around the city in existing park property or vacant property. The site should not be isolated visually or physically for safety. Noise impacts on neighbors should be considered and special attention should be paid to the potential impact of a dog park on the sensitive environments and habitats surrounding the site.

The City of Washougal should also consider partnering with the City of Camas or seek out other properties for a separate park. An area that appears ideal for both Camas and Washougal residents is the land owned by the City of Camas, under the power lines near Goot Park.

**Community Gardens:** Community gardens provide a location where community members can grow plants and vegetables on individual plots, usually for a small fee. Establishment of community gardens should serve a trial period of at least three years. Several of Washougal's neighborhood and community parks have potential for community garden use. The site selected should have:

- At least six hours of sunlight per day;
- Access to water;
- A means of vehicular access so that soil, mulch, and other materials can be brought into the site.

2010 was the first year of the Hathaway Park Community Garden east of the pickleball courts and in 2012 the City upgraded the garden with raised cedar beds with financial assistance from WSU Master Gardener Foundation. This garden currently has 26 - 4'x14' raised cedar beds and 6 - 4'x4'x30" raised ADA boxes. There is ample off-street parking available in this area.

**Whitewater Park:** Explore the possibility of providing a whitewater park in Washougal. This type of recreation facility uses natural materials to provide a whitewater course with permanent rapids adjacent to the river. If there is community interest in this type of recreation activity, the City

should conduct a feasibility study on the long-term costs of operating such a facility prior to making a decision.

### Indoor Recreation Center

A great need for both indoor recreation space and a senior center is identified in all public surveys. More and more communities in the Northwest are offering multi-use recreation centers because of the region's inclement winter weather and the multiple opportunities possible in an indoor facility. If designed correctly, recreation centers can offer a wide variety of community activities at a reasonable cost. Most progressive community centers now provide rooms for receptions, meetings, and large group gatherings, as well as gymnasium and recreation space. The community would benefit from a multi-functional building combining the functions of both an indoor recreation center and a senior center. A feasibility study would assess the options and form the groundwork in the long-term planning of such a community resource. Preliminary investigation would also identify an appropriate site and building program that is the best fit for the City's financial goals. Many communities plan recreation centers to maximize revenue generation and minimize operating subsidies to meet financial goals.

The following facilities should be considered for an indoor recreation center to meet community needs according to surveys:

- Gymnasium (at least 1 full-sized courts)
- Multipurpose room for special events, receptions, and dance classes.
- Catering kitchen
- At least two classrooms/meeting rooms to accommodate various sized groups.
- Exercise room (aerobics, dance, fitness classes, etc.)
- Fitness center
- Support facilities, including lobby, restrooms, office space for staff, locker rooms, storage space, etc.
- Arts and crafts room
- Concessions/vendor space such as a coffee kiosk or snack bar
- Potentially a youth center and/or a senior center

In recreation surveys completed in Washougal and Camas, members from both communities strongly supported partnerships between the two cities and also very strongly identified a need for a community center. In 2005, Camas and Washougal investigated building a joint facility near the City lines. The project costs were too high at the time. Again in 2018, discussions with the City of Camas and the Port of Camas/Washougal impressed the need of a community center to serve both cities, particularly after the closure of the Camas Swimming Pool in Crown Park. Without a partner, Washougal would likely not be able to support a significant community center. The two communities should keep options open and look for opportunities to support a major recreation center, even potentially including an indoor pool, a facility desired by many Washougal residents.

### Hybrid or “New” Recreation Uses

The city should remain open to expanding hybrid recreation uses that develop from the merger of other recreation activities. The city might investigate requests for adding hybrid recreation by surveying the needs and specifications of the activity. Those criteria should be measured for compatibility against appropriate park spaces or vacant city/private properties. Of the things to consider in planning for hybrid or “new” recreation uses:

- Is the activity a fad or proved as a long-term use?
- Has the activity changed periodically, requiring frequent updates of facilities?
- Does the community support this activity?
- What are the impacts to the site or other recreation activities?
- Are the facilities adequate to handle the demands of increased or different visitation such as parking, foot traffic, wear and tear, etc...?
- How does the activity benefit/degrade the community in any way?
- How effectively has the activity been managed in other jurisdictions?
- Does the activity promote the goals of the Park Comprehensive Plan, as recommended by the Parks Board?
- Does a strong user group accompany the activity for possible joint maintenance or improvement agreements?

