

PARKS & RECREATION BOARD AGENDA
5:00 P.M. WEDNESDAY, JULY 16, 2014
WOODLAND POLICE STATION - COUNCIL CHAMBERS
200 East Scott Avenue - Woodland, WA 98674

MINUTES

May 21, 2014 (June 2014 Meeting Cancelled)

NEW BUSINESS

None

CONTINUED BUSINESS

Park and Recreation Plan Update

- **Review Goals, Objectives, & Policies**
- **Demand & Need Analysis**

Scott Hill Park & Sports Complex

- **Urban Forestry Restoration Project Update**

Horseshoe Lake Park Trail Project Update

Horseshoe Lake Management

OTHER

Membership Contact List

Facility Questionnaires

Project Update

ADJOURNMENT

Next regular meeting - 5:00 p.m., Wednesday, August 20, 2014, Woodland Police Station - Council Chambers, 200 East Scott Avenue. Scott Hill Park & Sports Complex Ad Hoc Committee meetings will be held directly following, as necessary.

Park Board Meeting Minutes – May 21, 2014

Board Members	Mayor/Council	Staff
Brad Hammons, Chairperson	Susan Humbyrd	Bart Stepp, Public Works Director
Virginia Allen	Al Swindell	
Karen Huddleston		
Virginia Allen		
Adonica Simpson		
Sandy Larson		

Call to order at 5:10 PM

Minutes Approval of February 19 – Motion by V. Allen, approved 5-0

Arbor Day Celebration – Information to Committee

Horseshoe Pits Discussion – Discussion on whether to remove them. Al Swindell and Susan Humbyrd stated they are used at times with family gatherings and might be used more with the new trail. Committee decided not to do anything regarding the pits.

Park Plan Goals – Committee to review goals and needs analysis and get back to Jody and Bart in two weeks. Staff to compile recommendations for discussion at next Park Board meeting.

Scott Hill Sports Complex – Sandy Larson discussed brochure that was mailed out to residents. Also conducted public outreach at Little League Jamboree and Blooms to Brew fun run. Public outreach will continue with Planter’s Day and other events. Rotary will do 2 mailings a year to keep project out in front of public. **Evening of Discovery on July 31st, 6-9 PM, an evening at the park.** Will have food, music, tours of field, hayrides, etc. Looking into raffle of Seawhawks Football. Gold Leaf Event is October 18th at Summit Grove Lodge (Dinner/Auction).

Sustainability concept is in final stages. Using the Luke Jensen Park revenues and expenditures to put business plan together that will show the park is sustainable.

Also looking at different design possibilities (roller and skating rink).

Geotech report done by Shannon and Wilson. David Higgins of Shannon and Wilson talked about a retaining wall needed for soccer field 3 which could be used as a climbing wall.

Oregon LNG project was discussed. City Council will discuss this on May 27th, 2014 as to whether to provide formal comments on the project.

Ecology Crew will be removing blackberries along Scott Hill Park area.

Horseshoe Lake Park Trail project is done except for establishment of seed. East parking lot was regraded Mike Curry talked about F&W might be able to provide a grant to get ADA dock into lake.

Horseshoe Lake Management Mike Curry went to meeting at Silver Lake. Biologist from Ecology made presentation at meeting. Lake is in trouble because it is very shallow. Carp ate all the vegetation. State put 90,000 carp into lake which ate all the vegetation in two years. Ecology is saying the system is out of balance. Silver Lake clarity a couple feet. Horseshoe Lake is around 9 – 10 feet. F&W trying to have fishing derbys in June, July, and August and we may receive some of those fish.

Virginia moved to adjourn, Karen second, voted ok.

GOALS, OBJECTIVES & POLICIES

Introduction

This section includes a series of goals, objectives and policies that are designed to guide park and recreational development in Woodland. Goals refer to the general aspirations (desired outcome/future) of the community and are in the form of broad and generalized statements. Objectives are measurable and more specific actions that typically occur within a specified timeframe (usually within six years). Policies are operational items that require a specific implementation action and help form the basis on which decisions will be made. Goals, objectives and policies are listed in no particular order in each subcategory.

