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2031







# LAND ACKNOWLEDGMENT

“Acknowledgment by itself is a small gesture. It becomes meaningful when coupled with authentic relationships and informed action. But this beginning can be an opening to greater public consciousness of Native sovereignty and cultural rights, a step toward equitable relationship and reconciliation. Join us in adopting, calling for, and spreading this practice. Naming is an

exercise in power. Who gets the right to name or be named? Whose stories are honored in a name? Whose are erased? Acknowledgment of traditional land is a public statement of the name of the traditional Native inhabitants of a place. It honors their historic relationship with the land.”

—From the Honor Native Land Guide,  
U.S. Department of Arts and Culture

## Land Acknowledgment Statement

By creating a land acknowledgement, an organization provides a tool groups can use as a starting point to recognize and respect the unique and enduring relationship that exists between Indigenous Peoples and their traditional territories.

## Vancouver Parks, Recreation & Cultural Services Land and Peoples Acknowledgement

We acknowledge the people whose ancestral lands we inhabit today. Prior to the introduction of settlers to the area currently known as Clark County, this land was cared for by indigenous peoples for thousands of years.

At the time colonization began, this area of Southwest Washington was occupied primarily by the Chinook and Cowlitz tribes. Additionally, countless tribes from across the Pacific Northwest came to this area to trade with one another by using the Columbia River and its adjoining waterways as an intricate network of trade routes. For millennia, their communities thrived while maintaining a balanced, sustainable

relationship with the natural world. These values were passed down from generation to generation and are still practiced by indigenous groups today, including the Cowlitz and Chinook. We pay our respects to these peoples, both past and present, by coming together to protect and honor the legacies of the great natural areas that once dominated this region.

CLICK TO CONNECT

### Additional Resources

[www.chinooknation.org](http://www.chinooknation.org)

[www.cowlitz.org](http://www.cowlitz.org)

[www.nativeartsandcultures.org](http://www.nativeartsandcultures.org)

[www.confluenceproject.org](http://www.confluenceproject.org)

[www.nativegov.org](http://www.nativegov.org)

# ACKNOWLEDGMENTS

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We are grateful to everyone who shared their thoughts about Vancouver Parks, Recreation & Cultural Services at public outreach events and stakeholder gatherings in 2021. We also want to thank the thousands of residents who participated in the planning process by completing the Essential Spaces survey and the budget priorities survey;

visiting the project webpage; or contacting the City directly by email or telephone.

Your involvement in the planning process has created a stronger, more complete vision for the future of Vancouver Parks, Recreation & Cultural Services. Thank you for your time and support.

---

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**THANK  
YOU**

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Thank you to the City of Vancouver employees across multiple departments who supported public outreach efforts, reviewed drafts of this document and provided their invaluable expertise throughout the planning process.

### Consultants

- Clark County Geographic Information Services
- Reed Creative, LLC



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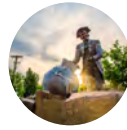
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*All photographs courtesy of the  
City of Vancouver, Washington.*



# EXECUTIVE SUMMARY

The City of Vancouver serves a community with diverse recreational interests and a strong legacy of valuing parks, natural spaces and cultural services. Vancouver Parks, Recreation & Cultural Services Comprehensive Plan establishes a community-informed framework for the provision of premier parks, recreation and cultural services to enhance the quality of life for the residents of our community.

## Purpose

Updating the Parks, Recreation & Cultural Services Comprehensive Plan allows the City of Vancouver to:

- Ensure department plans and goals accurately reflect the needs, values and priorities of the community
- Remain culturally relevant with changing social, economic, and environmental conditions
- Remain eligible for grants through the Washington State Recreation and Conservation Office (RCO)
- Meet the requirements of the Washington State Growth Management Act (RCW 36.70A)
- Support a phased approach to the update of the Vancouver Comprehensive Plan process that will be initiated in 2022

## Essential Spaces

The theme of “Essential Spaces” was selected for the comprehensive plan update to reflect the important role parks, recreation, trails, natural areas and public arts and cultural spaces play in the physical, mental and economic health of the community. These Essential Spaces have significant impact on the health, vitality and prosperity of cities.

## Community Benefits

Equitable access to Essential Spaces benefits the community in four areas: society, economy, environment and community health.

- Essential Spaces benefit society by building community connections, supporting arts and culture, addressing inequities through inclusive access, and providing hands-on educational experiences through play, exploration and teamwork.
- Essential Spaces benefit the economy by creating economic stability, increasing land value, fueling tourism and supporting smart growth through interconnected green infrastructure.
- Essential Spaces benefit the environment by expanding environmental sustainability efforts, conserving the natural ecosystem, providing transportation alternatives and offering areas for infiltration of surface water to retain stormwater, protecting stream levels and creating wildlife habitat.
- Essential Spaces benefit community health by promoting physical activities, creating spaces for leisure and improving community safety.

## Planning Framework

The core values and aspirations of residents are the guiding force for the Parks, Recreation & Cultural Services Comprehensive Plan. These guiding principles are the foundation for the vision, and goals that guide implementation strategies and service delivery by the Department.

VPRCS plays a critical role in providing these benefits, in accordance with the following vision:

Vancouver Parks, Recreation & Cultural Services will ensure access to programs and public spaces that cultivate healthy connections between neighbors and nature. We will do this by being responsible stewards of public resources, engaging community members, removing barriers to access and fulfilling unmet needs.

We will achieve this vision by following our mission:

Parks, recreation opportunities, natural areas and public spaces for art and culture are critical components of community health, wellness and quality of life. Vancouver Parks, Recreation & Cultural Services creates community through our people, programs, events, facilities, parks, natural areas and public spaces. We strive to provide inclusive and equitable access for the diverse communities we serve.

Our Diversity, Equity and Inclusion statement will be the lens through which we view our work:

Parks, Recreation & Cultural Services celebrates Vancouver's diversity with programs, services and community assets that empower all people to play, learn and grow. We do this by creating community informed programs and services that reflect the people we serve. We provide equitable access to natural areas and public spaces for arts and culture so all people can thrive.



We believe diversity fuels innovation, so we're building an inclusive culture where difference is valued. We hire staff, develop teams and cultivate leadership to create an environment where everyone, from any background, can be successful. Our employees and volunteers support this work with adaptability and resiliency.

Together, these tools will guide us in creating public spaces that improve the quality of life in our community.

The VPRCS department vision, mission and goals support themes and objectives identified by the Vancouver City Council. These include:

- **Climate Action:** Essential Spaces play a critical role in preparing our community to adapt and thrive on a rapidly changing planet.
- **Diversity, Equity & Inclusion (DEI) Work:** Essential Spaces are gathering places for people of all ages, abilities and backgrounds. They are a tangible reflection of the quality of life in a community.
- **Safety:** Communities are safer as a result of well-managed parks and recreation services that offer healthy activities and programming for all people.





## Community Goals

The Parks, Recreation & Cultural Services Comprehensive Plan includes goals and objectives designed to enhance parks, recreation facilities, natural areas and cultural services. Goals and objectives are based on public involvement and technical analysis, and include:

- 1 Provide safe and equitable access to parks, natural areas and public arts and culture spaces for all residents.
- 2 Provide an interconnected system of park properties and public spaces that support alternative modes of transportation, public health, recreational opportunity and environmental stewardship.
- 3 Preserve Vancouver's historic and cultural heritage.
- 4 Expand Level of Service and Equity Gap Analysis to inform and guide project and funding opportunities and priorities.
- 5 Update Improvement Level definitions to include innovative approaches that meet the needs of a growing and diversifying community.
- 6 Maintain and enhance parks, trails, natural areas, culture and heritage spaces, recreation facilities and community assets to meet identified standards.
- 7 Establish and meet goals outlined in the departmental program areas.
- 8 Reflect the community we serve through creative public engagement, collaborative planning and culturally responsive communication.

By implementing these goals and objectives, VPRCS can develop meaningful public spaces that best serve our community.

Implementing the recommended goals and objectives for the City of Vancouver will involve:

- **Stewarding existing resources:** Projects that upgrade and revitalize Essential Spaces and associated facilities will protect existing investments, enhance public safety and accessibility, maximize maintenance cost efficiency, support recreation activities, and reduce environmental impacts.
- **Acquiring new park sites to fill unmet needs:** Underserved areas, areas of anticipated population growth, and sites that contain unique characteristics or increase connectivity are considered highest priorities for acquisition.
- **Developing facilities and amenities for a rapidly growing community:** Along with new parks to be developed in underserved and growing areas, this plan recommends that VPRCS focus on new park classifications for urban use.
- **Improving connectivity:** The plan includes recommendations that support the development of an accessible trail system which promotes connectivity between parks, recreation facilities, schools, employment centers, riparian areas, and other community destinations. Priority is given to trail projects that help complete trail segments, improve pedestrian and bike safety, or enhance alternative transportation choices.



## Community Involvement

Involving the community in the planning process is critical to accurately evaluate the effectiveness of existing policies, programs and priorities as well as to successfully reflect the shifting community vision, needs and goals for the future.

The COVID-19 pandemic was a key factor when planning the public outreach strategy. The safety and health of the community and department staff was at the forefront of every decision. The majority of public outreach was completed online including background information on the project website, surveys, videos, social media engagement and virtual meetings. Twelve outreach events were held in-person at Vancouver parks and facilities. The public also participated in the planning process through the SEPA comment period and public meetings associated with the adoption process before the Parks and Recreation Advisory Commission, Vancouver Planning Commission and Vancouver City Council.

## Classifications, Standards, & Inventory

A thorough update of the park inventory was completed and park classifications were used to categorize existing park and recreation facilities based upon their natural characteristics, functions and typical assets. New Urban Park classifications were identified to address the needs of a rapidly developing city.

The current level of service and need for additional parks, natural areas, and special facilities to serve existing and future City residents were determined for the next 10-year period. New park quality and demographic matrices were formulated to ensure equitable and impactful distribution of new parks and services.

The Level of Service and Park Need analysis was evaluated by park district for those facilities funded by the Park Impact Fee program, including Neighborhood Parks, Community Parks and Urban Natural Areas.





## Implementation

The goals, objectives, and standards recommended in the Parks, Recreation & Cultural Services Comprehensive Plan frame a Capital Facilities Project list with an estimated schedule for implementation over a 10-year period.

Projects identified in the Capital Facilities Plan total an estimated \$166 million. By comparing revenue forecasts from existing sources for capital projects, it becomes clear that a significant funding shortfall exists, and additional revenue sources must be considered to offset the projected shortfall. While all the identified projects are important, projects will be completed based on available funding and budget allocations.

The financing strategy for implementing these projects involves a variety of funding mechanisms, including projected and existing revenue from park impact fees, real estate excise tax, and grants but other funding sources will be explored for supplemental support.

Options for meeting the projected funding shortfall include:

- Expanding or updating existing revenue sources, such as impact fees
- Maximizing available revenues by taking greater advantage of public and private partnerships
- Exploring new revenue sources, such as additional impact fee amendments and user fees, REET allocations, American Rescue Plan Act funding, and potential Stronger Vancouver funding
- It is important to note that the capital facilities plan must incorporate enough flexibility to anticipate potential opportunities and changing needs. Projects must be included in the CFP to qualify for grant applications and PIF eligibility. However, projects will not move forward until committed funding sources are identified and approved through the budget process.

## Implementation Strategies

The Parks, Recreation & Cultural Services Comprehensive Plan contains a list of objectives designed to allow the VPRCS to provide the community with premier parks, recreation, natural areas and cultural services.

The Implementation chapter includes key action items for implementation of the goals and strategies identified through the Park Plan.



Section  
**1**

# INTRODUCTION

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## INTRODUCTION

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The City of Vancouver has placed a strong value on parks, recreation, natural areas and preserving the region's cultures and heritage dating back to the 1853 dedication of Esther Short Park. Since then, the community has grown dramatically. The Vancouver Parks, Recreation & Cultural Services (VPRCS) department strives to meet the needs of a community with diverse backgrounds and a strong environmental ethic.

In addition to the changing demographics in our community, other changes create new challenges and opportunities to be addressed in the Parks, Recreation & Cultural Services Comprehensive Plan update. The character of our once small suburban city is transforming to more urban land use patterns, and we must recognize the overall aging park system infrastructure and declining land and revenues to meet the growing demand for access to nature and recreational opportunities. These challenges require making better use of what we have to get more recreational value out of our park spaces and be strategic in our funding investments for long-term system benefits.

City residents value conservation, active and passive recreation, and the community benefits realized through a healthy and interconnected green infrastructure. Celebrations of the arts, heritage and culture build connections between neighbors and cultivate a sense of place within the community. Today, the City of Vancouver serves the community with over 1,700 acres of parkland at 113 sites. There are over 20 public art pieces on display throughout the city providing a wide array of culture and heritage programming.

“ In the end, we conserve only what we love. We will love only what we understand. We will understand only what we are taught. ”  
—Baba Dioum,  
Senegalese conservationist  
and poet



The City of Vancouver was ranked in the *2020 Top 100 Places to Live in America* by Livability.com. The Vancouver Waterfront Park and Grant Street Pier project received national recognition and multiple awards from 2017 to 2021. Esther Short Community Park, located in the center of downtown Vancouver, is a community icon that has played a critical role in the revitalization of downtown Vancouver. The park was named one of the *10 Great Public Spaces in America* by the American Planning Association (APA).

## Purpose

The current Park Plan was adopted in 2014 and the proposed 2022 update is required for the City to remain eligible for grants through the Washington State Recreation and Conservation Office (RCO). RCO is a significant funding source for acquisition and development projects for the City, and has funded over ten million dollars in park projects.

The Growth Management Act (GMA) requires cities and counties to update their comprehensive land use plans and development regulations at least every eight years to ensure compliance with state statutes. The Park Plan update is also part of a phased coordination with the update of the City Comprehensive Plan that will begin in 2022, including compliance with the parks and recreation elements of the GMA. The Park Plan will be adopted by reference into the Vancouver Comprehensive Plan.

This phased approach accommodates an abbreviated timeline for the Park Plan to be adopted to accomplish grant eligibility and allows for additional analysis and adjustments to the Park Plan as needed concurrently with the Vancouver Comprehensive Plan review process to align the two documents more closely. Updating the Park Plan at this time will allow for a phased update to:

- Ensure the plan accurately reflects the recreation needs, desires, and priorities of the community
- Remain current with changing social, economic, and environmental conditions
- Remain eligible for grants through the Washington Recreation and Conservation Office (RCO)
- Meet the requirements of the Washington State Growth Management Act (GMA) Parks and Recreation element

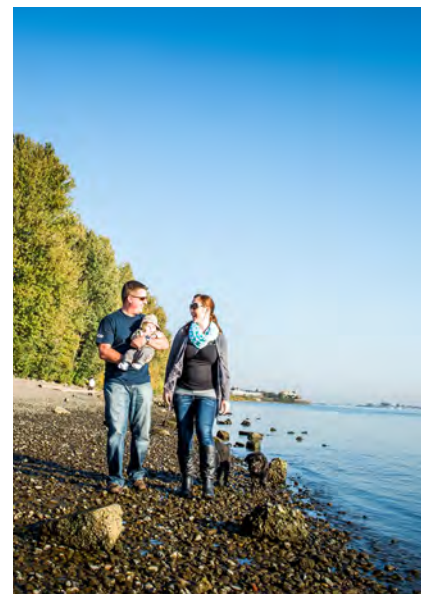
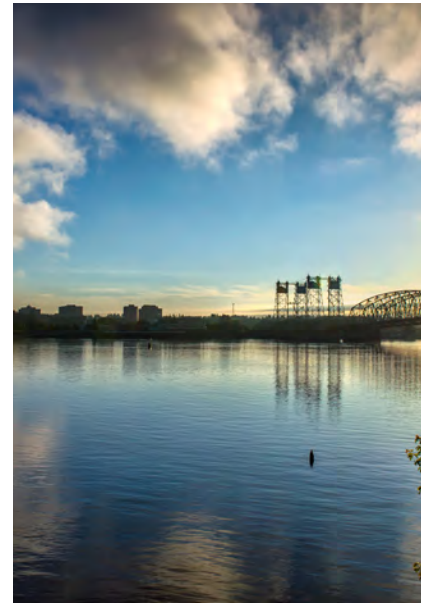




Initiated at the start of 2021, the Vancouver Parks, Recreation & Cultural Services Comprehensive Plan update establishes a road map for providing accessible and welcoming parks, trails, natural areas, recreation facilities and cultural services throughout the City of Vancouver. The purpose of the plan is to:

- Define the planning area
- Identify community interests, opinions and trends through public involvement to reflect the community vision, need, and goals for the future
- Define park classifications and standards for acquisition and development
- Update the park, natural area and facility inventory
- Identify current and future recreation needs within the City of Vancouver through public involvement and technical analysis
- Update goals, objectives, trends and standards for parks, trails, recreation, natural areas and cultural services
- Establish priorities for the acquisition and development of parks, natural areas, recreation facilities and arts and heritage assets and incorporate these priorities into the capital facilities plan
- Propose strategies and actions for improving parks, natural areas, recreation facilities and cultural services
- Provide a financing strategy for implementation of the capital and non-capital projects that will most benefit the community
- Provide the framework from which the Vancouver Parks and Recreation Advisory Commission; the Culture, Art and Heritage Commission; and City Council can establish specific policies for the department

The result will be accessible, community-informed parks, recreation and cultural services designed to meet residents' growing needs for the next 10 years.



## Planning Process

The planning process considered the unique historical, demographic, and physical characteristics of Vancouver, as well as City Council goals and objectives for the future. The planning process included four phases.



### Phase I: Public Outreach and Community Priorities

Phase I involved significant outreach to the community through a series of public involvement efforts. This included establishing a project website and visioning video to encourage community participation in the planning process. Introductory meetings with staff and the Parks and Recreation Advisory Commission (PRAC) were also initiated to identify key issues for the plan update and establish the parameters for the online survey.

The COVID-19 pandemic was a key factor when planning the public outreach strategy. The safety and health of the community and department staff was at the forefront of every decision. The majority of public outreach was completed online including background information on the project website, surveys in multiple languages, videos, social media engagement and virtual meetings. Twelve outreach tabling events were held in-person. Ten of those events happened at neighborhood and community parks in Vancouver; one tabling event was held at the Marshall Community Center and one was provided at the East Vancouver Farmers Market.



Community members identified issues, priorities and future needs for Parks, Recreation & Cultural Services. Key public involvement findings were incorporated into the Community Goals and Level-of Service and Need assessments.

The primary survey captured community input and priorities with notable results of 2,339 respondents. More detailed information about public outreach efforts can be found in section four of this report.

### Phase II: Inventory and Community Need Assessment

Phase II of the planning process documented community interests, assets and opportunities to update current conditions within the planning area. An update of the parks, recreation facilities, and natural areas land and asset inventory comprised a significant component of Phase II. A robust Level of Service (LOS) analysis and the staff and stakeholder discussions also took place during this phase.

The community vision, goals and implementation strategies were reviewed to reflect local and State Comprehensive Outdoor Recreation Plan (SCORP) findings.

### Phase III: Implementation Options and Strategies

Based on the findings of the Community Need Assessment and the public review process, a set of implementation strategies were developed to help realize the community's vision for parks, trails, natural areas, recreation facilities and cultural services. This blueprint for implementation was accompanied by a capital facility and financing plan, which identified costs and potential funding sources for proposed projects.

### Phase IV: Plan Adoption

In Phase IV, all products from plan development activities were compiled into a draft Vancouver Parks, Recreation & Cultural Services Comprehensive Plan which was reviewed by the public, staff, Parks and Recreation Advisory Commission, City of Vancouver Planning Commission and the Vancouver City Council. When implemented, the final document will guide the department's service delivery in the planning area for the next 10 years.

## Document References

The plan draws from and builds on previous planning work for the park, recreation, trail, natural area and cultural services system. The documents and studies are adopted by reference as a part of the Vancouver Parks, Recreation & Cultural Services Comprehensive Plan. Please see **Appendix M** for a complete list of reference documents and related policies.









Section  
**2**

# COMMUNITY PROFILE







The planning area includes the City of Vancouver incorporated area as identified in Map 4: Planning Area.

## PLANNING AREA DESCRIPTION

Vancouver, Washington is the county seat of Clark County and forms part of the Portland-Vancouver metropolitan area, the 25th largest metropolitan area in the United States. The city is 70 miles east of the Pacific Ocean and just north of the State of Oregon. The city is bordered on the south and west by the Columbia River. To the north is the Lewis River and the Cascade Mountains lie to the east.

The city encompasses 52 square miles. Approximately 18 miles of the Columbia River border the City of Vancouver, but public access is limited to just 5 miles of the river border. Urban development continues throughout the city with a strong focus on the area east of I-205. Other cities in Clark County include Camas, Washougal, La Center, Ridgefield, Battle Ground, and Yacolt.

When the 2014 Park Plan was adopted, a city-county interlocal agreement for park system management was still in effect, therefore the planning area encompassed the entire county. Following dissolution of the agreement in 2016, the City redefined the planning area as the incorporated area through amendments to the PIF Technical Document (**Appendix G**). Although the City of Vancouver and Clark County continue to collaborate in their planning efforts where possible, the proposed 2022 Park Plan update formally amends the planning area of the Vancouver Parks, Recreation & Cultural Services Comprehensive Plan to be within the Vancouver city limits.

“ The events [in the park] are bringing more people together – thank you! It is so good to see a sense of community in our neighborhood. ”  
—Community Outreach Participant





## PHYSICAL SETTING

The City of Vancouver and surrounding region have been shaped by a network of inland streams and wetlands that support a wide variety of vegetation and wildlife habitat, ranging from pasture and agricultural lands, riparian vegetation and woodlands. The alluvial floodplain contains mostly marshes and hardwoods, while the upland produces substantial woodlands of 20 to 30 acres or more. These abundant forests, composed primarily of Douglas fir, red cedar, hemlock, maple, and alder, grow on top of the volcanic rock, glacial drift, and the shallow soils of the Cascade foothills.

Vancouver experiences a climate typical of the Pacific Northwest, with wet, mild winters and dry, warm summers. The Coastal and Cascade Mountain ranges help to create Vancouver’s 42 inches of annual rainfall. While most of the area’s precipitation comes in the form of rain, the city does receive an average of 3 inches of snow annually.

In recent years, wildfires have become more frequent during summer and early fall, damaging forested areas, and creating unhealthy air conditions due to smoke and particulate matter. This has necessitated the creation of a Wildfire Action Plan led by the Vancouver Fire Department.

## AREA HISTORY

Indigenous people lived along the “Wimal” River (now called the Columbia River) for at least 10,000 years before the arrival of Euro-Americans. The abundance of salmon, wildlife and other foods made it one of the most densely populated areas north of Mexico. The Chinook people lived close to the river. They built large rectangular houses from cedar planks. They also used cedar to make canoes to travel the river and trade. Cowlitz and Klickitat tribes also lived in the area, along the tributary rivers.

By the early 19th century, Native Americans were joined by explorers from the east, most notably Captains Meriwether Lewis and William Clark. Lewis and Clark, who led the famous exploration of the American West, spent nine days camping in what is now Clark County in the spring of 1806.

Indigenous people lived along the “Wimal” River (now called the Columbia River) for at least **10,000 years** before the arrival of Euro-Americans



Captains Meriwether Lewis and William Clark led famous exploration of the American West and camped in what is now Clark County

City of Vancouver was founded

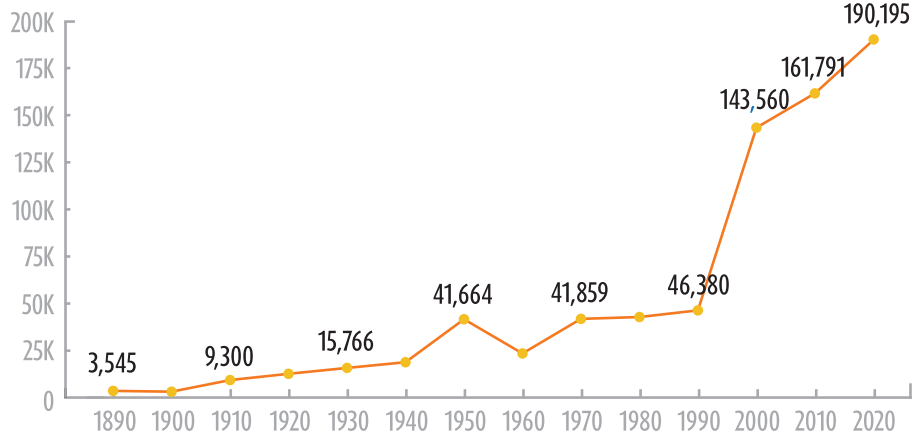


Amos Short included a town square, later known as Esther Short Park

Vancouver was incorporated on January 23, 1857



## City of Vancouver Population Growth Decennial Census: 1890 to 2020



In 1825, the Hudson's Bay Company established a trading post and their regional headquarters at Fort Vancouver. The Fort offered a variety of supplies, and throughout subsequent decades it supported thousands of settlers traveling the Oregon Trail. Many of these travelers ended their journey there, and in short time, the City of Vancouver was born.

While laying out the City of Vancouver in 1853, Amos Short included a town square. Later known as Esther Short Park, it became the center of social activities, including Fourth of July celebrations and community gatherings. Vancouver was eventually incorporated on January 23, 1857.

In the latter half of the 19th century, Vancouver sawmills produced thousands of railroad ties, contributing to the completion of the Spokane, Portland, and Seattle Railway in 1908. The railroad drew both residents and businesses and quickly brought prosperity to Vancouver. This prosperity continued into the 20th century as the county's timber and farming industries expanded.

In response to this rapid growth, the Greater Vancouver Recreation Commission was formed in 1942. At the same time, the Vancouver Housing Authority was successful in securing funds to build and operate recreation facilities. In a short time, seven recreation centers were operating 24 hours a day.

World War II brought a period of unprecedented development to Clark County as nearly 40,000 laborers moved to the area to work at the Kaiser Shipyards. In the three years between 1941 and 1944, Clark County's population quintupled in size. By the time the effort stopped in 1946, Kaiser Shipyards had built 141 military ships in less than four years. The construction of Interstate 5 also helped to foster continued growth.

Following World War II, population declined and federal funding for programs and facilities decreased. Many of the Vancouver Housing Authority's recreation facilities were deeded to the City and the Vancouver School District, which continued to offer recreation programs at a reduced scale.

1908

The Greater Vancouver Recreation Commission was formed

1944

Following World War II, by 1946, the population declined

In the latter half of the 19th century, Vancouver sawmills produced railroad ties, contributing to completion of the Spokane, Portland, and Seattle Railway

1942

During World War II, between 1941 and 1944, Clark County's population quintupled in size

1946





In 1951, the City of Vancouver chartered the Parks and Recreation Commission as the official advisory body for parks and recreation services. Following a study initiated in 1953, the Commission recommended that a department of parks and recreation be formed. The Vancouver Parks and Recreation Department was subsequently created by ordinance on March 22, 1955. A budget was allocated, and the first director appointed in 1956 to oversee a park system that had grown to about 100 acres.

In the early 1960s several neighborhood parks and greenways were created and donated to the city by the Vancouver Housing Authority. David Douglas Park and Marine Park were also purchased, more than doubling the acreage of Vancouver's recreation areas. In 1965, the citizens of Vancouver passed a bond measure to replace the aging Memorial Center pool. The Marshall Recreation Center and indoor swimming pool was completed in 1966, welcoming over 200,000 users its first year.

A significant addition to the Vancouver recreation system came in the mid-1970s with the construction of a city tennis and racquetball facility. In 1979 the City of Vancouver and Clark County joined to fund the addition of the Luepke Senior Center to Marshall Community Center.

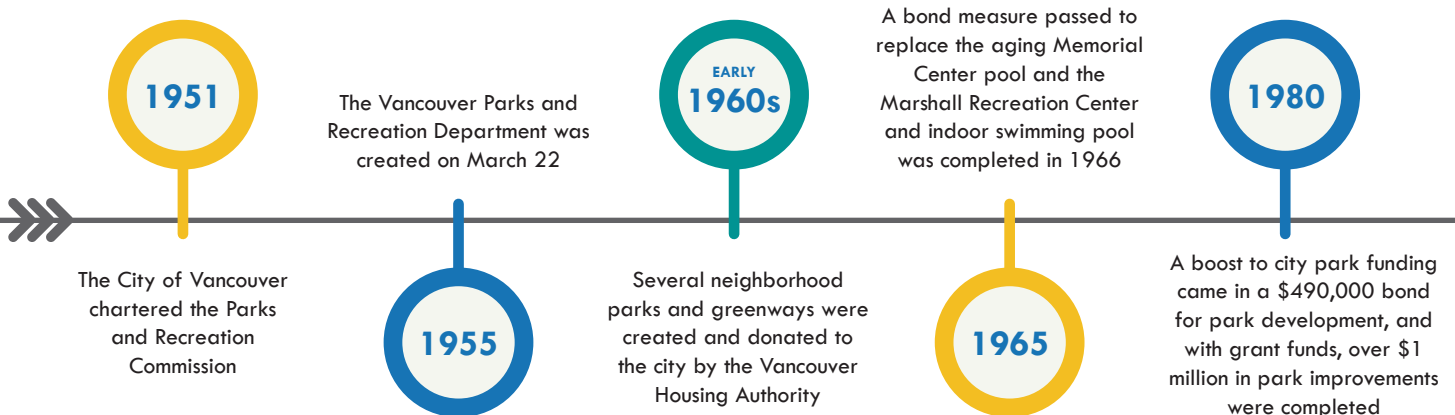
In the Vancouver urban area, the Builder's Fund Program secured sites for future neighborhood parks. In 1985, the Clark County Conservation Futures program was adopted for open space acquisition county-wide.

A boost to city park funding came in 1980 in the form of a citizen-approved \$490,000 bond for park development. With the addition of grant funds, over \$1 million in park improvements were completed at Leverich, Waterfront, Marine, Central and Esther Short parks. Other park projects completed during the 1980s included Old Apple Tree Park and Waterworks Park.

During the 1990s, Vancouver embarked on an ambitious effort to create recreational access along a 12-mile stretch of the Columbia River. Known as the Columbia River Renaissance Project, this effort established a four and three-quarter mile pedestrian and bicycle trail along the waterfront between downtown and Wintler Park.

In 1995–96, the City of Vancouver and Clark County, with the support of the Clark County Home Builders Association, Association of Realtors, and Greater Vancouver Chamber of Commerce, adopted a joint park plan for the Vancouver urban growth area. Park impact fees were adopted for acquisition and development of community and neighborhood parks, and for the acquisition of urban open space, both inside the city and unincorporated urban area. For those park development deficits that could not be addressed by impact fees, the City and County adopted and dedicated a one-quarter percent real estate excise tax to urban parks for six years.

The May 2007 Parks, Recreation and Open Space Comprehensive Plan was a shared planning





document between the City of Vancouver and Clark County. In April 2013, Vancouver-Clark Parks and Recreation began the planning effort for the required six-year Park Plan update. However, throughout the remainder of 2013 the project was impacted significantly by the unpredictability of the Interlocal Agreement negotiations between the two jurisdictions. The Interlocal Agreement was formally terminated effective January 1, 2014.

When the decision to proceed independently was reached, Vancouver Parks and Recreation shifted their focus to planning, design, development and management of park facilities and recreation services within the City of Vancouver. The City of Vancouver and Clark County continue to serve the residents of Vancouver independently, but collaborate where possible to provide a unified system of parks, trails and natural areas.

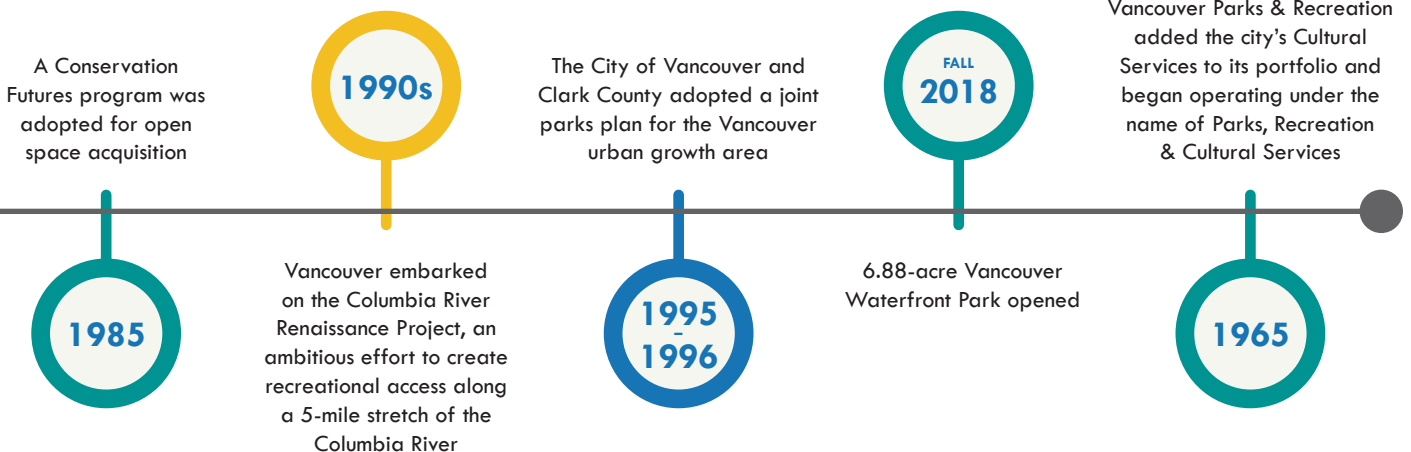
The Vancouver waterfront development project included the construction of the 6.88-acre Vancouver Waterfront Park, which opened in the Fall of 2018. The waterfront redevelopment project was a central component of the City of Vancouver's economic revitalization program that captured an extraordinary opportunity to transform a vacant but highly degraded industrial site into a public waterfront park. Adjoining the park are 25 acres of private mixed-use development consisting of over 3,200 residential units, restaurants, hotels, office space and other destination retail businesses. The park project reconnects downtown to the Columbia River, and reestablished public access that has been blocked for over 100 years through historic industrial use.

The park includes a half-mile extension of the Columbia River Renaissance Trail, connecting to



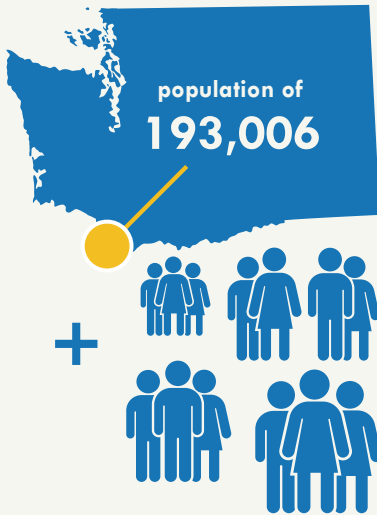
Wintler Park over 5 miles away. The iconic cable-stayed Grant Street Pier provides an illuminated 90-foot over-water cantilevered viewing platform reminiscent of a historic single-mast sailing vessel. The pier connects the park's eastern and western halves and has become the beacon of the Vancouver Waterfront. The stunning Columbia River Water Feature is a popular amenity for all ages, combining an interactive water feature with art, science and history in motion depicting the hydrology of the Columbia River watershed. The Vancouver waterfront development project came in at number 13 on a list of the 15 best river walks in America by Fodor's Travel and won numerous grants and awards for design and construction.

In 2021, Vancouver Parks & Recreation added the city's Cultural Services to its portfolio and began operating under the new department name of Parks, Recreation & Cultural Services. Some of Vancouver's most treasured assets fall under the new strengthened and expanded department, including Officers Row and the West Barracks in the Fort Vancouver National Historic Site, city-owned public artworks, and the Celebrate Freedom programs.



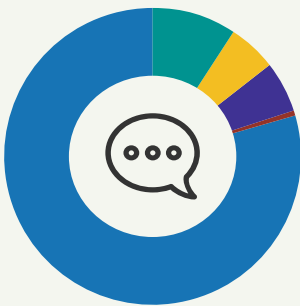
## DEMOGRAPHICS

### POPULATION



Over **26,000**  
additional residents are  
anticipated by 2030

### LANGUAGE

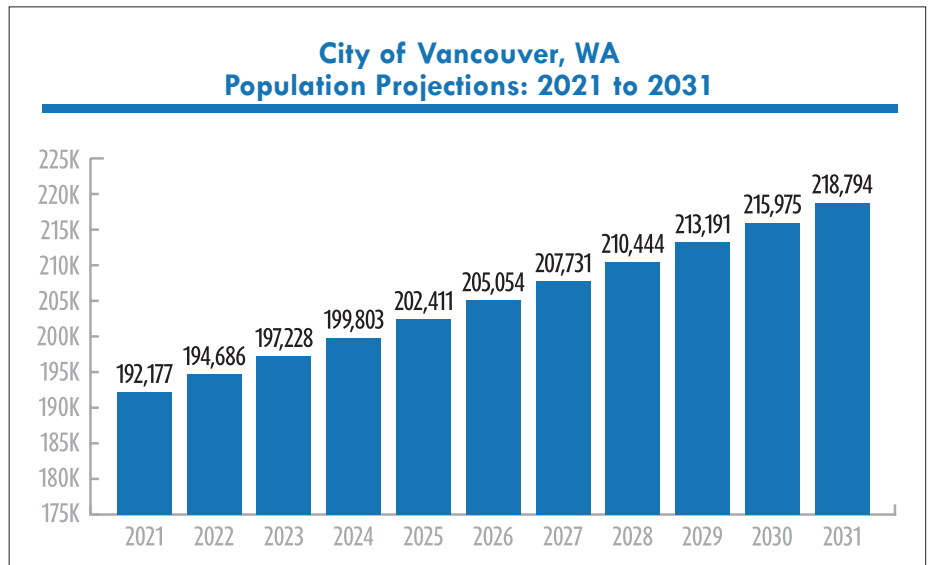


Speak a language other  
than English in the home:  
**20.8%**

- 9.4% Spanish
- 5.3% Other Indo-European  
(e.g. Russian,  
Ukrainian, etc.)
- 5.3% Asian and Pacific Island
- 0.8% Other languages

The 2021 **population of the City of Vancouver is 193,006**. This is a 17 percent increase since the 2014 Park Plan, when the population was 164,368. This also exceeds the projected 2020 population of 174,095 included in the previous report. Growth over the last 10 years has continued to exceed state and national rates.

**Over 26,000 additional residents are anticipated by 2030**, a growth rate of 13.85 percent. The Washington State Office of Financial Management (OFM) projections show Vancouver reaching a city-wide population of 215,975 in this timeframe. If the growth rate follows the current trend of 17 percent over 8 years, 32,811 additional residents could be added to the community base, reaching a total population of 225,817 by 2030.



As the City of Vancouver has grown in size, it has also become more culturally diverse. Approximately one-third (30 percent) of Vancouver residents identified as racial or ethnic minorities in the 2021 U.S. Census population estimates. This is an increase from the 2010 decennial census, when racial and ethnic minorities accounted for 21 percent of the population.

Changes have been driven by in-migration from elsewhere in the region and nation, as well as from births and foreign immigration. In 2010, approximately 13 percent of Vancouver residents were foreign-born. Of these, approximately 30 percent were from Europe, 32 percent from Asia, and 30 percent from Latin America.

## LANGUAGE

While English is the primary language for the majority of residents, a variety of languages are spoken in Vancouver, Washington. According to the U.S. Census, 2019 American Community Survey, 20.8 percent of residents speak a language other than English at home, compared to 13 percent in 2014. Spanish, Russian, Ukrainian and Vietnamese are the languages most spoken at home after English.

## AGE

Overall, the City of Vancouver population is slightly younger on average than Washington State and the nation. According to the U.S. Census 2019 American Community Survey (Table S0101), 6.3 percent of the local population is under 5 years of age, 24 percent are 19 and younger, and 17 percent over 65. The median age is 36.9 years compared to 37.9 statewide

## HOUSEHOLDS

Local household arrangements are increasingly varied. In 2019, there were 18,199 households with children representing 24 percent of all households in Vancouver. Of these, 65 percent are married couples with children and 35 percent are single parents with children.

## EMPLOYMENT AND INCOME

With excellent access to both the Columbia River and I-5 corridor, the City of Vancouver attracts employers from a variety of sectors, with the largest concentrations in government, health care, retail, and manufacturing. The median household income in Vancouver is \$66,697/year.

The local economy continues to emerge from the 2008 recession and the recent pandemic with a county-wide unemployment rate of 4.8 percent versus 5.0 percent statewide in August 2021. According to the [Washington State Employment Security Department Clark County profile](#), impacts caused by the COVID-19 pandemic pushed the county's unemployment rate up to 14.6 percent in May of 2020, before dropping to 6.5 percent in October of the same year.

While employment rates have improved, there are currently 13.6 percent of individuals and 18.5 percent of children living in poverty within the City of Vancouver. During the 2020–2021 school year, the Vancouver Public School District reported that 48.8 percent of all students qualified for free or reduced meals. Evergreen Public School District reported that 50.5 percent of all students qualified for the same.