Some examples of Hybrid or “New” Recreation Uses include:

**Disc golf:** This activity uses a Frisbee type disc on a course that blends a traditional golf with basketball style goal. Disc golf has become popular in larger parks that span several acres. Currently, existing nearby disc golf courses include Leverich Park in Vancouver and Shady Oaks in North Bonneville. Washougal properties that have been discussed or may be suitable for disc golf include: the Eldridge Park Complex, Kerr Park, the Schmid Family Park, William Clark Park, etc.

**Pickle-ball:** This activity blends ping-Pong, tennis, and badminton, resulting in “mini tennis”. This game has been played since 1972 and can utilize any concrete or asphalt space measuring 20’x44’. Currently the closest formalized indoor courts are located at Marshall Elementary School, Firstenburg Community Center, and L.A. Fitness in Vancouver. Washougal converted the Hathaway Park tennis courts into 6 pickleball courts in 2014. Washougal should also consider these types of courts in future park development projects.

**Pump Tracks and Skills Courses:** A pump track is a continuous loop of dirt berms and “rollers” (smooth dirt mounds) that are ridden on a bicycle without pedaling. The name “pump track” comes from the pumping motion used by the rider’s upper and lower body while riding to maintain speed around the track without pedaling. A bicycle skill course utilizes carefully crafted elevated, moving, or stationary obstacles for bicyclists to negotiate to develop skills of strength, coordination, and balance. These tracks and courses often work hand in hand to help riders become better bicyclists and

avoid typical crashes. The City of Washougal began installing the Washougal Bike Park in 2016 at Hamllik Park. At this time, the pump and jump phases of this park are due to be completed in 2019.

Should an appropriate site be found for Hybrid or “New” Recreation Uses that fits the goals of the Park Comprehensive Plan, the vision of the Parks Board, and compliments the Parks Department, the City of Washougal may implement such facilities utilizing Park Impact Fees, budget appropriation, donations, and other funding measures as appropriate. The City of Washougal shall seek partnerships with other jurisdictions, districts, or user/activist groups and grants when possible to implement Hybrid or “New” Recreation Uses.

#### **5.4 OFF-STREET TRAIL SYSTEM**

The recommendations provided in this section establish an off-street trail system for Washougal that provides east-west and north-south linkages throughout the City.

##### Off-Street Trail System Concept

Washougal envisions a Washougal River trail as part of its off-street trail system. The interim strategy for the trail system is to develop a river-oriented trail using existing parks and on-street connections (sidewalks) in existing rights-of-way. Washougal’s trail system will connect all parts of the city to each other, with linkages to downtown and important recreation facilities. The off-street trail system focuses on recreation opportunities, while also serving non-motorized transportation needs. Natural open space parks feature trail linkages to existing privately owned trail systems. Wherever possible, linkages between individual developments and the citywide trail system should be encouraged. The City should provide on-street transportation linkages in areas of deficiency. In addition, the City should continue to develop trail systems and link with the regional network of Clark County.

##### Proposed Trail Corridors

The proposed off-street trail system is depicted on the Existing Park and Recreation Map, located in the Map section at the end of this document. The trail corridors depicted on this map represent conceptual linkages, not specific trail alignments.

**Columbia River Trail:** The Columbia River Trail provides an important east-west connection in Washougal from the Columbia River Gorge to the Camas City limits, as well as viewing opportunities along the Columbia River. Washougal should seek opportunities to increase access at points along the levee and improve trail spurs that currently exist. In the summer of 2010, the SR-14 pedestrian tunnel opened to allow a seamless access between the downtown core and the Columbia River. The City of Washougal’s “Columbia River Trail” will create a pedestrian

connection from Steamboat Landing west to the Port of Camas/Washougal Marina. This trail project builds a pedestrian corridor from the Port of Camas/Washougal's new Waterfront Trail to the east end of South A Street. To continue the connection to Steamboat Landing, an off-street trail requires easements across private residential properties and the State of Washington State Route 14 right of way. This projects is anticipated for completion in summer 2019.