Goals

1. Provide for year round use of walking, biking and jogging trails throughout Woodland.
2. Provide and encourage adequate boat launch and handicapped fishing access sites at Horseshoe Lake and on the Lewis River and other regional facilities.
3. Provide a variety of parks and landscaped open space areas and recreation opportunities throughout Woodland.
4. Provide additional public access to the banks of the Lewis River.
5. Create and preserve park and recreation opportunities for all residents within the City of Woodland and surrounding area.
6. Make recreation a cornerstone of Woodland's economic and tourism development.
7. Provide continued funding for city park land acquisition and development programs.
8. Provide parks and facilities to meet the diverse needs of the community.

Objectives

1. Develop at least two additional neighborhood parks and one additional community park by 2012.
2. Develop a master plan for Horseshoe Lake Park, including potential parking and street improvements by 2009.
3. Repair and upgrade the boat launch at Horseshoe Lake Park by 2009.

4. Expand the existing Horseshoe Lake Park irrigation system to the east side of the park by 2010.
5. Produce a plan for developing the city-owned property (~25 acre site) adjacent to the Lewis River into a community park by 2008.
6. Replace the Horseshoe Lake Park public restrooms by 2007
7. Expand and remodel kitchen facilities at Horseshoe Lake Park by 2007.
8. Partner with the Lewis River Little League organization to develop and/or construct a new little league facility by 2012.
9. Develop a Lewis River shoreline trail and access maintenance program.
10. Develop at least one additional boat launch site on the Lewis River by 2012, possibly at "Goerig Park" (Bozarth) at the Clark County bridge.
11. Develop a soccer field and/or community indoor swimming facilities at the east end of Horseshoe Lake Park. The Woodland Swimming Pool and Recreation District, in cooperation with the city, will be responsible for developing the swimming facilities.
12. Develop a walking, biking and jogging trail system around Horseshoe Lake Park and throughout the city through construction of additional trail phases from 2007-2012.
13. By 2007, publish a pamphlet/map detailing recreational opportunities in and around Woodland for distribution to the public.

Policies

1. Continue to upgrade all parks to keep pace with changes in recreational demand and citizen needs.
2. Continue to cooperate with other public, quasi-public, and private organizations, agencies and groups to jointly provide needed recreation facilities and programs.
3. Pursue development of city-owned land within the Lewis River floodway into a primarily passive recreation area in partnership with state agencies.
4. Explore possible grant programs geared toward water quality improvement projects.

5. Encourage the Washington State Department of Fish and Wildlife and local sportsman clubs to identify, acquire and develop access and boat launch sites along the Lewis and Columbia rivers.
6. The city together with the Woodland School District and other non-profit organizations, should work toward developing additional walking, biking and jogging trails around Horseshoe Lake and throughout the city.
7. Encourage the Woodland School District, Woodland Swimming Pool and Recreation District, private community clubs and organizations to develop swimming facilities.
8. Continue to encourage the development of a "linkage" between the existing downtown business district and Horseshoe Lake Park, with the objective of making the park an active part of the business community.
9. Work with the Woodland Chamber of Commerce to support tourism programs through active facility management and park development.
10. Examine means of obtaining and developing neighborhood parks.
11. Continue to acquire and create more park lands around Horseshoe Lake. Any city lands given to the Woodland Swimming Pool and Recreation District for recreational purposes is not considered a loss of park land.
12. Develop and implement an open space and trail plan along portions of Horseshoe Lake, the Lewis and Columbia rivers, and within major developed areas of the city by utilizing city-owned property, land dedication, recreation easements and critical area buffers.
13. Maintain the park land acquisition budget in the proposed Capital Improvements Program and Budget.
14. Encourage the parks department and the Woodland School District to work in concert when purchasing new lands and developing playground activity programs, whenever possible.
15. That all residential single-family subdivisions and multi-family development proponents be required to dedicate land for park areas, provide for improvements to existing facilities or provide monetary compensation (e.g., impact fees) to the city of Woodland for the acquisition and development of park lands or for the needed capital improvements to existing park and recreation areas.