**18,199**  
HOUSEHOLDS



**24%**

households with children



**65%** married  
with children



**35%** single  
with children

## EMPLOYMENT AND INCOME

City of Vancouver attracts employers from a variety of sectors, with the largest concentrations in government, health care, retail, and manufacturing



Median household income  
in Vancouver is

**\$66,697** YEAR



## GENDER



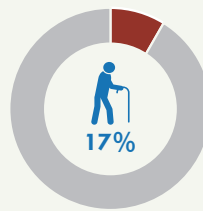
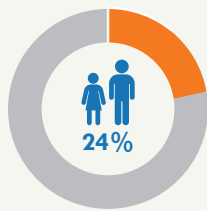
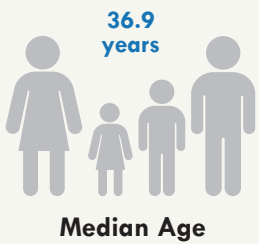
\*The U.S. Census' 2019 American Community Survey did not include nonbinary or gender-nonconforming reporting options.

## DIVERSITY

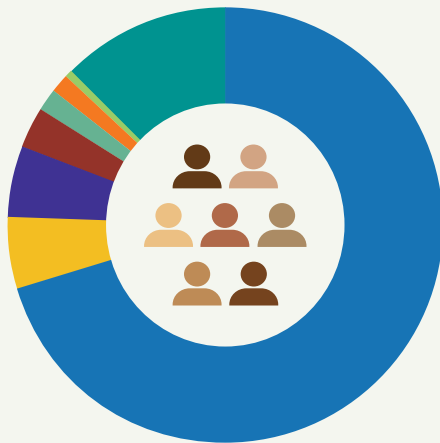


Approximately **one-third (30%)** of Vancouver residents identified as racial or ethnic minorities

## AGE



## RACE AND/OR ETHNICITY



- White: 80%
- Two or more races: 6%
- Asian: 5.6%
- Other: 3.5%
- Black or African American: 2.3%
- Native Hawaiian or Pacific Islander: 1.5%
- Native American: 0.7%
- Hispanic / Latino/a ethnicity: 13.9%

## OTHER DEMOGRAPHIC IDENTIFIERS



Veterans: 9.6% (2018)



Have a Disability: 14.2%



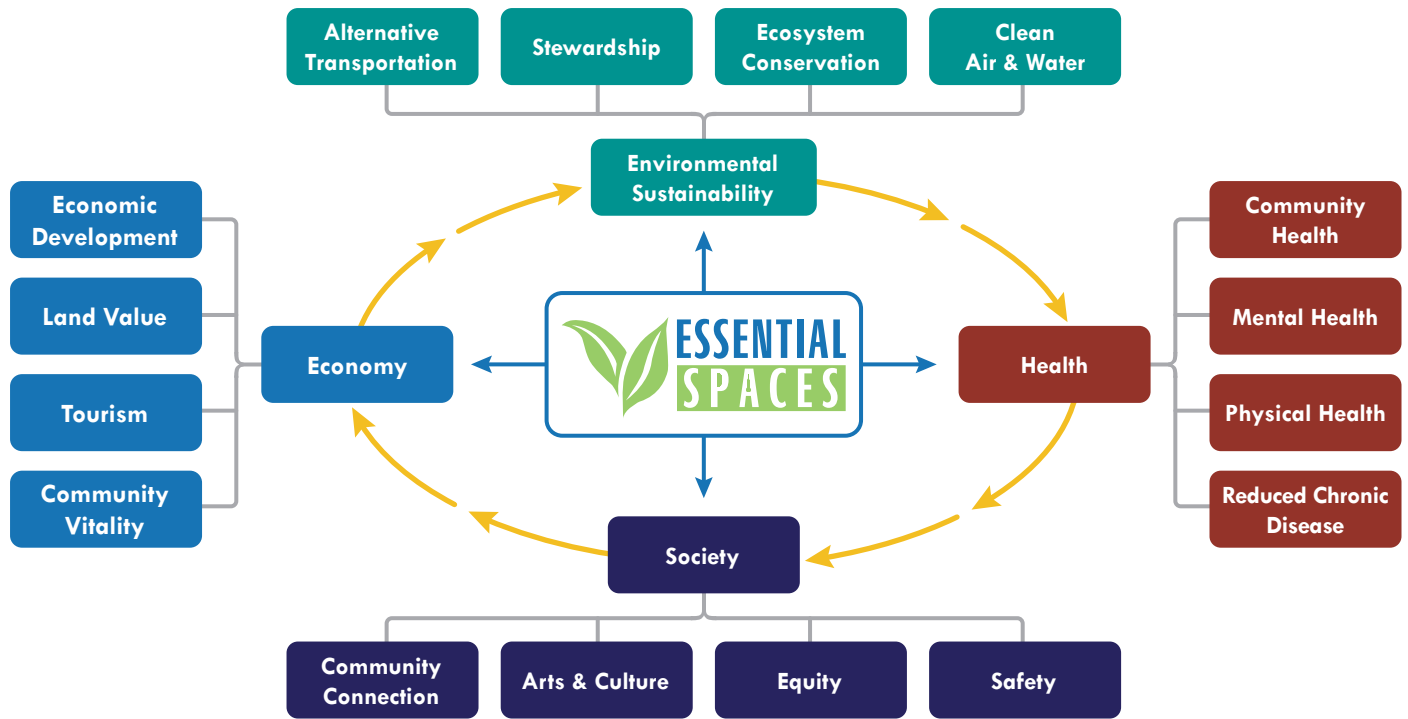
Section  
**3**

# PLANNING FRAMEWORK

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## ESSENTIAL SPACES

Parks, trails, recreation and cultural services improve quality of life in Vancouver. These “Essential Spaces” support mental and physical health by welcoming residents to relax, have fun and stay active outdoors. Essential Spaces also contribute to a vibrant and connected community by opening doors to economic vitality.

Parks, Recreation & Cultural Services manages over 1,700 acres of parkland, 20 miles of trails, 67 developed parks, 28 natural areas, two community centers, a senior center and a growing cultural program that celebrates the diversity and history of Vancouver through public art and events.

## GUIDING PRINCIPLES

The core values and aspirations of residents are the guiding force for this comprehensive plan. The following principles form the foundation for the vision and goals that guide implementation strategies and service delivery by the Vancouver Parks, Recreation & Cultural Services Department.



## Essential Spaces Benefit Society

### Community and Connection

Relationships developed between people and the places they live foster a sense of belonging, attachment and stewardship. Recent studies reveal that residents with access to parks, trails and greenspaces feel more connected to their community and neighbors.

### Arts and Cultural Programs

Urban parks have always been an important setting for arts and cultural programs and displays. Concerts, movies and festivals in the parks are popular activities that bring community members together. Arts and culture help to communicate emotions, ideas, history and more, enriching our experience of public spaces.

### Equity

Parks must be safe and welcoming gathering places where people of all ages, abilities and backgrounds can thrive. Concentrations of lower income households, high density developments, seniors, those under age 19, people of color and those with higher disposition to chronic disease rely most on the benefits provided by easy access to the public park system. Any disparity in the access to public parks and natural areas demands focus and creative funding approaches to ensure equity for all residents.

### Education

Fond childhood memories are often connected to an experience in the outdoors. Whether it be climbing a tree, seeing your first eagle or the exciting view behind the dugout; each experience connects the outdoors to our own wellbeing. Nature is an outdoor classroom where youth and adults can learn the ecological value of the beautiful natural landscapes we enjoy in the Pacific Northwest. Environmental education fosters community connection and stewardship through activities like tree planting; clean air advocacy; building bat boxes; planting native species to support pollinators, wildlife and diverse ecosystems; volunteering at a clean-up event; or selling locally grown produce at a farmer's market.



## Essential Spaces Benefit the Economy

### Economic Stability

Essential spaces can be a source for renewed neighborhood or community vitality. Quality parks, recreation and cultural services attract and help retain businesses, encourage home ownership, draw new tenants and retirees, provide space for community and corporate events, and encourage a diverse and qualified workforce.

### Land Value

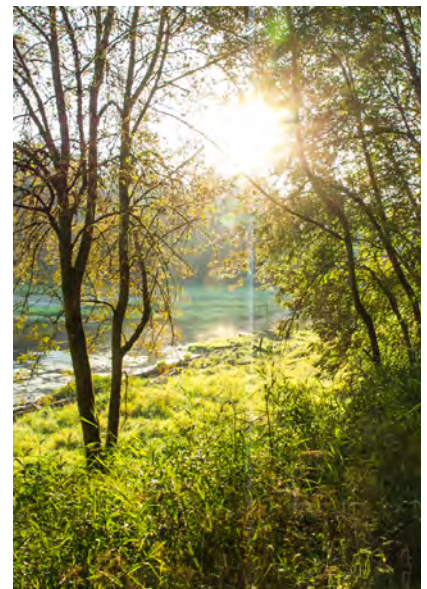
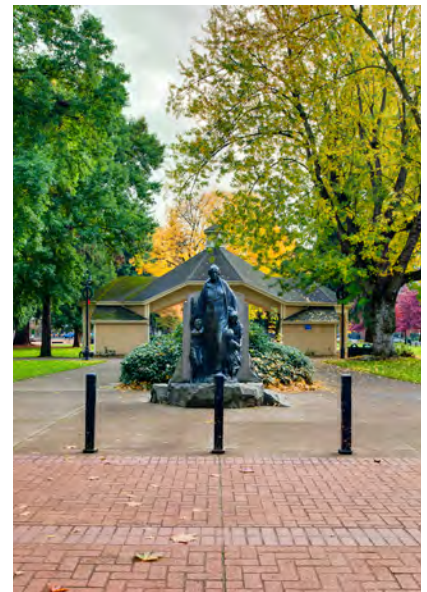
Parks, recreation and cultural services are often cited as one of the most important factors in attracting new residents and creating a quality of life that makes them want to stay for a long time. Access to interconnected parks, trails and community event spaces increases property values.

### Tourism

Iconic public spaces like Vancouver Waterfront Park and Esther Short Park draw visitors from outside the area to enjoy our city and all it has to offer! Whether it's a family picnic in the park or an extended stay where visitors enjoy nearby restaurants, hotels and shopping, parks play an important role in attracting day and overnight tourism. A vibrant and culturally enriched parks system boosts the city revenues that support improved community services for all.

### Smart Growth

Urban parks broadly include parkland, trails, waterfront promenades, natural areas and riparian corridors, and public gardens. These areas define the layout of a city, its real estate value, traffic flow, land use buffers, public event spaces, and the civic culture of our communities. A rich and interconnected green infrastructure creates cities and neighborhoods with beauty, breathing room and value.







## Essential Spaces Benefit the Environment

### Environmental Sustainability

Just as growing communities need to upgrade and expand infrastructure like roads and utilities to serve their residents, they also need to enhance and expand their green infrastructure to balance the impact of the built environment. The park system enhances and complements natural green spaces to improve water quality, reduce flood risk, shade homes and streams during extreme heat and enhance fish and wildlife habitat for environmental and economic sustainability.

An interconnected system of parks, trails, and green spaces help to conserve the natural ecosystem, resulting in cleaner air and water and improved short- and long-term health benefits. The park system provides transportation alternatives with trails and bikeways to reduce the use of carbon fuels, offers areas for infiltration of surface water to retain stormwater and protect stream levels, and creates habitat for many urban bird and wildlife species.



## Essential Spaces Benefit Community Health

### Public Health

People value the time they spend in city parks, whether walking a dog, playing basketball, having a picnic or sitting quietly under the shade of a White Oak. Along with these expected leisure amenities, parks provide measurable physical and mental health benefits through direct contact with nature and free or low-cost opportunities for activity and social interaction. Access to parks and trails promote increased physical activity levels for adults and youth. Increased activity reduces the impacts of chronic diseases, especially in vulnerable populations.

### Safety

Recent studies show that green spaces adjacent to residential areas create neighborhoods with lower crime rates, where neighbors tend to support and protect one another because they are more socially connected. Parks and recreation opportunities have been strongly linked to reduced juvenile delinquency and health care costs, and increased quality of life in a community.



## Vision

Vancouver Parks, Recreation & Cultural Services will ensure access to programs and public spaces that cultivate healthy connections between neighbors and nature. We will do this by being responsible stewards of public resources, engaging community members, removing barriers to access and fulfilling unmet needs.

## Mission

Parks, recreation opportunities, natural areas and public spaces for art and culture are critical components of community health, wellness and quality of life. Vancouver Parks, Recreation & Cultural Services creates community through our people, programs, events, facilities, parks, natural areas and public spaces. We strive to provide inclusive and equitable access for the diverse communities we serve.

## Diversity, Equity & Inclusion

Parks, Recreation & Cultural Services celebrates Vancouver's diversity with programs, services and community assets that empower all people to play, learn and grow. We do this by creating community informed programs and services that reflect the people we serve. We provide equitable access to natural areas and public spaces for arts and culture so all people can thrive.

We believe diversity fuels innovation, so we're building an inclusive culture where difference is valued. We hire staff, develop teams and cultivate leadership to create an environment where everyone, from any background, can be successful. Our employees and volunteers support this work with adaptability and resiliency.

## City Council Alignment

The Parks, Recreation & Cultural Services department vision, mission and goals support themes and objectives identified by the Vancouver City Council. These include:

- **Climate Action:** Parks play a critical role in preparing our community to adapt and thrive on a rapidly changing planet.
- **Diversity, Equity & Inclusion (DEI) Work:** Parks are gathering places for people of all ages, abilities and backgrounds. They are a tangible reflection of the quality of life in a community.
- **Safety:** Communities are safer as a result of well-managed parks and recreation services that offer healthy activities and programming for all people.



# COMMUNITY GOALS

## Goal 1

Goals are the desired outcomes of the comprehensive plan. Eight goals emerged during the planning process and public outreach, which reflect the department's core vision and mission. Each goal includes objectives to measure progress towards meeting the goals.

### **Provide safe and equitable access to parks, natural areas and public arts and cultural spaces for all residents.**

- 1.1 Acquire land and develop new parks utilizing a balanced approach with available funding to meet adopted standards and ½ mile distribution using the analysis tools included in the equity and quality matrix to meet the unique needs of the area.
- 1.2 Pursue additional property acquisitions and partnerships that expand the capacity of the park systems being thoughtful and strategic on what complements the park system, community needs, and serves residents most cost effectively in perpetuity.
- 1.3 Build fully inclusive playgrounds at community parks that invite people of all ages and abilities to play and interact.
- 1.4 Expand user capacity and recreational opportunities at existing park ownerships to make the most of the existing green infrastructure to meet growing demand for access to outdoor spaces.
- 1.5 Expand public knowledge and awareness of parks, recreation and cultural services by providing accessible information.
- 1.6 Explore new approaches to use underutilized parks, trails and public spaces for special events, recreation and cultural services programming.
- 1.7 Collaborate with Urban Forestry and Community and Economic Development to address socioeconomic and health inequities caused by low green space and tree canopy areas.
- 1.8 Support Vancouver's climate readiness plan by enhancing tree canopy through species selection, design and maintenance practices, particularly in high density and underserved areas.
- 1.9 Expand partnerships and collaboration with other city departments, and public and private entities to foster multiple uses of sites to maximize opportunities for a broad spectrum of public benefit.



- 1.10 Design and maintain park properties and collaborate with other departments and agencies to protect and restore native forests, ecosystems and natural buffers between land uses and protect viewpoints.
- 1.11 Coordinate with Community and Economic Development to better align the Vancouver Municipal Code with park standards and the recreation needs and opportunities generated by different land use developments.

**Provide an interconnected system of park properties and public spaces that support alternative modes of transportation, public health, recreational opportunity and environmental stewardship.**

- 2.1 In coordination with other city departments, complete a transportation improvement analysis of the park system to identify infrastructure, partnerships and funding to safely connect residents to their parks, trails natural spaces, schools, and other public destinations.
- 2.2 Purchase land to connect and/or extend existing regional and connector trails through partnerships, grants and creative funding strategies.
- 2.3 Update the 2006 Trails and Bikeway System Plan in coordination with Transportation and other local jurisdictions.
- 2.4 Develop and implement wayfinding signage to expand awareness of park-sheds and a trail network.

**Preserve Vancouver's historic and cultural heritage.**

- 3.1 Expand and enhance public access, viewpoints and recreation amenities along to the Columbia River and other major waterways to create more opportunities for water contact, encourage stewardship, and support the historic and cultural significance of these resources.
- 3.2 Partner with other providers, including the U.S. National Park Service, to preserve and maintain sites with significant historical value.
- 3.3 Use interpretive signage and design features in parks and facilities to celebrate the natural and cultural history of the area.
- 3.4 Use marketing materials to promote understanding of the community's cultural and natural history.
- 3.5 Enhance opportunities for public art in parks and special facilities, including performance art and temporary art installations.

Goal  
**2**

Goal  
**3**

**Goal  
4**

**Expand Level of Service and Equity Gap Analysis to inform and guide project and funding opportunities and priorities.**

- 4.1 Perform city-wide needs assessment to identify high density neighborhoods.
- 4.2 Perform city-wide demographic and equity analysis to identify vulnerable and underserved communities and neighborhoods.
- 4.3 Overlay needs assessment by park with the Equity, Safety and Creativity Matrices.

**Goal  
5**

**Update Improvement Level definitions to include innovative approaches that meet the needs of a growing and diversifying community.**

- 5.1 Build themed play structures to create inviting neighborhood destinations and recreational variety throughout the park system.
- 5.2 Expand support facilities such as restrooms, picnic shelters and parking to neighborhood parks where opportunities for access to community park assets are limited. (These amenities are typically only found at community parks.)
- 5.3 Incorporate native plant species in park and natural area designs and enhancements to support pollinator species within 25 percent of the planned landscaped area in response to the state legislation.
- 5.4 Identify sites within the inventory that are most suitable as Improved Natural Areas to receive access and safety enhancements that would provide for more passive recreation use and maximize the use of existing properties.
- 5.5 Adopt Urban Park Classifications and Standards to serve dense mixed land use patterns generating high day-use and residential populations, and pursue a funding structure to support these assets.

**Goal  
6**

**Maintain and enhance parks, trails, natural areas, culture and heritage spaces, recreation facilities and community assets to meet identified standards.**

- 6.1 Design and maintain all outdoor facilities and spaces to minimize maintenance requirements and support and enhance the natural landscape for a healthy tree canopy, habitat, and sustainability.
- 6.2 Repair or replace worn or end-of useful life playground equipment and park features.
- 6.3 Expand the size and/or variety of existing parks, where feasible.
- 6.4 Reinvest in parks, trails, natural areas, public spaces and recreation facilities to reflect the evolving needs of a diverse and growing community, and steward public investment.



6.5 Meet park maintenance standards.

6.6 Create and expand community engagement, partnerships, and training to encourage stewardship and volunteerism to supplement maintenance needs and sustainability.

6.7 Develop maintenance management plans for parks and natural areas as they come on-line to guide the design and function intent of a park facility.

**Establish and meet goals outlined in the departmental program areas.**

**Recreation**

7.1 Provide fair and equitable access to all people, regardless of income level, ethnicity, gender, ability or age.

7.2 Advance community health, safety and well-being by effectively maintaining and developing community centers that provide a wide range of recreational amenities.

7.3 Strengthen local and regional economies by creating a high-quality park system and recreation programs that draw new residents and attract community investments.

7.4 Use a cost recovery model for recreation programming that covers an appropriate proportion of overall costs while ensuring that offerings remain affordable.

7.5 Continue to pursue grants, endowments, partnerships and other alternative methods of program funding to reduce financial barriers to participation and access to the degree possible.

**Goal  
7**







7.6 Operate youth programs that are free or low cost and encourage healthy and positive behavior.

7.7 Plan, develop and effectively maintain community centers that provide a wide range of recreational amenities.

### Cultural Services

7.8 Build capacity of the cultural sector through increased organizational capacity in resource development, training and operations.

7.9 Strengthen Vancouver's cultural core of the Fort Vancouver National Historic Site, the downtown Arts District and the evolving Vancouver waterfront.

7.10 Nurture the creation of needed space for culture, arts and heritage programs by encouraging the allocation of these spaces in new buildings and making the process of adapting older buildings for cultural uses as easy as possible.

### Special Events

7.11 Center diversity, equity, and inclusion (DEI) as fundamental values of City-sponsored events so that all participants feel safe, welcome, valued, and inspired.

7.12 Increase the number of park locations that can host City-sponsored events, particularly on Vancouver's east side. This will provide more equitable access to special events for residents who do not live near the parks that have traditionally hosted these events in the past.

- 7.13 Provide seasonal work opportunities and year-round internships to local youth that instill leadership skills and provide real world career preparation.
- 7.14 Seek out new special event locations that highlight new developments and stimulate underutilized city assets to increase the number of events that can be held each year without impacting residents' access to parks.
- 7.15 Explore multi-venue event types including a winter festival, film festival and other heritage and cultural celebrations that could be spread across multiple locations in the city.
- 7.16 Design a viable special events funding model through grant funding and the addition of a development coordinator to seek out and manage meaningful sponsorship opportunities.
- 7.17 Create a sustainable park rental model that provides value to event organizers while meeting the expense, labor and traffic control requirements of park rentals and public cost of asset management.

### Urban Youth

- 7.18 Introduce local youth to education and employment resources.
- 7.19 Develop self-esteem and leadership skills in youth participants.
- 7.20 Build social, communication and conflict resolution skills among youth participants.

### Volunteer Programs

- 7.21 Center diversity, equity, and inclusion (DEI) as fundamental values of City volunteer programs so that all participants feel safe, welcome, valued, and inspired.
- 7.22 Expand and enhance the Adopt-a-Park program through outreach and leadership development.
- 7.23 Develop and establish restorative native planting spaces that are pollinator friendly and support the realization of a carbon neutral community.
- 7.24 Offer a wide spectrum of volunteer opportunities for a diverse population and lower barriers to participating in service within the community. Sustain and develop strong community partnerships that enhance the collaborative and inclusive nature of volunteer programming.
- 7.25 Transition the role of Citywide Volunteer Coordinator to one of true citywide support, leadership and management. Individual, city departments that benefit from the service and expertise of volunteers will provide staff and resources that support the successful deployment of volunteers.



Goal  
8

**Reflect the community we serve through creative public engagement, collaborative planning and culturally responsive communication.**

- 8.1 Develop and implement a public relations plan that keeps residents informed about programs, parks, natural areas, facilities and cultural assets.
- 8.2 Incorporate new technologies and best practices that enhance community access to information.
- 8.3 Identify and implement ways to improve communication with all residents including new residents, underserved communities and those whose first language is not English.
- 8.4 Develop outreach materials to communicate evolving trends in park system management to promote stewardship, awareness and public support.







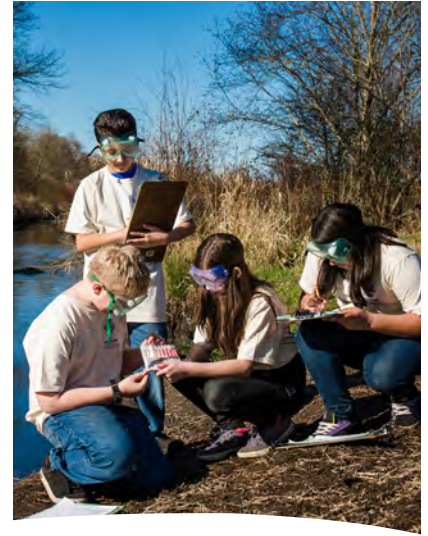
Section  
**4**

**COMMUNITY ENGAGEMENT**









## COMMUNITY ENGAGEMENT

The theme of Essential Spaces was selected for the comprehensive plan update to reflect the important role parks, recreation, trails, natural areas and art have on the physical, mental and economic health of the community. The foundation of the Parks, Recreation & Cultural Services Comprehensive Plan is community engagement and the Essential Spaces brand was utilized via the Be Heard Vancouver online public engagement platform at [www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces).

A variety of public involvement methods were used including two online surveys, in-person community outreach at multiple locations, online discussions with stakeholder groups and information shared through newsletters, social media channels, news releases, flyers, signs, and the City of Vancouver website.

An online survey was launched on May 20, 2021. The survey was available in English, Spanish, Russian and Vietnamese. It closed on August 30, 2021. A link to the survey was sent by email to over 45,000 people through the Vancouver Parks, Recreation & Cultural Services (VPRCS) email subscriber list, the City of Vancouver's Office of Neighborhoods email list, the Vancouver Connects Newsletter, the project website, diverse community groups, and several social media channels. Flyers and information cards were also shared with youth day camps and other recreation program participants.

Photos were posted on the Essential Spaces web page to show community members how some parks were reimagined during updates since 2014. The neighborhood parks highlighted in the photo series included Clearmeadows, Dubois, Summer's Walk and First Place Park.

“ Never doubt that a small group of thoughtful committed citizens can change the world; indeed, it's the only thing that ever has. ”  
—Margaret Mead,  
American cultural anthropologist





“ Thank you for providing a way for the community to provide feedback for the future of parks, recreation, trails and open spaces. The recent pandemic really emphasized how important it is to have these spaces available to myself and my family. Spending time in nature helped us to survive this difficult time. ”  
 —Community outreach participant

## Community Engagement Tools

Information cards with the Essential Spaces webpage address in both English and Spanish were distributed to over 1,600 individuals at 12 community-based events. More than 80 informational signs with a QR Code linked to the project webpage were posted in Vancouver parks, along trails and within Firstenburg and Marshall community centers. The signs were posted in English, Spanish, Russian and Vietnamese.

In-person outreach was completed at the Vancouver Farmers Market, community centers, area parks and along trailways.

Most of the tabling events were held in partnership with the VPRCS Special Events team. In-person outreach was held at Party in the Parks, a series of free, pop-up gatherings designed to help neighbors connect and have fun while enjoying their local parks. Vancouver Parks, Recreation & Cultural Services provided music, games and crafts at several neighborhood parks in July and August. The events were held on Tuesdays and Thursdays from 4 p.m. to 8 p.m. Movies in the Park locations were held on Friday nights at several locations.

Bookmarks in English and Spanish were given to participants that included QR codes that linked to the survey. An interpreter was available to assist people who spoke Spanish as their primary language.

Children and families who visited the booth were asked what they like about parks, recreation, trails and open spaces and what they would like to see improved. They were also asked to envision the future of the park system. Several children shared their thoughts about themed parks and creative amenities.

## Community Engagement Tabling Events

Location	Date	Event Type
Endeavour Neighborhood Park	7/13/2021	Party in the Park
Fisher Basin Community Park	7/16/2021	Movie in the Park
Edgewood Neighborhood Park	7/20/2021	Party in the Park
Vancouver Farmers Market (East)	7/22/2021	Farmers Market at Columbia Tech
Edgewood Neighborhood Park	7/23/2021	Movie in the Park
Nikkei Neighborhood Park	7/29/2021	Party in the Park / Grand Opening
Washington School Park	8/3/2021	Party in the Park
Marshall Community Center	8/5/2021	Lobby Booth
Washington School Park	8/6/2021	Movie in the Park
Bagley Community Park	8/17 & 8/19/2021	Party in the Park
Bagley Community Park	8/20/2021	Movie in the Park

Community engagement was informal, open and positive. The events were popular and well attended. Over 1,600 people were reached through this effort. Most of the outreach participants were supportive of the department, park facilities and recreation programs.

Conversations with individuals during outreach echoed the responses to the survey. People were thankful for the parks and programs being provided by the City of Vancouver. Common themes included:

- Walking paths, connecting trails, and creating welcoming and inviting spaces are important.
- People living east of I-205 expressed a need for more parks.
- People living west of I-205 said many of their parks need to be updated with additional amenities like walking trails and benches.
- Concerns about the lack of sidewalks and safe access to walk or ride to their local park was a consistent message from residents in all three park districts.
- Restrooms and additional trash receptacles due to increased park use was recommended. Several parents shared that they love walking to the park with their children, however their time is cut short due to the need for a restroom facility.
- Individuals with limited mobility requested additional parking.
- Other popular requests included the addition of splash pads, more water features integrated into park spaces like the educational Columbia River water feature at Vancouver Waterfront Park and the tranquil water fall area at Esther Short Park.

The challenges of the COVID-19 pandemic arose often during outreach conversations. Participants shared that the park and trail system provided a place where individuals and families could safely enjoy nature, reduce stress and participate in healthy activities. Many shared that access to parks and trails became vital and essential to their well-being during the pandemic. Natural areas with walkways and benches for time to rest were mentioned as important amenities to the community.





## Stakeholder Meetings

In addition to the online surveys and in-person community outreach, a series of five stakeholder meetings were held to discuss current collaboration efforts, potential improvements and visioning for the future.

Among those represented in four of the meetings were Vancouver and Evergreen Public School Districts, City of Vancouver Community and Economic Development, Public Works, Maintenance and Operations, Transportation, Urban Forestry, Engineering, Planning, Water Quality, and Utilities. Urban Forestry and Public Works, Maintenance and Operations provided additional comments that were added to the meeting summary notes.

Common themes in all five discussions included:

- Sidewalk connections, trail connectivity and alternative transportation modalities
- Growing the tree canopy for carbon sequestration and other benefits
- Collaborative review of issues and opportunities to help each group achieve common goals
- Need for additional staff to help with maintenance to meet current park standards

Opportunities for future collaboration to improve sidewalk connections, extend trails, and partner in trail projects like the Burnt Bridge Creek Greenway were included in the discussion.

A fifth meeting was held in partnership with the City of Camas Parks & Recreation to gather representatives from several community groups and services to discuss diversity, equity and inclusion in the parks, recreation and open space systems.

Participants represented the Hispanic Chamber of Commerce, Clark County Community Planning, the Commission on Aging, Clark County Community Services / CDBG block grant, Washington State School for the Blind, Washington Center of the Deaf and Hard of Hearing and written input from Clark County Public Health (CCPH).

A summary of comments and suggestions provided include:

- Universal design must go beyond ADA accessibility requirements.
- Parks and trail areas should be welcoming and inviting for all users regardless of ability.
- Areas for people to be active in multiple ways should be provided and the design should allow for areas of rest.
- Park design should consider the various ways people communicate in terms of language, sight and sound.





- Connectivity through continuous sidewalks and pathways are also important to provide access to all park users.
- An audit of the website and signage were recommended so that communication is accessible by all. Finding ways to help the community understand what is available to them and the various ways spaces can be used or accessed is a priority.
- Involve community members and community groups that represent underserved residents to develop parks, trails, public spaces and community centers.

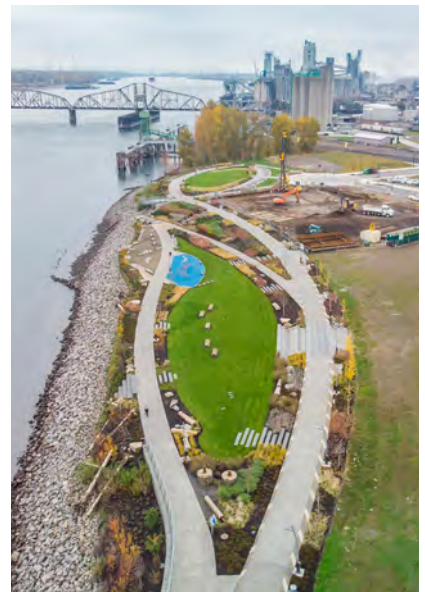
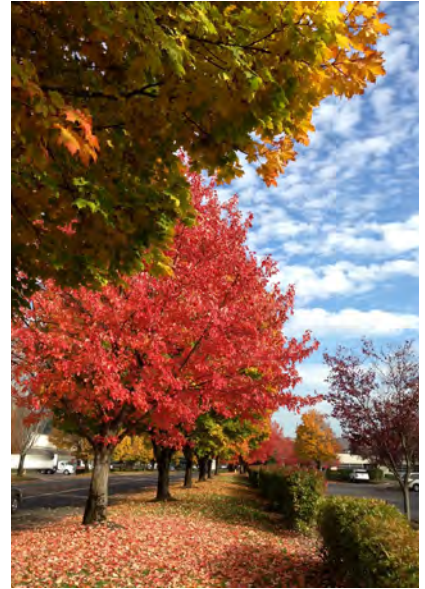
Summary notes for all five meetings are included within the supplemental information of this report (**Appendix C**).

### Essential Spaces Community Survey

The purpose of the Essential Spaces survey was to engage the broader general public across the City of Vancouver in the planning process and help guide the development of potential plan alternatives for the comprehensive plan. It was not a statistically valid survey. The survey aimed to solicit feedback about the community’s priorities and preferences associated with parks, recreation, trails, open spaces and cultural services, level of service standards (distance to local parks), access, access barriers, types of park amenities, and facility use. The survey also gauged what was valued, safety challenges and what participants would like changed.

A total of 2,339 people completed the online Essential Spaces survey. Responses indicated a geographic diversity within the Vancouver city limits. Responses were also received from individuals living in other areas of Clark County and the Portland-Metro area who use the Vancouver park system.

Most of those that took the survey used a park (94 percent) or trail (82 percent) in the past 30 days. Respondents agreed that public parks, trails, natural areas, community centers, programs, activities and events:





When asked what the primary reasons were for using parks in Vancouver, exercise such as walking or biking or just enjoying nature were among the top two responses. More than half (53 percent) walk to get to their local park and 41 percent drive.

Respondents were asked if they experience any barriers to access their local park. Lack of sidewalks and concerns for safety were selected by 26 percent of the respondents. The need for connecting sidewalks and pathways was a common concern in all outreach efforts.

Ninety-seven percent of respondents shared that it was important or very important to have a park or trail near their home. When asked what people valued most in the park and trail system, hiking, walking and biking trails (86 percent) and public access to streams rivers and lakes (60 percent) were the top two responses. The top amenities that respondents would add to the park and trail system were restrooms (35 percent), park benches (25 percent), nature play areas (25 percent) and water play/splash pads (24 percent).

Several of the questions provided an opportunity for written responses for “other” reasons than the selected items provided. Common requests included more access to nature with extended pathways, increased maintenance throughout the park and trail system, concerns about the number of people living outside, requests for special recreation facilities, more natural areas and universal design considerations that are multi-generational. A summary of responses is included within the Community Engagement Report (**Appendix B**).

### Essential Spaces Budget Priorities Survey

The results of the first survey were utilized to format a follow-up survey to determine the budget priorities for the comprehensive plan. A budget priorities survey was launched on September 1, 2021 via the Be Heard Vancouver online public engagement platform at [www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces). The survey was made available in English and Spanish and closed on September 30, 2021.

A link to the survey was sent by email to over 45,000 people through the Vancouver Parks, Recreation & Cultural Services (VPRCS) stakeholder list, the City of Vancouver’s Office of Neighborhoods list, the Vancouver Connects Newsletter, the project website and several social media channels.

A total of 1,478 people completed the online Essential Spaces Budget Priorities survey. Two questions were asked based on the results of the first survey to help set budget priorities for the Parks, Recreation and Cultural Services comprehensive plan update. Due to multiple written responses expressing concern about current maintenance and garbage





in the parks and along trails, the survey asked if they were supportive of increasing funding to provide a higher quality of maintenance for parks and trails. All (100 percent) of the respondents answered this question with 68 percent selecting Yes, they were supportive.

The second question asked participants to rank goals to improve parks, recreation, trails and open spaces. Survey responses coupled with written comments led to the selections provided in the survey.

Weighted scoring was used for each goal that summarized the number of times each goal was placed in a ranking position. *Repair or replace worn or older park features* received the highest score of 5.87, this was followed by *Purchase land and develop new parks in areas where residents have limited access to parks and natural areas* with a score of 4.79. The complete results of the surveys are included in **Appendix B**.

## Conclusion

The public engagement opportunities yielded valuable input on the pulse of the community to inform future planning efforts.

Local trends emphasize a long standing, but growing interest in local parks and trails, particularly within walking distance from residential areas. This expanding focus on the local community could be explained with the challenges individuals and families faced during the pandemic, economic challenges and increasing densities within the urban area.

The importance of water access is also noted, a reflection of a community fronting on the Columbia River, the largest river in the Pacific Northwest.

The 2021 survey data identified trends that are consistent with state-wide results identified in the State Comprehensive Outdoor Recreation Plan (SCORP 2018-2022).









Section  
**5**

# CLASSIFICATIONS & STANDARDS









## PARK CLASSIFICATIONS

Park classifications serve to categorize properties or facilities based upon a variety of factors. Classifications are intended to reflect the characteristics of the natural and built landscape, access and recreational opportunities, development potential and/or limitations, park needs in the surrounding vicinity and the Park Impact Fee district, use patterns and capacity. The overarching criteria is to make the most efficient use of park properties to serve the recreational needs of the community with the available funding sources for acquisition, development and maintenance balanced with protecting natural resources.

The City of Vancouver is transforming from the traditional city core with a suburban residential landscape to a denser mixed-use urban development pattern. The Vancouver Parks, Recreation & Cultural Services park system includes eight different classifications of park facilities to serve the needs of our evolving community. These include neighborhood and community parks, urban and regional natural areas, civic plazas, linear parks, regional parks, and special facilities.

### Neighborhood Parks

Neighborhood parks provide access to basic recreation opportunities for nearby residents for a healthy active lifestyle and respite, support vibrant and distinctive neighborhoods, provide opportunities for social engagement, and preserve and enhance natural resources. These parks are designed primarily for non-organized recreation. Neighborhood parks are generally three to five acres in size and designed to serve residents of all ages and abilities within ½-mile, or 10-minute walking distance. Sites may vary in size depending upon unique site characteristics and land availability.

Neighborhood parks often include amenities such as play structures, sport courts, community gardens, turf areas, native plant resource areas, pathways and trails, picnic tables, and benches. As residential densities

“ We are very excited about the new themed parks! Vancouver is on the right track for making these parks inviting and fun. Thank you! ”  
—Community Outreach Participant



and demand on limited park access continue to increase, further consideration should be given to incorporating support services and other recreation assets more typical of a community park at targeted locations where availability of community parks is limited.

School sites are included in the neighborhood parkland inventory where joint use or maintenance agreements are in place with the local school district to provide public access during school use.

### Community Parks

Ideally a minimum of 20 to 100 acres in size, community parks are used by all segments of the population to provide a focal point and gathering place for more organized recreational uses and community events. In addition to the assets typical of neighborhood parks, community parks often include recreation improvements for organized activities such as sports fields, skate parks, picnic shelters, community gardens, trails, event spaces and public art and cultural features. Community parks may also integrate passive recreation space, natural resource areas and community facilities such as community or senior centers. Because of their larger size and palette of recreational features, community parks require more support facilities, including parking and restrooms, and can draw users from a three-mile service area. Community parks also serve as the walk-to park of those within the 1/2-mile service area.

School sites are included in the community parkland inventory where joint use or maintenance agreements are in place with the local school district to provide public access during school use.



### Civic Plazas

As developable land becomes more sparse and costly, mixed use urban development patterns such as those found in the Heights, Section 30 and Riverview Gateway subareas are becoming more common. In response, the park classifications of Civic Plazas and Linear Parks support mixed-use or dense land use areas to meet the unique needs of both on-site residential development and the added park demand from the day-use population of these active areas.

Amendments to the Park Impact Fee program could be structured to provide a private share and code standards to support public spaces such as civic plazas, linear parks, and regional trails.

Civic Plazas, or community squares are typically located in higher density urban landscapes or town centers. They provide the day-to-day recreational needs of nearby residents and the day use population generated by employees, shoppers, transit-users, and visitors, but also provide opportunities that draw from outside the project area.





Civic Plazas provide a unique sense of community connection and identity, offer a variety of landscapes that include natural and built spaces, and are designed with the necessary infrastructure to support community events. They often include benches or other seating areas, landscaping, performance and vendor space, public art or cultural assets, and fountains or water features.

These facilities should be centrally located with good connectivity to the surrounding pedestrian network and services, and generally one acre in size, or an average city block, or larger to provide sufficient space to functionally support and draw community events. Esther Short Community Park serves as a good example of a property for this classification in the future.

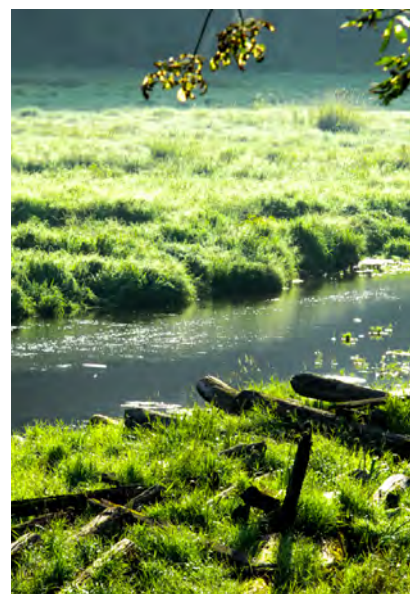
Civic plazas may be developed and managed by other public or private entities in partnership with the city when consistent with funding policies but are intended to be public spaces. Civic plazas must contribute to park system improvements consistent with standards and need versus designed to primarily serve a project development.

### Linear Parks

Linear parks are developed landscaped areas and other lands that follow linear corridors such as streams and rivers, abandoned railroad rights-of-ways, canals, utility corridors, and other elongated features. Linear Parks add to the network and connectivity of the park systems rather than isolated features and are designed and coordinated with the regional trails system and other significant pedestrian corridors. This park classification includes park amenities such as way finding and interpretive signage, benches or respite areas, landscaping, small play areas and viewpoints. Vancouver Waterfront Community Park is a perfect example of the synergy generated by a Linear Park in a mixed land use area, and a candidate for this classification in the future.