**Washougal River Trail:** An ideal vision for the Washougal River Trail is a trail adjacent to the river, similar to the trail in the Washougal River Greenway in Camas. Due to private property and topography issues, a trail connection paralleling the river on surface streets provides an alternative at some sections of the river. Existing parks and easements may connect to segments of this riverfront trail.

The following actions detail the short-term strategy:

- The City of Washougal should actively seek properties suitable for waterfront parks or easements that provide trail opportunities along the south Washougal River frontage.
- Include a riverfront trail in the master plan for the Schmid Family Park and connectivity to Hathaway Park.
- Keep options open to develop a pedestrian crossing to bridge the Washougal River Road at the Schmid Family Park.
- Actively seek waterfront easements and property to expand public access and trails along the Washougal River when the opportunity arises. In particular, identify and secure land outside existing city limits and potentially north of the UGA before it is developed and the opportunity is lost.
- Bonneville Power Administration Utility Easement

An east-west connection is also needed in northern Washougal, where there are a number of constraints due to topography development patterns. Sitting outside the City limits, a utility easement in northern Washougal has potential for providing a connections through areas of growth development in the next several years. The easement traverses the Washougal River at a location that is steep and extremely difficult to cross. While a bridge connection would be ideal, the City of Washougal recognizes that this BPA easement is best divided into North West and North East trail segments.

**North West Bonneville Power Administration Easement Trail:** The BPA utility easement in northern Washougal west of the Washougal River has potential for providing a connection through an area likely to grow with mixed use development in the next several years. This utility corridor should be used to develop the east-west connection, linking the Washougal River to currently undeveloped areas north of the existing city limits.

North East Bonneville Power Administration Easement Trail: An east-west connection is needed on the east side of the Washougal River. This system is partially developed but has missing links through neighborhoods. The greatest missing link is a strong connection between the Campen Creek Greenway and the Easement at “W” Street. A more direct route has been requested of citizens to access Hartwood Park. The existing trailhead for the Campen Creek Greenway is accessed on streets without sidewalks.

West Side Utility Easement Trail: Washougal residential development has been occurring in the northern hills. A north-south utility easement running from the Washougal River Greenway to the peak of the hill could potentially link these areas to the historic downtown, Washougal River and the North West BPA Easement Trail in the future.

Steigerwald Route: The City of Washougal should keep options open to link to the Steigerwald National Wildlife Refuge trail system to the Campen Creek Greenway. A partnership with Clark County, Washington State Department of Transportation, and the US Fish and Wildlife Service must be forged to create this connection.

Campen Creek Greenway Trail: The east side of town provides an extensive opportunity for off street trails through City of Washougal parks and open space. Kerr Park, Hartwood Park, and Campen Creek Park provide trailheads for the looped trail system. Several spur trails could be established to connect to other developing systems. The trail possesses deficiencies in off-street and sidewalk continuity. 39th Street and Sunset View Road are two of the most critical missing links in this system. • Other Off-Street Trail Connections that cross road systems: Several short, missing off-street segments interrupt pedestrian and bicycle connectivity. In order to link these trail systems, enhancements to intersections or roadway crossings are needed to make a safer path. Options may include: 1) A connection to LaCamas Lake Park in the north-west neighborhoods of Washougal, 2) A connection between neighborhoods north of Sunset View Road to Jemtegaard School, 3) A connection between neighborhoods to the East of 32<sup>nd</sup> Street to Schmid Family Park, and 4) A continuous connection between all parks by either an off-street or sidewalk.

Other On-Street Corridors: Washougal should consider connections within existing street rights of way to provide additional pedestrian and bicycle corridors. Options may include: 1) A north-south connection along the Washougal River Road up to Woodburn Road; 2) A continuous connection from J Street along 39<sup>th</sup> Street to Evergreen Way, and 3) A connection along Sunset View Road, past Kerr Park to Evergreen Way.