DEMAND & NEED ANALYSIS

Introduction

In the context of parks and recreation, demand and need can be assessed in many different ways. From discussing participation trends and evaluating existing facilities to reviewing demographic data, there are many options available to communities of all sizes. As stated in the Planning Policies #2 pamphlet published by the IAC (2000), “A small community with minimal needs may rely on a simple process, such as personal observations and informal talks” (5), to analyze need. The City of Woodland chose to evaluate demand and need and reassess level of service standards by utilizing a hybrid approach that included:



Lewis River Little League Fields

- Review of demographic information
- Review of existing level of service from the 1996 Park Plan
- Review of existing documents and community planning efforts
- Inventory and informal evaluation of existing facilities
- Soliciting and dissemination of public comment via an online survey (printed copies were also available) and during public meetings/hearings
- Informal discussion and personal observations of the Park Board, city staff, the public and others
- Discussion by Park Board and public comments received during Board meetings
- Review of the 2005 Woodland Comprehensive Plan

General population information and demographic trends were presented and discussed in the previous section, as was the inventory and evaluation of existing facilities. The discussion below includes a review of park and recreation standards with an analysis of population growth considerations and an examination of the community survey results. In accordance with the GMA, this section also includes estimates of park and recreation demand for a 10-year period and an evaluation of intergovernmental coordination opportunities.

PARK & RECREATION STANDARDS

Facility standards provide a way to measure the amount of park and recreational space needed to meet the demands of a community. In the 1996 Park and Recreation Plan, park standards were expressed in terms of acres of land and number of facilities per unit of population (known as the “population ratio method”). For example, a community park has a standard of one facility per 10,000 people or a minimum of 5 acres per 1,000

population. These types of guidelines are also known as “level of service” (LOS) standards.

Information such as demographics, participation trends and projections, user characteristics and other considerations can all help jurisdictions tailor standards to ensure that local interests and conditions are a central part of the planning process. It is interesting to note the National Recreation and Park Association (NRPA) no longer lists specific service level standards in their publication entitled *Park, Recreation, Open Space and Greenway Guidelines* (1996). Their original edition from 1934 set the standard that many communities still use today. Instead, the NRPA now recommends that jurisdictions set service standards based on localized conditions and need.

This Park Plan utilizes both numerical standards and qualitative statements derived from analysis of population distribution, survey results and other sources of information. These standards are not meant to be inflexible requirements and should be placed in the overall context of the park and recreation plan. It is also crucial to point out that the population used to calculate need, only includes those living within Woodland City Limits and the Urban Growth Area. As demonstrated throughout by the community survey results, many unincorporated Cowlitz County residents use city recreational facilities regularly.

Population Assumptions for Demand & Need Analysis

Population information is used to support the demand and need analysis by providing for an estimation of current and future recreational users. Demand refers to the degree to which certain facilities and types of recreation are, or will be, utilized. Need represents the series of improvements or additional facilities that are warranted for current or future users based on a comparison of population to established service level standards, expressed community preferences and established policy. Obviously demand and need are strongly linked and an expressed need is assumed to be supported by current or future demand. In this section, recreational need will be projected for the following years (projected population in parenthesis):

- 2006: (4,730) (baseline year)
- 2012: (5,452) (expected life of 6-year capital facility program)
- 2016: (6,256) (10-year estimate required per GMA)
- 2025: (8,526) (long-range estimate consistent with comprehensive plan)

Level of Service Standards

Level of service standards are not specifically required by the GMA or the IAC for park and recreation facilities. However, they are often necessary to fulfill the required steps in preparing the Capital Facilities Element. The Capital Facilities Element must estimate capacities and forecast future needs for all facilities covered in the plan. The GMA allows communities to tailor service standards based on local needs and preferences. The

City of Woodland has chosen to strive to meet the following level of service standards for parks and recreation facilities:

Table 5: Level of Service Standards

Type of Facility	Acres/1,000 Population
Mini-Park	.25
Neighborhood Park	1.0
Community Park	5.0
Total	6.25 acres

Does this need revised?

Currently, the City of Woodland has less than eight acres of accessible and/or developed city-owned park land. In addition, the Woodland School District maintains around 25 acres of recreational land that is available during non-school hours to city residents. With a current city population of 4,730 people, the city currently maintains a level of service standard below the standards outlined above. Based on Table 5, the city should have approximately 30 acres of park land at present.

However, when school facilities are added to the park land calculation, total available acres is considered compliant with the above overall land standards. Despite this, the city is still in need of additional facilities and park improvements based on the fact that raw acreage figures do not account for specific recreational offerings that are offered at each site or their relative location in relation to residential areas (e.g., are they within walking distance?). Further, school facilities are generally not included in available recreational land calculations, as the sites are usually unavailable for much of the day (and some evenings) during the school year. Accordingly, the city should strive to meet the aforementioned level of service standards based solely on city-owned/managed facilities.