### Regional Parks

Regional parks are recreational areas that serve residents throughout Clark County and beyond. Regional parks are usually larger than 50 acres in size and provide opportunities for diverse recreational activities. Facilities may include sports fields, extensive trail systems, and large picnic areas or shelters. In addition, regional parks often include passive recreation space and unique natural features such as significant natural areas or access to streams, lakes or rivers. Because of their large size and broad service area, regional parks require more support facilities, such as parking and restrooms. Regional parks are designed to accommodate large numbers of people including sport and community events.







## Natural Areas

Natural areas, sometimes referred to as open spaces, are primarily undeveloped lands managed for both natural and ecological value and light-impact recreational use. These areas can range in size from one to hundreds of acres, and may include natural areas of a regional scale, but otherwise serve similar functions as urban natural areas.

Natural areas provide opportunities for nature-based recreation, such as bird-watching and environmental education. Natural areas also provide opportunities for some active recreation activities such as walking and running, bicycle riding, and hiking. These areas can provide relief from urban density and may preserve and enhance environmentally sensitive areas such as wetlands, floodplains, riparian areas, mature woodlands, wildlife habitat, vistas and viewpoints, wooded ridgelines, stream and river corridors, and prairies and meadows.

Several of the larger community parks such as David Douglas, Fenton and Marine have dual classifications of community park and urban natural area to recognize their unique character and function and more accurately measure the needs assessment in the level of service analysis.



## Special Facilities

Special facilities, or special-use areas, are stand-alone facilities such as community centers, aquatic centers, sport complexes or skate parks that provide space for a specialized activity and sometimes support unique user groups. Since special use areas vary widely in function, there is no minimum size, but must be large enough to accommodate the intended use and necessary support assets, such as parking and restrooms.

## Trails

Rather than a park classification, trails are considered an improvement or amenity within a site, whether developed or passive. The City of Vancouver has not adopted acquisition or development standards for trails since trails are based on multi-modal transportation routes, recreational opportunities, and natural features. VPRCS should pursue an acquisition and development program consistent with the Regional Trails and Bikeways System Plan, in conjunction with Transportation, Public Works, and other departments and agencies, which promote an interconnected system of trails throughout the city, county and metropolitan area. *Section 6, Park Facility Inventory*, provides additional information about trails that are planned or developed in Vancouver and throughout Clark County.

## Other Park Facility Providers

Parks and natural areas owned and managed by other entities within the City of Vancouver provide a significant contribution to the outdoor

spaces available for recreational use to city residents. Nurturing existing partnerships and exploring additional opportunities for efficiency in the investment of public resources are critical to serve the needs of city residents and our visitors for a sustainable quality of life.

Approximately 850 acres of federal, state and county properties are accounted for in the park inventory. These lands are classified under the most comparable city park classifications based on their character and recreational opportunities.

Best management practices recognize the limited availability of school grounds for recreational purposes, while recognizing the importance of effective partnerships between cities, schools and sports leagues to better serve the community. Accounting for school fields as equivalent park acres generally falls outside of what we see at the national level and comparable jurisdictions due to their limited availability. As a precedent, sports fields are typically included in the recreation facilities review rather than including the school land in the park inventory.

Recognizing the limited public access of school grounds during school hours, multiple partnerships with the Vancouver and Evergreen School Districts have been managed over the years for co-location of school parks and joint use and maintenance agreements for cost efficiencies. School sites with established joint use or maintenance agreements have historically been included in the park inventory.

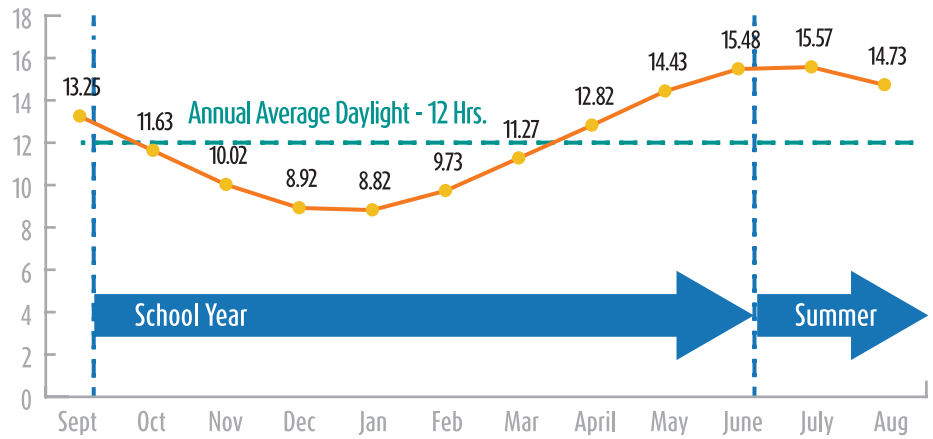
Acknowledging the growing challenges for limited land for both school expansions and mounting recreational demands, staff worked with the respective school districts to explore further availability of the school outdoor spaces for public recreational use. The following provides a summary of the conclusions:

- Public schools are owned and operated by and for the community.
- While the schools are public facilities, their primary purpose is student education. The facilities are generally unavailable while school activities are in session to ensure safety.
- The districts will set parameters for use of public schools and grounds and school related activities are given priority.
- General school hours are between 7 a.m. and 6 p.m. on weekdays from September to June.
- Other school activities are scheduled from 6 p.m. to 8 p.m. or later and some weekend and summer days which further limit public access.
- Field acres at elementary schools could be considered for limited general public access outside of school use, and may be most comparable to neighborhood park assets.

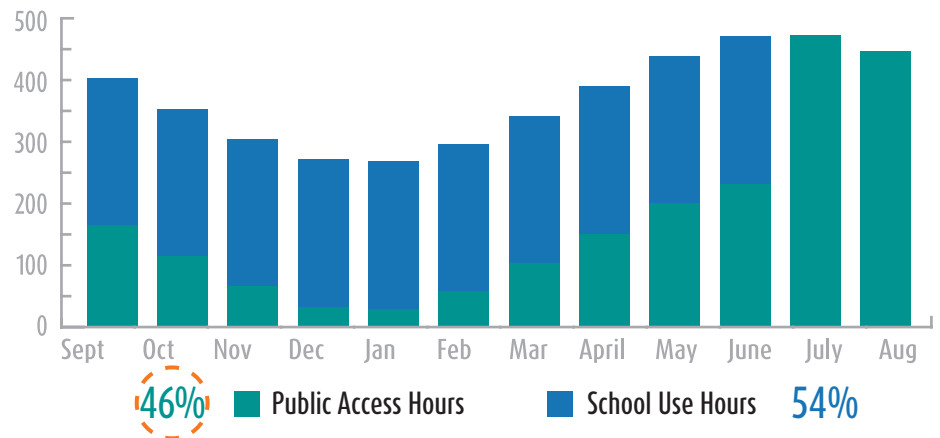
Using the general parameters provided by the school districts regarding hours of school use, a school ground inventory and available daylight hours in a calendar year, a detailed analysis was completed to evaluate the availability of elementary school grounds for public recreation uses.



### Average Daylight Hours



### Elementary School Field Hours



The study estimated 46 percent of the daylight hours in a total calendar year are available for public recreational use at elementary school grounds outside of school hours. The majority of that time is concentrated in July and August summer months with longer days and summer break.

The question remained of whether the fields provide comparable recreational opportunities to a neighborhood park versus the passive uses more typically afforded by urban natural areas. Elementary school grounds provide open areas for walking and pick-up fields sports, and play equipment suited for school aged children. However, play structures for younger children provided for in public parks are not available at elementary school grounds, or other assets such as benches or picnic tables. However, discounting the acres as proposed was concluded to be a reasonable compromise to recognize community use of these assets, and are accounted for in the park inventory tables at a 46 percent equivalence to neighborhood parks.

The school districts and their respective school boards are supportive of this approach and we believe this methodology respects their primary mandate for school investments while recognizing actual community use after school hours.



## PARK FACILITY STANDARDS

The city adopted acquisition and development standards for neighborhood, community, and regional parks, and urban natural areas through an evaluation of local needs, conditions, and available funding sources. For other park types, need is based on the characteristics of the physical resource rather than on a population-based standard or other unique consideration as discussed below.

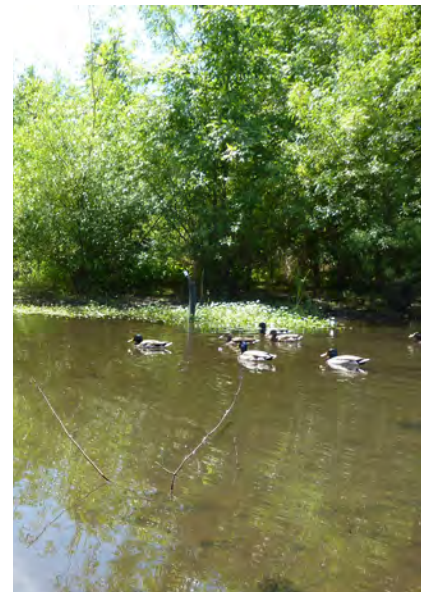
### Acquisition Standards

The City of Vancouver adopted population based standards for Neighborhood Parks, Community Parks, Regional Parks, and Urban Natural Areas for land acquisition in 1994. No changes to those standards are proposed.

### Neighborhood and Community Parks

The combined standard for Neighborhood and Community Parks is five-acres per thousand residents, with the preferred distribution of two acres for neighborhood parks and three acres for community parks. However, the combined standard allows for modifications where existing and proposed development limits the availability of parcels large enough to accommodate community parks and their broader scope of assets. Park sites should be suitable for the desired range of typical improvements, consistent with community needs and park and recreation trends. An ideal site should accommodate a mix of traditional park amenities, natural landscape, and active recreation opportunities. Recognizing that not all sites can accommodate this range of amenities, each park district should contain an overall balance of active and passive uses.

Park Type	Acquisition Standard
Neighborhood Park	2 acres/1,000 residents
Community Park	3 acres/1,000 residents
Urban Natural Area	1 acre/1,000 residents
Civic Plaza	No Adopted Standard
Linear Park	No Adopted Standard
Regional Park	10 acres/1,000 residents
Regional Natural Area	No Adopted Standard
Special Facilities	No Adopted Standard





Neighborhood parks, community parks, and urban natural areas are identified in the PIF Technical Document (**Appendix G**) and specifically funded through the dedicated funding source of the Park Impact Fee Program. Some areas within the city, particularly on the east side and higher density areas, have significant park land deficits that will be difficult to correct without significant land use conversion at a notable cost. Other strategies can be pursued and incorporated to help improve the equity of park and open space access to all city residents. Additional improvement guidelines are incorporated for many park classifications to improve access to the outdoors for all residents.

### Urban Natural Areas

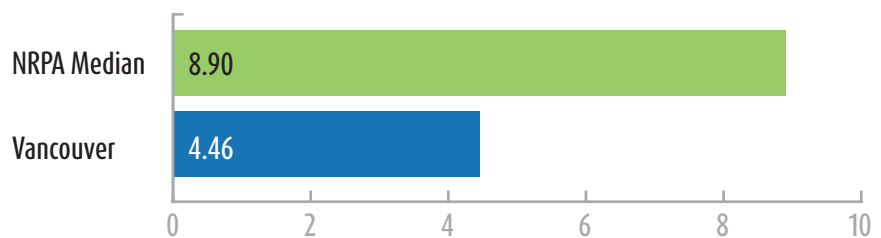
The City of Vancouver standard for urban natural areas is one acre per 1,000 residents. However, the goal should be to achieve a higher standard where needed to support natural resource amenities.

Other quality Urban Natural Areas that provide some level of public access for contact (whether physical or visual) with the natural environment should be considered for public ownership on a case by case basis to provide more equitable access to natural spaces and resource protection. A variety of partnerships and other funding sources can be explored to supplement the need for more passive use areas.

Many of the existing natural areas are underutilized due to no functional access, safety concerns or simply because residents are not aware of them. Analysis of existing public ownership of natural spaces were evaluated to identify locations where minimal investments could provide more opportunity for passive use access, and improved safety while still protecting sensitive resources. For example, limbing-up low hanging branches to improve sight lines, soft surface trails, signage and other improvements typical of Level 1 improvements that make natural spaces safe and useable. The locations will be recognized as I-UNA, or Improved Natural Areas.

The National Recreation and Parks Association (NRPA) is a leading non-profit dedicated to building a future where the power of parks and recreation is recognized for creating a better life for everyone by building strong, healthy, and resilient communities. Through NRPA's research regarding park standards the national median is 10 acres per one-thousand residents, with a range of 4.6 to 15.9 acres from all reporting cities. For comparable sized cities (100,000 to 250,000 population), the national median is at 8.9 acres.

### Park Acres / 1,000 Residents



The City of Vancouver's 6-acre standard is 67 percent of the national standard. With the current inventory our level of service is at 4.46 acres per thousand, or 50 percent of the national standard for comparable sized cities. This comparison confirms the need for more work to be done to equitably serve both current and future residents.

While the city has adopted a standard of 6 acres per thousand, the goal is to achieve a higher level of service where possible, particularly in densely-developed areas where the need is greater. Locating larger community parks is becoming more challenging due to the declining availability of developable land and the skyrocketing cost of land suitable for park system expansion. As urban density increases there is a proportionate increase in the need for public spaces to connect with nature and community events. In urban areas where an adequate or suitable community park site is no longer available, or where areas are poorly served by a community park, VPRCS shall encourage the acquisition of neighborhood parks and consider modification of typical neighborhood park standards to compensate for the lack of larger community parks that generally provide more diverse recreational opportunities. Specifically, consideration shall be given to increasing site size and types of development considered within neighborhood parks to allow for increased recreation opportunities, capacity and durability. Additional resources should also focus on maximizing the service area of parks where access is limited as opportunities arise.

### Civic Plazas and Linear Parks

Further research is needed to identify a recommended standard for civic plazas and linear parks to support the intended high density land use areas. A proposed standard should be identified for Council consideration with the next amendments to the Park Plan.

### Regional Parks

The adopted acquisition standard for regional parks is 10 acres/1,000 residents, with a goal of 20 acres/1,000 residents. Guidelines for the provision of regional parks include a desirable size of 200 acres or more, although no minimum is recommended. This plan recommends that regional parkland be distributed throughout the county based on the availability of unique sites or destinations.

Two regional parks are located within the City of Vancouver, both owned and managed by Clark County. These are Frenchman's Bar and Vancouver Lake Regional Parks.

### Regional Natural Areas

No standard is recommended for Regional Natural Areas (RNA) in the City of Vancouver since these areas are usually based on the significance and scale of the resource. The plan recommends pursuing a conservation program that complements outside efforts to protect high-priority and critical lands throughout the region. Acquisition should occur along major riparian corridors, habitat areas and migration corridors,





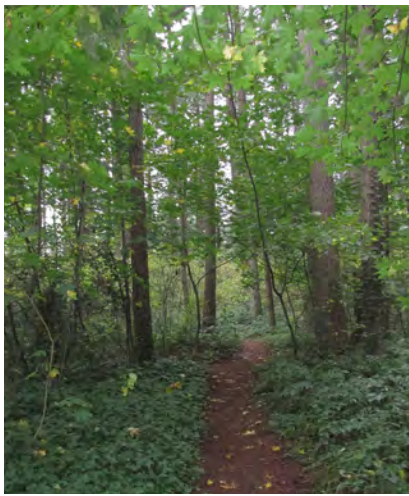


urban growth buffers, and areas with unique site qualities. The goal for acquiring these areas is to create a connected, cohesive system that spans the entire county. This effort should focus on areas identified in this plan and the Clark County Conservation Areas Acquisition Plan.

Existing Regional Natural Areas include the Vancouver Lake Lowlands, Burnt Bridge Creek Greenway and Frenchman’s Bar Trail. Burnt Bridge Creek Regional Trail laces through the greenway west of I-205, and the entire city ownership within the greenway is accounted for in the Regional Natural Area classification of the park inventory. Although a valuable resource, a large portion of these natural areas are not accessible or useable open spaces to the casual user and it creates some distortion of the functional level of service to city residents if included in the UNA classification.

**Special Facilities**

No standard is recommended for special use facilities since these areas are often acquired based on specific community and facility needs. The plan recommends acquiring special facilities as needed to meet the facility guidelines proposed in this plan.



**Geographic Distribution Standard**

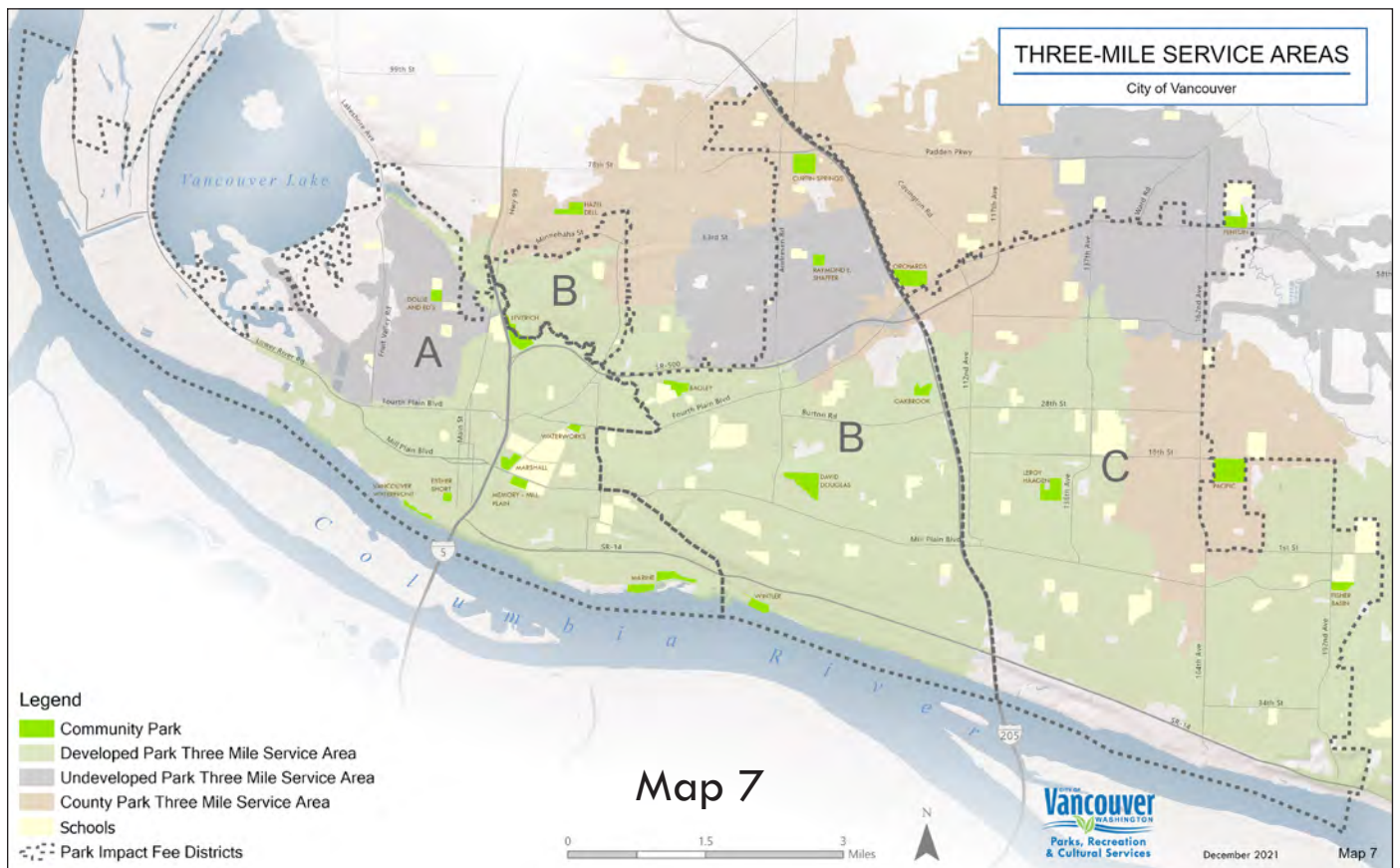
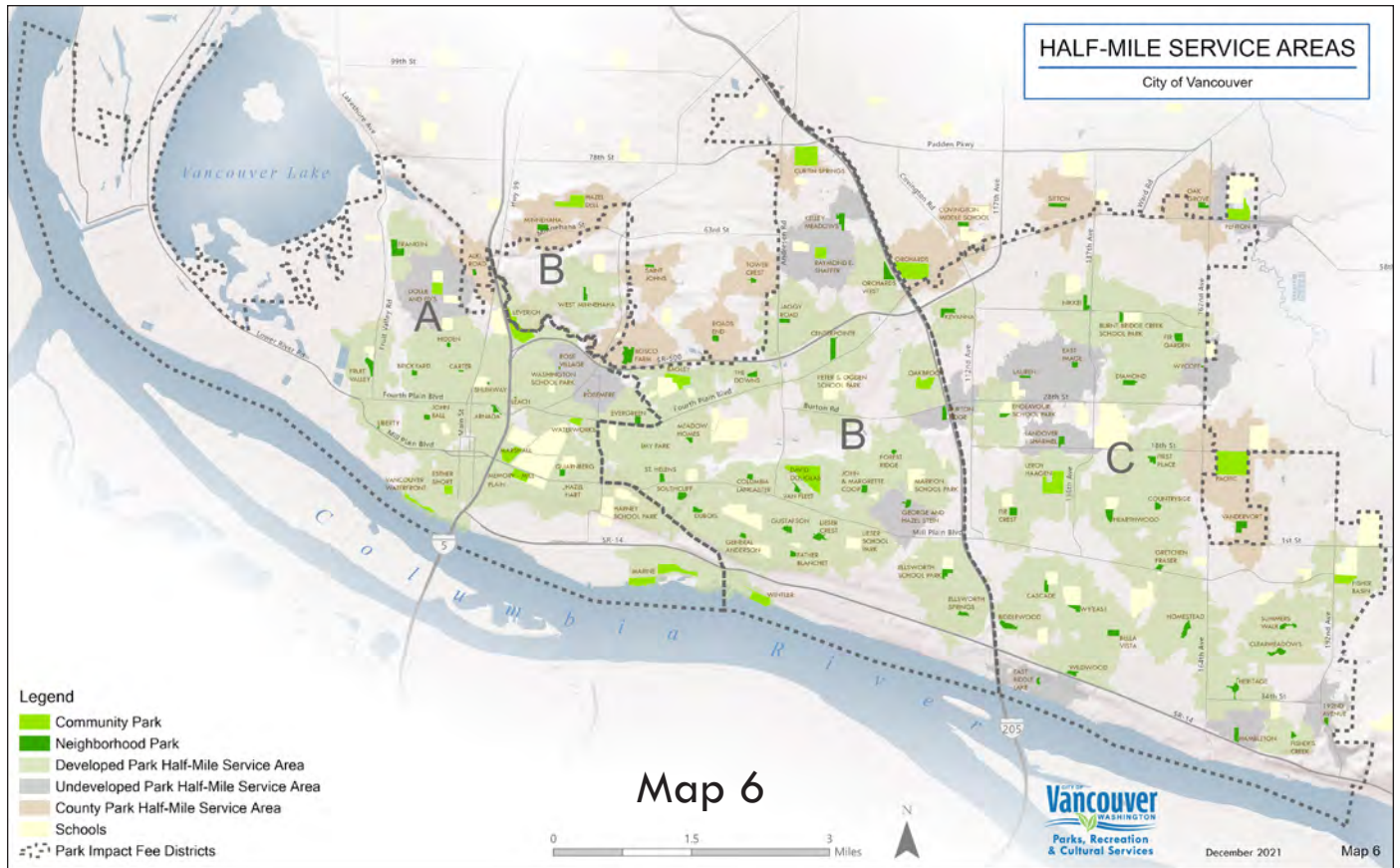
Additional guidelines for the provision of neighborhood and community parkland include the equitable geographic distribution of parks with designated service areas.

Trust for Public Lands, Urban Land Institute and the National Recreation Parks Association provide national benchmarks for the walkability of park access. Each of these agencies promote a 1/2-mile standard to provide walkable access to the outdoors. Ninety eight percent (98 percent) of our community outreach survey respondents strongly support the importance of the 1/2-mile standard for park access.



Park Service Area

The service area coverage of neighborhood and community parks are identified on *Maps 6 and 7* and are available in Section 16, Maps. Service area mapping provides a tool to identify locations with access to parks based upon the adopted distribution standard, and conversely, reveals the service area gaps that inform need for additional acquisitions. The image to the left represents a clip of the mapping model and how it follows public rights of way and easements from all points of public access to a park site to determine the applicable service area. However useful, there are limitations to this tool that we have been working to improve.







Currently, all parks regardless of size, population density, socioeconomic variables, or quality of improvements have the same 1/2-mile service area. An extensive amount of analysis was completed to quantify these variables for consideration in prioritization of projects and funding which is discussed in more detail in the Level of Service chapter.

In addition, the identified routes do not currently measure safety of public access pathways such as sidewalks, crossings, or signals that are off site from park development. Additional analysis and committed funding sources and priorities are needed to assure safe pedestrian access to parks for all residents and maximize the public investment of park properties.

### Neighborhood Parks

Neighborhood Parks generally serve an area within a 1/2-mile service area, or 10-minute walking distance (*Map 6*). The walkable service areas encourage alternative modes of transportation and reasonable access for people of all abilities from those in wheelchairs, parents pushing a stroller, the elderly using a cane, or an eight-year-old on a bicycle.

Park Type	Geographic Distribution Standard
Neighborhood Park	1/2 Mile Service Area
Community Park	3 Mile Service Area

Based on our GIS modeling of the 1/2-mile service areas, 75 percent of all city residents are within walking distance of park properties. However, not all our parks are built with quality assets. Fifteen (15) of our 107 neighborhood and community parks remain undeveloped parks, representing 14 percent of the inventory. Even if we assume all properties are built and of equal quality, 50,000 current residents remain without walkable access to a park. There's still a need for more parks to serve all residents equitably.

### Community Parks

Community Parks serve an area with a 1/2-mile to 3-mile service area (*Map 7*). They provide the equivalent of a walk-to neighborhood park within the 10-minute service area as well as a 3-mile service area.

Further evaluation is needed to determine if future adjustments are needed to this standard.



## Development Standards

Development standards for various park types represent the general percentage of site area that is built.

Park Type	Development Standard
Neighborhood/Community Park	4.25 acres/1,000
Urban Natural Area	No Adopted Standard
Regional Park	18%

### Neighborhood and Community Parks

This plan recommends maintaining the current development standard of 4.25 acres/1,000 residents of developed urban parkland for neighborhood and community parks. Neighborhood and community parks shall be developed to a minimum Improvement Level-3, as defined below.

### Urban Natural Areas and Open Space

No development standard is proposed for urban natural areas, which should remain in a relatively natural condition focused on resource protection and enhancement, and passive recreational opportunities. Natural areas that are appropriate candidates for improved public access and safety (designated as I-UNA) will facilitate more passive recreational opportunities and access to nature at relatively minimal investment. This effort is to maximize existing infrastructure, connectivity, and public investment in existing ownerships. Improvements could include soft surface trails and connectivity, seating areas, simple nature play features, natural resource enhancements and signage.

### Civic Plazas and Linear Parks

No development standards are recommended at this time. Additional research is needed to identify the appropriate development standard, but it is anticipated that a higher level of hardscape will be necessary than other park types for sustainable high level user capacity.

### Regional Parks

This plan recommends maintaining the current regional park development standard of 18 percent of the site. These standards allow for active and passive recreation opportunities as well as natural resource preservation.

### Regional Natural Areas and Special Facilities

No development standard is recommended.





## Improvement Levels

Parkland can be classified by the level of built asset improvements and site enhancement. Improvement levels provide the beginning of evaluating the value of the recreational experience provided by site improvements. Improvement levels currently apply only to Neighborhood and Community Parks and Urban Natural Areas.

Further discussions of the quality, variety, safety and sustainability of those assets are included in the Level of Service chapter.

The asset improvements listed below represent a modification of previous standards, designed to clarify the intention of the standard while increasing flexibility to allow for changing community needs.

- **Themed play structures** will be included in all neighborhood and community parks as much as funding and land area availability allow throughout the park system to create unique neighborhood identity, and recreational and educational variety.
- **Support services** such as restrooms, picnic shelters, and designated parking areas will be strategically located throughout the park system in larger neighborhood parks, particularly where community parks are limited, to provide more equitable access to a broader variety of recreational opportunities.
- **Universally accessible play structures** and other assets will be incorporated into all new community parks and replacements of aging structures.
- **Pollinator species** will be supported through park design and maintenance practices throughout the park system. Compatible plant species will be included in landscaped areas as well as natural spaces as much as feasible, with a target of 25 percent of the landscaped area.
- **Improved Natural Areas.** Natural areas that are appropriate candidates for improved public access and safety (I-UNA) will facilitate more passive recreational opportunities and access to nature. This effort is intended to maximize existing infrastructure, connectivity, and public investment at existing ownerships that are currently underutilized. Improvements could include soft surface trails and connectivity, seating areas, natural resource enhancements and signage.

### Level 1:

Improvements secure a park site within a short period of time upon acquisition or accepting a donation, and generally the only intended improvements of most natural areas aside from resource enhancements. Improvements reduce liability and unsightliness, preserve existing natural resources, and permit pedestrian access as an interim usable green space. Improvements are dependent on an initial site inventory, but generally includes fencing, city ownership and rule signage, hazard removal, rough grading, arbor care of existing trees to improve health and longevity, limbing-up branches as needed to provide safety and sight-lines, noxious/invasive plant removal and seasonal mowing to reduce fire hazard.

Master planning of the site is also completed to guide future improvements if development is anticipated in the foreseeable future.

Improved Natural Areas represent an additional level, such as Level-1+ to provide improvements necessary to be more intentional to encourage safe public access at targeted locations. Over time, once sufficient funding is identified to support this additional level of improvements it could be considered for all new ownerships and urban natural area properties.

### Level 2:

Improvements provide a range of recreational opportunities and protect and enhance natural features, as determined in the site master plan. Phased levels of improvement may occur prior to completion of the master plan. Improvements generally include natural landscape beds, play equipment, signage, paths, benches and picnic tables.

### Level 3:

Neighborhood Parks—Improvements provide a greater level of recreational amenities and natural area enhancement and the desired base level of improvement for all neighborhood parks. Improvements generally include additional landscaping and natural landscape beds, themed play equipment, sport courts, irrigation, pathways, and signage.

At strategic neighborhood park locations throughout the park system where community parks are limited, support assets such as restrooms, picnic shelters, and parking where applicable may be added to provide more equitable access to expanded recreational opportunities.

Community Parks—Improvements provide a broad range of recreational amenities and natural area enhancement and the desired base level of improvement for all community parks. Improvements generally include sport courts and sport fields, additional landscaping and natural landscape beds, themed play area to accommodate people of all ages and abilities (universal accessibility), picnic shelters, restrooms, parking, walking paths, irrigation, and signage.

### Level 4:

Improvements require a significantly higher degree of maintenance and labor intensive management practices due to size, design, or unique uses. This includes sites such as Nikkei Neighborhood Park as well as small ownerships that do not accommodate normal maintenance equipment, and Esther Short and Vancouver Waterfront Community Parks.







Section  
**6**

# PARK FACILITY INVENTORY







## PROPERTY INVENTORY

An inventory of all public lands county-wide accounts for over 85,000 acres, or approximately 20 percent of the total land area. Although the majority of these public lands are under state or federal jurisdiction, they provide limited or no public access for recreational use. See *Map 2: County-Wide Public Lands* in Section 1.5.

If this analysis is narrowed to include only those properties that have some, although often limited public access, we find approximately 12,000 acres county-wide, representing less than three percent of the total land area. Within the City of Vancouver this same analysis identifies approximately 3,800 acres of public lands, roughly 12 percent of the land area.

### Inventory Changes Since 2014

Since the adoption of the 2014 Park Plan, significant progress has been made toward meeting park standards, despite the economic challenges facing the department and the community. Changes to the land and development inventory are identified in the following tables.

“ We love going to the new Waterfront Park. The revitalized areas are so enjoyable. We didn’t used to go downtown much. Now we go often and have dinner and enjoy the walking paths. ”  
 —Community Outreach Participant

PROPERTY ACQUISITIONS							
PIF Dist.	Park Name	Year	Type	Acres	NH	CP	UNA
B	Stein, George and Hazel	2016	NH	1.85	1.85		
B	Stein, George and Hazel	2016	NH	0.80	0.80		
C	192nd Avenue	2019	NH	2.08	2.08		
C	Fenton	2019	C	23.22		23.22	
C	Fenton, Donald and Jean Fenton Natural Area	2019	UNA	20.65			20.65
Property Acquisition Subtotal				48.60	4.73	23.22	20.65



PARK DEVELOPMENT							
PIF Dist.	Park Name	Year	Type	Acres	NH	CP	UNA
C	Vancouver Waterfront	2018	C	6.88		6.88	
C	Nikkei	2021	NH	5.18	5.18		
Park Development Subtotal				12.06	5.18	6.88	

PARK REBUILD OR RENOVATION							
PIF Dist.	Park Name	Year	Type	Acres	NH	CP	UNA
B	Meadow Homes	2015	NH	2.01	2.01		
C	Cascade	2016	NH	3.39	3.39		
C	Fir Garden	2017	NH	5.04	5.04		
C	Diamond	2017	NH	5.28	5.28		
C	Heritage	2017	NH	5.41	5.41		
C	Summer's Walk	2019	NH	4.10	4.10		
C	Clearmeadows	2019	NH	5.62	5.62		
C	First Place	2019	NH	3.49	3.49		
B	Dubois	2020	NH	3.12	3.12		
Park Rebuild or Renovation Subtotal				37.46	37.46		

GRAND TOTAL				98.12	47.37	30.10	20.65
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### Acquisition

Within the City of Vancouver a total of 48.60 acres were acquired. These acquisitions included expansion of George and Hazel Stein Neighborhood Park (2.65 acres), 192nd Avenue Neighborhood Park (2.08 acres), and the Fenton Community Park and Natural Area.

### Development

Approximately 12 acres of new park development has occurred since 2014 including Vancouver Waterfront Community Park and Nikkei Neighborhood Park. Nine Neighborhood Parks were rebuilt or renovated for a total of 37 acres.

### Inventory Summary

VPRCS owns, maintains, and/or manages a variety of parks, natural areas and special facilities. In total, the VPRCS system includes approximately 1,760 acres of parkland at 113 sites, representing approximately forty-six percent (46 percent) of public lands within the city limits. The Property Inventory Summary & Site Count, (**Appendix K**) detail the park inventory by park classification, ownership and current development status.

### Neighborhood Parks

There are 66 Neighborhood Parks owned by the City of Vancouver with an additional 25 elementary school locations. The total of 91 Neighborhood Parks consist of approximately 315 acres. Twelve city Neighborhood Park ownerships remain undeveloped (33.05

acres), representing 18 percent of city Neighborhood Park sites. VPRCS Neighborhood Parks range in size from 0.24 acres at Rosemere Neighborhood Park to 11.35 acres at Franklin Neighborhood Park.

The park inventory includes selected school grounds where a joint use or maintenance agreement is in place and access is available to the general public during school programming hours. As discussed in further detail in the *Park Classifications* chapter, elementary school grounds are also accounted for in the park inventory at a 46 percent equivalence to neighborhood parks recognizing actual community use of these public assets after school hours for recreational use.

The Neighborhood Park Inventory (**Appendix K**) identifies the Neighborhood Parks individually by park impact fee (PIF) district and includes the GIS acreage and development status.

### Community Parks

The City of Vancouver owns 16 Community Parks with a total of 273 acres. These parks range in size from 5.34 acres at Esther Short to over 40 acres at David Douglas. Three of our Community Parks remain undeveloped (42.50 acres), representing 19 percent.

The Community Park Inventory (**Appendix K**) identifies the Community Parks individually by park impact fee (PIF) district and includes the GIS acreage and development status.

### Urban Natural Areas

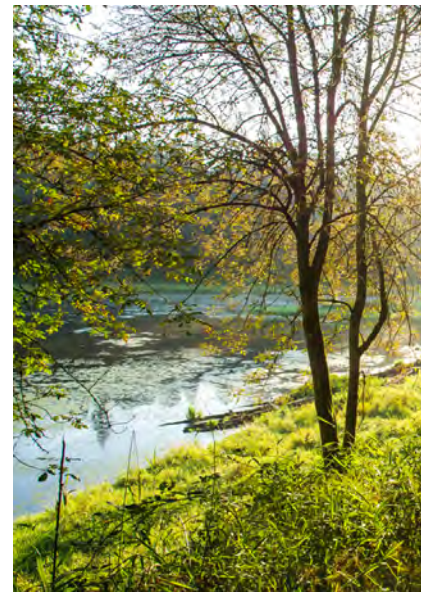
The City of Vancouver currently owns and/or manages 22 Urban Natural Areas totaling 265 acres. One additional site, the National Park Service Waterfront, adds an additional 15 acres.

The Urban Natural Areas Inventory (**Appendix K**) identifies the Urban Natural Areas individually by park impact fee (PIF) district and includes the GIS acreage and development status.

### Regional Parks

As noted in the Classifications and Standards section, regional parks serve residents throughout the county. Because of their large size and broad service area, regional parks from a variety of providers are included in the Regional Park inventory. Frenchman's Bar and Vancouver Lake Regional Parks are located within the City of Vancouver, both owned and managed by Clark County. These sites total 489 acres of park land available to city residents for recreational purposes.

The Regional Natural Areas Inventory (**Appendix K**) identifies the Regional Parks individually by park impact fee (PIF) district, and includes the GIS acreage, ownership and development status.







### Regional Natural Areas

The City of Vancouver currently owns 968 acres of Regional Natural Area lands located in the South Vancouver Lake Lowlands and Burnt Bridge Creek Greenway. An additional 77 acres are located at Frenchman's Bar Trail which is owned and managed by Clark County, but within the City of Vancouver.

The Regional Parks Inventory (**Appendix K**) identifies the Regional Natural Areas individually by park impact fee (PIF) district, and includes the GIS acreage, ownership and development status.

### Special Facilities

In addition to providing parkland, the VPRCS owns and operates two recreation facilities, Firstenburg and Marshall/Luepke Community Centers. These facilities offer swimming pools, gyms, health and fitness facilities, a climbing wall, senior centers and community rooms.

The Special Facilities Inventory (**Appendix K**) identifies other Special Facilities owned and managed by Clark County, National Park Service, Vancouver School District and Washington Department of Fish and Wildlife individually by park impact fee (PIF) district, and includes the GIS acreage, ownership and development status.



## TRAILS

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Trails and greenways provide multiple benefits to communities.

**Clark County Public Health's Walk, Run, Ride or Roll** encourages individuals to access local trails to improve physical and mental health. According to the Public Health website, consistent activity reduces risk factors for chronic disease. The National Association of County and City Health Officials (NACCHO) and the Trust for Public Lands partnered to develop a Toolkit for Health, Arts, Parks & Equity. The toolkit points to parks and trails as important spaces to improve health equity in local communities. The **Surgeon General's Call to Action to Promote Walking and Walkable Communities** promotes increasing access to safe and convenient places to walk and roll.

Regional and bi-state trail systems provide alternative transportation modalities for bike commuters. Research also points to other benefits such as community livability, natural resource conservation, environmental/wetland protection, air quality improvements through tree canopy expansion, historic preservation, education opportunities, economic revitalization and community identity.

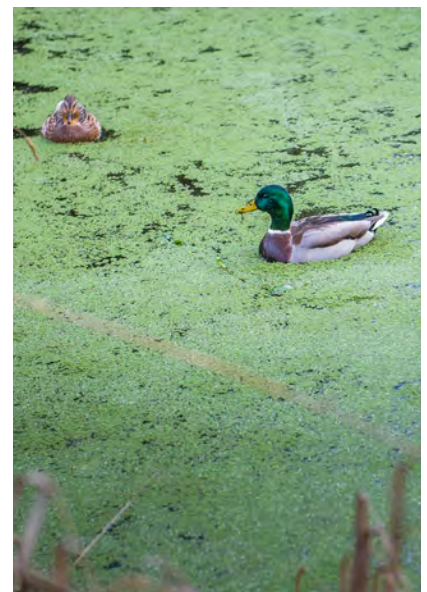
The City of Vancouver trail system provides each of these benefits through a variety of experiences and functions. There is the serene beauty of the Burnt Bridge Creek Greenway trail that protects the environment and safeguards vital ecology. Pathways along the Columbia River connect the historic Fort Vancouver to the economic vitality and panoramic views at Vancouver Waterfront Park. Arts and culture along many of the trails help to preserve history and the stories of the people who once lived here.

### Annual Trail Counts

Every September from 2008 to 2019, volunteers counted and surveyed people biking, walking, riding and rolling on the region's trails throughout the Portland Metro area, Vancouver, Washington and various locations in Clark County. One week is selected for the point in time event to track trail use.

Nationally standardized surveying and recording methods were used each year. These counts were part of the larger National Bicycle and Pedestrian Documentation Project's annual trail use data tracking at over 90 sites nationwide. Sites were selected by their tie to current or future trail projects - [Intertwine trail counts and survey data | Metro \(oregonmetro.gov\)](https://www.oregonmetro.gov).

There were an estimated 1,384,840 visits to regional trails within the City of Vancouver during 2019. Due to the COVID-19 pandemic, trail counts were canceled in 2020 and limited in 2021. New automated trail counters will be installed at several locations in 2022.





### Existing Trails

Access to trails is a priority for people who live and work within the City of Vancouver. According to the community survey, 82 percent of respondents had used a trail in the past 30 days. The community survey also asked people what they valued most in the park and trail system. Hiking, walking and biking trails (86 percent) and public access to streams, rivers and lakes (60 percent) were the top two responses.