Water Trails: To capitalize on Washougal's unique water resources, the City should promote a water trail for non-motorized watercraft on the Washougal River. The link could provide information on launch points, site facilities, and points of interest for the river visitors. Improving floater and kayak access to the Washougal River is a key step in developing usable water trails. While several internet websites currently offer water trail maps for the Columbia River, information regarding public access points for the Washougal River has been difficult to find until 2010. The Washougal River Water Trail Map details this important information and is available for reference in the Map section at the end of this document.

### Trail Planning and Design

Policy statements and design guidance for trail planning and design are contained in this section. These guidelines are intended to assist the City in developing an off-street trail system that is user friendly and functional.

#### Planning

- During the planning phase, require a dedicated right-of-way for recreational trails shown as on the City's Park Master Plan map.
- A recommended 25' wide right-of-way should be secured for trails, with 44' to 50' optimum.
- Whenever possible, recreation pathways and trails should be separated from the roadway.
- Additional trail easements or dedications should be sought to complete missing trail segments, link parks, and expand the overall trail network into areas that are already developed. If no other means can be found to provide missing links, on-street trail links should be used.
- Local trails should be required in residential subdivision planning and should connect to the City's trail system and neighboring local trails. Trail locations can be determined during the land use review process.
- Trail alignments should take into account soil conditions, surface drainage and other physical limitations that could increase construction and/or maintenance costs.

#### Design

- Multi-use trails are the preferred trail type for Washougal, because they have the potential to serve the broadest spectrum of the public, including walkers, hikers, runners, and cyclists. Multi-use trails can even serve equestrian users in certain areas. Trails should be planned, sized, and designed for multiple uses except where environmental or other constraints preclude this goal.
- An 8-12' paved width should be developed, with 2' wide unpaved shoulders on each side. Approximately 16' should be provided from the shoulder to each neighboring property line, if the trail runs adjacent to a private property. The diagram on this page provides a

schematic cross-section of a multi-use trail. If the trail runs adjacent to the Washougal River or another sensitive area, it should be located at least 20' away unless a larger buffer is recommended by an environmental scientist.

- Trails should be located and designed to enhance accessibility wherever possible, with high priority being loop or destination opportunities on portions of trails near staging areas. Where routes use existing streets, the pathway should be designed to minimize potential conflicts between motorists and trail users.
- Centralized and effective trailheads areas should be provided for trail access. These sites should include parking, orientation and information signs, and any necessary specialized unloading features. Primary trailheads should have restrooms and trash receptacles, while secondary trailheads might only have some parking and signage. Secondary trailheads may have 3-8 parking spaces, whereas primary trailheads may have 20 or more parking spaces. Trailheads can be incorporated into community parks in some cases.
- Way finding and orientation signage should be provided to facilitate trail users. Signage should be provided at each major intersection and trail entrances.

# CHAPTER SIX: Plan Implementation

## 6.1 OVERVIEW

This chapter identifies an implementation strategy for funding the improvements recommended in the Parks Comprehensive Plan. It includes a list that details all the capital projects recommended in the Master Plan and a short-term, 6-year Capital Improvement Plan (CIP) for implementation. The 6-year CIP is based on a financial projection, also described in the chapter. Finally, the formation of a metropolitan park district is reviewed as a potential financing mechanism. *Appendix C* includes a matrix of potential sources for capital project financing to supplement this chapter.

## 6.2 CAPITAL PROJECTS

Below is a list of all projects identified in the Plan, along with their project costs (Table 6). This list of projects was developed from the recommendations presented in Chapter 5.

Project costs were developed based on 2019 dollars and can be used for planning and budgeting purposes. Land acquisition costs are projected at a cost of \$210,000 per acre inside the Urban Growth Area (UGA) and \$100,000 per acre outside the UGA. Waterfront property pricing is inflated 20%.

Three categories of projects are shown in Table 6:

- **Parks:** These projects include improvements at existing sites, as well as acquisition and new park development.
- **Special recreation facilities:** These projects are recreation facilities to be developed at parks or other publicly owned sites.
- **Trail improvements:** These are improvements to establish Washougal's off-street trail network but does not include land acquisition or the development of trails within park sites.