PARK & FACILITY CLASSIFICATIONS

The following general park classifications and service area and size standards were established by examining the 1996 Park Plan and reviewing national recommendations and standards utilized by other jurisdictions. The community survey was also instrumental in determining latent demand and current and future need. The listed level of service standard is a population-derived figure (ratio) and in most cases is very similar to the standards used in the 1996 Park Plan. For a comprehensive list of existing park and recreation facilities and their associated classification, please see pages 14-18.

Mini-Parks (“Pocket Parks”)

A mini-park is the smallest park classification and is designed to address limited recreational needs of a small geographical area or to account for unique recreational opportunities. This park classification may include active and passive recreation activities including small play areas, scenic overlooks, landscaped public areas, along with picnic and sitting areas. A mini-park does not function in isolation, but instead is ideally part of a network of parks located within close proximity to all residents.

Service Area Radius	Typical Size	LOS Standard
<i>¼ mile or less</i>	<i>2,500 sq. ft. – 1 acre</i>	<i>.25 acres per 1,000 people</i>

Location Guidelines:

Change?

1. Must serve a specific recreation need and be easily accessed by the target user-group
2. Could ideally be established in conjunction with a residential plat on dedicated land
3. If possible, should be linked to other parks via greenways and trails
4. Mini-parks usually serve between 500-750 people per location

Neighborhood Parks

Neighborhood parks serve an immediate population generally within close walking distance and provide playground equipment for small children and limited areas for outdoor games and the like. Ideally, a neighborhood park also incorporates facilities for other age groups in addition to children. Neighborhood parks are the basic unit of most park systems and serve as the recreational and sometimes social focus of the neighborhood with the focus on informal active and passive activities. Hoffmann Park is an example of a neighborhood park in Woodland. School district sites often function as de-facto neighborhood parks in many cities, including Woodland.

Service Area Radius	Typical Size	LOS Standard
<i>½ mile</i>	<i>1 – 5 acres</i>	<i>Minimum of 1 acre per 1,000 population</i>

Location Guidelines:

Change?

1. Can be reached by a majority of users without need to cross or use a major arterial, railroad, or highway
2. Priority should be given to lands/facilities that have expansion potential
3. Neighborhood parks serve multiple neighborhoods and usually in excess of 1,000 people per location

Community Parks

Community parks serve more than one neighborhood. They can be of any size but are generally larger than a neighborhood park, usually large enough to include several ball fields, spectator seating and any number and type of other facilities, such as tennis courts, picnic shelters, natural areas and flower gardens and a swimming pool. A community park may be small and limited in what it offers but have a community-wide draw because of location and special features. In Woodland, Horseshoe Lake functions as the city's

only community park and is used heavily by city residents, unincorporated residents and out of area individuals that rent or use facilities for and during various events.

Service Area Radius	Typical Size	LOS Standard
<i>½ – 3 miles</i>	<i>As needed to serve the populace (ideally 5-30 acres)</i>	<i>Minimum of 5 acres per 1,000 population</i>

Location Guidelines:

1. Should serve three to seven neighborhoods
2. Should be located within walking distance of older children and adults
3. Should be located with consideration for future expansion
4. Should be located adjacent to a junior or senior high school whenever possible
5. Community parks typically serve upwards of 10,000 people per location, depending on size



Bikeway and Pedestrian Trails (Multi-Purpose)

Multi-use trails are designed as pathways that can be utilized by pedestrians, bicyclists, in-line skaters and others. Trails can be comprised of segments of road, street, highway, railroad right-of-way, dike and natural or developed pathways. There is an established trail network within Horseshoe Lake Park that meanders partially around the lake.

LOS Standard: N/A

Location Guidelines:

1. Should serve as links between neighborhoods, schools, and all neighborhood, community, urban area and regional parks.
2. If possible, they should emphasize the natural environment and be designed accordingly.
3. Allow for uninterrupted movement through the city and outlying area and protect users from vehicular traffic.
4. Assist in the formation of a cohesive and comprehensive park and recreation system.