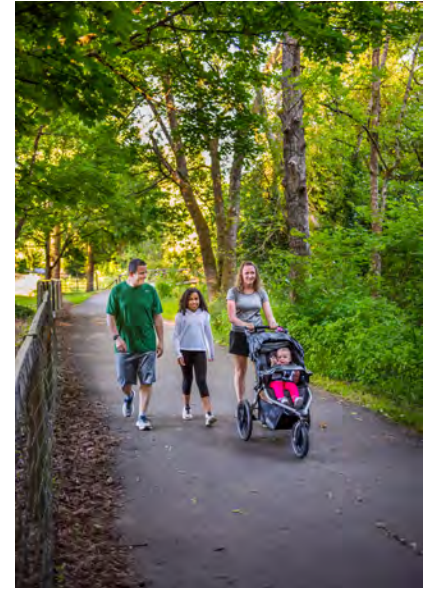
Access to natural areas and extended pathways were also important to survey participants for walking, hiking, biking, rolling and enjoying nature. During community outreach, participants requested trail extensions, improved connections and wayfinding throughout the system. There is also an interest in park amenities such as lighting, bench seating and drinking fountains.

The following provides a list of regional trails in the City of Vancouver:

Regional Trail Name	Miles	Parking / Trailhead
Blandford Canyon Trail	0.60	Connects Dubois and South Cliff Parks
Burnt Bridge Creek Trail	8.00	Stewart's Glen/Leverich Pk / Meadow Homes Pk / Devine Rd
Columbia River Renaissance Trail	5.67	Marine Park / Wintler Park / Waterfront Park
Discovery Historic Loop	2.30	East Evergreen Blvd at Officers Row
Ellen Davis Trail	2.00	Leverich Park and BPA JD Ross Complex
Evergreen Hwy. Trail	1.60	Columbia Springs Environmental Center
I-205 Connection Trail	0.50	Part of the Bi-State Trail system
<b>TOTAL</b>	<b>20.67</b>	

The City of Vancouver has not adopted acquisition or development standards for trails since trails are based on multi-modal transportation routes, recreational opportunities, and natural features. Trails are considered an improvement or amenity within a site, whether developed or passive.





### **Blandford Canyon Greenway: 0.60 Miles**

The Blandford Canyon Greenway stretches from MacArthur Boulevard to East Evergreen Boulevard along both sides of North Blandford Drive. The greenway encompasses almost 20 acres of heavily forested and steep, uneven hillside. Unpaved trails can be accessed from nearby Dubois Park and along North Blandford Drive.

### **Burnt Bridge Creek Greenway Trail: 8.0 Miles**

The 8-mile paved off-road, shared-use trail offers excellent opportunities for walking, biking, jogging, commuting and viewing the Burnt Bridge Creek Greenway. The trail passes through a variety of landscapes, including open grasslands and heavily wooded areas. Most of this trail is flat except for the section approaching the I-5 crossing.

The trail begins or ends at Stewart's Glen in the Fruit Valley Neighborhood and crosses I-5 to Leverich Park. Sections of the Burnt Bridge Creek Trail from NW Bernie Drive to State Route 500 and from Fourth Plain Boulevard to Devine Road, overlap with the Discovery Trail. The Burnt Bridge Creek Trail connects to the Ellen Davis Trail just east of I-5. The trail ends (or begins) at NE 97th Avenue between NE 18th Street and NE 16th Street. Meadowbrook Marsh Trail is 0.2 miles and is included as a part of the greenway. The long-range vision is to extend the Burnt Bridge Creek trail further east to connect with the Lacamas Creek Trail, as part of what is known as the Lake to Lake Trail.



### **Columbia River Renaissance Trail: 5.67 Miles**

The 5-mile Columbia River Renaissance Trail connects Esther Short Park in downtown Vancouver with Wintler Park along a paved five-mile-long riverfront trail perfect for walking, jogging, biking or rollerblading. Trail users have views of the I-5 and I-205 bridges and Mount Hood. This trail is a west Vancouver highlight.

The Water Resources Education Center lies along the trail, as do Old Apple Tree Park, Marine Park, Kaiser Viewing Tower and Shipyards, and Tidewater Cove. Along the way are shops, restaurants and great places to picnic, play or just enjoy the view.

In 2018 the regional trail extended 0.67 miles with the opening of the 6.88-acre Vancouver Waterfront Park featuring the beautiful Grant Street Pier. Trail users can enjoy a 1-mile trail loop within the park area. The new park has become a popular destination in downtown Vancouver where residents and visitors are able to enjoy a meal or sit along the walkway to view the Columbia River.

Trailheads are located at Wintler Community Park, Marine Park and Waterfront Park in downtown Vancouver.



### **Discovery Historic Loop Trail: 2.0 miles**

This historic and scenic 2.3-mile loop begins on East Evergreen and winds through Fort Vancouver National Historic Site, Officers Row, and downtown Vancouver, joining the Columbia River Renaissance Trail. Sights along the way include Fort Vancouver, Pearson Air Museum, Providence Academy and Esther Short Park. The trail can be covered in 1.5 hours or enjoyed in sections to allow more time to explore. Parking is available on East Evergreen Blvd. at Officers Row.

### **Ellen Davis Trail: 2.0 Miles**

This scenic multi-use trail connects Discovery Loop Trail at Leverich Park with St. James Road. The trail follows Burnt Bridge Creek through the historic Bonneville Power Administration gardens (circa 1920s), passes the manicured grounds of the JD Ross Substation Complex, and meanders through a forested area in the Minnehaha Neighborhood.

The scenery along the Ellen Davis Trail is a mix of woods, valley and creek side meadows, and residential areas. The trail is relatively flat with a couple of steeper switchbacks. The trailhead is located at Leverich Park.



### Evergreen Highway Trail: 1.6 Miles

This easy on-street trail passes through the Ellsworth neighborhood through the Biddle Nature Preserve to Columbia Springs. The trail begins in the parking lot of the Henry J. Biddle Nature Preserve adjoining the west side of Columbia Springs, located at 12208 SE Evergreen Highway, Vancouver.

Columbia Springs maintains several other trails within their complex including the Cedar Circle Trail, Trillium Trail, Heron Loop Trail and Meadow Trail.

### I-5 Connection Trail: 0.5 Miles

The Interstate-5 Trail is an on-and-off street paved trail that connects the Ellsworth neighborhood to the I-205 bike/ped trail south to Portland. The pathway is a part of the larger regional and bi-state trail system.

## Existing Trail Plans

### Regional Trail and Bikeway Systems Plan: 2006

From 1997 through 2013 the county-wide park system was managed under an interlocal agreement between Clark County and the City of Vancouver, known as Vancouver-Clark Parks. The 2006 Regional Trail and Bikeway Systems Plan was completed within the merged system and includes 16 regional trails supporting a network of nearly 240 miles of regional trails and bikeways throughout Clark County.

The trail plan was a collaborative effort that included the Clark County Transportation Department, Vancouver-Clark Parks and Recreation, the Cities of Vancouver, Ridgefield, Camas, Washougal, La Center and Battle Ground. Individual community members, school districts, Clark County Public Health, non-profit organizations and neighborhood associations were also involved in this planning effort.

The plan considers the beautiful topography, recognizes the importance of transportation alternatives as well as the value of outdoor recreation in contributing to the quality of life to local communities. In addition to serving as interdependent transportation amenities, these trails were also recognized as a resource to link neighborhoods and schools to parks, waterfronts and recreation centers.

At the time of publication, the 2006 Regional Trail and Bikeway Systems Plan reported that 46.2 miles of multi-use trails were completed. Additional development has been completed since the publication. The plan is available on the Vancouver Parks, Recreation & Cultural Services website.







Since the 2006 Regional Trail and Bikeway Systems Plan was published, additional plans have provided support to the community-wide pedestrian and bicycle infrastructure. Municipalities within Clark County and the Portland Metro area have demonstrated support for trails as an important community infrastructure. Trail planning is included in adopted parks, recreation and open space plans and collaborative trail system plans.

Regional Trail Name	Miles Planned	Miles Completed
Battle Ground – Fisher’s Landing Trail	16.1	4
Camp Bonneville Trail	12.1	0
Chelatchie Prairie Rail with Trail	34.2	2.7
East Fork Lewis River Greenway Trail	28.4	4.1
Lake to Lake Trail	22.3	11.4
East Powerline Trail	16.5	0.7
Lewis and Clark Trail	50	9.5
Livingston Mtn/Dole Valley Trail	21	0
North/South Powerline Trail	20.6	0
North Fork Lewis River	31.5	0
Padden Parkway	10	9.7
Salmon Creek Greenway	24.9	3.1
Washougal River Corridor	10	1.5
Whipple Creek Greenway	4.8	0
I-5 Corridor/Bi-State Trail	22	1
I-205 Corridor/Bi-State Trail	13	2
<b>Regional Trails Total</b>	<b>337.4</b>	<b>49.7</b>

*The table provides a review of the 2006 trail list, miles planned and miles completed.*

### Bi-State Regional Trails Systems Plan: 2010

The trail system within the City of Vancouver and Clark County is also part of a bi-state, multi-metropolitan regional trail system. The plan coordinated by The Intertwine Alliance, includes 20 trails in the Portland Metropolitan area and 17 in Clark County that will connect cities and suburbs to other communities.

In April 2010, The Intertwine Alliance released the Bi-State Regional Trails System Plan “to coordinate the efforts of local businesses, non-profit organizations, government agencies and citizens to build the world’s greatest network of parks, trails and natural areas.” As part of a trail system extending across the Columbia River, the bi-state plan encompasses all the county-wide regional trails included in the 2006 Regional Trail and Bikeway Systems Plan.

### Lewis and Clark Regional Trail Concept Plan: 2020

The Lewis and Clark trail is listed among the priorities of the 2006 Regional Trail and Bikeway Systems Plan.

In 2016, with support from a National Park Service Rivers, Trails and Conservation Assistance Program grant award, Clark County initiated a collaborative planning effort in partnership with The Intertwine Alliance and several municipalities to take a fresh look at the original trail alignment. These efforts resulted in the creation of the conceptual trail alignment, design and town connections for the regional trail that would provide 50 miles of continuous trail.

The trail begins at Stiegerwald Lake National Wildlife Refuge, travels west along the Columbia River through Vancouver's new waterfront development, past the Port of Vancouver and into the rural areas of northern Clark County, ending in Paradise Point State Park. Each jurisdiction along the conceptualized route participated in the planning effort.

### Greater Clark Parks District Local Trails: 2008

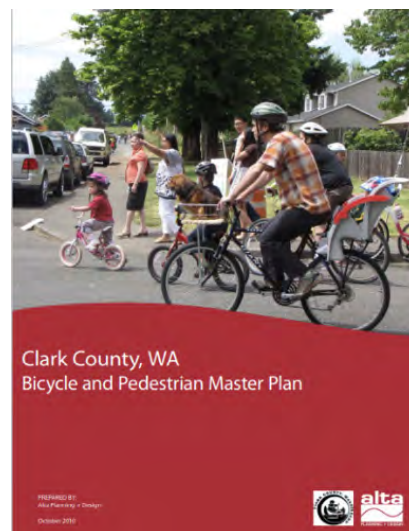
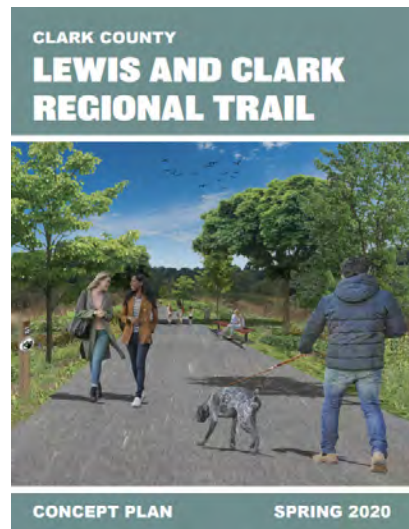
A feasibility study was conducted in 2008 to determine the proposed alignments for local trails within the Greater Clark Parks District (GCPD). As part of the park development program, seven miles of trail alignments were to be acquired with GCPD funding to help provide local trails within the urban area. Once alignments connected significant destinations, volunteer programs and organizations were assumed to be the resource for constructing the trails. These local trails were not intended to replace sidewalks and regional trails or meet the design standards for regional trails, but rather allow for better connectivity within and through neighborhoods. In 2011, due to the economic recession, the trail alignment acquisition program was postponed.

### Clark County Bicycle and Pedestrian Master Plan: 2010

The bicycle and pedestrian plan provided a 20-year vision and implementation strategy that would increase the number of people walking and biking through an interconnected network of sidewalks, on-street bikeways, and off-street trails throughout the county.

The plan identified top priority projects for the county to connect neighborhoods, schools, public facilities, business districts and natural features.

The master plan utilized the 2006 Regional Trail and Bikeway Systems Plan to identify where new on-street bicycle and pedestrian facilities could connect and leverage with existing trails and proposed trail alignments. The top ten priority off-street projects (designated as a park department responsibility) included sections of the Salmon Creek Greenway, the North-South Powerline and the Chelatchie Prairie Railroad. The plan also restates existing county policies (related to parks) that direct the provision of a comprehensive trail system to interconnect the regional trails and the transportation systems of





### Lewis River-Vancouver Lake Water Trail Plan

The Lewis River-Vancouver Lake Water Trail covers much of western Clark County and extends from the borders of Woodland and La Center to Ridgefield and Vancouver.

The 32-mile water trail follows portions of the North Fork and East Fork of the Lewis River, a short section of the Columbia River, the entire reach of Lake River and Bachelor Slough, and reaches into the full extent of Vancouver Lake.

Recommendations from the water trail plan included improving public access sites; developing a water trail wayfinding sign system; developing a mobile paddling guide app; adding launch site improvements to local jurisdictions' capital facilities plans; and forming a water trail coalition to promote water-based recreation.

The paddling guide shown here was created as a collaborative partnership of Vancouver-Clark Parks & Recreation and the National Park Service Rivers, Trails and Conservation Assistance Program. Multiple partners contributed to this effort.





Section  
**7**

# PARK NEED & LEVEL OF SERVICE







## PARK DEMAND, LEVEL OF SERVICE & PARK NEED

This chapter identifies recreation trends, park demand, current level of service, and the need analysis for additional parks, natural areas, and recreation facilities needed to serve existing and future city residents.

A variety of tools and analyses were used to assess current and future need for parks and recreation facilities, including:

- Public Involvement
- Demographic and Recreation Trends
- Demand, Level of Service & Park Need
- Equity Criteria
- Park Quantity, Creativity, Safety and Sustainability Criteria

### Public Involvement

All results of the public outreach process were used in the development of the goals and objectives, needs analysis and capital facilities plan for implementation. Results of the Community Outreach are summarized in Section 4 and detailed in **Appendices B and C**.

### Demographic and Recreational Trends and Opportunities

Staff and stakeholder observations in combination with the results of the community survey and public involvement process were used in the development of the need analysis. In addition, findings from the Washington State Comprehensive Outdoor Recreation Plan (SCORP) were evaluated in planning and funding considerations for future recreational services and programs.

The SCORP is a five-year statewide recreation plan published by the Washington State Recreation and Conservation Office. The SCORP is designed to determine outdoor recreation issues and opportunities and

“ Never doubt that a small group of thoughtful committed citizens can change the world; indeed, it’s the only thing that ever has. ”  
—Margaret Mead,  
American cultural anthropologist





to explore state and local response strategies. It includes valuable data on current trends in recreation participation and demand in Washington.

Several trends in sports and recreation have emerged in recent years at the local, state, and national levels, which informed the needs analysis. Major trends are listed below.

## Demographic Trends

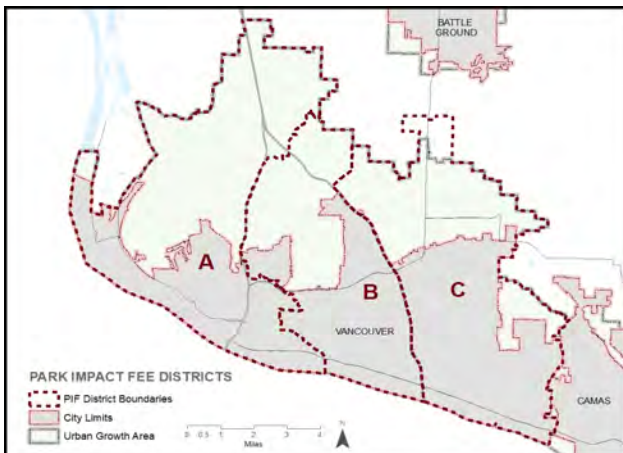
### Higher Density & Infill Development

The City of Vancouver population grew from 46,380 in 1990 to 190,195 in 2020—a growth rate of 310 percent in the 30-year period. From 2010 to 2020 the population increased by 17.56 percent. Population density grew by 17 percent within the same timeframe.

Population projections by park district are based on the Office of Financial Management (OFM) population estimates and the growth rate of 1.26 percent per the Clark County 20-year GMA Comprehensive Plan. Under the GMA, the projected population in the urban growth areas must be consistent with the official total allocation (Clark County Comprehensive Plan Land Use Element 2015-2035). Using these calculations, the population will grow from 192,177 in 2021 to 218,794 by 2031. This provides an overall projected growth rate of 14 percent in the 10-year period within the City of Vancouver boundaries. Comparative reference tables are available in **Appendix I**.

The greatest number of people reside in Park Impact Fee District C, which is located east of I-205 within the city boundaries. The 2022 population for District C is estimated at nine development projects on the east side that include significant residential components including Section 30, Vancouver Innovation Center and the Riverview Gateway subarea that may exceed these population projections.

Park Impact Fee District B is located west of I-205 with the western boundary reaching to Grand Boulevard and Evergreen Boulevard. The 2022 population for District B is estimated at 61,324 and projected to grow to 67,614 by 2031. New developments in the Heights District and the Fourth Plain subarea may affect population growth in the coming decade.



Park Impact Fee District A includes the population base west of District B with the smallest projected population growth of the three districts. The 2022 population for District A is estimated at 38,770 and projected to grow to 44,446 by 2031.

If the population continues to grow at the current actual growth rate of 17 percent, the population will be greater than the numbers projected for each park district. This data will be updated and revised as 2020 census data becomes available and the larger City of Vancouver Comprehensive Plan is updated.

From 2010 to 2020 the number of occupied housing units increased by 18.78 percent representing a numeric growth of 12,335 units. The occupied housing growth rate within the city boundaries is higher than Clark County (18.40 percent) and the State of Washington (13.53 percent).

While some of the area’s anticipated population growth will spill into areas beyond the Vancouver Urban Growth Area (UGA), the city will continue to see an increase in infill development and generally higher density single and multi-family housing. Preservation of urban parkland, including natural areas, will become more critical and challenging as opportunities are lost through development.

### Age

The senior population within the planning area continues to grow. Aging baby boomers tend to remain active, both in physical and intellectual activities, and are likely to participate in recreation and volunteer programs. Demographic trends reveal a continued rise in the number of school-aged children as the children of the baby-boom generation become parents and grandparents. The City of Vancouver will experience an increased demand for active older citizens, youth activities, after-school programs and teen activities.

### Families

Although household types will continue to diversify, trends show that more families, including grandparents, desire opportunities to recreate together. VPRCS will need to respond to this trend with more opportunities for multi-generational recreation.

### Diversity

The City of Vancouver has a growing percentage of Hispanic/Latino/a or Latinx, Asian, and African American residents. This ethnic diversity has been coupled with an increase in the number of non-native English-speaking residents. The department will need to explore strategies for serving all residents and for marketing programs and services to diverse populations, including those whose first language is not English.

## Recreation Trends

### Close-to-Home Recreation

In March of 2020, the first confirmed COVID-19 cases were reported for Clark County. During the same month, the Washington State governor issued a stay-at-home order. Restaurants, many small businesses, indoor athletic clubs and the VPRCS community centers were closed. Phased reopening began in the spring of 2021. In July of 2021, Washington State removed distancing requirements and capacity restrictions on nearly all businesses and industries.

The VPRCS community centers were fully open with safety guidelines in place as issued by the Department of Labor and Industries. While indoor recreation was closed, the public demand for nearby outdoor recreation opportunities easily accessible by foot, bike, and car increased significantly.





Community survey and public outreach input reflected an increased appreciation and use of local parks, trails, natural areas and public water access areas.

A ½-mile, or 10-minute walking distance is nationally recognized as the reasonable walking distance to recreational facilities and supported by survey respondents.

### Women's Participation

Women and girls have been participating in sports and recreation in larger numbers since Title IX brought greater equality to scholastic sports program opportunities.

### Changing Recreation Preferences

Although recreation preferences are constantly evolving, certain activities have shown especially strong growth over the past several decades, e.g., running events, cricket and pickleball. Trail-related recreation is becoming increasingly important locally, regionally and statewide. Sports continue to be popular and outdoor activities and nature programming are also among the most popular activities in Washington. A feasibility study completed by the Vancouver Sports Commission/Vancouver USA in 2020 provided further evidence of sport participation increases for all users.

### Obesity

Obesity is recognized as a health and social issue nationwide. A sedentary lifestyle and the lack of even moderate physical activity are having health repercussions for both adults and children. Recreation service providers need to promote active living for all ages and provide opportunities for formal and informal physical activity. Clark County Public Health named active living among chronic disease prevention strategies. Their website features area parks and trails as a part of their **“Walk, Run, Ride or Roll”** program to encourage residents to stay active.

### Service Opportunities

In recent years, the idea of public participation has shifted from informing the public about political and community choices to involving them in decision-making and community service opportunities. Public involvement and volunteerism develop a sense of public ownership, pride, stewardship and community support.

Recent trends show that each generation has unique attributes that contribute to volunteerism. The greatest percentage of volunteers nationally are Generation X and baby boomers. Millennials and Generation Z service volunteers continue to be engaged in giving back to their community. Younger generations are looking for volunteer opportunities to engage in service opportunities that are flexible and/or for shorter time periods, while baby boomers are looking for ways to give of their time and expertise to their community.



### Winter Recreation Opportunities

The year-round mild weather in southwest Washington offers many opportunities for outdoor recreation activities which can be supported during the winter and spring with amenities such as lighting and covered facilities (playgrounds, skate parks, etc.). Indoor activities are highly popular in the winter, as well as programs for winter excursions, such as snowboarding, downhill and cross-country skiing.

### Emerging Sports and Activities

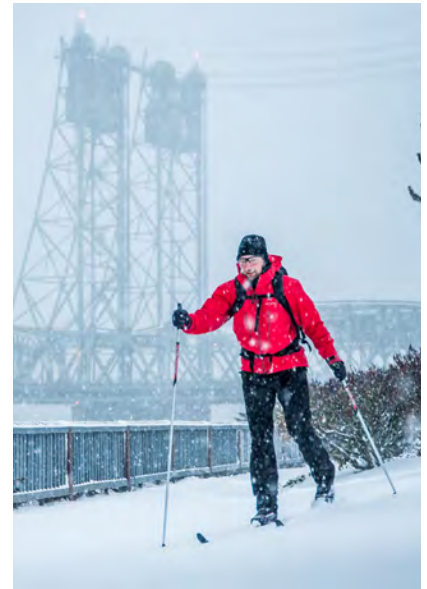
Trends show increasing interests in walking/hiking, BMX biking, mountain biking, lacrosse, cricket, disc golf, outdoor adventure and extreme sports, spray parks and water play opportunities, canoeing and kayaking, community gardening, yoga, pickleball, skiing, snowboarding, and snowshoeing.

Adults increasingly prefer informal, self-directed activities over structured, directed programs such as teams and leagues. Drop-in, short format, and non-peak hour activities are a better fit for busy lifestyles. Adult sport programs across the country have shifted to accommodate tighter schedules and new types of activities.

Many of these trends reflect the desire to get potential players into a game more quickly, with less equipment and sometimes fewer people required for a game. Other trends reflect time constraints and the pressures of working adults. The Department will continue to explore ways to develop new compact leagues into future opportunities.

Additionally, low-pressure recreational leagues are also drawing members of the community who lack the athletic prowess for the more competitive basketball, volleyball or tennis leagues. Additional participants and leagues raise more revenue for recreation departments—often with little cost for equipment. These opportunities for future programming changes will be explored as well.

According to the 2021 Outdoor Participation Trends Report, published by the Outdoor Foundation in Boulder, Colorado, participation in outdoor recreation, team sports and indoor fitness activities changed dramatically due to the COVID-19 pandemic: “During 2020, 53 percent of Americans ages 6 and over participated in outdoor recreation at least once, the highest participation rate on record”. According to the report summary, 7.1 million more Americans participated in outdoor recreation during 2020 compared to 2019. Participation rates vary by age group. Gender also plays a role in determining behaviors and participation trends.





### More trends:

- Outdoor activities are popular among children, especially among boys ages 6 to 12.
- Among males, young adults ages 18 to 24 reported solid participation growth of 3 percent annually over a three-year period.
- Among females, teens ages 13 to 17 reported strong participation growth of 3 percent annually over a three-year period.
- In previous years, participation rates dropped for both males and females from ages 16 to 20. During 2020, 60 percent of teenagers bicycled. Bicycling, camping and fishing were the most popular outdoor activities for children ages 6 to 17.
- In previous studies, indoor fitness was the preferred activity among young women ages 16 to 20 and remains the most popular form of activity. Males, however, favor outdoor activities until they are age 66 and older. During 2020, indoor fitness centers were closed in multiple locations across the country due to the pandemic.
- Households with children had a much higher participation rate of 60 percent versus those without children with a participation rate of 46 percent.
- The most popular outdoor activities for young adults ages 18 to 24 was Running, Jogging and Trail Running (31 percent); Hiking (23 percent) and Road, Mountain and BMX biking (18 percent).

Black and Hispanic Americans remained underrepresented outside. Most (72 percent) of the outdoor participants in 2020 were White, 11 percent were of Hispanic ethnicity, 9 percent were Black and 6 percent were Asian.

### Geographic Distribution

Geographic equity is evaluated based upon the distribution of neighborhood and community parks with walkability being the key criteria. A ½-mile service area, or a 10-minute walk along public rights-of-way, is commonly recognized as the reasonable expectation to encourage residents to walk to a destination and encourage contact with nature, and active and healthy lifestyles.

Using GIS spatial analysis modeling, the geographic distribution standard of a ½-mile service area follows available routes on public roads, trails or easements extending from all access points to neighborhood and community parks. Service areas were adjusted to reflect barriers to circulation, both natural and man-made, such as railroads and state and federal highways. Residents outside of the service area, or service area gaps, identify target areas for future acquisitions or site expansions. An example of the park service area model is available on page 66.

Ninety eight percent (98 percent) of survey respondents noted that it was important to have a park or trail within a ½- to 1-mile walking distance.

## Park Demand, Park Need & Level of Service

### Park Demand

Park Demand is the acres of park land needed to serve a population at a set standard. Using the adopted park acquisition (6 acres per 1,000 residents) and development (4.25 acres per 1,000 residents) for Neighborhood Parks, Community Parks and Urban Natural Areas, the following tables calculate the amount of park land needed to serve the 2022 and projected 2031 population for the City of Vancouver. The calculations are provided for the city-wide population and by park impact fee district for the three park classifications.

The table identifies a current need for approximately 1,200 acres of park land in these classifications, with over 800 acres developed to serve the 2022 population. The amount increases proportionately with the population increase to over 1,300 park and natural area acres with over 900 developed acres needed by 2031.

### PARK DEMAND (2022)

City of Vancouver		Neighborhood Park		Community Park		Urban NA	Total Park Acres	
Standard		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000		2.00	2.00	3.00	2.25	1.00	6.00	4.25
Park District	Population	Demand in Acres					Total Park Acres	
A	38,770	77.5	77.5	116.3	87.2	38.8	232.6	164.8
B	61,324	122.6	122.6	183.9	138.0	61.3	367.9	260.6
C	94,592	189.2	189.2	283.8	212.8	94.6	567.6	402.0
Total	194,686	389.35	389.35	584.02	438.02	194.67	1168.05	827.37

### PARK DEMAND (2031)

City of Vancouver		Neighborhood Park		Community Park		Urban NA	Total Park Acres	
Standard		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000		2.00	2.00	3.00	2.25	1.00	6.00	4.25
Park District	Population	Demand in Acres					Total Park Acres	
A	44,445	88.9	88.9	133.3	100.0	44.4	266.7	188.9
B	67,614	135.0	135.0	202.6	151.9	67.5	405.1	287.0
C	106,736	213.5	213.5	320.2	240.2	106.7	640.4	453.6
Total	218,794	437.41	437.41	656.11	492.08	218.70	1312.22	929.49





### Park Need

Park Need identifies the acreage required to bring the Level of Service (LOS) to meet the standard. The following two tables calculate Park Need for 2022 and 2031. Information is city-wide, and by PIF District for each park classification.

#### PARK NEED (2022)

City of Vancouver		Neighborhood Park		Community Park		Urban NA	Total Park Acres	
Standard		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000		2.00	2.00	3.00	2.25	1.00	6.00	4.25

Park Dist.	Population	Need in Acres					Need in Acres	
A	38,770	23.1	23.8	16.0	0.3	0.1	39.2	24.1
B	61,324	0.6	15.1	76.4	40.1	28.4	105.4	55.2
C	94,592	51.5	68.7	218.3	170.6	20.3	290.2	239.3
Total	194,686	75.2	107.6	310.7	211.0	48.8	434.8	318.6

#### PARK NEED (2031)

City of Vancouver		Neighborhood Park		Community Park		Urban NA	Total Park Acres	
Standard		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000		2.00	2.00	3.00	2.25	1.00	6.00	4.25

Park Dist.	Population	Need in Acres					Need in Acres	
A	44,445	34.4	35.1	33.0	9.3	0.1	67.6	44.4
B	67,614	12.5	27.7	95.3	54.2	32.4	140.1	81.9
C	106,735	75.8	93.0	254.8	197.9	30.1	360.7	290.9
Total	218,794	122.7	155.8	383.0	261.4	62.6	568.4	417.2

### Level of Service (LOS)

A property inventory was compiled of parks, natural areas, trails, and recreation facilities owned and/or operated by VPRCS and other providers within the City. This inventory is summarized in the Property Inventory chapter with detailed tables available in **Appendix K**.

Using the inventory acreage by park classification, the Level of Service, or the acres of park land per thousand residents, provides a comparison of where we stand relative to the adopted park acquisition and development standards. This metric also allows comparison to other jurisdictions and best management practices for park service.

The LOS calculation for 2022 is provided in the table on the opposite page, by park classification for the city-wide population and by park impact fee district.

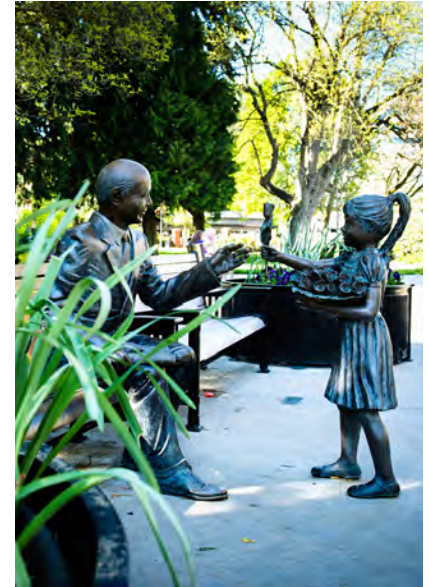
## TOTAL LEVEL OF SERVICE (2022)

City of Vancouver	Neighborhood Park		Community Park		Urban NA
Standard	Acquire	Develop	Acquire	Develop	Acquire
Acres /1,000	2.00	2.00	3.00	2.25	1.00

Park District	Population	Level of Service (Acres/1,000 Population)				
A	38,770	1.40	1.39	2.59	2.34	2.14
B	61,324	2.00	1.75	1.75	1.60	1.54
C	94,592	1.46	1.27	0.69	0.45	1.09
Total	194,686	1.62	1.45	1.40	1.19	1.44

*Includes All Providers*

City-wide Level of Service (Acres/1,000 Population)	
Neighborhood & Community Parks	3.02
Urban Natural Areas	1.44
	4.46



### Neighborhood Parks

The acquisition standard for Neighborhood Parks is 2 acres/1,000 persons for park land and 2 developed acres. The current Level of Service for all PIF districts combined for neighborhood parks is 1.62 acres/1,000 residents for land base and 1.45 for developed neighborhood park acres. This LOS is at 81 percent of the Neighborhood Park acquisition standard and 73 percent of the development standard.

The LOS of each park district varies, but only PIF District B meets the land acquisition standard and is at 88 percent of the development standard. District A has the lowest acquisition LOS at 70 percent, and District C has the lowest development LOS at 64 percent.

An additional 75 acres of Neighborhood Park land and 108 acres of development are needed to serve the current population, and 123 acres and 156 acres respectively to serve the projected population for 2031. The majority of projected park need is concentrated in PIF District C, reflecting this large number of undeveloped park sites and the largest projected population increase on the east side of the city. The need estimate is at 76 additional acres of Neighborhood park land and 93 developed acres.

### Community Parks

The acquisition standard for Community Parks is 3 acres/1,000 persons for park land and 2.25 developed acres. To serve the current and projected populations for the City of Vancouver at the adopted standard, there is a demand for 656 acres of park land and 492 developed Community Park acres.

The current Level of Service for all PIF districts combined for Community Parks is 1.40 acres/1,000 residents for land base and 1.19 for developed acres.





The existing inventory represents 47 percent of the standard for community park land and 53 percent for developed acres. PIF District A has the highest LOS for Community Park land at 86 percent and 104 percent of the development standard. The LOS in PIF District C reflects only 23 percent of the land needed and 20 percent of the development acres needed to serve current residents. PIF District B falls in the middle at 58 percent and 71 percent of the respective standards.

For many park districts the availability of the land base for larger community parks is no longer feasible due to existing land development patterns. As a result, a hybridized combination of community parks and neighborhood parks has evolved at larger neighborhood parks that can accommodate assets more typically found at community sites. In addition, some of the larger neighborhood parks were reclassified to community parks to help meet the demand for the expanded recreational opportunities available at community parks.

To serve existing and future residents by 2031 an additional 383 acres of Community Park land is needed with 261 additional acres developed.

### Urban Natural Areas (UNA)

This plan retains the acquisition standard for Urban Natural Areas at 1 acre/1,000 residents. An analysis of current and projected populations calculates a demand of 195 acres of UNA in 2022 and 219 acres in 2031. The current total city-wide LOS is at 1.44 acres /1,000 persons, or 144 percent of the adopted standard, with the inventory exceeding the standard in all three PIF Districts. By 2031 an additional 63 acres of UNA will be needed to serve residents with the passive recreational uses afforded by these essential spaces.

Not all of the UNAs in the park inventory are quality natural spaces. Many are inaccessible and would require significant restoration and enhancements to restore them to a sustainable natural ecosystem. Care must be taken to acquire sites that provide some component of public access to enjoy the outdoors while balancing that with resource protection and enhancement.

Many of our existing ownerships are currently underutilized. Although the Park Impact Fee program does not anticipate development costs for UNAs, with minimal investment some of these locations could be improved for safe public access. This effort could provide expanded opportunities for contact with nature and improved interconnection of public spaces and neighborhoods. An analysis of natural areas city-wide identified the following locations as the best locations for Improved Natural Areas (I-UNA):

- Beaver Marsh
- Meadowbrook Marsh
- Robert K Starke Natural Area
- Marine Park Natural Area
- Donald and Jean Fenton Natural Area
- Evergreen School Park
- Hanna Acres
- Village Woods
- Behrens Woods





The Clark County Conservation Areas Acquisition Plan, adopted in 2014, provides a thorough analysis of the high value conservation lands county-wide. These conservation lands include greenways, habitat, and farm and forest resource lands.

The plan divides the county into watershed subareas to identify high-value project areas. Within the City of Vancouver, the Conservation Areas Acquisition Plan specifically identifies high value conservation lands in the Columbia South Slope, Vancouver Lake Lowlands and the Burnt Bridge Creek corridor. The Conservation Areas Acquisition Plan can provide guidance for future acquisition efforts to support the plan's vision of "an interconnected system of habitat and greenways along the rivers and streams, while seeking to preserve other sites that have unique or rare conservation values".

### Regional Parks

The regional park Level of Service is calculated county-wide to reflect that these facilities have a service area that draws from throughout the county and beyond our borders.

The 2022 Level of Service for existing county-wide regional parks is 6.8 acres/1,000 persons for the land base and 0.83 acres/1,000 residents for developed park acres. These levels of service are at 69 percent and 46 percent respectively of the 10 acre/1,000 resident standard for land and 1.80 acres of developed regional park acres per 1,000 residents.

If the LOS is calculated for the regional park acres located within city limits only, we have 2.5 acres per thousand residents and 0.46 acres of developed regional acres per thousand residents, or 25 percent of both the regional land and development standards.

### Special Facilities

There is currently no standard for special facilities, and in order to allow acquisition flexibility, no formal standard is proposed. Instead, the Department should pursue a policy of purchasing parcels suitable for special use areas as demand necessitates and as opportunities arise. For example, there may be potential for the acquisition of small parcels suitable for special facilities with high community demand, such as gyms, pools, community centers and sports fields, as well expanded partnerships to maximize the investment to meet the needs of these user groups city-wide.

### Pools

Pools vary in size, depth and temperature depending on the intended age group and use.

They may be located indoors or outdoors and may be recreational or competition-oriented in nature. Recreational pools may include water features designed for use by different age groups, such as slides or spray elements.





VPRCS has two indoor pools, one located at each of its community centers. For the purposes of this analysis, all swimming pools in private clubs have been excluded because of limited access and availability.

Considering Department facilities only, the existing Level of Service for pools within the City of Vancouver is 1 pool/97,343 persons. This Level of Service falls short of the 2021 NRPA guideline of 1 pool/85,000 residents for cities of comparable size. VPRCS has no existing standard.

### **Skate Parks**

Skate parks must have a concrete or other hard surface, and may include half pipes, quarter pipes and handrail elements designed for skateboard, BMX or inline skate use. A skate park may also contain other trick features, such as ramps, stairs, trick boxes or pyramids.

The Department operates one existing 12,000 square foot skate park, Swift Skate Park at Waterworks, and skate spots at Endeavor and Gretchen Fraser Neighborhood Parks.

Given the rising popularity of skateboarding as a recreational activity, Vancouver has already elected to adopt an innovative approach to skate park provision. The Department's skate spot program includes policies that suggest skate features as a basic element of park design. The skate spot program encourages the development of major skate features within community parks and the inclusion of small-scale skate features, such as curbs and stairs, within neighborhood parks, where feasible.

At the present time, however, the vast majority of VPRCS's community parks do not contain skate features. In order to distribute major skate facilities more adequately throughout the community, it is suggested that the department assume a three-mile service area radius and develop skate parks in all areas of the city that are currently unserved. The 2021 NRPA standard for cities of comparable size is 1 skate park per 110,000 residents.

### **Other Recreational Amenities**

Emerging recreational activities and community input supports the consideration of other recreational facilities and amenities. These facilities include cricket, disc golf, extreme sports, spray parks and water play opportunities, canoeing and kayaking, community gardening, yoga and pickleball. VPRCS currently has no standard for these facilities but could look to NRPA for recommended standards.

### **Arboretums and Demonstration Gardens**

These types of facilities offer residents opportunities to learn about, view and experience native habitats, wildlife and natural processes.

Existing arboretums/gardens include the Evergreen Arboretum, the Columbia Springs Education Center's Native Plant Garden, Weber Arboretum and the Water Resources Education Center's Backyard Garden. Additional gardens or arboretums could be developed through donations and partnerships with community agencies.



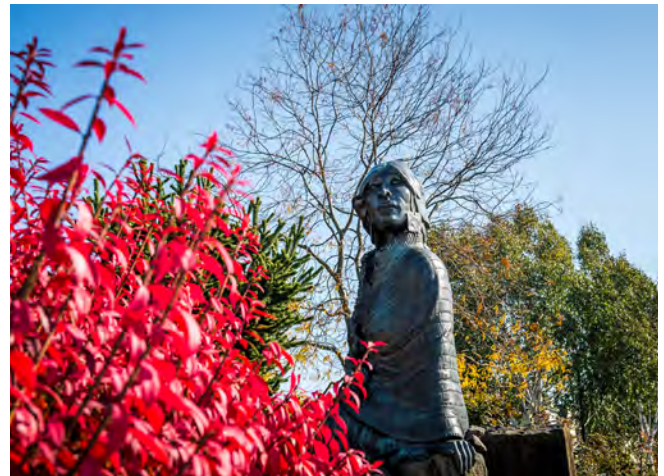
### **Boat Launches and Water Access**

With the rising popularity of motorized and non-motorized boating, including canoeing and kayaking, there will be a need to create additional boat launch and water access points. These access points should be focused along the Columbia River and its associated wetlands. Siting of access points should consider habitat and environmental quality, distances between points, river currents and channel patterns, available amenities, safety and the recommendations of the Regional Trail and Bikeways Systems Plan. In response to the growing popularity of paddling, a partnership of agencies, stakeholders and users, including the City of Vancouver, developed the Lewis River-Vancouver Lake Water Trail Plan in 2013. The plan designated the location of the water trail, identified needs for additional amenities, access points and improvements, and addressed potential conflicts and safety concerns to facilitate a safer recreational experience for the community.