**Table 6: Capital Projects List**

		Project Description	Type			Preliminary Project Cost
			New Park	Existing	Other	
Parks and Open Space						
NP-4	New Neighborhood Park	Acquisition of a 2 to 3-acre site	X			\$630,000
NP-4	New Neighborhood Park	Master plan	X			\$75,000
NP-4	New Neighborhood Park	Construction of Neighborhood Park NP-4, including a share of the Turtle Terrace Washougal River	X			\$2,000,000
NP-7	New Neighborhood Park	Acquisition of a 2 to 3-acre site	X			\$630,000
NP-7	New Neighborhood Park	Master plan	X			\$75,000
NP-7	New Neighborhood Park	Construction of Neighborhood Park NP-7	X			\$1,250,000
NP-8	New Neighborhood Park	Acquisition of a 2 to 3-acre site	X			\$630,000
NP-8	New Neighborhood Park	Master plan	X			\$75,000
NT-3	Mable Kerr Park	Expansion of existing park		X		\$2,000,000
NP-8	New Neighborhood Park	Construction of Neighborhood Park NP-8	X			\$1,250,000
CP-1	Hathaway Park	Master plan implementation. Additional projects may be identified in the master plan requiring additional funding. Master Plan by MIG completed in 2007. Where appropriate acquire adjacent properties to expand amenities and access.		X		\$4,000,000
CP-2	Hamllik Park	Construction of Bike Park, improvements to ballfield, amenities, playground, etc.		X		\$100,000

CP-3	Schmid Family Park	Master plan	X			\$120,000
CP-3	Schmid Family Park	Construction of Community Park CP-3	X			\$4,000,000
CP-4	Northwest Community Park	Acquisition of 20 to 25 acres	X			\$2,500,000
CP-4	Northwest Community Park	Master plan	X			\$120,000
CP-4	Northwest Community Park	Construction of Community Park CP-4	X			\$4,000,000
WP-1	Steamboat Landing	Design and construction of accessibility improvements		X		\$1,000,000
WP-3	New Waterfront Park	Acquisition of 2-3 acres	X			\$756,000
WP-3	New Waterfront Park	Allowance for planning and development of trail and signage improvements	X			\$375,000
SU-2	New Downtown Park	Acquisition, design, and construction of new park	X			\$2,250,000
SU-3	George J Schmid Memorial Fields	Implementation of master plan phases for field #3 and supporting system		X		\$2,500,000
Other	William Clark Park	Installation of tent camping and RV facilities		X		\$750,000
Other	Jemtegaard Trail	Provide a connection between neighborhoods north of Sunset View Road and Columbia River Gorge Elementary and Jemtegaard Middle School			X	\$700,000
Other	Dog Park	Appropriation for proposed use of land for possible dog park			X	\$100,000
		<b>Parks and Open Space Subtotal</b>				<b>\$30,636,000</b>

**Notes on the Preliminary Capital Projects List**

1. Preliminary project costs are planning level costs and will be further refined after City review of, and comment on, project list.
2. Construction projects include design and construction documents as well as construction costs in the project cost.

## 6.3 IMPLEMENTATION PRIORITIES

The following criteria are recommended for prioritizing projects in the Capital Improvement Plan. These criteria are the community priorities that emerged through the planning process. The criteria are not listed in order of priority.

- **Serving underserved areas.** Analyzing distance and location of local park resources, and identifying areas lacking in these facilities and experiences.
- **Developing trails.** Trail-related activities were some of the most sought after resource in community surveys
- **Improving river access.** Acquisition of riverfront land or easements, access improvements, and riverfront trails are important for Washougal residents and for promoting riparian stewardship.
- **Contributing to partnership opportunities.** Washougal residents are supportive of partnering with Camas and others to improve recreation access for the community.
- **Upgrading or developing existing parks.** Results of the community survey indicated that residents place a high priority on improving existing parks and currently undeveloped park sites.
- **Acquiring land.** Looking towards future growth of the City’s population and acquiring property that will serve these expected needs.