PROJECTED LAND/FACILITY NEED

Table 6 projects land needs by the City of Woodland. Based on the adopted level of service standards and taking into account the fact that although Woodland School District facilities help to meet many of the recreational needs of area residents, they are not accessible at all times, the City of Woodland projects the following land needs:

Table 6: Projected Overall Land Needs

Classification	Total Land Needed (estimated or projected population)			
	2006 (4,730)	2012 (5,452)	2016 (6,256)	2024 (8,526)
Mini-Park	1.2 acres	1.4 acres	1.6 acres	2.1 acres
Neighborhood Park	4.7 acres	5.5 acres	6.3 acres	8.5 acres
Community Park	23.7 acres	27.3 acres	31.3 acres	42.7 acres
Total	29.6 acres	34.2 acres	39.2 acres	53.3 acres

Note: Figures represent total overall acres needed based on population. Thus, if 34.2 acres were achieved by 2012, only 5 additional acres would be needed by 2016, etc.

Based on the projected land needs that are derived from the adopted level of service standards, the city is presently in need of around 22 acres of additional park land when current facilities are accounted for. In addition to the projected land needs listed in Table 6, additional lands may be necessary if actual growth rates exceed projected rates. The Woodland Comprehensive Plan assumes an annual growth rate of 3.5%, although actual growth exceeded this rate in 2005 and 2006. Therefore, projected land needs should be viewed with caution as population estimates are inherently less accurate the longer the projection. Changes in population and growth rates will be reflected in subsequent updates to the comprehensive plan and the park and recreation plan/element.

Facility Needs & Physical Barriers

There are also several barriers within the city that limit access to recreational facilities. Interstate 5 divides the city in a west/east fashion. The majority of parks and other facilities including Horseshoe Lake Park, Hoffmann Park and the main Woodland School District complex are located west of I-5. Ironically, the vast majority of new and in-progress residential development is occurring east of the Interstate. State Route 503 (Lewis River Road) on the east side of I-5 further divides the east side in north and south divisions. Although rail lines run along the western edge of the city, there are few residents in this area.

Figures 3 and 4 illustrate service radii for the various existing city-owned facilities based on the classification presented earlier in this section. Areas that are not within the various service circles are generally underserved by existing parks even though they may be within close proximity to school lands. It is clear that residents near downtown Woodland and west of the Interstate fare best when it comes to proximity to recreational amenities. However, even on the west side of the city there are areas in the southern extreme of the existing city limits that are of considerable walking distance from facilities.