Recommendations from the plan can help guide local jurisdictions and private investments to plan and fund targeted site and physical improvements to water access, expanded support services and programmed activities along the water trail.

### **Community Gardens**

The community continues to express a growing interest in community gardens and edible landscaping and expanding community vegetable and flower gardens. Currently VPRCS operates a community garden at Marshall Community Park, Haagen Community Park, and at Fruit Valley, Landover-Sharmel, First Place and Bella Vista Neighborhood Parks. Other gardens are operated by private non-profits, churches and school groups. Community gardens offer residents a place to grow produce and flowers, become more educated about healthy eating practices and gardening, interact with other community members and exercise. Studies of community gardens around the country have documented a myriad of benefits to participants and surrounding neighborhoods, including improved health and wellness, environmental benefits and reduced crime. VPRCS could work with community partners, including those in the health, education and cultural fields to provide additional community gardens.



### **Disc Golf Courses**

Public involvement has indicated a continued interest in siting more disc golf courses, as found at Leverich Park. Disc golf, like traditional golf except that the ball and club are replaced by a flying disc, has been gaining in popularity in the Northwest and nationwide. The National Professional Disc Golf Association claims participation has increased annually and notes a rapid growth in the number of courses nationwide.

Disc golf courses are generally placed in wooded or combination wooded/open areas and require partially cleared understories to create fairways. Such a facility could also encourage more consistent use of underutilized park areas. VPRCS will look to user groups to pursue funding opportunities to support expansion of disc golf facilities and mitigation for the notable impact it can place on a park site.





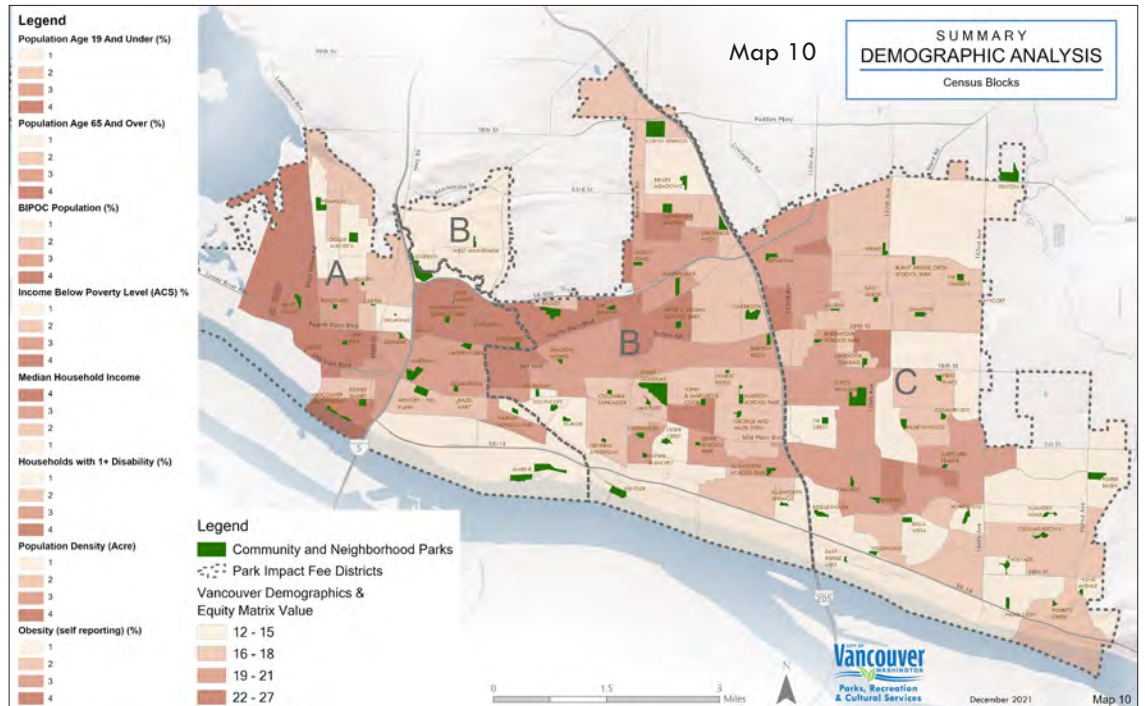
## Dog Parks

Dog parks continue to rise in popularity and provide wonderful opportunities to encourage residents to exercise and engage with others. The city does not own any dog park facilities, but we are in partnership with BPA and DOGPAW for the IKE Memorial dog park at Ross Substation. In addition, the Dakota Memorial Dog Park at Pacific Community Park is owned by Clark County and managed in partnership with DOGPAW. Dakota Memorial Dog Park is located immediately adjacent to our eastern city limit boundary and serves many city and county dog lovers.

The 2021 NRPA guidelines for comparable cities suggest a dog park per 77,000 residents or 2-3 dog parks for a city the size of Vancouver.

## Equity Criteria

Level of Service is typically evaluated based upon the acquisition and development standards discussed above. The 1/2-mile geographic distribution standard is also common for many organizations throughout the country. However, with the growing diversity of our city and increasing density, the current tools for evaluating park need and level of service are insufficient to identify the areas of the underserved and most vulnerable residents throughout the city. Staff worked strategically to develop tools to provide a deeper analysis to identify service gaps involving additional criteria to evaluate LOS to better inform capital investment into the park system, site potential and the needs of our residents.



The methodology involves two primary categories of criteria. The first is a more sophisticated GIS demographic analysis by census block to identify residents with the greatest need based upon socioeconomic and ethnic criteria, including:

- Residents under 18, and over 65
- People of Color
- Areas of income below poverty level
- Median Household Income
- Households with 1 or more members with a disability
- Percent of Obesity (recommended health risk indicator)
- Population Density per acre

Darker toned areas identify equity focus areas to inform funding prioritization for our Capital Facilities Plan to better serve city residents. Each of these criteria are mapped individually for analysis as needed for grants or more focused projects to inform those decision making. The series of maps are available in the Maps section of the appendices.

Data sources were derived from ESRI (Environmental Systems Research Institute), the developer and provider of GIS spatial analysis software, the City Health Dashboard and the Washington Office of Financial Management, all of which are generating projections from the 2010 census and the annual American Community Survey. Once the 2020 census data is available, the analysis will likely identify multiple changes that can be evaluated in the next update anticipated for 2023.

The data was broken into four groups based on natural data breaks. The groups were assigned points ranging from 1-4, with the highest number representing the highest need. Total points were tallied for each census block to create the map provided, and available in the Maps section of the appendices. The point values were also added to the matrix detailed below at a 100 percent weighted value for each neighborhood and community park location.

### **Park Quantity, Quality, Safety and Sustainability Criteria**

The second stage of evaluation involved scoring to reflect the quantity, quality, safety and sustainability of all park properties. The analysis involved a matrix of 10 criteria to identify the variables that influence the recreational experience offered by the built and natural landscapes of parks and natural areas. Scoring captures the potential and the challenges of the individual sites. Values recognize the population density of the walkable service area relative to the park size and quality of the built and natural landscape available for recreational uses—for both passive and active uses. It also recognizes the unfortunate reality that 58 percent of the built parks have play structures that are over 25 years old as well as other assets that need

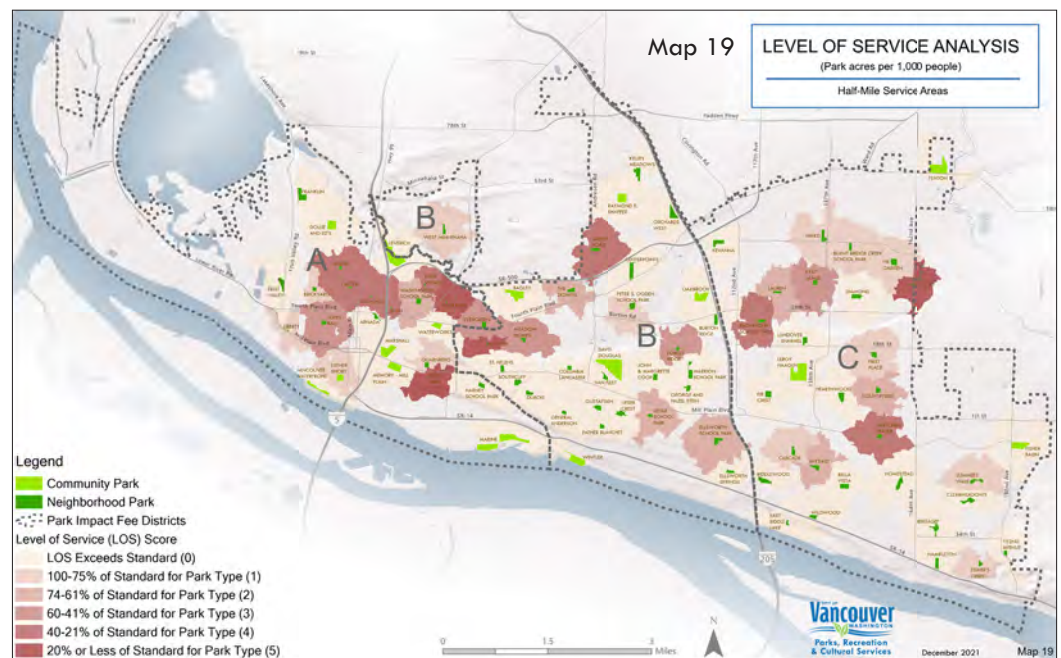


capital replacement or repairs that have been deferred due to lack of funding and maintenance support. The criteria include:

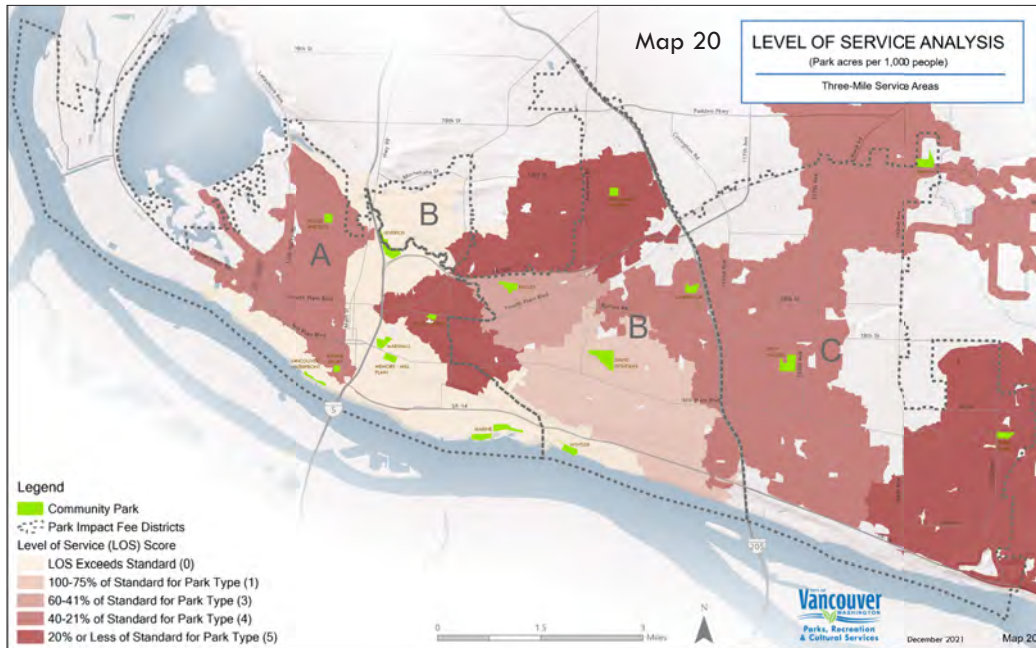
- LOS of the ½-mile park service area of all neighborhood and community parks
- The difference between the existing LOS and the adopted standard
- Current Development Level—to complete build out of the Master Plan
- Length of time a site has remained undeveloped
- Potential of the site for improved accessibility and safety improvements for passive recreation use and resource protection
- Variety of recreation opportunities provided by built and natural landscape
- Condition, age, and life span of built assets
- Need for personal safety improvements
- Sustainability of built assets
- Sustainability for management of natural resources
- Accessibility of the site for those with physical limitations

Park properties were scored based on these variables and combined with the equity scores discussed previously to create a quantitative matrix to guide project priorities for reinvestment to make the most of the park system.

The matrix data was grouped and ranked into three primary categories, including equity, safety and sustainability and level of service. The numerical rankings of each property by these groupings were converted to GIS maps to provide tools for on-going planning purposes, inform the Capital Facilities Plan and prioritize available funding. These maps are included in *Section 16: Maps* for reference.







The maps shown here provide an example of the potential information available with analysis by the 1/2-mile park service area. These maps identify the Level of Service within the individual park service areas by park type relative to the adopted standards of two acres per thousand residents for neighborhood parks, and three acres per thousand for community parks.

A surprising result of the analysis was the low Level of Service of most existing community parks. In future Park Plan review, consideration could be given to reduce the service area reach of the community park classification or by individual park. Doing so would identify service gaps and guide where additional community park assets could be added to larger neighborhood parks, or where to locate new community park acquisitions. An additional approach could be expansion of the user capacity within the parks with low Level of Service through additional assets for recreational variety and sustainability of the natural and built landscape.





Section  
**8**

**RECREATION**

CITY OF  
**Vancouver**  
WASHINGTON  
Parks, Recreation  
& Cultural Services







## RECREATION

Public spaces created by parks, trails and natural areas are key to the health and vitality of Vancouver. Additionally, structured recreation programs and activities cultivate community ties that foster a sense of belonging among residents. When all people are woven into the fabric of the community, Vancouver becomes a stronger, more desirable place to call home.

Vancouver Parks, Recreation & Cultural Services endeavors to provide recreation opportunities that meet the following goals:

- Provide fair and equitable access to all people, regardless of income level, ethnicity, gender, ability or age.
- Advance community health, safety and well-being.
- Strengthen local and regional economies by creating high quality recreation programs that draw new residents and attract community investments.
- Use a cost recovery model for recreation programming that covers an appropriate proportion of overall costs while ensuring that offerings remain affordable.
- Continue to pursue grants, endowments, partnerships and other alternative methods of program funding to reduce financial barriers to participation and access to the degree possible.
- Operate youth programs that are free or low cost and encourage healthy and positive behavior.
- Plan, develop and effectively maintain community centers that provide a wide range of recreational amenities.

These goals are included in Section 3, Goals and Objectives: Goal 7, Recreation, 7.1 to 7.7.

“ Your classes are the best. They help [keep] me mentally well. ”  
—Jeri, Firstenburg  
Community Center Passholder



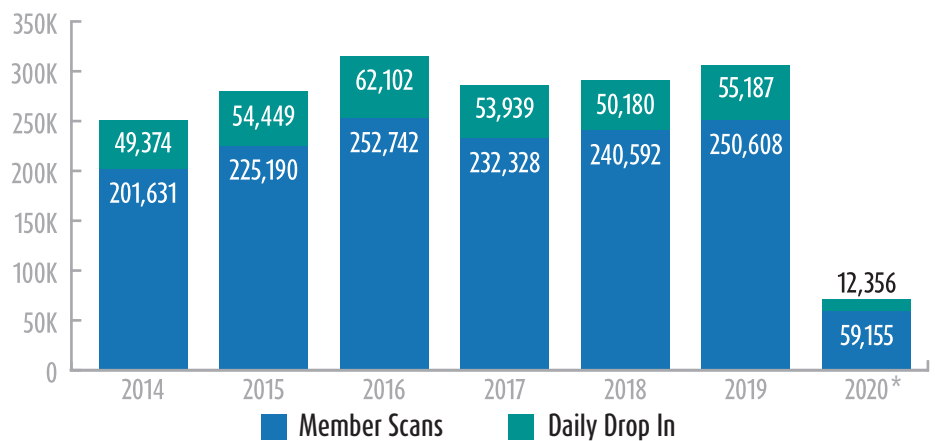
## VANCOUVER COMMUNITY CENTERS

### Firstenburg Community Center

Firstenburg Community Center is an 80,000 square foot facility in east Vancouver. Opened in February 2006, the building's environmentally friendly and energy-efficient framework features extensive day lighting, natural ventilation, renewable and recycled building materials, on-site storm water management and native landscaping. Firstenburg Community Center was awarded bronze LEED status.

Firstenburg Community Center Attendance, 2014 to 2020:

- Total Member Scans: 1,462,246
- Total Daily Drop-In Participants: 337,587



\* Community centers were closed for most of 2020 due to the COVID-19 pandemic.





## Firstenberg Community Center amenities include:

### Aquatics

The aquatics facilities include a leisure pool with zero-depth entry, providing easy access for kids and those with limited mobility. A Lazy River, 15-yard lap swim area and a two-story waterslide make it a popular destination for families. The tiled spa seats 16 people. The pool regularly offers public swim sessions, water exercise classes, time for individual exercise, lap swim, river walking and swim lessons.

### Fitness Center

The 3,400 square foot Fitness Center is equipped with state-of-the-art machines, including a wheelchair-accessible arm ergometer. The group exercise/dance studio hosts a variety of weekly classes. The indoor rubberized track is accessible to walkers, joggers, wheelchairs and strollers. Personal training and massage are available by appointment for an additional fee.

### Gymnasium

The two-court, hardwood floor gymnasium provides space for drop-in sports as well as scheduled programming including volleyball, basketball, pickleball, indoor toddler playgroup, classes and indoor leagues.





### **Sadri's Summit Climbing Wall**

Sadri's Summit is a 27' high by 50' wide climbing wall that sports natural features like cracks, overhangs, dihedrals and arêtes. It includes a 13' high by 20' wide bouldering wall and is part of the Climbing Wall Association. In addition to daily open climb times for ages four and up, Sadri's Summit offers climbing classes, belay and bouldering certifications, and group rentals.

### **Trapedero II**

Trapedero II is a comfortable, free gathering place for people age 50 and older. Visitors can participate in a variety of weekly clubs and activities that build social connections and teach new hobbies and skills.

### **Game Room**

The Game Room is a free community space with ping pong tables, pool tables and foosball. It is often used during youth and teen after school programming.

### **Child Watch**

The Child Watch program is a safe and affordable childcare option for adults who wish to participate in programs and activities at Firstenberg Community Center. It is open to children ages three months to six years old.

### **Facility Rentals**

Firstenberg's Community Room provides affordable and accessible space for people to host wedding receptions, anniversary parties, business meetings, class reunions and fundraisers. Additional classrooms are available to the community by reservation.

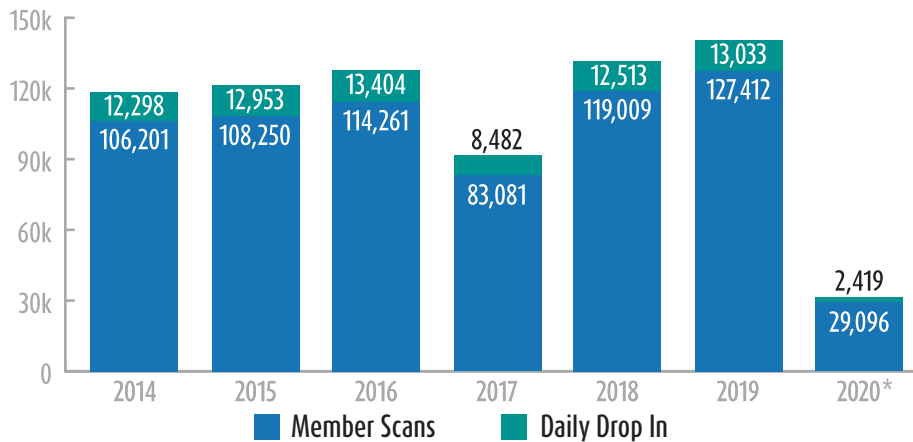


## Marshall Community Center & Luepke Senior Center

Marshall Community Center was completed in 1965. The Luepke Senior Center was added in 1980, creating a combined 60,000 square feet of recreation space. The buildings have served as a recreation hub for all ages and abilities since their inception, providing recreational opportunities for generations of Vancouver residents. Both buildings have undergone significant modernization upgrades and investments over the years to ensure they can continue to serve the community into the future. Marshall & Luepke Centers are located next to Marshall Park, a 14-acre community park that includes the Chelsea Anderson Playstation, a picnic shelter and pavilion, sports fields and a community garden.

Marshall/Luepke Community Center Attendance, 2014 to 2020:

- Total number of Member Scans: 687,310
- Total number of Daily Drop In participants: 75,102

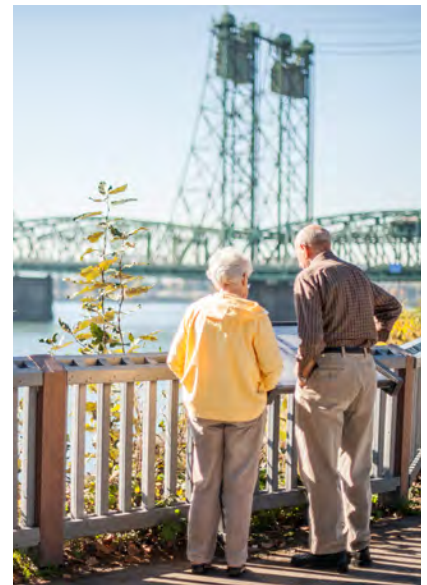
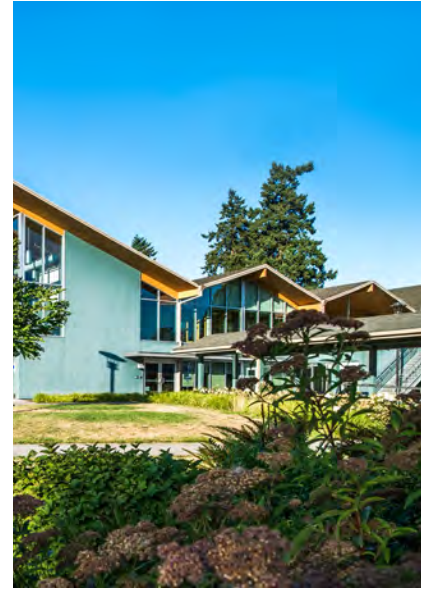


\* Community centers were closed for most of 2020 due to the COVID-19 pandemic.

## Marshall/Luepke Community Center amenities include:

### Aquatics

Marshall Pool is a 200,000-gallon, L-shaped pool with east/west and north/south lap lanes, featuring depths ranging from 3 ½ to 9 feet. It is fully accessible with an entrance ramp and lift. A “drop slide” was added in a 2007 renovation. The pool regularly offers water exercise classes, lap swims, public and family swim sessions, swim lessons and classes for people with disabilities. It is also available to local swim teams by reservation.







“ The pottery classes at the Marshall center are truly a gift to the community. The materials and space [that] ceramic arts require typically put them out of reach from the majority of people. This program removes financial barriers, fosters creativity at all skill levels and builds connections among people of many ages and backgrounds. During this time of social distancing and working from home, my two hours of studio time at the Marshall center is the highlight of my week. ”  
—Dameon P.

### Fitness Center

The 2,800 square foot Nautilus Fitness Center has a diverse selection of cardio equipment, as well as selectorized and free weights. Staff are available to assist in safely accessing and using the equipment. For those who seek greater expertise, personal trainers are available by reservation. The Group Exercise Studio has a wood-sprung hardwood floor and provides space for a variety of weekly classes for all ages and abilities.

### Gymnasium

The two-court gymnasium supports two full-court games. The gym is lined for basketball, volleyball, pickleball and badminton. It has a rubberized floor that makes it more adaptable to non-traditional uses such as day camps, dances, community events and more.

### Arts & Crafts Studio

The Arts & Crafts studio is a versatile space designed to support art instruction in a variety of styles. The west side includes a pottery studio with five pottery wheels and a kiln on an outdoor work court.

### Luepke Senior Center

The Luepke Senior Center hosts clubs, programs, educational opportunities and social activities for seniors in Vancouver and throughout Clark County. The lending library provides books, games and puzzles for check-out as well as creating a safe and welcoming space for seniors during weekday hours.

### Teen S.P.O.T/Game Room:

The S.P.O.T (Safe Positive Outlet for Teens) is a comfortable space where teens can participate in positive activities including games, video games and structured activities. The S.P.O.T. is used for after-school programming as well as during the Teen Late Night program on Friday nights and as the “home base” for Teen Summer Day camp. The Game Room adjacent to The S.P.O.T has two pool tables, ping pong and an air hockey table. When not being used by scheduled programs, these amenities are available to the general public and equipment can be checked-out at no cost.

### Facility Rentals

The Luepke Community Room and the attached commercial kitchen provides an invaluable community gathering space for weddings, quinceañeras and anniversaries, or for community-oriented events like bazaars, antique shows and public meetings. On weekdays, the Community Room serves as the county’s largest congregate meal site for MOWP (Meals on Wheels People) senior nutrition program. Other spaces are available to rent for classes, workshops, seminars and smaller celebrations.

## COMMUNITY CENTER CAPTIAL PROJECTS



### Firstenburg Community Center

#### Completed since 2016

- Replace/repair boiler unit, 2016
- Resurface the spa with tile, 2017
- Parking lot reconstruction, 2017
- Family change rooms remodel and tile, 2017
- Resurface pool with fiberglass shell, 2018
- HVAC improvements, 2018
- Community room floor replacement, 2020
- Locker room floor replacement, 2020
- Demolish café, 2020
- Refinish gymnasium floor, 2021

#### Requested over next five years

- Level sprayground area
- Centralized security system
- Upgrade fire panel
- Add gym ventilation
- Replace cooling tower
- Motor replacements for pool pumps
- Rebuild/upgrade elevator
- Upgrade chillers
- Intrusion system upgrade
- Lobby and customer service remodel
- HVAC installation in Trapedero II and resource classrooms
- Flooring upgrades to carpet
- LED parking lot lighting
- Install new lockers

### Marshall Community Center & Luepke Senior Center

#### Completed since 2015

- Luepke Center roof replacement, 2015
- Marshall Center locker replacement, 2015
- Added scan card access system and security cameras to Luepke Center, 2015
- Marshall pool renovation (mechanical systems, deck and tank repair, individual changing rooms), 2016–2017
- Painting of Marshall and Luepke exteriors, 2018
- Replace windows in natatorium, 2018
- Resurface wood floor in group exercise studio, 2018
- Replace windows in Luepke Center, 2018
- Add back-up generators to Marshall Center and Luepke Center, 2019
- New flooring and paint in Luepke Community Room, 2019
- Replace failing boiler unit, 2019
- Replace refrigeration units for walk-in cooler and freezer in Luepke Center, 2019
- ADA improvements to northwest and west parking lot curb ramp, 2020
- Resurface Marshall Pool shell with fiberglass, 2021
- Replace tile flooring and shower fixtures in locker rooms, 2021
- Replace failing cooling tower for Marshall HVAC system, 2021

#### Requested over next five years

- Rebuild elevator
- Upgrade heat recovery system
- Boiler replacement
- Relocate generator
- Parking lot overlay and restriping
- Subfloor leveling and recarpet—various areas
- Relamp natatorium and gym
- Digital signage for exterior and lobby



## RECREATION PROGRAMS

### Access to Recreation (ATR)

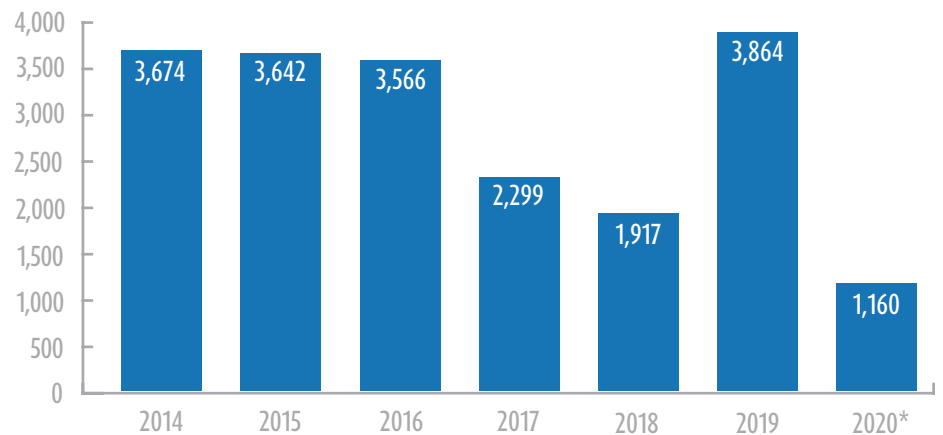
- Participants 2014 to 2020: 20,122
- Wait Lists 2014 to 2020: 1,112

Access to Recreation (ATR) programs provide opportunities for people with disabilities to build positive friendships, learn new skills and participate in a variety of fitness activities. Participants experience social, emotional and physical growth by engaging in activities with peers in a safe and positive environment. ATR programs also provide important time of respite for family members and full-time caregivers. Scholarships are available to those in need of financial assistance.

Access to Recreation activities include arts and crafts, pottery, bowling, cooking, fitness classes, aquatics, social dances and other opportunities.

In 2019, Vancouver Parks, Recreation & Cultural Services created a survey and hosted a series of community listening events with ATR participants, family members and caregivers to identify future goals for the program. While several of the initiatives identified through this engagement process have been on hold due to the COVID-19 pandemic, some key goals have been implemented including the expansion of ATR programs to east Vancouver at Firstenburg Community Center and removing the upper age limit for program participants. Both outcomes have increased community access to ATR programming.

“ Mollie, my 42-year old daughter who has Down Syndrome, is thrilled... that Access to Recreation programming has resumed. During the [COVID-19] shutdown, we watched as Mollie shrank into herself. With the reopening, she is able to participate in arts and crafts, bowling, and pottery and enjoy the mental and social stimulation they provide. On Mollie’s behalf, thank you. ”  
—Madeleine D.



#### Notes:

- Community centers were closed and recreation programs paused for most of 2020 due to the COVID-19 pandemic.
- 2,166 individuals participated in ATR day camps from 2014 to 2019. These numbers are included in the day camp data.
- A 2017 decline was due to the cancellation of aquatics classes during the Marshall Pool closure for renovation upgrades from January to August.
- Due to challenges in finding eligible drivers and staff to assist participants, the number of activity trips were reduced in 2017 and 2018.
- Participant numbers rose to 3,864 in 2019.
- Wait lists were consistent from 2014 to 2019.



## Adult Sports and Enrichment Programs

- Participants 2014 to 2020: 31,827
- Wait Lists 2014 to 2020: 142

Recreation leagues provide positive opportunities for adults that support physical and mental health while providing space to meet new people and build community connections. Outdoor leagues available include softball, kickball and volleyball.

Firstenburg and Marshall community centers both offer daily open gym time, league sports and drop-in sports classes. Gym schedules are available online and include basketball, volleyball, pickleball and various group exercise classes. Belay and bouldering certification has been available at Firstenburg Community Center since 2017. Adult enrichment classes include arts and crafts, ukulele, pottery, dance and other activities.

- Adult Sports Teams 2014 to 2020: 1,794 teams x 15 (average number of participants) = 26,910 participants

*Note: This does not reflect the number of participants who may have participated in adult sports on a drop-in basis at the community centers.*

- Adult Enrichment Class Participants 2014 to 2020: 4,917

## Teen Programs

All teen programming starts with the core principles of trust, respect, self-esteem, consistency and integrity. These values create welcoming spaces for teens of all social and economic backgrounds to come together to develop tolerance, acceptance and gain support while hanging out and having fun in a safe and positive environment. Teens with a community center pass, Youth Opportunity Pass or Teen ID can participate in free after-school and weekend late night programs, as well as open gyms.



“ My mom, sister and I all signed up for pottery. We loved spending time together and being creative so much, we’re on our third session of classes. Thanks for all the fantastic programs the city of Vancouver offers. ”  
—Tiffany K.



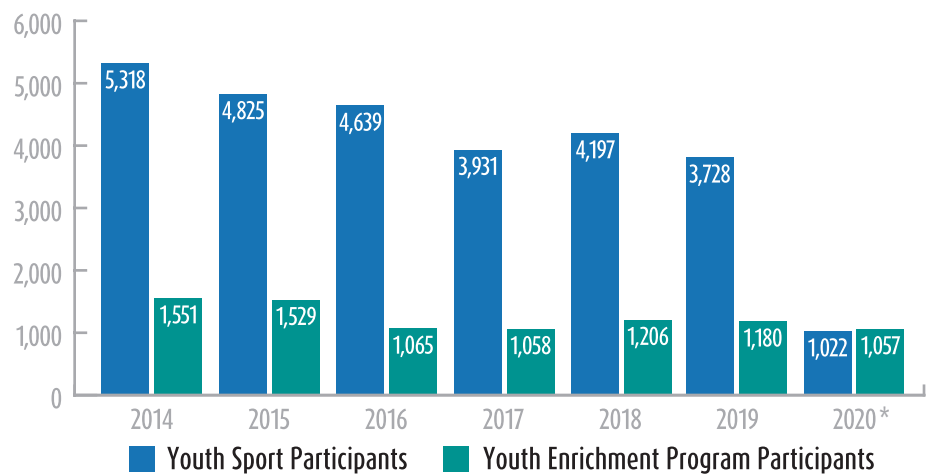
## Youth Sports and Enrichment Programs

- Participants 2014 to 2020: 36,606
- Wait Lists 2014 to 2020: 4,567

Youth ages 3.5 to 18 may participate in sports through leagues, skills clinics and classes. Vancouver Parks, Recreation & Cultural Services offers baseball, basketball, flag football, soccer, volleyball and other opportunities.

Youth classes provide a safe and healthy environment to explore new interests and interact with friends. Since 2014, youth classes have included performing arts, martial arts, exercise, art, pottery, climbing wall, various events and an after-school program.

- From 2014 to 2020, 27,660 youth participated in youth sports and 3,375 youth were placed on wait lists.
- From 2014 to 2020, 8,646 youth participated in youth enrichment classes and 1,192 were placed on wait lists.



\*Community centers were closed and recreation programs paused for most of 2020 due to the COVID-19 pandemic.

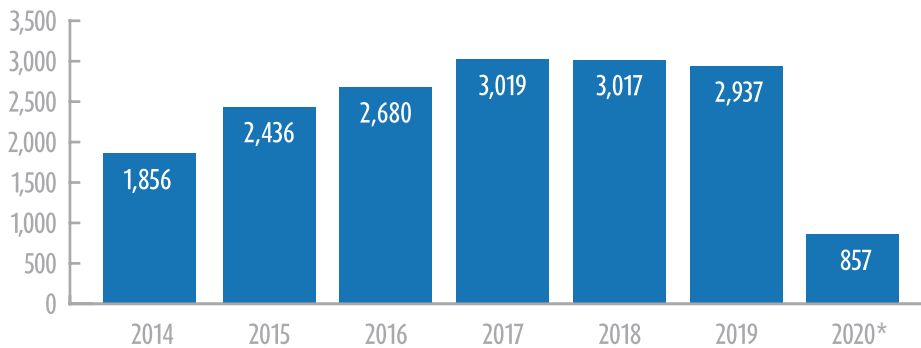
## Day Camps

- Participants 2014 to 2020: 18,968
- Wait Lists 2014 to 2020: 2,231

Summer camps provide opportunities to spark curiosity, learn something new and participate in action-packed adventures. Recreation staff provide themed camps throughout the summer for youth ages 6 to 12. Sport camps for ages 5 to 12 include basketball, track and soccer. Access to Recreation camps serve people with disabilities from youth through adults.

The Summer Playgrounds program is a free, structured camp program available at select parks in Vancouver during the summer months. The Summer Playgrounds program is provided at no cost thanks to generous sponsors and donations. Free lunches are provided to children on program days.

During 2020, local schools were closed to in-person learning due to the COVID-19 pandemic. Recreation staff created a Distance Learning Day Camp, serving 390 youth and their families. In 2018, a no-school day program served 75 youth when school was not in session.

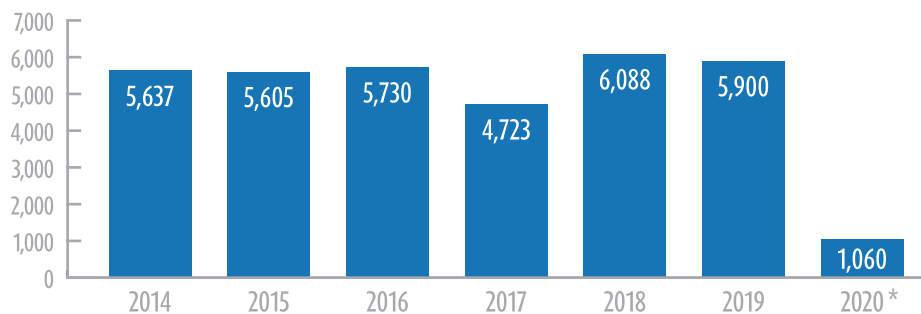


\*Community centers were closed and recreation programs paused for most of 2020 due to the COVID-19 pandemic.

## Swim Lessons

- Participants 2014 to 2020: 34,743
- Wait Lists 2014 to 2020: 2,458

Water safety and swimming skills are key to staying safe and healthy at all ages. Drowning is the second leading cause of death in children ages 1 to 14 according to the National Safe Kids Campaign. In a community like Vancouver that is home to many lakes and rivers, knowing how to swim may mean the difference between life and death. Aquatics staff teach individual and group swim lessons to people of all ages whether they are just getting comfortable in the water, ready to start basic swimming or looking to increase their swimming endurance. All swim lessons are taught by Red Cross certified Water Safety Instructors at Firstenburg and Marshall community center pools.



\*Community centers were closed and recreation programs paused for most of 2020 due to the COVID-19 pandemic.



“ ...thank you for providing summer camps this year. I was very grateful, and you guys really worked hard to keep the staff and kids safe [during the COVID-19 pandemic]. I have and will continue to promote this program...you are really helping to support working families.”

—Olivia H.





## Recreation Scholarship Program

Recreation scholarships cover 50 percent of tuition costs for all eligible and participating children within the qualifying household. Scholarships may be used for youth sports, youth programs and swim lessons. They are also available to Access to Recreation participants to help foster social connections and support fitness goals for people with disabilities. To receive a scholarship, individuals or families must complete an application that is reviewed and verified by community center staff. Scholarship recipients may register for more than one class or program at the reduced rate.

- There were 3,018 scholarship-funded program registrations from 2017 to 2020. Of these, 1,307 were unique scholarship recipients.

The scholarships are supported through the Parks Foundation, Nautilus Inc., Bauman Chiropractic and private donors.

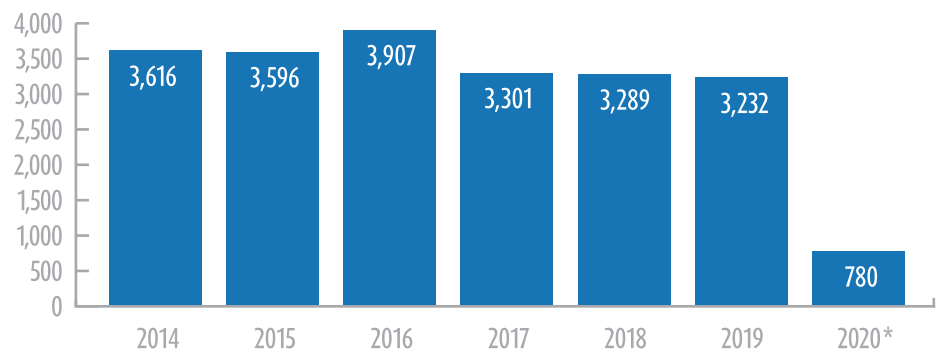


## Fifty and Better Senior Program

- Participants 2014 to 2020: 21,721
- Wait Lists 2014 to 2020: 2,951

Vancouver Parks, Recreation & Cultural Services offers a wide variety of activities for seniors, including social clubs, dances, classes, sports, hikes and one-day or overnight trips. The Luepke Senior Center, which is connected to the Marshall Community Center, provides a paperback lending library and computer lab for people age 50 and older. Classes, clubs, social activities and informative workshops are offered at Firstenburg and Marshall community centers. Participant numbers from 2014 to 2020 include those engaged specifically in Fifty and Better programming. Individuals who participated in swim lessons, adult sports or adult classes are included in other program numbers.

“ I’m retired and pickleball at Marshall is a great way for me to stay busy, get some exercise and meet other people. ”  
 —Anonymous Marshall Community Center Passholder

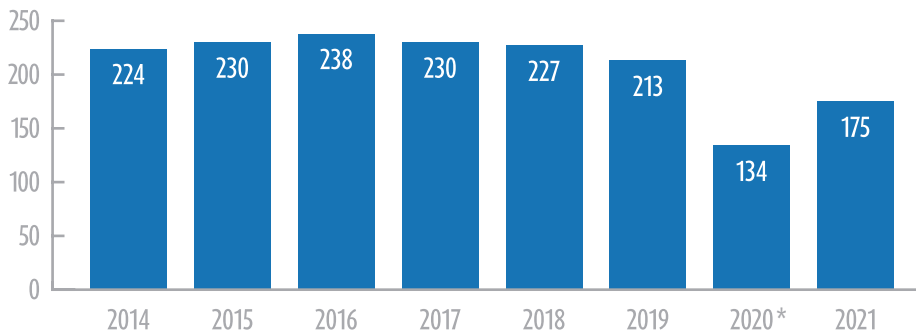


\*Community centers were closed and recreation programs paused for most of 2020 due to the COVID-19 pandemic.