## 6.4 CAPITAL PROJECT FUNDING

Washougal created a dedicated parks capital project funding account in 2017. With more than \$46-million in capital projects over the lifetime of this plan, the City needed a financing strategy for its park improvements and acquisitions. The revenue available from many potential sources depends on community growth and development, with impact fees tied to the amount of new development. *Appendix C* includes a matrix of potential sources for capital project financing to supplement this chapter.

The table (Table 7) on the following page highlights the priorities of the Washougal Parks Department as of April 2019, along with their total cost of development.

**Table 7: Washougal Parks Department  
2019 Development Priorities**

Site		Project Description	Preliminary Project Cost
CP-1	Hathaway Park	Master plan implementation. Additional projects may be identified in the master plan requiring additional funding. Master Plan by MIG completed in 2007. Where appropriate acquire adjacent properties to expand amenities and access.	\$4,000,000
CP-2	Hamllik Park	Construction of Bike Park, improvements to ballfield, amenities, playground, etc.	\$100,000
CP-3	Schmid Family Park	Master plan	\$120,000
CP-3	Schmid Family Park	Construction of Community Park CP-3	\$4,000,000
WP-1	Steamboat Landing	Design and construction of accessibility improvements	\$1,000,000
SU-2	New Downtown Park	Acquisition, design, construction of new park	\$2,350,000
		<b>Subtotal Parks</b>	<b>\$11,570,000</b>

	Other		
	Senior Center	Acquisition, design, and construction of a new 5,000 sf senior center and indoor recreation center	\$30,000,000
	William Clark Park	Installation of RV facilities	\$700,000
SU-3	George J Schmid Memorial Fields	Implementation of master plan phases for field #3 and supporting system	\$2,500,000
		<b>Subtotal Special Recreation Facilities</b>	<b>33,200,000</b>

	Trail Improvements		
	East side Power Line Easement Trail	Gravel trail connecting 32 <sup>nd</sup> Street to 49 <sup>th</sup> Street (5,000 feet). Includes Campen Creek crossing.	\$600,000
	Columbia River Trail	Improved path surface and trail amenities from the dike west through the Port zone	\$1,000,000
	Jemtegaard Trail	Provide a connection between neighborhoods north of Sunset View Road to Columbia River Gorge Elementary and Jemtegaard Middle School	\$700,000
		<b>Subtotal Trail Improvements</b>	<b>\$2,300,000</b>
		<b>Total</b>	<b>\$47,070,000</b>

1. *Notes on the CIP Projects List:* Hathaway Park improvements are partially funded.

## 6 -Year Funding Strategy: Acquisition and Development Scenarios

In 2006, Moore Iacofano Goltsman Inc. outlined a 6-year financial strategy in the original version of the Comprehensive Parks Plan. While the 2006 numbers calculated an optimistic financial picture, the economic and financial outlook required 2019 economic and revenue forecasting estimates.

For accurate estimates regarding policy development and implementation of this plan, there are three estimated scenarios that would allow the Parks Department to fulfill more or less of this Parks Comprehensive Plan, depending on numerous factors. These acquisition and development scenarios, along with the Park Department achievable goals for each funding level as of April 2019, are outlined below.

### Scenario A: Strong City Support / Strong Revenue Growth

Revenue Forecast / Generation (Per Year)	Total Revenue Generated (Over 6 years)
<b>Park Impact Fees Estimated Growth: \$100,000</b>	<b>\$600,000</b>
<b>General Fund Allocation: \$100,000</b>	<b>\$600,000</b>
<b>Current PIF Balance: \$635,000</b>	<b>\$635,000</b>
<b>Grant Monies Estimate: \$100,000</b>	<b>\$600,000</b>
<b>Donations \$10,000</b>	<b>\$60,000</b>
<b>2019 Ending Fund Balance / REET Dist. \$600,000</b>	<b>\$600,000</b>
<b><i>Total Revenue Generated/Allocated for Park Development</i></b>	<b>\$3,095,000</b>

#### Goals Achievable with Scenario A:

- 
- **Construct the Columbia River Trail**
- **William Clark Park RV camping installation**
- **Hamlik Park Bike Park and Improvements**

**Summary of Scenario A:** Scenario A is the highest level of foreseeable involvement by the City and other revenue generating sources for park development. With this scenario in place, the Parks Department could develop and implement a significant amount of park improvements over the course of 6 years. This option would be most beneficial to the citizens of Washougal and would give local residents more opportunities to enjoy and experience local parks and recreation. This scenario demonstrates a strong investment in Washougal's Park, trail, and recreation future.