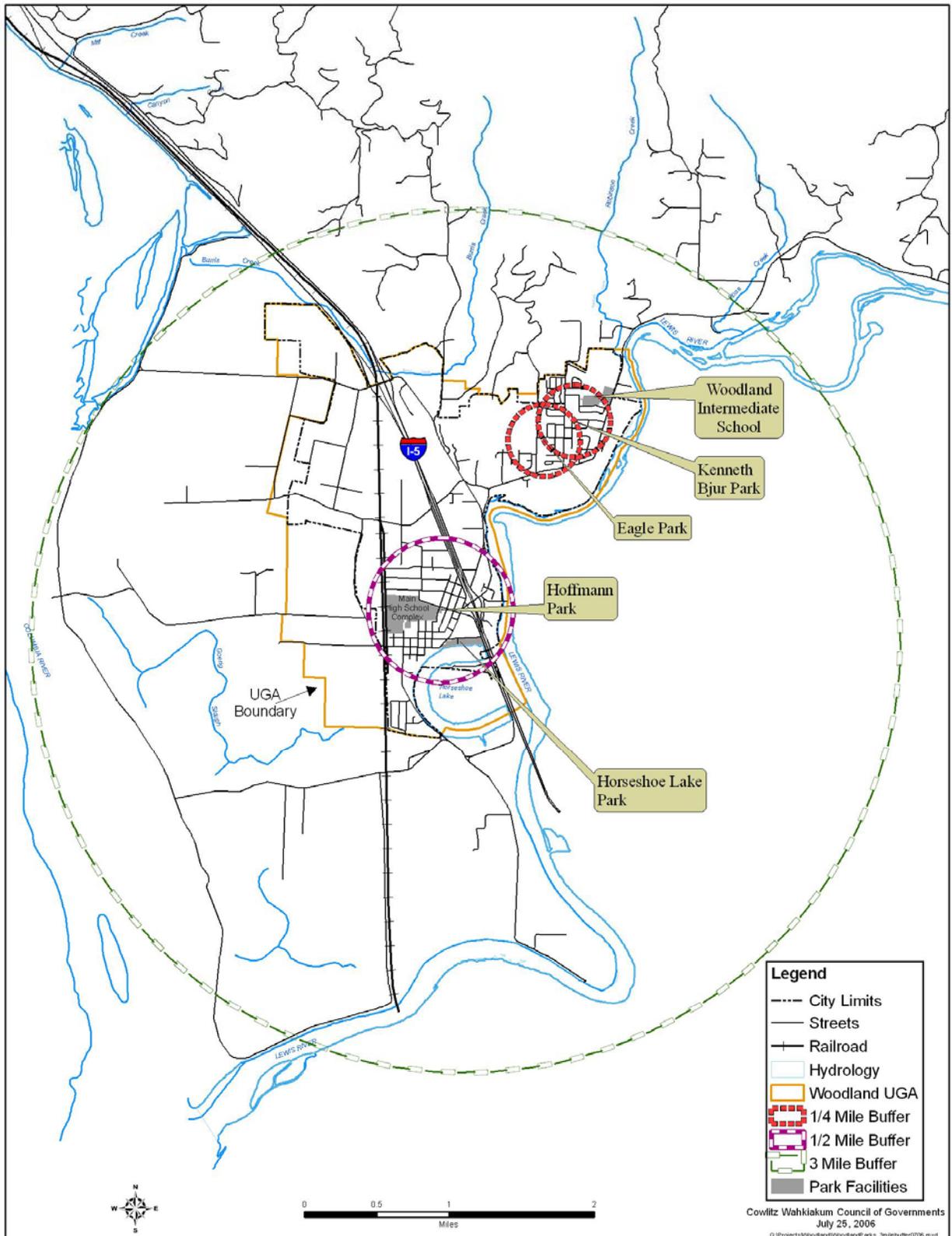


Figure 3: Service Radii for City-Owned Sites

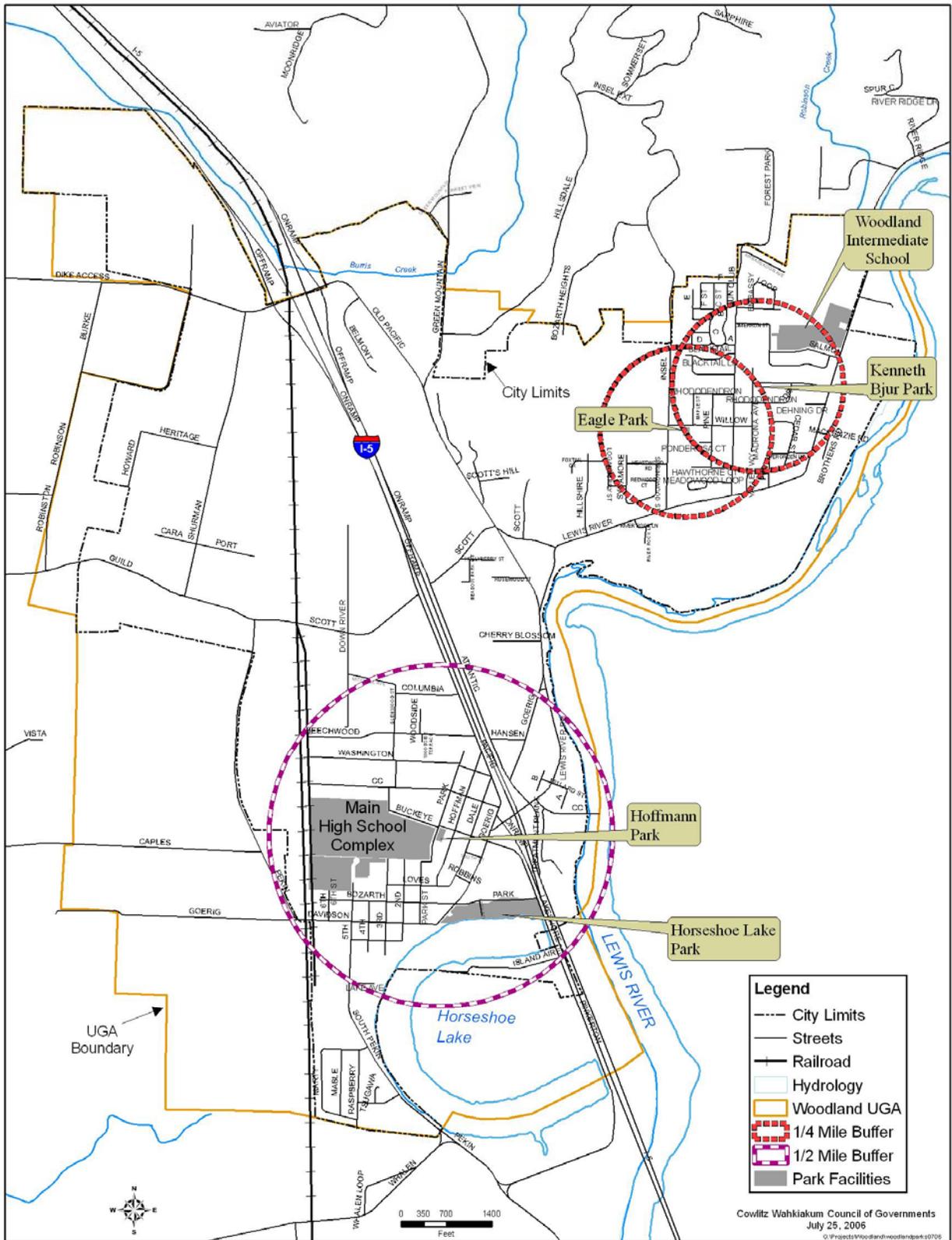


Figure 4: Service Radii Detail

The east side of Woodland is in greater need of parks, as there are only two smaller facilities and both have offerings that are geared to younger-aged users. Further, although Woodland Intermediate School helps to augment city facilities, the school grounds are within walking distance to only a fraction of the residences that are located on the eastern end of the city limits. On the south and east side of Lewis River Road, significant residential development is occurring, with more than 250 homes in development. With Lewis River Road serving as a pedestrian barrier (at least to a certain extent), the need to develop a facility to serve the residents of this area is pressing.

Significant portions of land adjacent to the Lewis River are designated as floodway and much of this land will likely be left as permanent open space. These open space areas could be utilized to provide trails and linear recreation opportunities and possibly other amenities. If the city-owned property adjacent to the Lewis River was developed into a community park, such a facility could serve many of the needs on the east side of town. A sizeable community park and/or two neighborhood parks near the vicinity of Insel Road or Gun Club Road (one at each location) could also serve to meet the needs of area residents.

Park & Recreation Survey Results

The City of Woodland held a park and recreation survey to solicit community input on parks and recreational offerings in and around the city. The survey was available online or in a paper format. Response to the survey was good, with slightly more than 100 households responding. The survey was used in conjunction with the numerical analysis (level of service standards review) to facilitate compilation of plan objectives and the Capital Improvement Program. Appendix A includes the full results of the survey, which are also summarized below:

- Horseshoe Lake Park is widely used by area residents and 70% of respondents rate the facility as “good” or better.