## Community Gardens

- Participants 2014 to 2021: 1,671

The City of Vancouver operates five public community gardens: Campus Garden, Ellsworth Road Garden, Fruit Valley Park Garden, Leroy Haagen Memorial Community Park Garden and Marshall Community Park Garden. The rates for garden plots vary by city residency as well as plot size and type. Seniors, ages 65 and older, also receive a discount, regardless of residency. From 2014 to 2021, 1,671 individuals participated in the Community Garden Program. Of these, 80 percent were residents of the City of Vancouver and 20 percent lived outside of the city boundaries.

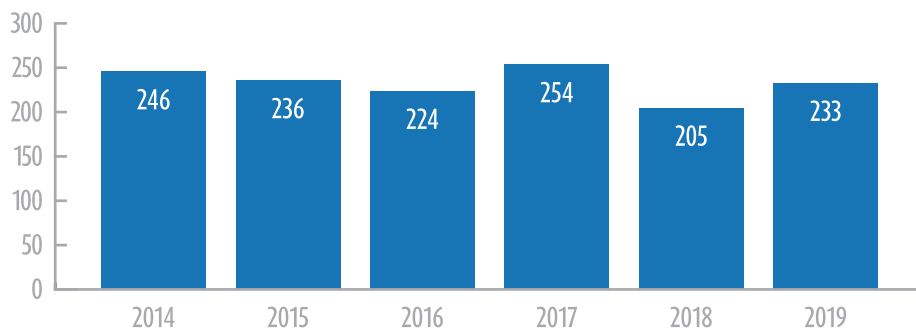


\*Community Gardens operated on a shortened season in 2020 due to the COVID-19 pandemic. Fewer plots were available in 2020–2021 due to the need for increased space between areas for physical distancing.

## Picnic Shelter Reservations

Vancouver Parks, Recreation & Cultural Services maintains four covered picnic shelters that are available to the community by reservation located at Fisher Basin Community Park, Leroy Haagen Memorial Park, Marine Community Park and Marshall Community Park. Picnic shelter reservations are available each year for events taking place between June 1 and September 30. Reservations can be made online or by calling one of the community centers. Fees collected from shelter reservations are used to keep shelters clean and in working order. The shelters are available on a first-come, first-served basis from October 1 to May 31.

- From 2014 to 2019 there were 1,398 picnic shelter reservations.







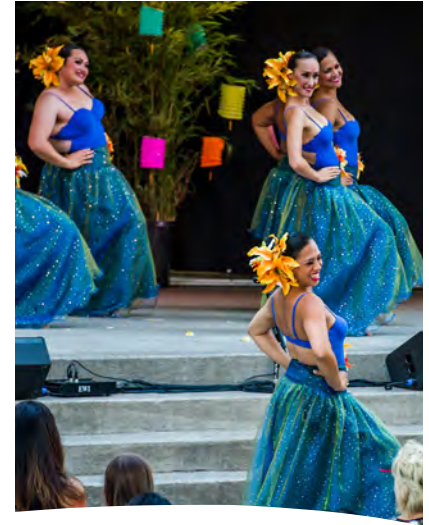


Section  
**9**

**CULTURAL SERVICES**







## CULTURAL SERVICES

Serving as the City's hub to celebrate and enrich community culture, arts and heritage, Cultural Services energizes the vibrancy and economic prosperity of Vancouver, supports the health and wellbeing of residents, and enhances the unique character and identity of this community.

Culture, arts and heritage are necessary ingredients for an attractive, vibrant community where people want to live, work and thrive. Vancouver Parks, Recreation & Cultural Services fosters these values through the following goals:

- Build capacity of the cultural sector through increased organizational capacity in resource development, training and operations.
- Strengthen Vancouver's cultural core, which includes the Fort Vancouver National Historic Site, the downtown Arts District and the evolving Vancouver waterfront.
- Nurture the creation of needed space for culture, arts and heritage programs by encouraging the allocation of these spaces in new buildings and community parks, and making the process of adapting older buildings for cultural uses as easy as possible.

These goals are included in Section 3, Goals and Objectives: Goal 7, Cultural Services, 7.8 to 7.10.

“ Arts and culture can bring people together across traditional barriers such as age, income, education, race and religion. It can help create a sense of neighborhood identity and pride. Along the way, it can also be instrumental in helping to grow and attract businesses, create vital markets for housing and help improve the safety of a community. ”  
—Creative Community Leadership Institute





## Program Overview

Vancouver is home to a growing and ever-evolving cultural ecosystem, with a variety of artists, arts and cultural organizations, institutions of higher education, a historical museum, a national historic site, and other arts and cultural venues such as festivals, outdoor concerts and markets, and a monthly First Friday Art Walk.

In April 2018, the Vancouver City Council approved a new Culture, Arts & Heritage Plan for the city. The plan's overarching vision is to integrate culture, arts and heritage into the daily life of the community by bringing together the diverse interests and talents in Vancouver. The new plan details Vancouver's existing cultural assets, best practices from other cities in the Pacific Northwest, the Vancouver arts community's needs, and the City's role. The plan also lays out 13 specific objectives, each with several associated actions, necessary to achieve the plan's vision.



- Culture is transmitted through language, customs, knowledge, cuisine, institutions, music, dance, theater, and embodies the characteristic features of everyday existence shared by people in a place or time.
- The arts are a product of imagination and creativity, and a vehicle for the expression or communication of emotions and ideas, producing works to be appreciated primarily for their beauty or emotional power. The City of Vancouver recognizes the value of the full range of visual and performing arts.
- Heritage involves the qualities or features belonging to a particular place or culture, such as traditions, languages, or buildings, which come from the past, are still important, and have been passed down through generations. Highlighting Vancouver's history is a source of civic pride, and fundamental to the shared values and culture of the city.

Vancouver's Parks and Recreation department added Cultural Services to its portfolio in 2021. Connection to the park and recreation system provides a unique opportunity to expand access to culture, arts and heritage within the department's public spaces and facilities.



“ The arts empower...the arts help transform American communities and, as I often say, the result can be a better child, a better town, a better nation and certainly a better world. Let's champion our arts action heroes, emulate them and make our communities everything we want them to be. ”

—Robert L. Lynch, *Americans for the Arts*

## Community Leadership

The Culture, Arts & Heritage Commission assists and facilitates the development and promotion of a thriving cultural, arts and heritage environment in Vancouver through programs, ownership of physical assets including buildings and public art, and through community partnerships. Commission members are appointed for three-year terms with two consecutive term limits.

The Public Art Committee is a standing sub-committee of the Culture, Arts & Heritage Commission. The Committee reviews, interprets and provides recommendations to the Commission and City Council for qualified artists and art proposals based on criteria in the Public Art Plan.

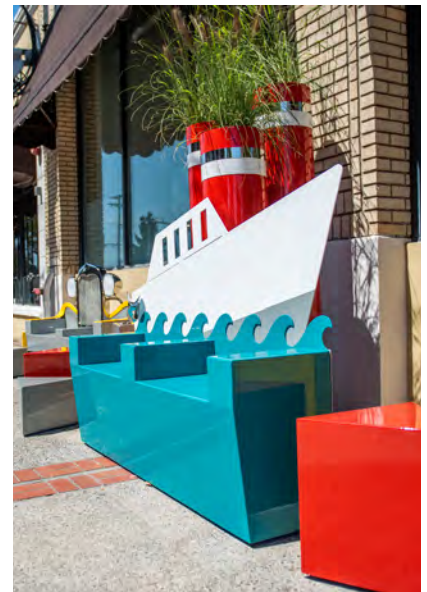
## The Culture, Arts & Heritage Grant Program

Through the creation of the City of Vancouver's Culture, Arts & Heritage Plan in 2018, the City of Vancouver recognized the importance of supporting the work of artists and organizations that create a vibrant, creative culture for the community.

Bringing together the diverse interests and talents of Vancouver, the Culture, Arts & Heritage Grant Program seeks to integrate culture, arts and heritage into the daily life of the community. It helps steward the exceptional assets of Vancouver's heritage and natural setting, making contributions that enhance the identity of Vancouver, welcomes all community members and visitors, strengthens the local economy, and improves the quality of life in Vancouver.

The Culture, Arts & Heritage Grant Program backs projects that:

- Support creative arts and heritage in the community
- Occur primarily within Vancouver
- Demonstrate high artistic quality, innovation and creativity in programming
- Are open to the public, or otherwise provide a benefit to the public (private events are not eligible)
- Provide the infrastructure or support needed to bring professional development programming to Vancouver's arts community, including workshops, conferences or classes
- Expand public awareness of, and/or access to quality art and culture experiences in Vancouver
- Reflect, celebrate and preserve the heritage and diversity found in our community



“ A vibrant arts community not only keeps residents and their discretionary spending close to home, it also attracts visitors who spend money and help local businesses thrive. ”  
—Arts and Economic Prosperity Report IV







Section  
**10**

# SPECIAL EVENTS





## SPECIAL EVENTS

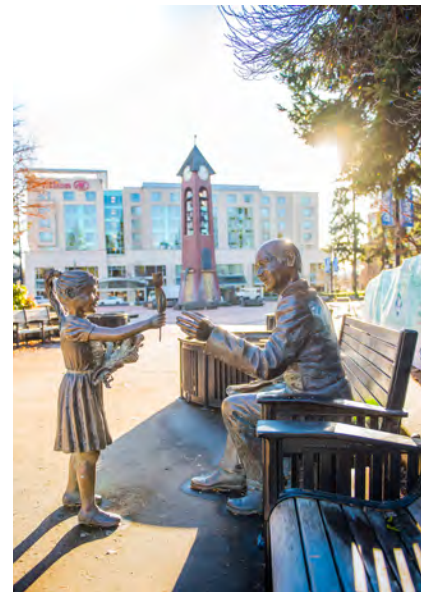
Special Events at local parks bring people together, instill a sense of community pride and provide opportunities to enjoy entertainment in a welcoming and accessible environment. Vancouver is currently the second fastest growing city in Washington. The city's ability to offer multicultural events, outdoor programs and family friendly activities plays a large role in residential and business decisions to relocate to Vancouver.

Iconic public spaces like Vancouver Waterfront Park and Esther Short Park also draw visitors from outside the area to enjoy Vancouver and all it has to offer. Whether it's a family picnic in the park during an afternoon concert or an extended stay to take part in a weekend festival, special events play an important role in attracting one-day and overnight tourism. A vibrant and culturally enriched special events program boosts revenues Citywide, which supports improved community services for all.

Vancouver Parks, Recreation & Cultural Services Department endeavors to provide events that bring opportunities for residents and visitors to connect, interact and enjoy our parks and natural areas with the following goals:

- Center diversity, equity and inclusion (DEI) as fundamental values of City-sponsored events so that all participants feel safe, welcome, valued, and inspired.
- Increase the number of park locations that can host City-sponsored events, particularly on Vancouver's east side. This will provide more equitable access to special events for residents who do not live near the parks that have hosted these events in the past.
- Provide seasonal work opportunities and year-round internships to local youth that instill leadership skills and provide real world career preparation.
- Seek out new special event locations that highlight new developments and stimulate underutilized city assets to increase the number of events that can be held each year without impacting residents' access to parks.
- Explore multi-venue event types including a winter festival, film festival and other heritage and culture celebrations that could be spread across multiple locations in the city.
- Design a viable special events funding model through grant funding and the addition of a development coordinator to seek out and manage meaningful sponsorship opportunities.
- Create a sustainable park rental model that provides value to event organizers while meeting the expense, labor and traffic control requirements of parks rentals and public cost of asset management.

These goals are included in Section 3, Goals and Objectives: Goal 7, Special Events, 7.11 to 7.17.







## Special Events Overview

The City of Vancouver instated an ordinance in 2010 for permitting any public event with 100 participants or more, or any large private event that impacts city services. This also covers city services. The city had seen rapid growth in the number and size of events and realized there needed to be structure around how these events are implemented in public spaces. The purpose of the Special Events program is to manage the permitting process for any events that fall under the ordinance and to create, manage and host City-sponsored events that are open to the public.

The permitting process is managed through an online application and an event review team. The event review team consists of various city departments and community partners. City departments include fire, police, parking enforcement, risk, neighborhoods, permit center and traffic. Community partners include Vancouver Farmers Market, Vancouver Hilton, Vancouver Downtown Association, Gramor Development, National Park Service, and the Historic Trust. The review team promotes the success of special events, ensures the safety of event participants and spectators, and minimizes public inconvenience caused by an event. Staff work closely with neighborhood associations to provide notification of upcoming events and their potential impact on the location.

Permits are given to over 30 runs and walks throughout downtown; multiple beer and wine festivals; as well as cultural, educational and holiday festivals. Most festivals take place in Esther Short Park, and the runs and walks start and finish at various points throughout downtown. Vancouver Waterfront Park is becoming an ideal location for runs and walks. An agreement has been reached with Gramor Development to close Waterfront Way, adjoining Vancouver Waterfront Park, up to five times a year for events.

Most permitted events take place in the downtown core which has the highest weekend activity in the city. Esther Short Park is the largest outdoor venue in city limits. The park provides several key assets for events, including natural shade from its mature tree canopy, a pavilion, ample power for large festivals, and nearby parking for event goers. The Vancouver Farmers Market takes place seasonally, adjacent to Esther Short Park, along 8th and Esther Streets. This market draws thousands of shoppers every weekend from mid-March through the end of October. It is a big draw for event organizers who are hosting weekend events at Esther Short Park due to the added exposure sponsors receive due to the foot traffic from the nearby market.



## Fundraising

All City-sponsored events require sponsorship funding to cover event costs, excluding staff cost outside of part-time temporary support. Sponsorship acquisition is currently managed by Special Events staff, who successfully raised over \$100,000 in sponsorship funds in 2019 and were on track to raise more in 2020, prior to the shutdown caused by the COVID-19 pandemic.

Fundraising is becoming more challenging as businesses restrict funding contributed to community events. As it stands, the Special Events program is competing with non-profits in the area who are also fundraising for their events. Some thought has been given to partnering with more of these non-profit organizations to share the cost of putting on an event that is mutually beneficial.

## Tourism

The tourism industry in Vancouver is growing rapidly, in part thanks to the engaging festival and event programs Vancouver hosts. Local events have significant positive effects on the local economy. The Recycled Arts festival draws artists and event goers from surrounding states and is the largest event of its kind in the country. The Vancouver Wine and Jazz Festival welcomes world renown musicians and the 4 Days of Aloha festival draws diverse crowds from across the country. The Independence Day Fireworks Festival is the largest in the region, drawing upwards of 40,000 people to the Historic Reserve.







## City-Sponsored Events

### Riverview Community Bank Six to Sunset Concert Series:

This flagship event is hosted in Esther Short Park for six weeks starting the first week in July. Riverview Community Bank is the title sponsor. Multiple supporting sponsors help provide funding for this popular series. The concerts average 5,000 to 6,000 participants every Thursday night and includes a beer and wine garden hosted by the non-profit Leadership Clark County and a local restaurant, which holds the catering license. The beer and wine garden plays a very important fundraising role for Leadership Clark County. They sell eight-top tables in a VIP section each week and collect all proceeds from beer and wine sales in the general public section. The beer and wine garden brought in close to \$40,000 in its best year. Most talent is local to the Vancouver and Portland area with an average cost of \$3,500 per concert. There is an incredible food court every year located on Propstra Square, with 13 food vendors. The 20-year anniversary was celebrated in 2019 with a world-renowned Neil Diamond cover band, Super Diamond. Extra funds were raised to cover this expense and the park saw its biggest crowd yet with well over 6,000 people in attendance.



### Columbia Tech Center Sunday Sounds Series:

This concert series is held on a private park managed by Columbia Tech Center. Special Events staff approached Columbia Tech Center in 2015 to see if there was interest in partnering with the City for a three-week concert series. This crucial partnership allows the City to provide a free concert series on the east side of Vancouver. The park capacity is 3,000 and ample power is provided. Columbia Tech Center manages the care of the park while Special Events staff manage the event organizing needs for the concert series. It has grown from a three-week series to a very successful six-week series with a small beer and wine garden managed by the Vancouver Farmer's Market. Food vendors set-up in the adjacent parking lot. Columbia Tech Center built a pavilion in 2021 specifically for this concert series and other future City-sponsored or permitted events.



### Noon Rhythms Wednesday Concert Series:

This series has been sponsored by numerous businesses over the years. It is held at Esther Short Park on Wednesdays at noon during the summer months. The Hilton was the presenting sponsor in 2019 and Imagine Reality was the title sponsor 2016–2018. Average attendance is 500–1000 depending on the month and there are generally two or three food vendors on Propstra Square. August is a challenging month for this series due to the Clark County Fair taking place the first two weeks. All performers are local to the Vancouver area and the Vancouver Pops Orchestra always kicked off the season, drawing the biggest crowds of the series.



There is a community partner space where local non-profits can set up a booth with a family friendly activity at this concert series. No fee is charged if the vendor is a non-profit. For-profit vendors may participate with a registration fee. The most popular booth is Science in the Park provided by the Water Resources Education Center.

In 2019, the Vancouver Farmers Market provided a weekday market on Propstra Square. The market hosted 13 vendors along with activities for families. There is a plan to continue this partnership when the concert series returns.

### Friday Night Movies in the Park:

Presented by various sponsors over the years, most recently Hapo Community Credit Union, Country Financial and Gaynors Automotive, the outdoor movie series typically occurs six to eight times at park locations throughout Vancouver. Residents and visitors bring chairs and blankets to sit on the park lawn to watch the free movie on a large screen set up for each event. Staff provide games and activities to keep participants entertained and engaged before the movie begins. Sponsors often host a booth with giveaway items and some locations have had limited popcorn and food vendors. Sponsors may play their own ads on the screen prior to the start of the movie.

### Friday Night Flicks Drive-in Movies:

Presented by Heritage Bank, this outdoor event started in 2020 as a response to event restrictions due to the COVID-19 pandemic. The movies were held at parking lots to provide ample space for physical distancing between automobiles and the series ran for six weeks. Two movies were canceled due to rain and heavy forest fire smoke. The movies cost \$20 per car and participants registered online. A sponsorship was secured to cover the cost of 50 tickets, which were made available to individuals experiencing financial hardship on a first come, first served basis. All 50 tickets were distributed over the six-week series.

### Party in the Parks:

Party in the Park events were scheduled during July and August 2021 throughout Vancouver and provided an opportunity for residents to safely enjoy time with their neighbors in their local park. The intention was to allow for smaller gatherings during a pandemic and focus on taking family friendly events into historically underserved communities. Every Tuesday and Thursday the program went into a different neighborhood park with a DJ, games, activities and often a live musical performance.



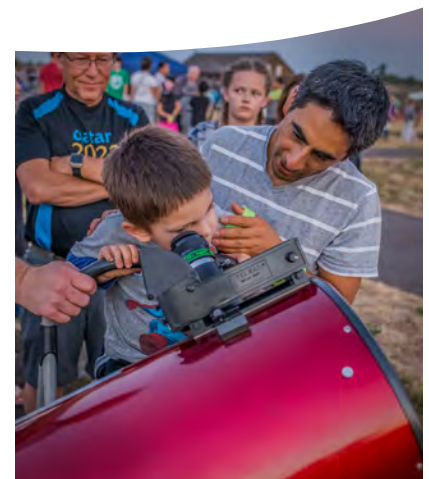
“ Thank you so much for providing pop-up dog parks this summer in Vancouver. Such a wonderful idea and the implementation was fantastic. My dog Jack and I visited all three parks several times. I also want to compliment the City personnel who staffed the dog parks. They were so friendly and always made sure the poop bags and water bowls were replenished. ”  
—Lorna P.

### Barks in the Parks:

This program took place in 2019 as part of the City’s Stronger Vancouver public engagement plan with the goal of gauging community interest in adding more dog parks to the park inventory. There were temporary fenced dog parks in three locations: Bagley, David Douglas and Endeavour parks. Each park hosted the pop-up park for three weeks from 4 to 8 p.m. Staff were on site during open hours to help educate the public on the purpose of the pop-ups and ensure park rules were being followed. The events had low turnout, but those who did participate greatly appreciated the effort and looked forward to future permanent parks. Plans to host the pop-up dog parks again in 2020 were paused due to the COVID-19 pandemic.

### Stargazing at Fort Vancouver:

In August 2018, Special Events partnered with the National Park Service to host an overnight stargazing event inside the reconstructed Fort Vancouver. All 100 camping spots sold out within two weeks of opening registration; each spot was \$60 for up to 4 people. Whole Foods Market provided food and volunteers to cook and distribute dinner and breakfast. Local astronomy clubs provided telescopes and informative presentations in the evening. There is a desire to continue this event in the future, however it requires many volunteers and staff, which is beyond the capacity of the department currently.



## Events Canceled in 2020 Due to the COVID-19 Pandemic

- All outdoor permitted events from April through December
- Columbia Tech Center Sunday Sounds Concert Series
- Friday Night Concerts on the Columbia—a new series scheduled to begin in 2020
- Friday Night Movie Series
- Noon Rhythm Wednesday Concert Series
- Riverview Community Bank Six to Sunset Concert Series

Some of the permitted events were able to successfully host virtual experiences, primarily virtual runs and walks.

## Community Partnerships

- Clark College
- Culture, Arts & Heritage Commission
- Evergreen Public Schools
- Heights District Project
- The Historic Trust
- League of United Latin American Citizens
- National Parks Service
- Pacific Islander Community Association
- Port of Vancouver Terminal 1
- Public Art Committee
- Vancouver National Historic Reserve
- Vancouver Public Schools
- Water Resources Education Center

“ Thank you for the events and concerts. We look forward to them every year. ”  
—Community Outreach Participant







## Impacts of COVID-19 and Looking to the Future of Special Events

While the COVID-19 pandemic shut down most event activity in 2020 and much of 2021, it also provided an opportunity to look at event planning through a new lens to evaluate new best practices for outdoor events using the following questions:

1. Are there more efficient ways of hosting an event?
2. Are there opportunities to partner with other organizations to save money and increase publicity?
3. Is it possible to empower seasonal staff to create a work environment that allows them to take a greater leadership role in event management?
4. What protocols can be put in place at all events to maintain a clean, safe environment that prevents the spread of disease?
5. What are helpful strategies to increase special event participation while meeting people where they live?
  - a. How can events and activities be brought to new and traditionally underserved neighborhoods?
  - b. What are some accessible feedback channels to ensure the events planned are serving the communities?
  - c. How can neighborhoods be involved during the planning phase and included in decision making?
  - d. What neighborhood businesses can help support these smaller events?
  - e. How can neighborhood associations get involved?
  - f. Are there opportunities to team up with the department's existing free lunch programs?



“ The events are bringing more people together—thank you! It is so good to see a sense of community in our neighborhood. ”  
—Community Outreach Participant



Section  
**11**

**URBAN YOUTH PROGRAM**







## URBAN YOUTH PROGRAM

The Urban Youth Program introduces Vancouver's most precious resource—young people—to the surrounding natural resources of forests, waters, mountains, soil, fish and wildlife. While participating in the program, youth experience outdoor recreation opportunities such as hiking, camping, fishing and timber management, helping them build connections with one another and their community.

Through the Urban Youth Program, Vancouver Parks, Recreation & Cultural Services works toward the following goals:

- Introduce local youth to education and employment resources
- Develop self-esteem and leadership skills in youth participants
- Build social, communication and conflict resolution skills among youth participants

These goals are included in Section 3, Goals and Objectives: Goal 7, Urban Youth, 7.18 to 7.20.

### Program Overview

The Urban Youth Program began in 1993 with a group of 14 young people participating in a Christmas tree harvest in Wind River, Washington. The program expanded to serve an average of 400 youth each year across multiple events. At one time, there were 12 events scheduled each year; however, funding cuts have reduced the number of events held annually. Staff continue to apply for grant funding to support outdoor opportunities for youth.





“ The [Urban Youth] program has given me the opportunity to explore new things such as going skiing and snowboarding and camping for the first time. Being able to have the opportunity to go do those things is amazing because I never thought I would be able to have the chance to. Through this program I have gained so much experience and skills and I’ve grown as a person. ”  
 —Ruby, Urban Youth Participant

Program participants are diverse, underserved youth ages 10 to 19 from urban and inner-city backgrounds. Typically, they have not experienced the positive challenges, knowledge and enjoyment gained through participating in outdoor activities like camping, fishing, hiking and natural resource preservation.

Additionally, the Urban Youth Program introduces participants to career paths in forestry, community service, environmental justice and natural resources management.

### Program Objectives

- Provide field exercises for urban youth in the areas of stream surveys, tree measurement, vegetation identification and inventory, and orienteering.
- Provide urban youth the opportunity to participate in community service projects such stream and park clean-up, tree planting, invasive plant and noxious weed removal, and trail maintenance.
- Introduce youth to recreational, educational and career opportunities in parks, recreation and natural resource management through a series of urban youth camps that include hiking, fishing, camping skills, environmental stewardship and guest speakers.

The Urban Youth Program believes every activity offers a teachable moment. Activities are designed to teach and empower students to become successful adults with an understanding of stewardship and ownership of natural resources. Other desired results include reduced absenteeism at school and work, and fewer disciplinary issues in all areas of life.



## Urban Youth Project Examples

### The Pacific Crest Trail Service Project

This service project began in 2004 in partnership with the Pacific Crest Trail Association. Youth and local leaders worked together to remove invasive weeds, move gravel and complete other trail restoration assignments.

The goal of this and other projects is to teach environmental skills, stewardship, and leadership skills to underserved youth through a combination of recreation, camping, hiking, fishing, community service projects and environmental education opportunities throughout Vancouver, Clark County, Gifford Pinchot National Forest and Washington State Parks.

### Leadership Camp

Youth participate in a four-night campout at Camp Collins in Gresham, Oregon, that includes opportunities to participate in the low and high ropes course, environmental education, team building and outdoor activities. Guest speakers provide inspirational discussions about leadership and stewardship. Programs are predominantly held outdoors in a beautiful forest setting and offer many youth their first experience with camping.

### Confluence Bridge Service Project

Every April, youth assist with clean-up and landscape management along the Confluence Land Bridge to offer community service and learn about landscaping and natural areas. The service project ends with a celebratory cookout for the participants.

### Fishing Derby

In June, youth participate in fishing and casting contests at Lake Merwin in Washington. Experienced youth leaders help manage the event from set-up to break-down. The derby is sponsored by Mount St. Helens National Volcanic Monument, the U.S. Forest Service and other local businesses.

### Cooper Spur Winter Outing

A day trip for youth to experience skiing, snowboarding and tubing at Cooper Spur Resort on Mount Hood in Oregon. For many of the participants, this is their first time exploring outdoor winter sports.

### Lifeguard Instruction Classes

Youth can become trained and certified lifeguards by participating in this course at the Marshall Community Center.



“ The [Urban Youth] program has helped me in exploring new things... I've gained experience throughout the camping trips like learning about trails and how our work has helped the community to come together and the fact that what we do can impact more people and it can make a difference in us and the community. ”  
—Edgar, Urban Youth Participant







Section  
**12**

# VOLUNTEER PROGRAMS





## VOLUNTEER PROGRAMS

Vancouver values volunteers. The enthusiasm and talent held by community residents is vast and yet, to some extent, still untapped. Between 2014–2020, volunteers were a powerful force of stewardship in parks and public spaces. During this six-year span, Vancouver Parks, Recreation & Cultural Services volunteers donated over 189,000 volunteer hours to the community.

Vancouver volunteers served across the city supporting environmental stewardship, public safety, leadership and future planning, special event support, youth leadership, education, recreation programs and more. In total, city departments who engage volunteers recorded 305,000 volunteer hours between 2014–2020.

Volunteers are a vital partner in the success of Vancouver Parks, Recreation & Cultural Services programming and in the future of the entire City of Vancouver. The Volunteer Program seeks to support volunteer efforts with the following goals:

- Center diversity, equity and inclusion (DEI) as fundamental values of city volunteer programs so that all participants feel safe, welcome, valued, and inspired.
- Expand and enhance the Adopt-A-Park program through outreach and leadership development.
- Develop and establish restorative native planting spaces that are pollinator friendly and support the realization of a carbon neutral community.
- Offer a wide spectrum of volunteer opportunities for a diverse population and reduce barriers to participation in service within the community. Sustain and develop strong community partnerships that enhance the collaborative and inclusive nature of volunteer programming.
- Transition the role of Citywide Volunteer Coordinator to one of true citywide support, leadership and management. Individual city departments that benefit from the service and expertise of volunteers will provide staff and resources that support the successful deployment of volunteers.

These goals are included in Section 3, Goals and Objectives: Goal 7, Volunteer Programs, 7.21 to 7.25.



# VOLUNTEER PROGRAMS

# BY THE NUMBERS

2014  
THRU  
2020

## Recreation Volunteers

147,400 HOURS = 102 FTE

64,600 HOURS

Senior 50+ programming

59,000 HOURS Youth Sports = 41 FTE

Recreation Volunteers are the **LARGEST** contributor to City of Vancouver volunteer **TIME & VALUE**

## Pilot and Program Snapshot

VolunTEEN—Service with teens

VolunTOUR—Combines education and stewardship

VINE Squad—Invasive plant removal

ACES—Ambassadors for Community Events

SMART—Speed Monitor Awareness Team

Cemetery Stewards

Numerous episodic events

## Citywide Volunteer Program Support

### VOLUNTEERS IN

POLICE SERVICE

FIRE CORPS

PUBLIC WORKS

NEIGHBORHOODS

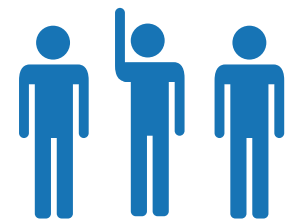
SPECIAL EVENTS

CITY MANAGER'S OFFICE

## Trail Volunteers

2,400 HOURS

425 volunteers



## Parks Volunteers

189,200 REPORTED HOURS = 130.5 FTE

≈ 89 PARKS/PUBLIC SPACES IMPACTED

\$4.6 MILLION VALUE

# VOL·UN·TEER vö-lən-'tir

## VANCOUVER LOVES OUR VOLUNTEERS

A PERSON WHO VOLUNTARILY UNDERTAKES OR EXPRESSES A WILLINGNESS TO UNDERTAKE A SERVICE.

## Partners & Sponsors

We **CELEBRATE** partnerships large and small and estimate over 33 ongoing **PARTNERSHIPS**.

Nearly \$59,000 reported in-kind and grant **DONATIONS**. A foundation grant **FUNDED** the purchase of a tool trailer and supplies.

## Adopt-A-Park

**35** adopted spaces  
"adopted" status requires three or more volunteer events during the adoption timeframe

**12,500** hours

**\$312,200** value

**≈ 2,636** events/  
visits



## Eagle Scout Projects

**\$45,000** value

**20** SCOUT projects completed

## Annual Days of Service

Multiple **VOLUNTEER** events held every year with increased participation at each event. Often planned with **COMMUNITY** partners.



Average of **TEN** Days of Service events per year.

## General Park Maintenance Volunteers

**OVER 12,400** HOURS = 8.6 FTE

**645** yards of debris removed

**365** reported yards of invasive plants removed

**143** yards of bark dust installed

**903** estimated volunteer events

**50** dog waste bag dispensers maintained

Incalculable visits to public spaces by volunteers

## Total Citywide Volunteers

**305,000\*** hours = 210 FTE

**\$7.5 MIL** value

**2,618** cubic yards of refuse removed



\*Volunteer hours are underreported

## AmeriCorps

Parks & Recreation hosted **5.5** AmeriCorps members over the last 6 years.

**over 21,360** hours

Total hours City of Vancouver National Service members donated to environmental education and stewardship to the Vancouver community.





## Volunteer Activities

The Vancouver Parks, Recreation & Cultural Services department welcomes and encourages the involvement of volunteers at all levels and within all appropriate programs and activities. The department recognizes that volunteers make significant contributions to the community through their engagement and stewardship.

The Citywide Volunteer program works collaboratively with a small group of staff from 12 work groups in the City of Vancouver. This group, the Volunteer Action Team, works to create a more streamlined process for volunteer engagement and spearhead volunteer recognition events. The Citywide Volunteer Coordinator leads the efforts of the Volunteer Action Team and supports all city departments who engage community volunteers. Support can vary widely based on need and availability.



In addition to city support services, the Citywide Volunteer Coordinator leads several volunteer projects and programs during the year. These programs or projects are both episodic and ongoing in nature. The Adopt-A-Park program has been particularly successful, with over 35 parks adopted as well as several publicly owned spaces. The Adopt-A-Park program requires an ongoing commitment from the volunteer(s). For a park to be recognized as adopted, the group must have performed a minimum of three recorded work parties at the park.

Several pilot projects have also been tested through Volunteer Programs and included:

- VolunTEEN, a program that connects teenagers to service opportunities in parks and public spaces.
- VolunTOUR, a program that combines service and education in public spaces through collaboration with a variety of community partners.
- VINE Squad, a partnership program that targets the removal of invasive plants in parks.
- Cemetery Stewards, a program that provides resources and opportunities to perform volunteer service in local cemeteries.
- ACES, a program where people can serve at community events, both large and small.
- SMART, a program that trains citizens to deploy a speed monitor radar on neighborhood streets to promote safety.



As the volunteer needs of the city become more sophisticated and as the desire to serve grows among residents, the city will need to support this growth through continued investment in leadership, training, management, and structures necessary for a successful program.





Section  
**13**

**IMPLEMENTATION**







## IMPLEMENTATION

This chapter identifies implementation strategies to guide long term decision making to achieve the vision for facilities and programming to meet the needs and goals identified throughout the Park Plan. The implementation is aimed to address the changing demographics, urban density and land use patterns of the city, recreational trends toward close to home opportunities, an overall-aging park system infrastructure, decreased land availability and revenues that do not meet the growing demand for access to nature and recreational opportunities.

These challenges require a shift toward making better use of what we have to get more recreational value out of our park spaces through consistent reinvestment in the park system. This shift will support a sustainable park system, stewardship of the public interests and facilitate ecological and economic stability.

The plan provides park classifications, improvement standards and a level of service analysis that encompasses a broad scope of criteria to provide further guidance for project and revenue priorities to accomplish the desired outcomes. The plan also speaks to steps needed to accomplish additional tools for implementation such as definition of standards for new park classifications and exploring additional funding sources to support the park system.

Implementation of the Park Plan must also recognize the need for a balance between new acquisition and development with reinvestment, and incorporate flexibility to adapt to the practical realities of changing circumstances or opportunities. The Capital Facilities Plan (CFP) was last updated in 2020 during the annual review process and can be updated annually to reflect changes as needed.

“ We enjoy the endemic environment, natural beauty, peaceful, clean and safe areas that Vancouver parks provide. ”  
—Community Outreach Participant

## Capital Facilities Plan

Based on public input and the results of the technical analysis, a list of recommended capital projects was developed including a map of Capital Facilities Plan project locations. These resources are available in **Appendix J**. The table below provides a summary of the 10-year CFP by the major categories of project type. The full table includes cost estimates and potential funding sources. The ten-year CFP total cost is estimated at over \$166 million or approximately \$16 million annually. It is important to note that projects must be identified in the CFP to be eligible for PIF funding and most grant applications.

### 2022 - 2031 CAPITAL FACILITIES PLAN SUMMARY

Project Name	Uninflated Local Cost
Project Type	
Park Acquisition	\$35,461,714
Park Development	\$115,096,800
Urban Park Imp. & Repairs	\$4,896,000
Trails, Planning, Capital Repairs	\$7,133,000
Special Facility Devel. & Imp.	\$3,333,000
GRAND TOTAL	\$165,920,514

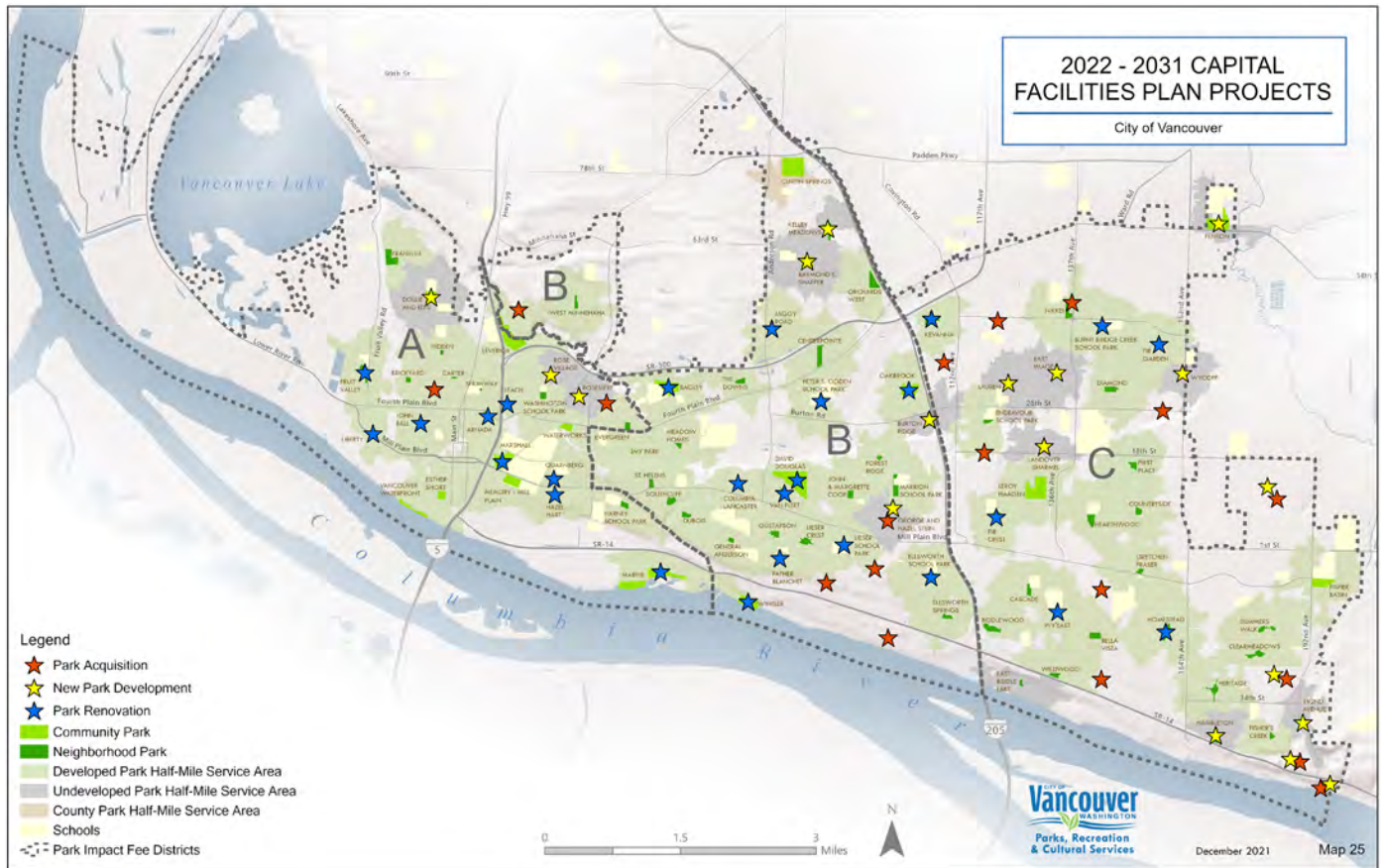
The cost of meeting the projected need far exceed committed funding sources, as well as the existing financial capacity of the City general fund. Current PIF balances for the respective PIF districts total approximately \$13.6 million, and the estimated PIF revenue generated over the 10-year period is approximately \$70 million. In review of available and projected revenue it becomes clear that a significant funding shortfall exists. Even more problematic, funding sources must be identified to support system capital repair and replacements and improvements needed to accomplish equitable access to recreation opportunities within a reasonable time period. Regardless, projects will not move forward until committed funding is identified and approved through the budget process. Supplemental funding sources to help address the funding shortfall are listed at the end of this chapter.

## Project Priorities

Development of the Park Plan involved a detailed analysis of park needs for current and future residents. As detailed in the Park Need and Level of Service section, the level of service analysis was expanded to include a purposeful and in-depth evaluation of equity focus areas and park quality, safety, and sustainability variables to identify service area gaps to better serve city residents and support a sustainable park system. Although these criteria have always been considered in the capital facilities planning process, the analysis provides clear numerical ranking and GIS mapping tools to inform the implementation and prioritization process.

Park acquisition, development, and repair projects were prioritized in the project list based on their consistency with community needs as defined by adopted standards and the priorities identified through the equity and park quality rankings discussed above. In addition, sites that contain unique natural or cultural resources, help create an interconnected system, or enhance partnerships with other agencies were also given priority in this process. Priority was given to trail projects that are included in existing plans, improve connectivity, improve safety, or enhance transportation alternatives.

The primary revenue source for parkland acquisition and development is the Park Impact Fees (PIF) program, a committed funding source described in more detail in **Appendix E**. Park Impact Fees are paid by developers to support the cost of additional park and open space needs created by new residential development. Park Impact Fees are structured to reflect the cost of acquiring and developing parkland necessary to meet standards for neighborhood and community parks and urban natural areas. Current rates are below actual costs due to escalating land, labor and material costs as well as a history of irregular fee updates. In addition, impact fees are calculated at the time of building permit application and collected at



building permit issuance. This process as well as the development project review process inherently put funding and park planning at the end of the cycle, thus limiting the ability to negotiate the most suitable locations for future parks or to maximize the park service area by incorporating pedestrian interconnections in the project design.