## Scenario B: City Support / Average Revenue Growth

Revenue Forecast / Generation (Per Year)	Total Revenue Generated (Over 6 years)
<b>Park Impact Fees Estimated Growth:</b> <b>\$100,000</b>	<b>\$600,000</b>
<b>General Fund Allocation:</b> <b>\$50,000</b>	<b>\$300,000</b>
<b>Current PIF Balance:</b> <b>\$635,000</b>	<b>\$635,000</b>
<b>Grant Monies Estimate:</b> <b>\$50,000</b>	<b>\$300,000</b>
<b>Donations</b> <b>\$5,000</b>	<b>\$30,000</b>
<b>2010 Ending Fund Balance / REET Dist.</b> <b>\$300,000</b>	<b>\$300,000</b>
<i><b>Total Revenue Generated/Allocated for Park Development</b></i>	<b>\$2,165,000</b>

### Goals Achievable with Scenario B:

- **Steamboat Landing Design**
- **William Clark Park RV camping installation**
- **Schmid Family Park Master Plan**

**Summary of Scenario B:** Scenario B combines a lower General Fund allocation of Park development funds alongside more modest PIF growth estimates. This scenario also scales down grant monies, as there are less matching funds to match fewer grants received. Similarly, there are fewer donations as there are fewer projects to fund. This is a compromise scenario between the extremes of zero City financial involvement and robust General Fund allocation with implementation of the Parks Comprehensive Plan. While allowing for the acquisition and development of new parks, some of the larger-scale projects would not have enough resources to be completed within the 6 year forecast. This scenario reflects a middle-of-the-road compromise that would keep Washougal Park Development moving forward.

## Scenario C: No City Support / Slow Revenue Growth

Revenue Forecast / Generation (Per Year)	Total Revenue Generated (Over 6 years)
<b>Park Impact Fees Estimated Growth:</b> <b>\$66,667</b>	<b>\$400,000</b>
<b>General Fund Allocation:</b> <b>\$0</b>	<b>\$0</b>

<b>Current PIF Balance:</b> <b>\$635,000</b>	<b>\$635,000</b>
<b>Grant Monies Estimate:</b> <b>\$25,000</b>	<b>\$150,000</b>
<b>Donations</b> <b>\$5,000</b>	<b>\$30,000</b>
<b>2010 Ending Fund Balance / REET Dist.</b> <b>\$300,000</b>	<b>\$300,000</b>
<i><b>Total Revenue Generated/Allocated for Park Development</b></i>	<b>\$1,515,000</b>

**Goals Achievable with Scenario C:**

- **William Clark Park RV camping installation**
- **East side Power Line Easement Trail**
- **Schmid Family Park Master Plan**

**Summary of Scenario C:** Scenario C is the most devastating to Washougal park development. It is an austerity measure that combines no financial support from the City with a very slow growing economy, thereby limiting building and lowering impact fees brought in. This plan would put at risk the goals established in the Parks Comprehensive Plan to meet the needs and expectations of the community.

**Conclusion:**

These scenarios allow flexibility for the City of Washougal to weigh the benefits and consequences of pursuing different policy decisions during periods of varying economic growth. These financial scenarios should be updated every few years.

# Comprehensive Park & Recreation Plan



City of Washougal  
Washington

## Legend

- City Limits
- UGMA Boundary
- Washougal
- Rivers, Lakes and Waterbodies
- Camas
- Clark County
- Railroad
- Proposed Trails
- Existing Trails
- Proposed Community Park
- Proposed Neighborhood Park
- Proposed Waterfront Park
- School Property
- Cemetery
- Community Park
- Natural Park
- Neighborhood Park
- Other Public Parks
- Private Facilities
- Special Use Area
- Undeveloped Open Space
- Waterfront Park
- Wildlife Refuge

## Park & Facility Plan



October 2015