- Eighty-eight percent (88%) of respondents rate the overall quality of Woodland park facilities as “fair” or better.
- When asked why they don’t use facilities, respondents cited a lack of knowledge regarding facilities and offerings (48%) and the fact that sites were not within walking distance from their residence (36%).
- Many people responded that Horseshoe Lake Park is in need of road and parking improvement and updated bathroom facilities.
- There appears to be strong interest in trail-related activities and increasing available walking/hiking paths within the city.
- Respondents engage in a wide variety of recreation activities, with walking, picnicking, bicycle riding, fishing and outdoor swimming ranking the highest.

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P.O. Box 9
Woodland, WA 98674

Dear Facility User:

Thank you for using our facility, we hope you had a pleasant experience.

In an effort to continue to make your time at our facility enjoyable, we have included a simple questionnaire. Your comments and suggestions will help us better serve the community and to make your experience enjoyable. Please take a few moments to fill out the questionnaire and return it in the postage paid envelope provided.

Please mark which facility you used and the date:

<input type="checkbox"/>	Horseshoe Covered Area	Date of Use: (optional)
<input checked="" type="checkbox"/>	Community Center	
<input type="checkbox"/>	Council Chambers	
		<u>06-22-14</u>

Please rate the applicable categories in the boxes below. Note: If the category does not apply leave blank.

If you have any comments please write them in the column marked comments.

	P	S	E	Comments
Facility clean upon arrival		X		
Tables/Chairs in good condition			X	1 Broken table (leg)
Garbage containers empty upon arrival		X		
Cleaning supplies easily accessible		X		
Kitchen equipment functional		X		
Thermostat functional				I dont used
Other(s)				

P=Poor S=Satisfactory E=Excellent

Reservations are accepted each year, starting in November. To make reservations for city facilities please call (360) 225-8281.