Many of the areas with the greatest need for additional recreational opportunities are not seeing a significant amount of growth that would generate PIF revenues to support system expansion or revitalization. Establishing or identifying a supplemental funding source will be necessary to meet this goal for equitable access of quality parks and essential spaces throughout the city for all to enjoy. There is a current lack of committed funding for trails and special facility acquisition and development in the planning area as well, and alternative funding sources should be explored for these amenities.





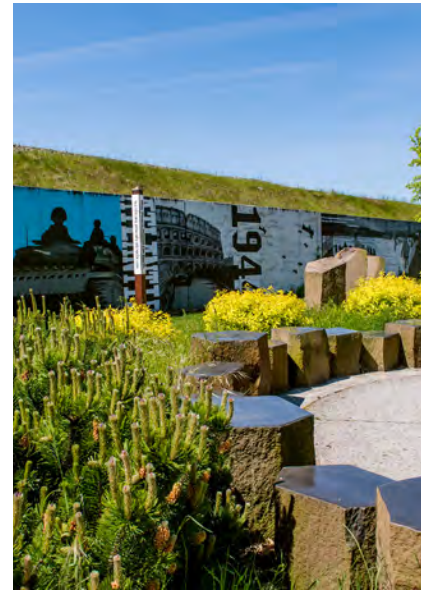
## Implementation Strategies

The Park Plan contains a list of objectives designed to allow the VPRCS to provide the community with premier parks, recreation, natural areas and cultural services. This list includes several key actions that the VPRCS should pursue upon adoption.

### Key Actions

- Utilize the matrix analysis tools to guide and inform acquisitions and development projects as outlined in the CFP for budget proposals.
- Update the equity analysis when data is available from the 2020 census and update annually as feasible thereafter.
- Collaborate with other departments to explore approaches to achieve common goals and partnership opportunities and cost efficiencies. These may include sidewalk connections for park access within the service area, improved green spaces and tree canopy, protecting and restoring natural resources, maintenance or improvement of current facilities, and other related topics.
- Develop a set of policies and tools to facilitate and streamline implementation of Improved Natural Areas, including general cost estimates, applicable code and permit thresholds, design standards and a palette of improvement options.
- Update park and trail maps in coordination with other jurisdictions to encourage use and stewardship of the entire park system.
- Create a complete inventory and GIS mapping of Art, Culture and Heritage assets throughout the city for planning and promotional purposes.
- Continue partnerships and planning coordination with school districts to ensure availability of parks, fields, and facilities, and secure school park properties in perpetuity where possible through necessary use agreement updates, acquisitions, easements, or other possible tools.
- Develop site maintenance and operation plans for new park developments to guide on-going care of park facilities to fulfill the intended design and use of parks and natural areas.
- Develop an interim use policy that examines the ability of underutilized undeveloped parks to support interim community uses that do not preclude opportunities for future master planning.
- Improve the coordination between volunteer projects and Maintenance and Operations crews to support pollinator species and native planting enhancement projects.
- Evaluate recreation programs, reservations, and park and facility user fees to reflect market rates and cost of service to implement revised cost recovery recommendations.

- Explore and implement funding sources or policies to supplement park maintenance through public/private agreements for public facilities associated with mixed-use developments.
- Develop new tools to increase public involvement, awareness and stewardship including efforts to reach families whose first language is not English.
- Implement a consistent park, trail and wayfinding signage system for use throughout the park system and improve usage and awareness of local park facilities.
- Continue to improve coordination with other city departments to plan for parks and connectivity early in the project development process.
- Coordinate with Long Range Planning in the city-wide comprehensive plan update process for additional updates to the Park Plan and the municipal code to better align the two planning documents, including evaluation of potential amendments for consistency between development requirements and park standards.
- Explore and implement amendments to the Park Plan and PIF program to adopt applicable standards, policies and funding for civic plazas and linear parks as soon as feasible.



## FUNDING BUCKETS

It takes a variety of funding sources to support a sustainable parks, recreation and cultural services department. Diversifying funding sources ensures that needs are met consistently and equitably. All funding sources are listed in alphabetical order. Primary funding sources are marked with an asterisk.

### Primary Funding Sources to Support the CFP

A variety of funding options exist to support the implementation of the CFP and supplement the PIF program to meet the projected funding shortfall. These options include expanding or updating existing revenue sources such as impact fees, grants, donations, maximizing available revenues by taking greater advantage of public and private partnerships, and exploring new revenue sources.

#### American Rescue Plan Act (ARPA)

Federal funding enacted in 2021 through the American Rescue Plan Act, in part are distributed to counties and cities throughout the country. The funding objectives are to support Covid-19 response to decrease spread of the virus, replace lost revenue to strengthen vital public services and job retention, economic stabilization for households and businesses, and address public health and economic challenges that





contributed to the unequal impact of the pandemic. Intended uses are supporting public health expenditures, replace lost public sector revenue, provide pay for essential workers, and invest in water, sewer and broadband infrastructure.

A portion of these funds could be considered for system-wide reinvestment for capital repair and replacement to provide more equitable access to parks as well as larger community park projects in more vulnerable neighborhoods to provide an economic stimulus community wide.

### Conservation Futures

The Clark County Board of Commissioners adopted the Conservation Futures Levy in 1985. This 6.25 cent/\$1,000 assessed value property tax is levied for the purpose of acquiring open space, critical habitat, farm, and timber lands. Conservation Futures revenues are collected inside and outside of city limits and have historically been used for the acquisition and preservation of natural areas, greenways, regional parks and trails. Since its enactment, the program has helped to preserve over 5,000 acres of high-quality shorelines, greenways, natural areas and fish and wildlife habitat across the county. Many properties within the Burnt Bridge Creek Greenway, Columbia South Slope, and the Vancouver Lake Lowlands were secured through this program. Conservation Futures has proven to be an important source of funding to leverage local investments to secure grant and partnership funding for the conservation of local resource lands.

### Donations

The City of Vancouver has a history of receiving donations from individuals, private organizations, service clubs, and other non-profit groups, many of which are channeled through the Parks Foundation of Clark County. Donations include cash and in-kind services, and often large donations are made for specific projects such as Firstenburg Community Center recreational programming.

Because the Department's donation history has varied widely by year, no revenue projection has been forecasted. To accurately estimate donation income in future planning efforts, the Department should institute a system for effectively tracking both cash and in-kind donations. Although no revenue projection has been forecast for donations, donations can help fund specific projects. The department should continue to work with the Parks Foundation of Clark County to maintain and increase donations as well as look to other non-profit sources for grant donations.





## General Obligation Bonds (GO)

For the purposes of funding capital projects, such as land acquisitions or facility construction, cities and counties have the authority to borrow money by selling bonds. Voter-approved general obligation bonds may be sold only after receiving a 60 percent majority vote at a general or special election. If approved, an excess property tax is levied each year for the life of the bond to pay both principal and interest. Vancouver has a maximum debt limit for voter-approved bonds of two and one-half percent of the value of taxable property in the city and the county, respectively. The city has an additional 2-1/2 percent for municipal water, sewer, and lighting facilities, and an additional two and one-half percent for acquisition and development of open space and park facilities.

## Grants\*

Since 1968 the City of Vancouver has received over \$8.5 million in state and federal funding through Recreation and Conservation Office grant programs alone. Other grant programs through the Washington State Department of Commerce, Community Development Block Grants, and other public and private organizations also provide grant opportunities to leverage local funding. It is estimated that the Department will receive additional funds from developer contributions and grants totaling \$2.5 to \$4.0 million over the next ten years.

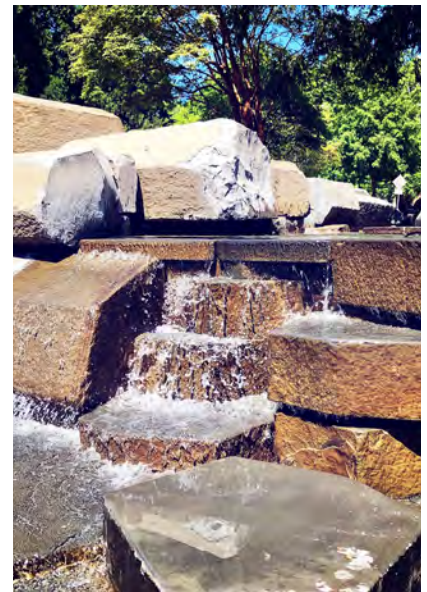
State and federal grant funding has continued to decline due to the increasing need of jurisdictions statewide and competition for declining resources. VPRCS should continue to leverage local funding for priority projects.

## Legislative Action

The state legislature provides for special capital allocations to support projects of special concern or interest, such as those for the Vancouver Waterfront Park project. These types of projects could be part of Vancouver's legislative agenda.

## Parkland Dedication

Parkland dedication is a provision of the PIF program that allows developers to dedicate land or capital infrastructure in exchange for park impact fee credits. The developer is entitled to a credit for the fair market value of any dedication of land and reasonable documented construction costs associated with the improvement to, or new construction of facilities that are identified in the capital facilities plan. Parkland dedication could be pursued to a greater extent in the future, particularly in redeveloping urban areas or proposed large subdivisions, where acquiring adequate parkland to serve new residents may be difficult. Parkland dedication in lieu of impact fees is allowed under Section 20.915.090 of the City of Vancouver Municipal Code.





Amendments to the city code should also be evaluated to better align zoning code requirements for parks and open space to be consistent with adopted park standards where applicable. This approach would alleviate the dilemma of deferring the park needs to be satisfied off-site where options are increasingly limited and result in mounting park deficits and public share obligation.

### Park Impact Fee Rate Update\*

The most recent update to park impact fee rates for the City of Vancouver occurred in 2020. Updating PIF rates based on current land values and park development costs will help Vancouver better reflect the actual costs of acquiring and developing neighborhood and community parks and urban natural areas and minimize the accumulation of public share obligation that under-collection of sufficient funding to support new development as it comes online.

The 2022 Plan update proposes the additional of Civic Plazas and Linear Parks to serve mixed-use or dense land use areas and meet the unique needs of both on-site residential development and the added park demand of the day-use population that comes with these active areas. These park classifications do not currently have adopted standards or committed funding sources to support the growing demand for these types of public assets.

Amendments to the Park Impact Fee program could be structured to provide a private share and code standards to support public spaces such as civic plazas, linear parks and potentially as a funding source to support regional trails.

Further research is needed to identify a recommended standard for civic plazas and linear parks to support high-density land use areas. A proposed standard should be identified for Council consideration with the next amendments to the Park Plan.

### Public/Private Partnerships

The concept of public/private partnerships has become increasingly popular and necessary for park and recreation agencies to meet the growing demand for services and steward public resources efficiently. The basic approach is to enter into a working agreement with a private corporation, non-profit organization, or other agency to help fund, build, maintain and/or operate a public facility. Generally, the three primary incentives that a public agency can offer are a free site, tax advantages, economic stimulus of colocation, and facility access.

Partnerships are useful both in terms of providing facilities and programs and can be pursued as a mechanism for acquiring land or developing necessary facilities and ongoing facility maintenance or programming. Examples include the school park facilities for co-location and maintenance and summer event programming, and the public-private maintenance agreement in place for Vancouver Waterfront Park.

### Real Estate Excise Tax (REET)

Real estate excise tax (REET) is imposed at the time of a real estate sale. This tax does not require the vote of the people, but the amount cannot exceed one quarter of one percent of the sale. REET proceeds are distributed pursuant to VMC 3.20.040, with the most recent update completed in 2020. This fund was used to support the Waterfront access project that is now complete, and approximately \$2 million in debt service for the construction of Firstenburg Community Center and remodel of Marshall Community Center. The remainder is distributed for traffic safety improvements (9 percent), strategic public infrastructure (20 percent), and a maximum allowance of \$250,000 for parks and recreation capital projects.

Once the community center debt service bonds are expired, consideration should be given to re-allocating more funding to support park capital projects—particularly those that are not PIF eligible such as equity focus areas and capital replacement needs due to the system-wide aging of park system infrastructure.

### Regional Park and/or Regional Trail Impact Fee

Park Impact Fees are only collected for new residential development within the Vancouver city limits for neighborhood and community parks and urban natural areas. However, growth both inside and outside the Vancouver UGA affects the need for regional parks, trails and special facilities. Additional revenue could be collected for regional facilities by charging a regional PIF for all development in the County, including areas within the incorporated cities. The adoption of a regional PIF would require the adoption of standards for park classifications included in the fee and contribution of other local revenue to fund the resolution of any existing deficit. Full proposal of a regional PIF would require further analysis, public involvement, and approval of government officials.

### Revenue Bonds

These are bonds sold and paid for with revenue produced from a specific facility. If the facility does not produce enough revenue to pay for debt service, the agency must then subsidize the payment from the General Fund. Revenue bonds do not require a public vote, but interest rates are generally higher than those of general obligation bonds.

### Sponsorship or Naming Rights

A practice becoming more popular is generating additional revenue by offering sponsorship and naming rights to private entities, particularly for land or improvement donations. The VPRCS Department could use this mechanism to provide supplemental funding for capital projects.







### Local Funding Initiative

Beginning in 2017 City Council recognized that meeting the increasing demand for public services and realizing our shared vision for the future of our growing community were not within our forecasted funding resources. In response, city leadership explored an initiative known as a Stronger Vancouver for a sustainable approach to meet the needs of a growing, urbanizing community.

As of March 2020, the package included consideration of increased park safety and neighborhood vitality and enhanced park maintenance. Investment funding under consideration were a combination of adjustments to existing revenue sources including utility tax, business license surcharge, and Park Impact Fees or adoption of council-manic revenues (admissions tax as well as voted property tax levy).

Since the COVID-19 pandemic many things have changed, but progress has been made to some of the proposed community investments. In March 2021, Council affirmed that revisiting the Stronger Vancouver initiative with lessons learned through the pandemic to guide a course forward remain a priority to meet the continued growing demand for public services.





Section  
**14**

**MAINTENANCE & OPERATIONS**







## MAINTENANCE & OPERATIONS

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As the City of Vancouver population continues to grow, the need for parks, trails, natural areas and recreation opportunities also increases. The Parks, Recreation & Cultural Services Department acquires land when possible in areas of need and develops the land to provide urban parks and amenities based upon adopted standards as funding allows. Maintenance of these public facilities requires effective strategies to assure public safety, sustainability of park system infrastructure and community livability. The Parks, Recreation & Cultural Services Department and Public Works cooperatively manage the maintenance of the park system through somewhat of a customer-contractor type of agreement.

Although on-going maintenance costs are not part of the Capital Facilities Plan (CFP), it can be one of the greatest hurdles to meet the growing park need. During good economic times, we compete with developers for prime developable land, often paying top dollar or lose out on an ideal site. Whereas in times of recession there is a reluctance to look forward because of limited maintenance funding. Yet, it is often the most favorable time to acquire properties at a more affordable and less competitive price, and interim maintenance costs are relatively insignificant when viewed over the long term. Even when funding is available for acquisition or development, the long-term commitment of maintenance resources can be the bottleneck that limits options to meet park need. It has also been one of the variables that create additional challenges in meeting fund concurrency requirements of the PIF program.

There have been long-term challenges in providing optimum levels of park maintenance as staff work to keep pace with the city's rapid growth, economic fluctuations and declining per capita revenue. Community members and staff have not been satisfied with the level of park maintenance for many years, with a great deal of public confidence lost during the great recession. During the recession, there



were dramatic funding shortfalls and staff cuts resulting in a significant decline in park maintenance and delays of critical repairs for protection of the existing natural and built infrastructure. Parks deteriorated and turned brown throughout the system. Irrigation is flowing once again and maintenance has improved, but multiple comments were submitted with the 2021 community survey requesting improved maintenance and repairs of parks and trails, added trash receptacles and increased garbage removal. In the community survey, when residents were asked if they would support increased funding to provide a higher quality of maintenance the majority affirmed support.

In 2017 the City of Vancouver contracted GreenPlay to provide an independent, professional assessment of park and trail maintenance practices in several key areas to evaluate effectiveness, efficiency and ability to deliver the appropriate services to the community. The results of the evaluation were published in February 2018 within the Total Cost of Ownership (TCO) Park System Maintenance. The full report is available as a supplemental to this report (**Appendix H**), and effectively the park system maintenance standards.

Public Works staff have multiple responsibilities that includes facility grounds, special facilities, police department precincts, water stations, cemeteries, medians and right-way landscapes with no staff assigned specifically to parks maintenance. About half (53 percent of the work performed by 19 Public Works crew members is related to parks, recreation, open spaces and trails. The remainder of their work is related to the other areas of work listed. The report also notes that additional staff would be needed to meet park standards of care for the expansive park system.

There were 30 staff completing this work in 2009. Additional properties have been added to the City assets since 2009 and Public Works continues to complete the work with reduced staffing. The report recommended two additional maintenance staff be added per year until the previous staffing level is achieved.

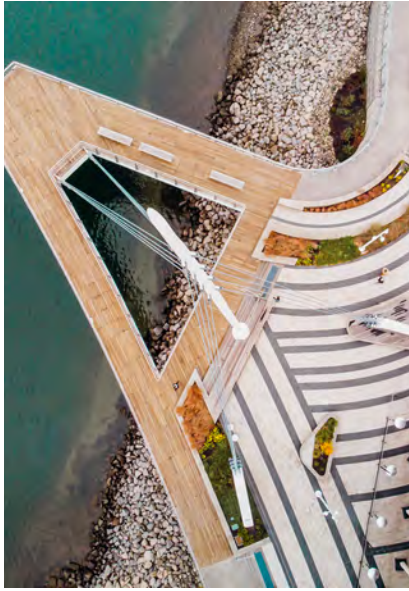
During stakeholder meetings between Parks, Recreation & Cultural Services and Public Works staff, the TCO report, current practices and needs for the future were discussed. The following provides a summary of a portion of the TCO shared review:

- The National Recreation and Parks Association (NRPA) collects data from member agencies related to parks and recreation operations, maintenance, and performance management. The data collected can be used as a form of benchmarking for other agencies to compare similar data. Using these metrics, other jurisdictions hired 39 maintenance staff to maintain 1,001 to 3,500 acres. Public Works crew members are currently maintaining two to three times the acreage per staff person as their counter parts noted in the NRPA study.

- Add enough maintenance staff, equipment and funding support to expedite the return to expected maintenance service levels and asset preservation. Conduct an annual review of the staff to land acreage ratio.
- Create a Median's Crew to focus exclusively on medians, right-of-way landscapes, City sidewalks, highway ramps/crossings, and subdivision road construction. Currently all grounds staff migrate back and forth between medians and parks, creating a reactive rather than proactive approach to landscape maintenance.
- Create a high-profile campus maintenance crew to maintain the downtown area landscapes to focus on level IV high profile facilities and provide more coverage for relatively the same amount of expense.
- When transporting and discarding vegetation at local recycling vendors, entrance lines are often long and consumes up to two hours per trip when performing vegetation or leaf cleanup work. Consider creating a city owned dumping pad for brush & leaves that can be converted to mulch.
- Funding to contract out specific services, tasks and projects would allow current staff to continue the work of ongoing maintenance and allow companies with knowledge and expertise to provide professional services such as tree work, turf renovations, irrigation installation, walkway replacements, etc.
- Hiring additional seasonal employees for tasks like mowing, trimming, weeding, restroom sanitation, garbage collection and more would improve efficiencies during peak seasons of care.
- Redesign landscape elements in existing parks for low maintenance elements and allowing sites to grow naturally.
- Select turf areas not readily usable for recreation purposes and allow to grow naturally. Mow and landscape designated distances along paths (6' width) and allow remaining turf to grow naturally, reducing maintenance needs.
- Increase tree canopy coverage on existing park properties through Urban Forestry's Canopy Restoration Program including adding more trees and allow turf around trees to grow naturally.
- The volunteer program has been an important partner to assist with park inspections and litter/waste/debris clean-up. Continue to strengthen this program as well as continue implementing volunteer park clean up days.
- Intermittent Clark County District Court Restitution crews have had multiple cancellations and low participant numbers. Despite these challenges the contracted labor costs are still the same. Similar funding could help to support city managed crews. Creating 3 crews consisting of 1 Specialist and 3 modified seasonal workers would increase reliable productivity.







- Other recommendations include: Establish park maintenance standards; Develop a site condition assessment program to identify, assess, and monitor maintenance needs; Develop an asset management strategy to guide future maintenance and repair of parks and facilities; and Examine the feasibility of a ranger program to improve park maintenance and security.

### Improvement Levels

The Improvement Level listed in the *Classifications and Standards* section represent a modification of previous standards for the types of amenities included in park development. Park Improvement Levels are intended to clarify the standard while increasing flexibility to allow for changing community needs and making the most of the existing park system. The City of Vancouver neighborhood and community parks are acquired and developed to a Level 3 standard. Maintenance of park improvements is important to preserve the assets and assure public safety and satisfaction.



While renovating outdated, deteriorating, or unsafe facilities may reduce maintenance costs for older infrastructure, adding new amenities and facilities to the VPRCS park system will increase maintenance and operations costs substantially.

### Maintenance Costs

VPRCS currently employs four maintenance levels which correspond with the Department’s existing park improvement level standards. The TCO report provides important recommendations to achieve better results and attain the higher quality standard that Level 4 Improvement requires.

Changes to the standards will be necessary to promote and protect pollinator habitat per State of Washington Legislative Bill SB5253 passed on May 12, 2021. The bill adopts and provides funding for recommendations made by the Pollinator Task Force. Per the legislation: “If a public works project includes landscaping, at least 25 percent of the planted area must be pollinator habitat to the extent practicable.”

The parks, recreation and open spaces were discussed in stakeholder group meetings and during community outreach as solutions for climate action, improve water quality, minimize flooding through green infrastructure permeability and features such as rain gardens. The urban tree canopy provided through parks and greenways contribute a significant portion of the city’s goals for improved air quality through sequester of carbon and filtering of particulate matter.

Implementing strategies to improve pollinator health and climate action through use of more native drought tolerant and pollinator friendly plant species could increase maintenance costs in the short-term as staff take more time to care for and establish these important assets to reap the long term savings and benefits. Volunteer efforts should be utilized to minimize added costs and provide expertise and passion for this shift in park design and maintenance. Maintenance strategies and practices will need to be adjusted and updated using more sustainable maintenance practices to help the City reach their ambitious Climate Action goals. To properly implement these strategies, additional training and staffing will be required.

Maintenance costs for undeveloped acreage may vary depending on the resource value and maintenance strategy for individual sites. However, regional and national trends for natural area management is to move beyond the basic removal of hazards and begin to restore critical habitat. Maintenance tasks in these areas may include:

- Invasive species removal, natural area restoration, and habitat preservation
- More hand work in shrub and native plant areas during the establishment period
- Monitoring and reporting for wetlands and other sensitive areas as required by regulatory mandates
- Removal of health and safety hazards caused by illegal dumping, encampments, auto abandonment, and hazardous wastes
- Water quality enhancement, drainage improvements, and flood damage assessment
- Upkeep of natural areas damaged by off-trail mountain bikes, motor bikes, ATV use, hiking through non-designated areas, or illegal encampments
- Tree health management

A greater allocation per acre for all undeveloped parkland will help address park safety and health, resource quality, and recreational opportunities in natural areas. Development of an integrated system-wide plan for the management and maintenance of natural areas would be beneficial

## Staffing Needs

Maintaining the additional parkland as proposed in the ten-year capital facilities plan will require additional materials, training and staffing. The Total Cost of Ownership (TCO) report outlines the importance of sufficient staff to acreage ratios to meet level of improvement and maintenance standards.





## Maintenance and Operations Funding Sources

Currently, funding for maintenance of the VPRCS park system is provided by the general fund. As discussed in previous sections, additional funds will be necessary to subsidize maintenance and operations for capital projects when implemented. There are several resources which should be explored as potential mechanisms for offsetting the projected shortfalls. Some of these are described below.

### Charges for Services

Another method for increasing revenues for maintenance and operations is through fees and charges. VPRCS should explore ways to increase revenue from the following:

- **Parking Fees, Boat Launch Fees, and Park User Fees:** Revenue from daily fees or seasonal passes can support maintenance and operations at various sites. Fees have also demonstrated a potential reduction in vandalism and repair costs.
- **Facility Rentals:** The Department can increase revenue for park services by expanding rental facilities (picnic shelters, amphitheaters, meeting rooms, swimming pools, etc.) or by increasing rental fees and other facility-use charges. Effective January 1, 2014, the Department instituted resident and non-resident rates for facility rentals. Additional analysis is needed to monitor revenue results.
- **Property Rental/Leases:** These properties are often interim uses on future park properties allowing for revenue generation and on-site monitoring until future site development occurs. VPRCS may be able to identify additional opportunities for short- or long-term leases for property by clubs and other concessionaires. Revenue generated through these options currently flow into the City's general fund and are not monitored or quantified to evaluate their potential contribution to support maintenance or repairs. Monitoring would be a first step in evaluating the potential of this option.

### General Fund

The general fund is a primary source of operating revenue for VPRCS. In 2021, the City of Vancouver allocated 9.5 percent of its general fund budget for parks and recreation, and another 3.8 percent specifically for park facilities and grounds maintenance.

### Intergovernmental Revenue

Intergovernmental contracts for services can be arranged whereby VPRCS maintains a portion of facilities for other jurisdictions in exchange for annual payments. Other intergovernmental revenue may include federal, state, county and city grants for specific programs and services.



### Levy Lift

As discussed previously in this chapter, a levy lift could be used to increase revenues for park and recreation operations.

### Tax-Based Revenue

**Property Tax:** The Greater Clark Parks District is an example of a property tax-based special district that provides funding to maintain parks within its planning area.

- **Sales Tax:** Some park districts have used a sales tax for parks and recreation as a result of a voter-approved ballot proposition that levies sales tax for maintenance and operations.
- **Leasehold Excise Tax:** This is a tax levied by the state on long-term rental of public property.

### Volunteer Resources

Volunteers from community groups have participated in a wide range of different VPRCS projects, including tree planting, invasive species removal, trail maintenance and Adopt-A-Park basic maintenance support. Through labor, expertise and the provision of resources, volunteers can make a definite and lasting contribution to maintaining parks, green spaces, and natural areas. VPRCS can explore various ways to increase volunteer contributions, such as setting up field use agreements that put sports organizations in charge of seasonal field maintenance and pre-game field preparation.

VPRCS can explore various ways to increase volunteer contributions that support park maintenance and operations, such as enhancing the Adopt-A-Park program, offering leadership opportunities for volunteers to lead other groups, utilizing volunteers for program outreach and advocacy, and providing a diverse array of long- and short-term volunteer opportunities for all ages. Additionally, VPRCS can include volunteers in the planning, preparation and implementation to enhance natural areas to support pollinators and climate action within the park system.







Section  
**15**

**APPENDICES**



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Appendix

A

## APPENDIX A: TERMS & ACRONYMS

Parks, Recreation & Cultural Services Department Common Acronyms		
Acronym	Full Name	Brief Description
ADA	Americans with Disabilities Act	Program to make new and existing facilities readily accessible to and usable by persons with disabilities.
CAF	Cost Adjustment Factor (PIF)	Discount for other taxes and fees currently paid by new homeowners towards park system acquisition and development within the park impact fee (PIF) formula.
CDBG	Community Development Block Grant	Federal funds local governments receive through the state to help develop and preserve affordable housing and provide services to the most vulnerable in our communities. The funds also help to create and retain jobs. The requirements of 24 CFR 570.486 must be followed.
CFP	Capital Facilities Plan	A required component of the comprehensive plan dealing with proposed projects and services and their related costs.
CP	Community Park	Urban Park Type, ideally 20+ acres, serving residents within a 3-mile radius area. Common amenities typically include walking paths, themed play areas, open lawns, benches, shelters, picnic tables, play courts and sport fields. Parking and restrooms are needed due to the larger service area.
DOC - WA	Washington State Department of Commerce	The Department of Commerce strengthens communities and works to grow Washington's economy. Grant programs support local projects.
GIS	Geographic Information Systems	A computer application used to store, view and analyze geographical information. Maps are an important function of the system.
GMA	Growth Management Act	State law that requires the fastest growing counties in the state to develop comprehensive plans to guide planning for growth (see RCW 36.70A).
ILA	Interlocal Agreement	An agreement between local public agencies in the interest of sharing resources for mutual public benefit.
I-UNA	Improved Urban Natural Area	A new improvement level to enhance the access to and safety of natural areas for passive recreation that may include trails, benches and picnic tables.
LOS	Level of Service	Measurement between the standard and actual level or quality of a particular public service.
M & O	Maintenance and Operations	The various activities commonly undertaken to maintain and operate park and recreation facilities.
MOU	Memorandum of Understanding	A document describing a bilateral or multilateral agreement between parties.
NH	Neighborhood Park	Urban Park Type, typically 2–5 acres, serving residents within a 1/2-mile, or 10-minute walk service area. Common amenities include walking paths, play areas, open lawns, benches, picnic tables and sport courts. This is a walk-to destination to serve the local community and do not typically include supportive facilities such as restrooms and parking. Some high use areas may warrant expanded amenities and support services where community parks are not available or in higher density land use areas.
NRPA	National Recreation and Parks Association	NRPA is the leading advocacy organization dedicated to the advancement of public parks and recreation opportunities.
OFM	Washington State Office of Financial Management	State office that officially provides the County and City population projections that, as a minimum, must be used in growth management planning.
Park AC	Park Acreage	Number of acres per type of park. For example, the current level of service is Park Ac/1000 residents.
PC	Planning Commission	A group of people appointed by the City Council to administer planning and land use regulations for the jurisdiction.
PIF	Park Impact Fee	A fee levied on the developer of single or multi-family residential units as compensation for the increased park system needs created by the development (RCW 82.02).



PIF District	Park Impact Fee District	A defined service area in which park impact fees are collected and expended to provide urban park and open space services.
PRAC	Parks & Recreation Advisory Commission	A collection of City-appointed citizen and agency representatives who advise the city council on matters related to the provision of park and recreation services.
RCO	Recreation & Conservation Office	A state agency that serves five boards; implements policies and programs established by the boards, the Legislature, and the Governor; and administers state and federal grant programs for outdoor recreation and habitat conservation.
RCW	Revised Code of Washington	The most recent edition, in a consolidated form, of all laws of the state of a general and permanent nature ( <a href="https://apps.leg.wa.gov/rcw/">https://apps.leg.wa.gov/rcw/</a> ).
REET	Real Estate Excise Tax	A tax on all sales of real estate, measured by the full selling price, including the amount of any liens, mortgages and other debts given to secure the purchase, at a pre-determined rate, subject to state law.
REET-C	City Real Estate Excise Tax	Real Estate Excise Tax collected within the city limits.
REET-R	Regional Real Estate Excise Tax	Real Estate Excise Tax collected outside city limits and urban growth areas.
REET-U	Urban Unincorporated Real Estate Excise Tax	Real Estate Excise Tax collected outside the Vancouver City limits, but within the Vancouver Urban Area.
RG PK	Regional Park	Regional Park Type, serving residents throughout Clark County, are usually larger than 50 acres and provide opportunities for diverse recreational activities, including sport fields, extensive trail systems and large picnic areas. Amenities vary by site. Location examples include Vancouver Lake Regional Park and Frenchman's Bar within the City of Vancouver boundaries.
SEPA	State Environmental Policy Act	Washington State Environmental Policy Act which requires that the environmental impacts of a proposed action be considered, analyzed, and, if necessary, mitigated prior to enactment.
UC	Urban Center (New categories)	Mixed-use, high-density residential, commercial/industrial area that includes Civic Plazas or Civic Squares, and Linear Parks.
UGA	Urban Growth Area	Areas established as part of the growth management process to allow for the efficient provision of urban levels of governmental services and where urban growth will be encouraged.
UGB	Urban Growth Boundary	The line designating the extent of the urban growth area.
UNA	Urban Natural Area	Urban Park Type that is managed for both natural and ecological value and light-impact recreational use. These areas can range in size from one to hundreds of acres, and may include natural areas of a regional scale (RNA), but otherwise serve similar functions as urban natural areas.
UUA	Urban Unincorporated Area	The area within the Vancouver Urban Growth Area that is outside of the City limits.
VPRCS	Parks, Recreation & Cultural Services Department	City of Vancouver, Parks, Recreation & Cultural Services Department name.
VMC	Vancouver Municipal Code	A codification of the General Ordinances of the City of Vancouver.
WAC	Washington Administrative Code	Laws adopted by state agencies to implement state legislation.

*Dense Urban Center Park Types will be added when available.*

Appendix

**B**

**APPENDIX B:  
COMMUNITY ENGAGEMENT TOOLS & SURVEYS**

## APPENDIX B: COMMUNITY ENGAGEMENT

### INTRODUCTION AND OVERVIEW

The theme of Essential Spaces was selected for the comprehensive plan update to reflect the important role parks, recreation, trails, natural areas and art have on the physical, mental and economic health of the community. The foundation of the Parks, Recreation & Cultural Services Comprehensive Plan is community engagement, and the Essential Spaces brand was utilized via the Be Heard Vancouver online public engagement platform at [www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces).

A variety of public involvement methods were used including two online surveys, in-person community outreach at multiple locations, online discussions with stakeholder groups and information shared through newsletters, social media channels, news releases, flyers, signs, and the City of Vancouver website.

An online survey was launched on May 20, 2021 and closed on August 30, 2021. The survey was available in English, Spanish, Russian and Vietnamese. A link to the survey was sent by email to over 45,000 addresses through the Vancouver Parks, Recreation & Cultural Services (VPRCS email subscriber list; the City of Vancouver's Office of Neighborhoods email list; the Vancouver Connects Newsletter; the project website; diverse community groups; and several social media channels. Flyers and information cards were also shared with youth day camps and other recreation program participants.

Photos were posted on the Essential Spaces web page to show community members how some parks were reimagined during updates since 2014. The neighborhood parks highlighted in the photo series included Clearmeadows, Dubois, Summer's Walk and First Place Park.

### Community Engagement Tools

Information cards with the Essential Spaces webpage address in both English and Spanish were distributed to over 1,600 individuals at 12 community-based events. More than 80 informational signs with a QR code linked to the project webpage were posted in Vancouver parks, along trails and within Firstenburg and Marshall community centers. The signs were posted in English, Spanish, Russian and Vietnamese.

In-person outreach was completed at the Vancouver Farmers Market, community centers, area parks and along trailways.

Most of the tabling events were held in partnership with the VPRCS Special Events team. In-person outreach was held at *Party in the Parks*, a series of free, pop-up gatherings designed to help neighbors connect and have fun while enjoying their local parks. Vancouver Parks & Recreation provided music, games and crafts at several neighborhood parks in July and August. The events were held on Tuesdays and Thursdays from 4 p.m. to 8 p.m. Movies in the Park locations were held on Friday nights at several locations.



Bookmarks in English and Spanish were given to participants that included QR codes that linked to the survey. An interpreter was available to assist people who spoke Spanish as their primary language.

Children and families who visited the tabling events were asked what they like about parks, recreation, trails and open spaces and what they would like to see improved. They were also asked to envision the future of the park system. Several children shared their thoughts about themed parks and creative amenities.

Tabling events occurred at the following locations on the dates shown below:

### COMMUNITY ENGAGEMENT TABLING EVENTS

Location	Date	Event Type
Endeavour Neighborhood Park	7/13/2021	Party in the Park
Fisher Basin Community Park	7/16/2021	Movie in the Park
Edgewood Neighborhood Park	7/20/2021	Party in the Park
Vancouver Farmers Market (East)	7/22/2021	Farmers Market at Columbia Tech
Edgewood Neighborhood Park	7/23/2021	Movie in the Park
Nikkei Neighborhood Park	7/29/2021	Party in the Park/ Grand Opening
Washington School Park	8/3/2021	Party in the Park
Marshall Community Center	8/5/2021	Lobby Booth
Washington School Park	8/6/2021	Movie in the Park
Bagley Community Park	8/17 & 8/19/2021	Party in the Park
Bagley Community Park	8/20/2021	Movie in the Park

Community engagement was informal, open and positive. The events were popular and well attended with over 1,600 people reached through this effort. Most of the outreach participants were supportive and had positive things to say about the department, park facilities and recreation programs.

Conversations with individuals during outreach echoed the responses to the survey. People were thankful for the parks and programs being provided by the City of Vancouver. Common themes included:

- Walking paths, connecting trails, and creating welcoming and inviting spaces are important.
- People living east of I-205 expressed a need for more parks.
- People living west of I-205 said many of their parks need to be updated with additional amenities like walking trails and benches.
- Concerns about the lack of sidewalks and safe access to walk or ride to their local park was a consistent message from residents in all three park districts.

- Restrooms and additional trash receptacles due to increased park use was recommended. Several parents shared that they love walking to the park with their children, however their time is cut short due to the need for a restroom facility.
- Individuals with limited mobility requested additional parking.
- Other popular requests included the addition of splash pads, more water features integrated into park spaces like the educational Columbia River water feature at Vancouver Waterfront Park and the tranquil water fall area at Esther Short Park.

The challenges of the COVID-19 pandemic arose often during outreach conversations. Many shared that access to parks and trails became vital and essential to their well-being during the pandemic. The park and trail system provided a place where individuals and families could safely enjoy nature, participate in healthy activities, and natural areas with walkways and benches for time to rest and reflect were mentioned as important amenities to the community.

## Stakeholder Meetings

In addition to the online surveys and in-person community outreach, a series of five stakeholder meetings were held to discuss current collaborative efforts, potential improvements for partnership and visioning for the future of the park system.

Among those represented in four of the meetings were Vancouver and Evergreen Public School Districts; City of Vancouver Community and Economic Development; Public Works; Maintenance and Operations; Transportation; Urban Forestry; Engineering; Planning; Water Quality; and Utilities.

Common themes in all five discussions included:

- Sidewalk connections, trail connectivity and alternative transportation modalities.
- Growing the tree canopy for carbon sequestration and other benefits.
- Collaborative review of issues and opportunities to help each group achieve common goals.
- Need for additional staff to help with maintenance to meet current park standards.

Opportunities for future collaboration to improve sidewalk connections, extend trails and partner in trail projects like the Burnt Bridge Creek Greenway were included in the discussion.

A fifth meeting was held in partnership with the City of Camas Parks & Recreation to gather representatives from several community groups and services to discuss diversity, equity and inclusion in the parks,

recreation and open space systems. Participants represented the Hispanic Chamber of Commerce, Clark County Community Planning, the Commission on Aging, Clark County Community Services/CDBG block grant, Washington State School for the Blind, Washington Center of the Deaf and Hard of Hearing, and written input from Clark County Public Health (CCPH). A summary of comments and suggestions provided include:

- Universal design must go beyond ADA accessibility requirements.
- Parks and trail areas should be welcoming and inviting for all users, regardless of ability.
- Areas for people to be active in multiple ways should be provided and the design should allow for areas of rest.
- Park design should consider the various ways people communicate in terms of language, sight and sound.
- Connectivity through continuous sidewalks and pathways are also important to provide access to all park users.
- An audit of the website and signage were recommended so that communication is accessible by all. Finding ways to help the community understand what is available to them and the various ways spaces can be used or accessed is a priority.
- Involve community members and community groups that represent underserved residents to develop parks, trails, public spaces and community centers.

Summary notes for all five meetings are included in **Appendix C** of the Parks, Recreation & Cultural Services Comprehensive Plan report.

### **Essential Spaces Community Survey**

The purpose of the Essential Spaces survey was to engage the broader general public across the City of Vancouver in the planning process and help guide the development of potential plan alternatives for the comprehensive plan, it was not a statistically valid survey. The survey aimed to solicit feedback about the community's priorities and preferences associated with parks, recreation, trails, open spaces and cultural services, level of service standards (distance to local parks, access, access barriers, types of park amenities, and facility use. The survey also gauged what was valued, safety challenges and what participants would like changed.

A total of 2,339 people completed the online Essential Spaces survey. Responses indicated a geographic diversity within the Vancouver city limits. Responses were also received from individuals living in other areas of Clark County and the Portland-Metro area who use the Vancouver park system.



Most of those that took the survey used a park (94 percent) or trail (82 percent) in the past 30 days. Respondents agreed that public parks, trails, natural areas, community centers, programs, activities and events:

- Make the City of Vancouver a better place to work and live (98.2 percent)
- Contribute to a livable and sustainable community (97 percent)
- Create healthy opportunities to support active lifestyles and community connections (97 percent)
- Increase appreciation and stewardship for natural resources and access to the natural environment (94 percent)

Respondents also agreed that these places, activities and events offer opportunities to learn about arts, heritage, history and culture (89 percent) and contribute to local economic stability (88 percent).

When asked what the primary reasons were for using parks in Vancouver, exercise such as walking or biking or just enjoying nature were among the top two responses. More than half (53 percent) walk to get to their local park and 41 percent drive.

Respondents were asked if they experience any barriers to access their local park. Lack of sidewalks and concerns for safety were selected by 26 percent of the respondents. The need for connecting sidewalks and pathways was a common concern in all outreach efforts.

Ninety-seven percent of respondents shared that it was important or very important to have a park or trail near their home. When asked what people valued most in the park and trail system, hiking, walking and biking trails (86 percent) and public access to streams, rivers and lakes (60 percent) were the top two responses. The top amenities that respondents would add to the park and trail system were restrooms (35 percent), park benches (25 percent), nature play areas (25 percent) and water play/splash pads (24 percent).

Several of the questions provided an opportunity for written responses for “other” reasons than the selected items provided. Common requests included more access to nature with extended pathways, increased maintenance throughout the park and trail system, concerns about the number of people living outside, requests for special recreation facilities, more natural areas and universal design considerations that are multi-generational. A summary of responses is included within the survey results.

## **Essential Spaces Budget Priorities Survey**

The results of the first survey were used to create a follow-up survey to determine the budget priorities for the comprehensive plan.

A budget priorities survey was launched on September 1, 2021 via the Be Heard Vancouver online public engagement platform at [www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces). The survey was made available in English and Spanish and closed on September 30, 2021.

A link to the survey was sent by email to over 45,000 people through the Vancouver Parks, Recreation & Cultural Services (VPRCS) stakeholder list; the City of Vancouver's Office of Neighborhoods list; the Vancouver Connects Newsletter; the project website and several social media channels.

A total of 1,478 people completed the online Essential Spaces Budget Priorities survey. Two questions were asked based on the results of the first survey to help set budget priorities for the Parks, Recreation and Cultural Services comprehensive plan update. Due to multiple written responses expressing concern about current maintenance and garbage in the parks and along trails, the survey asked if they were supportive of increasing funding to provide a higher quality of maintenance for parks and trails. All (100 percent of the respondents answered this question with 68 percent selecting Yes, they were supportive.

The second question asked participants to rank goals to improve parks, recreation, trails and open spaces. Survey responses coupled with written comments led to the selections provided in the survey.

Weighted scoring was used for each goal that summarized the number of times each goal was placed in a ranking position. *Repair or replace worn or older park features* received the highest score of 5.87, this was followed by *Purchase land and develop new parks in areas where residents have limited access to parks and natural areas* with a score of 4.79. The Essential Spaces Budget Priorities survey questions and results are included on pages 197-198 within this appendix.

## Conclusion

The public involvement opportunities yielded valuable input on the pulse of the community to inform future planning efforts.

Local trends emphasize a long standing and growing interest in local parks and trails, particularly within walking distance from residential areas. This expanding focus on the local community could be explained with the challenges individuals and families faced during the pandemic, economic challenges and increasing densities within the urban area.

The importance of water access is also noted, a reflection of a community fronting on the Columbia River, the largest river in the Pacific Northwest.

The 2021 survey data identified trends that are consistent with state-wide results identified in the State Comprehensive Outdoor Recreation Plan (SCORP 2018-2022).

# SURVEY RESULTS

## 1 Please select one response for each statement that completes the sentence: Public parks, trails, natural areas, community centers, programs, activities and events...

A total of 2,329 individuals responded to this question with representation from all four languages provided. Ten individuals skipped the question in the English survey. Most of the respondents agreed with all six statements.

Statement	Strongly/ Somewhat Agree	Strongly / Somewhat Disagree
...make the City of Vancouver a more desirable place to live and work.	98.20%	1.07%
...contribute to a sustainable and livable community.	97%	2%
...create healthy opportunities to support active lifestyles and community connections.	97%	1%
...contribute to local economic stability.	88%	5%
...offer opportunities to learn about arts, heritage, history and culture.	89%	7%
...increase appreciation and stewardship for natural resources and access to the natural environment.	94%	3%

## 2 How many times in the past 30 days did you or members of your household visit a public park in Vancouver, Washington?

A total of 2,323 individuals responded to this question within all four languages provided. Sixteen individuals skipped the question in the English survey. Nearly all (94 percent) of the respondents had visited a park in the past 30 days. Of these, 66 percent visited a park four or more times and 28 percent visited a park one to three times in the past 30 days.

# of Times	%
11 or more	30%
8 to 10	14%
4 to 7	23%
1 to 3	28%
0	6%



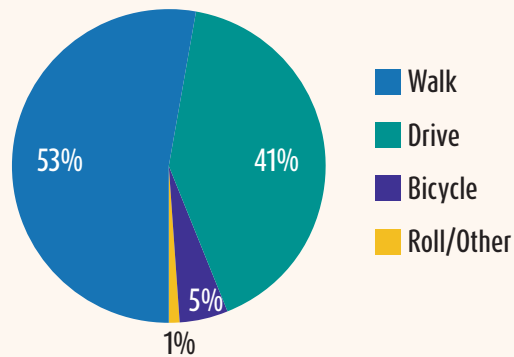
### 3 What are the primary reasons you use parks in Vancouver? (Please check your top 2 choices)

There were 2,328 responses to this question from all four languages provided. Eleven individuals skipped the question in the English survey. Exercise and enjoying the outdoors or nature were the top two selections. Other popular reasons for going to the park included taking children to the playground and reducing stress or improving mental health.

Selections	%
To exercise (walk, bicycle, etc.)	59%
To enjoy outdoors or nature	57%
To take my children, or children in my care to the playground	25%
To reduce stress and improve mental health	19%
To participate in activities with friends or family.	11%
To attend special events, concerts or movies.	6%
To play sports; picnic and general leisure activities	5%

### 4 When you visit the park closest to where you live, what is the primary way you get there?

There were 2,307 responses to this question from all four languages provided. Nineteen individuals skipped the question in the English survey. Most of the respondents walked or drove to the park closest to where they lived. About 5 percent said they rode their bicycle and a few people used other methods to access their local park.



**5 How many times in the last 30 days have you or members of your household used a public trail in Vancouver, Washington?**

A total of 2,325 individuals responded to this question within all four languages provided. Fourteen individuals skipped the question in the English survey. **Most (82 percent) of the respondents used a public trail in the past 30 days.** Of these, 42 percent used a public trail four or more times, and 39 percent used a public trail one to three times in the past 30 days.

# of Times	%
11 or more	16%
8 to 10	8%
4 to 7	18%
1 to 3	39%
0	8%

**6 Do you experience any barriers to safely walk or roll to a developed park or trail near where you live? (Check all that apply)**

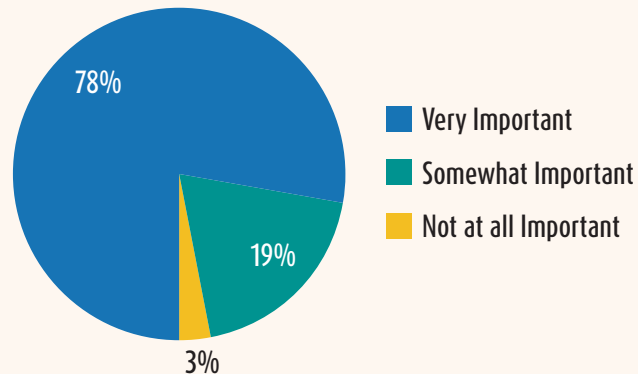
A total of 2,232 individuals responded to this question within all four languages provided. There were 102 individuals who skipped the question in English and one individual skipped the question in Vietnamese. There were some (37 percent) who responded that there were no barriers to access a park or trail near their home. The greatest percentage of barriers included no sidewalk (26 percent), concerns for safety (26 percent), or they were uncomfortable to go to the park or trail alone (18 percent). Other concerns were that the park or trail was too far from home (15 percent), there were no bike lanes (14 percent) or no crosswalks (9 percent).

**7 Do you feel that there are sufficient public park, natural areas and trails within a safe walking/rolling distance of your home?**

There were 2,303 responses to this question. Thirty-six individuals skipped the question in the English survey. The responses were nearly even with 56 percent responding “Yes” and 44 percent responding “No”.

## 8 How important is having a park or trail within walking/rolling distance from your home?

There were 2,322 responses to this question. Seventeen individuals skipped the question in the English survey. Of these, 78 percent selected very important, 19 percent selected important and 3 percent selected not at all important.



## 9 What is the name of the park closest to where you live?

2,103 individuals responded to this question by providing the name of the park closest to where they live. Of those who responded, 1,336 live near a park within the City of Vancouver, 693 live near a park within the Clark County jurisdiction, 45 lived in surrounding cities that included Battle Ground (6), Camas (32), La Center (2), Ridgefield (1) and Washougal (4). Another 32 individuals named local trails such as the Fort Vancouver Historic Site and the WSU Campus trails.

There were 223 individuals who skipped the question in English and two that skipped the question in Spanish. Written responses also included:

- *I don't know the name of the park closest to where I live.*
- *We don't have a park near where we live, and we have to drive to another location.*
- *The park closest to where we live hasn't been developed yet.*
- *We drive to other parks because the one closest to us doesn't provide the amenities we enjoy.*



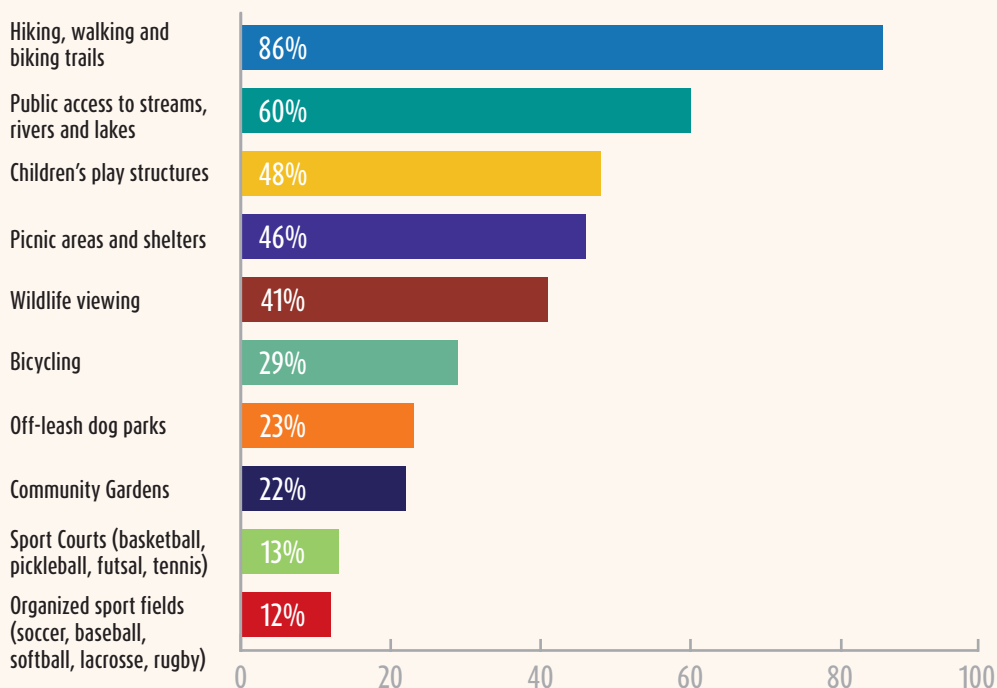
The top ten park locations closest to where people live:

1. Leroy Haagan Memorial Park
2. Esther Short Community Park
3. Ellsworth Springs Neighborhood Park
4. Hidden Neighborhood Park
5. Leverich Community Park
6. Franklin Neighborhood Park
7. Burnt Bridge Creek Greenway Trail
8. Homestead Neighborhood Park
9. Burnt Bridge Creek Neighborhood Park
10. Carter Neighborhood Park

## 10 What do you value the most as part of the outdoor parks and recreation system? (Select your five top choices)

A total of 2,332 individuals responded to this question in all four languages provided. Seven individuals skipped the question in the English survey. Hiking, walking and biking trails were selected by 86 percent of the survey respondents, followed by Public access to streams, rivers and lakes (60 percent). Children's play structures were the third most popular (48 percent) followed by Picnic areas and shelters (46 percent). Interestingly all four items were also within the top four selections within the 2013 responses with slight differences in ranking: 1. Hiking & biking trails, 2. Children's play structures, 3. Public access to streams, rivers and lakes and 4. Picnic areas and shelters.

The top ten responses include:



## 11 Please select the reasons why your household does not use the City of Vancouver parks, recreation facilities or trails more often. (Check all that apply)

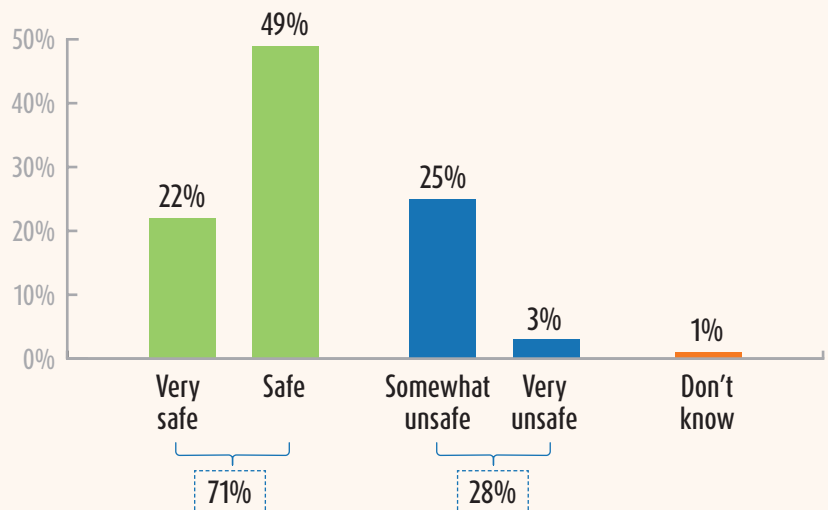
A total of 2,279 individuals responded to this question. There were 60 individuals that skipped the question in the English survey. Just over a third (34 percent) shared that they visit often, and the question did not apply to them. The top ten responses include:

Rank	Selections	%
1	N/A - I visit often/ Does not apply to me	34%
2	Concern for safety	22%
3	Too far away	19%
4	Too few walking or biking connections	15%
5	Too crowded	12%
6	The facilities need updating	12%
7	Not enough parking	11%
8	Poor maintenance	10%
9	Facilities do not meet my needs	6%
10	Boring	5%

## 12 How many times in the last 30 days have you or members of your household used a public trail in Vancouver, Washington?

A total of 2,328 individuals responded to this question. There were 11 individuals that skipped the question in the English survey. Most (71 percent) of the respondents felt very safe or safe and 28 percent felt somewhat unsafe or very unsafe when visiting their local park or trail.

### How safe do you feel visiting your local park or trail?



### **13 If you felt unsafe, please tell us why. (Check all that apply)**

A total of 1,873 individuals responded to this question. About 50 percent of respondents selected “N/A—I feel safe this does not apply to me”. There were 453 individuals who skipped the question. For those who did respond, the top two concerns within the selection provided were not enough clear sightlines (10 percent) and amenities in need of repair (7 percent).

There were 678 written responses (37 percent). Written response concerns included: Homeless encampments (430); Behaviors of people, concerns of theft (110); Lack of lighting, sightlines and personal safety (70); Unleashed dogs and dog owners not cleaning up after their pet (20); Too much garbage, graffiti, lack of benches and restrooms (20); and Lack of sidewalks, bike lanes and safe access (10). Other concerns included COVID-19, racial tensions and lack of police presence (18).

### **14 If you could change up to 3 things at your local park, what would that be? (Select up to 3 things)**

A total of 2,224 individuals responded to this question. There were 117 individuals who skipped the question. For those who did respond, the top five requests for added features included: Add restrooms (35 percent), Provide more park benches (25 percent), Add more nature play areas (25 percent), Water play/splash pad (24 percent) and Include exercise equipment stations (19 percent). The top ten responses are provided in the table.

There were 382 written responses (17 percent). Written responses included:

- *Additional maintenance such as garbage removal, adding trash receptacles, dog refuse bags, mowing, etc. (77)*
- *More natural areas with trails and multi-use trails that provide linkages between parks (73)*
- *Add more parks, enlarge park properties and park features where parks exist (42)*
- *Additional security like more police/security presence, enforcement of laws and additional lighting (40)*
- *Add fenced in off-leash dog parks (37)*
- *Reduce homeless encampments in park areas (34)*
- *Plant more trees to provide shade and increase the tree canopy (26)*
- *Provide better access to parks with bike paths, sidewalks, multi-generational universal design, cleared brush and paved paths in more parks (22)*



- Add special facilities like disc golf, skateparks, RC car track, outdoor rock wall, and mountain bike/pump tracks (20)
- Additional responses included a wide variety of items that included more community gardens, water features, outdoor swimming pools, add more flora to the park landscape, provide an online nature guide to identify plants and animals on hiking trails and more.

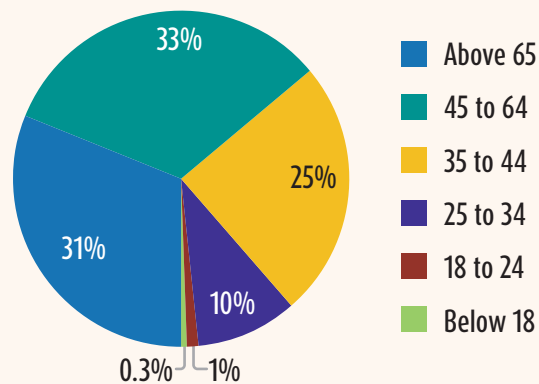
Rank	Selections	%
1	Add restrooms	35%
2	Provide more park benches	25%
3	Add nature play areas	25%
4	Water play/splash pad	24%
5	Include exercise equipment stations	19%
6	Install more art, historic, and cultural exhibits in parks and along trails	17%
7	Update the playground	17%
8	Add picnic tables	14%
9	Add play features that can be used by children of varying abilities	14%
10	Add more activities and features for teenagers	13%

## DEMOGRAPHICS

### 15 What is your age?

2,307 people responded to this question and 19 skipped the question. The responses:

- Above 65 (31 percent)
- 45 to 64 (33 percent)
- 35 to 44 (25 percent)
- 25 to 34 (10 percent)
- 18 to 24 (1 percent)
- below 18 (0.3 percent)



## 16 What is your zip code?

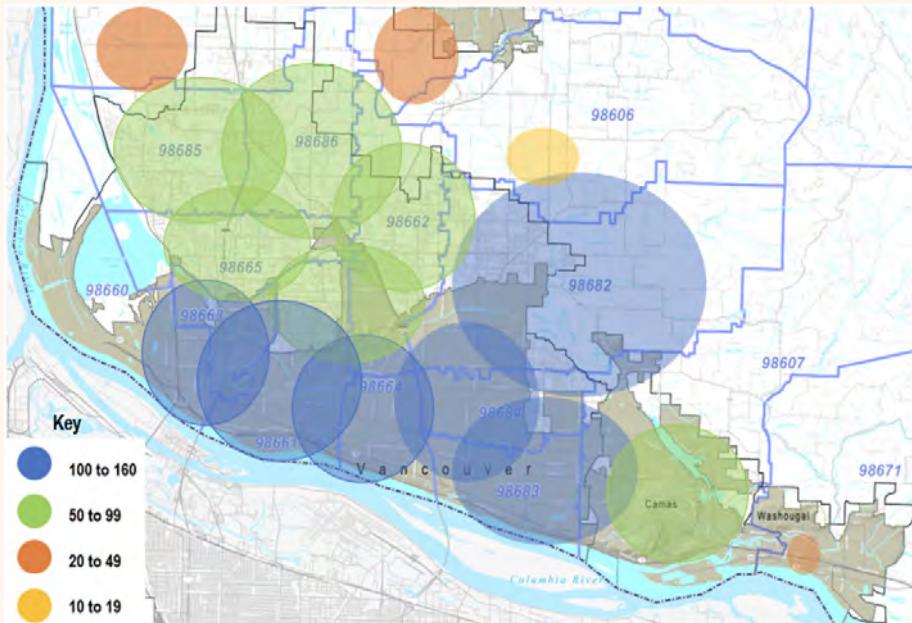
1,388 people answered this question and 951 skipped the question. Responses represented a geographic diversity from across the City of Vancouver and adjacent communities within Clark County. Most responses were received from households living within the City of Vancouver boundaries and urban growth boundary.

The largest number of responses were received from:

- Orchards/98682 (158)
- Minnehaha/98661 (156)
- Cascade & Fisher's Landing/98683 (147)
- Evergreen/98684 (155)

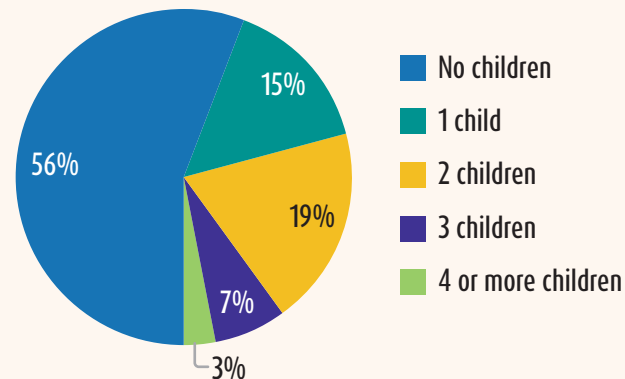
Response numbers were consistent across Vancouver within zip codes 98663 (110), 98660 (108) and 98664 (106).

The map shows the distribution of zip codes for those who responded. Not shown on the map are La Center (4); Woodland (2); Portland/Happy Valley, Oregon (6), and Juneau, Alaska (1).



## 17 How many children (including grandchildren under age 18) currently live in your household?

2,314 people answered and 25 skipped this question. Just over half (56 percent) responded that there were no children living in the home and 44 percent had one or more children living in the home. For households with children, 15 percent had one child, 19 percent had two children, 7 percent had 3 children and 3 percent had four or more children living in their home.



## 18 How do you identify?

2,292 people answered and 34 skipped this question. Most of the respondents selected Woman (68 percent) in response to the question, 28 percent selected Man, 5 percent selected Prefer not to say and 1 percent selected Non-binary.

## 19 Which of the following best describes your race or ethnicity? (Check all that apply).

2,271 people responded and 68 skipped this question. Staff tracked responses throughout the public involvement process and adjusted outreach to speak in person with diverse community members. During discussions, community members shared their thoughts about the current parks, recreation and cultural services as well as their hopes for the future. These thoughts and ideas are reflected in outreach summary. In addition to meeting people within the communities where they live, a stakeholder group on the topics of Diversity, Equity and Inclusion provided further input.



The race and ethnicity selections for the survey were discussed with the Director of diversity, equity and inclusion for the City of Vancouver before the survey was published. Alicia Sojourner provided the suggested changes that vary from the US Census Survey. Some of these changes were in direct response to some challenges the US Census Bureau experienced during the 2020 decennial census. The bureau was criticized for not including a category for Middle Eastern respondents. This survey aimed for inclusivity within the demographic questions.

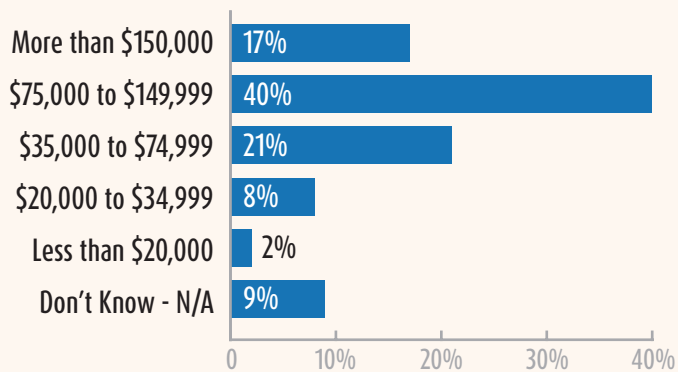
For those who responded to the survey, 81.9 percent selected European American and/or White, this is slightly higher than the 2020 estimates of 80.1 percent from the U.S. Census Bureau for the City of Vancouver. The percentage of individuals who selected Two or more races/ethnicities was slightly higher at 7 percent compared to the US Census population estimates of 6 percent. Other race/ethnicities for those who responded included: Hispanic/Latino/a (7 percent); Asian American and/or Asian (4 percent); American Indian and/or Alaska Native (1.1 percent); African American, Black and/or African (2.0 percent); Middle Eastern/North African (0.5 percent) and Native Hawaiian and/or Pacific Islander (0.4 percent). The chart provides the survey responses, and the US Census population estimates for race and ethnicity within the City of Vancouver.

Race/Ethnicity	Survey	US Census
European American and/or White	81.9%	80.1%
Two or more races/ethnicities	7.0%	6.0%
Hispanic/Latino/a	4.3%	13.9%
Asian American and/or Asian	4%	5.6%
American Indian and/or Alaskan Native	1.1%	0.6%
African American, Black and/or African	2.0%	2.3%
Middle Eastern/North African	0.5%	0.0%
Native Hawaiian and/or Pacific Islander	0.4%	1.5%

## 20 Which category best describes your approximate annual household income before taxes?

2,250 people answered and 89 skipped this question. Of those who answered, 31 percent had household incomes below \$74,999, 40 percent had household incomes of \$75,000 to \$149,000 and 17 percent had household incomes of more than \$150,000.

According to the US Census American Community Survey (2015–2019), the Median household for the City of Vancouver is \$61,714 compared to \$73,775 statewide and \$62,843 nationally. About 40 percent of the respondents have household incomes that are similar to the median average or below. Another 40 percent of respondents have household income above the median household average within the range of \$75,000 to \$149,000 and 17 percent have an annual household income above \$150,000.



# BUDGET PRIORITIES SURVEY RESULTS

The results of the first survey were utilized to format the budget priorities survey launched on September 1, 2021. Please find the results of the second survey on the following pages.

A budget priorities survey was launched on September 1, 2021 via the Be Heard Vancouver online public engagement platform at [www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces). The survey was made available in English and Spanish and closed on September 30, 2021.

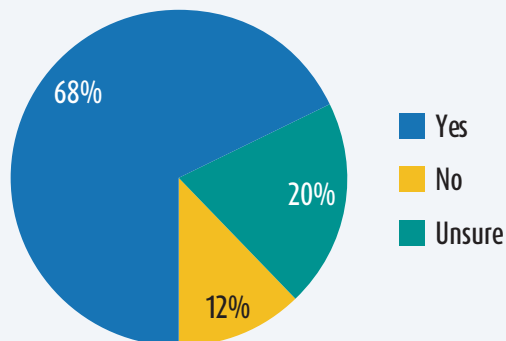
A link to the survey was sent by email to over 45,000 people through the Vancouver Parks, Recreation & Cultural Services (VPRCS) stakeholder list, the City of Vancouver's Office of Neighborhoods list, the Vancouver Connects Newsletter, the project website and several social media channels.

Two questions were asked based on the results of the first survey to help set budget priorities for the Parks, Recreation & Cultural Services comprehensive plan update. Due to multiple written responses expressing concern about current maintenance and garbage in the parks and along trails, the survey asked if they were supportive of increasing funding to provide a higher quality of maintenance for parks and trails.

The second question asked participants to rank goals to improve parks, recreation, trails and open spaces. Survey responses coupled with written comments led to the selections provided in the survey.

## 1 Do you support increasing funding to provide a higher quality of maintenance for existing and future parks and trails?

1,478 people answered this question representing 100 percent of all survey participants. Most (68 percent) selected Yes, 12 percent selected No and 20 percent were unsure.





**2 Please rank how important these goals are to your household. Rearrange the list by dragging each line into your preferred priority order from 1 (most important) to 8 (least important).**

1,180 answered the question and 298 people skipped the question. Some email responses shared that the “dragging” feature was difficult to navigate on mobile devices. A written response provided another way for users to share their ranking. While this was offered, none were received in this format.

Weighted scoring was used for each goal that summarized the number of times each goal was placed in a ranking position. Repair or replace worn or older park features received the highest score of 5.87, this was followed by Purchase land and develop new parks in areas where residents have limited access to parks and natural areas with a score of 4.79.

Rank	Goal	Weighted Score
1	Repair or replace worn or older park features.	5.87
2	Purchase land and develop new parks in areas where residents have limited access to parks and natural areas.	4.79
3	Add improvements such as restrooms, picnic shelters and parking in more neighborhood parks. (These amenities are typically only provided in larger community parks).	4.69
4	Develop/build new local or regional trails.	4.68
5	Enhance parks, recreation amenities, and trails along natural waterways to create more opportunities for water contact.	4.68
6	Buy land to connect and /or extend existing local or regional trails	4.52
7	Expand the size and/or variety of amenities at existing parks, where feasible.	4.27
8	Develop/build more playgrounds that are centered on themes like dinosaurs, outer space etc.	2.50

# What if Playgrounds Could...



## Spark Curiosity

Flowers, mushrooms and bees teach visitors about the importance of pollinators at Clearmeadows Park.



## Celebrate Nature

Natural elements like logs and boulders provide plenty of spaces to explore, play and get active at DuBois Park.



## Stretch Imaginations

The past comes to life with dinosaurs, fossils and prehistoric plant life at the new neighborhood park at 52nd Street.



## Invite Everyone to Play

Fully accessible playgrounds designed to connect people through play with help from Harper's Playground.



Shape the future of your community, take the survey!

Visit [www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces)



# Vancouver's Essential Spaces...



## Preserve Natural Areas

Open grasslands, heavily wooded areas and wetlands are all protected along the Burnt Bridge Creek Greenway Trail.



## Make Memories

Events are even more special at the park! Families and friends enjoy a movie night at Leroy Haagen Memorial Park.



## Sustain Landscapes

Green infrastructure beautifully balances the impact of the urban environment along the Columbia River Boardwalk.



## Connect the Community

Shared public spaces like the Vancouver Waterfront fosters a sense of belonging and improves quality of life.



Shape the future of your community, take the survey!

Visit [www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces)



**Community Engagement:** Two-sided bookmark provided at Community Centers and all in-person events.

**ESSENTIAL SPACES**  
A VISION FOR PARKS, RECREATION & CULTURAL SERVICES

Shape the future of your community, take the survey today!

SCAN ME

[www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces)

**ESSENTIAL SPACES**  
A VISION FOR PARKS, RECREATION & CULTURAL SERVICES

Dale forma al futuro de tu comunidad. ¡Responda la encuesta hoy!

ESCANEAR AQUÍ

[www.beheardvancouver.org/Essential-Spaces](http://www.beheardvancouver.org/Essential-Spaces)

**Community Engagement:** Lawn Signs placed in 80 parks and along trails in English (also provided in Spanish, Russian and Vietnamese.)

# Got a minute?



## Help us reimagine Vancouver parks, recreation & cultural services!

SCAN ME

Take the Essential Spaces survey now to shape the future of your community.

VISIT [beheardvancouver.org/EssentialSpaces](http://beheardvancouver.org/EssentialSpaces)  
EMAIL [EssentialSpaces@cityofvancouver.us](mailto:EssentialSpaces@cityofvancouver.us)

**Community Engagement:** Flyers were shared with recreation program participants.



# We Want to Hear from You!

Parks, trails, natural areas and celebrations of art and culture are **essential spaces** that contribute to a vibrant, healthy and connected community.

They create public spaces where people of all ages can relax, have fun, get inspired and be active outdoors.

In just five minutes, you can help shape the vision of parks, recreation and cultural services for the next 10 years.

SCAN ME



**Take the Essential Spaces survey today!**

**VISIT** [beheardvancouver.org/EssentialSpaces](https://beheardvancouver.org/EssentialSpaces)

**EMAIL** [EssentialSpaces@cityofvancouver.us](mailto:EssentialSpaces@cityofvancouver.us)



Appendix

C

## APPENDIX C: STAKEHOLDER MEETING NOTES



## APPENDIX C: STAKEHOLDER MEETING NOTES

### Stakeholder Discussion Notes

Thursday, September 9, 2021

### Group Focus: Maintenance and Operations

#### Attending:

##### Public Works:

- Tim Buck, Operations Manager
- Bill Bjerke, Operations Superintendent
- Ryan Miles, Engineering Program Manager
- Charles Ray, Urban Forestry Coordinator

##### Parks, Recreation & Cultural Services:

- David Perlick, Interim Director and Recreation Program Manager
- Roman Gutierrez, Park Developer
- Monica Tubberville, Senior Planner
- Katherine Stokke, Financial Analyst
- Laura Hoggatt, Planner

#### Overview of Comprehensive Plan and process

Vancouver Parks, Recreation & Cultural Services department is seeking public input to update its comprehensive plan. The theme of the plan update is “Essential Spaces” to reflect the important role parks, trails, natural areas and art have on the physical, mental and economic health of the community. Outreach has included an online survey, in-person outreach at various locations, various communications through email and social media, presentations and stakeholder discussions.

Information collected from the various methods of public input will help shape updates to the Parks, Recreation & Cultural Services Comprehensive Plan.

The plan will set goals and identify specific projects for the city’s parks, recreational lands, and cultural services for the next six to 10 years. The comprehensive plan will provide eligibility for state and federal grants and is a requirement of the Growth Management Act.

## Overview of plan update changes

As demands increase for access to public parks and open spaces, and available lands become scarce and more expensive, staff are recommending some revisions for park classifications and development to meet this demand.

New classifications include Urban Centers, Linear Parks and Improved Natural Areas.

- Urban Centers or Civic Plazas are centrally located within high-density residential mixed-use areas that could also include commercial and industrial areas. The new park classifications would serve residents and day-use visitors. The proposed Heights development is one example of this new park type.
- Linear Parks follow linear corridors and provide amenities similar to a neighborhood park. Amenities may include seating for resting or viewing nature; small play areas that may include nature play or play structures; viewpoints and landscaping, etc.
- Improved Natural Areas: These properties are currently undeveloped, but with a few amenities like a trail, benches and sustainable landscapes the property takes advantage of the sight character and provides public access to an underutilized resource.

Other proposed changes include the following:

- Themed play areas and improvements to serve all ages. Example parks: DuBois, Clearmeadows and North Image (Nikkei Park). All are proving to generate higher level of use and public interest.
- Add amenities to the larger neighborhood parks such as parking, a restroom and a small picnic shelter. Example: North Image (Nikkei Park).
- Encourage universal accessible design at Community Parks.
- Review and set a plan to meet the new State of Washington legislation to support sustainability of pollinator species within the landscaped area. The new legislation encourages 25% of landscaped area for pollinator habitat. We are waiting for further direction as this moves forward.

## Group Discussion

### 1 Communication & Collaboration

There is a current agreement for Public Works to provide maintenance in the parks, recreation, open space, trails and cultural services system. There is an interdepartmental collaboration that reviews current needs and discusses future planning. Regularly scheduled meetings help the two departments stay connected with open lines of communication. When improvements are needed, the two departments work together to find solutions that increase productivity and outcomes to serve the public.

Urban Forestry Coordinator, Charles Ray noted improvements in collaboration for the George and Hazel Stein and the R.E Schaffer park projects. The new process is working very well. Charles also noted that there was good collaboration between maintenance, park development and urban forestry.

### 2 Park Development Standards/Code Requirements

When asked if there are new standards or code requirements that could be added to development plans, participants encouraged natural and sustainable landscape design. A smaller turf focus could help to reduce maintenance and mowing requirements and improve climate action efforts. Another suggestion was to place signs to help educate the public on why some areas are left to grow naturally. This might be especially useful as the pollinator legislation is activated and additional plantings have a more natural aesthetic. The signs could include a QR code that links park users to information in more than one language. Using different plant materials in the natural spaces that have a less unkept look to them, such as salal or ferns instead of grasses.

Discussion also included the potential for park staff to work with a consultant to complete a follow-up study on best management practices to meet sustainable design, carbon footprint reduction and climate resiliency in park design and landscaping. The study would need to review the balance of natural areas and public space uses. Participants encouraged park development plans to consider providing more than what is required in code.

Some examples included:

- Parking lot construction in a park requires a smaller base and asphalt thickness than WSDOT transportation standards. There are some large trucks and equipment that use the parking areas resulting in damage to the pavement and a shortened lifespan. Using a higher standard would reduce the need for expensive maintenance.



- Retain more trees and/or plant larger stature trees to increase the canopy. Project phasing is understandable due to limited funding.
- Continue the practice of including internal partners in development design review and consultant selection.
- Provide a maintenance manual for developed parks to guide operations.

### **3 Park Acquisition/Tree Canopy/ Maintenance of undeveloped properties**

Participants discussed the following when considering property acquisition and the maintenance of undeveloped properties:

- Include operations and urban forestry in a property walk-through when acquiring a property.
- Consider proactive tree maintenance and rotation management of urban natural areas to identify hazard concerns, tree health and pruning cycles.
- Consider the tree base and future master planning efforts.
- When considering tree planting, urban forestry reviews plans set for the next five years. If nothing is planned, they proceed with tree planting. A similar process is used for vacant right of way areas.
- There is a Community Forest Grant Program to consider that is offered by the State of Washington Recreation and Conservation Office (RCO): <https://rco.wa.gov/grant/community-forests-program/>. The funding program began 9/1/2020. According to RCO, communities can apply for grants of up to \$3 million in the newly created Community Forests Program. The grants must be used to buy at least 5 acres of forestland and the land must be maintained as forestland forever. The land must be actively managed to include timber harvest and other income generating activities.

Grants also may be used to restore the land or provide recreation opportunities, such as trails, when combined with land purchases.

#### 4 Total Cost of Operations (TCO), 2018 Report Review

In addition to caring for over 1,700 acres of parkland at 113 sites, Public Works Operations staff are also responsible for maintaining water stations, police stations, medians and transportation properties. The maintenance responsibilities are broadly diversified and not specialize specifically for park land care.

There were 30 staff completing this work in 2009. As noted on page 19 of the report, funding support to provide sufficient staff-to-work ratio to perform the assigned tasks has not returned to the 2009 funding level. Additional properties have been added to the City of Vancouver assets since 2009 and Public Works continues to complete the work with fewer staff (24 staff in 2021).

Currently, 19 staff positions are partially or completely dedicated to parks grounds maintenance related duties. The addition of 8 full time staff members to the maintenance crews for parks maintenance and operations was suggested in the TCO report in 2018 (Page 7 1.4b). Adding two to three FTE per year until the optimum staffing level of 27 to 30 FTE is reached would provide a higher level of care.

It is also important to remember that as new property is acquired, and parks are developed both staffing and equipment for maintenance should be considered (1.4c). Reviewing current park inventory that includes developed/undeveloped acres, natural areas, special facilities, etc. are also recommended to determine staffing needs. Maintenance service level expectations cannot be met for new assets without adequate staffing.

Funding to contract out specific services, tasks and projects would also be beneficial. This would allow current staff to continue the work of ongoing maintenance and allow companies with knowledge and expertise to provide professional services such as tree work, turf renovations, irrigation installation, walkway replacements, etc.

It would be helpful to hire additional seasonal employees for tasks like mowing, trimming, weeding, garbage collection, etc. The volunteer program has been an important partner to assist with park inspections and litter/waste/debris clean-up. Continue to strengthen this program as well as implementing volunteer park clean-up days. Intermittent corrections crews have had multiple cancellations and low participant numbers. Despite these challenges, the contracted labor costs are still the same. Similar funding could help to support City-managed crews. Creating 3 crews consisting of 1 Specialist and 3 modified seasonal workers would increase reliable productivity.

The National Recreation and Parks Association collects data from member agencies related to parks and recreation operations, maintenance and performance management. The data collected can be used as a form of benchmarking for other agencies to compare their operations, maintenance and performance management using several different metrics. Using these metrics, other jurisdictions had up to 39 maintenance staff to maintain 1,001 to 3,500 acres. Public Works crew members are currently maintaining two to three times the acreage per staff person as their counter parts noted in the NRPA study.

Similar to the capital facilities program (CFP), a capital repair and replacement program could be identified that places items on a schedule so that not all items are replaced at the same time. Funding could be set aside for this purpose.

### **Ideas to improve efficiencies and levels of maintenance service**

Add enough maintenance staff, equipment and funding support to expedite the return to expected maintenance service levels and asset preservation.

Create a Median's Crew to focus exclusively on medians, right-of-way landscapes, City sidewalks, highway ramps/crossings and subdivision road construction. Currently all grounds staff migrate back and forth between Medians & Parks, creating a reactive rather than proactive approach to landscape maintenance.

- Four FTEs & Four Seasonal Workers needed.

Create a High-Profile Campus Maintenance Crew to maintain the downtown area landscapes. A dedicated grounds landscape crew can focus on level IV high profile landscapes and provide more coverage for relatively the same amount of expense.

When dumping vegetation at CRC or H&H, entrance lines are often long which consumes a great deal of down time. Currently this equates to 1 to 2 hours per trip, per vehicle, per day when performing vegetation or leaf cleanup work. Consider creating a City-owned dumping pad for brush & leaves that can be converted to mulch.

Preventative Maintenance Budget: Dedicated capital funding is needed to protect and expand the lifespan of assets. For example, seal coat asphalt walks after 5 years or replace assets with known lifespans, such as playgrounds, after 20 years. Purchasing playground replacement parts has been challenging since Wildwood Playground Systems closed and staff are unable to order playground replacement parts from Columbia Cascade Corporation.



## 5 Vision for 2032

Question: What should Vancouver prioritize in the next 10 years for acquisition and development within the parks, recreation, trails and open space system?

- Continue to review aging infrastructure. This is the biggest challenge in maintenance.
- Continue to add more nature play and variety of uses within the terrain.
- The direction of innovative and creative design is exciting.

### Other Feedback (emailed response):

Notes from Vancouver Urban Forestry Staff

Provided by Charles Ray, Urban Forestry Coordinator  
on September 15, 2021

### Park System

- Reevaluate where we are headed. Are we on track to have a grand park system? Make a switch now to be on schedule for a great system.
- Previous VPRCS staff have done a great job getting us to where we are now. We just need to reevaluate to see if it will get us to our future goals.
- Do we have an adequate park system i.e., land walkable within certain distance from residents' homes? Enough natural areas/conservation areas? If I recall correctly, surveys indicate the public want more natural areas to preserve open space for future generations.
- We need to capitalize on sustainability and climate change that has been in the press and what parks do for the community, for example: benefits of greenspace/trees. What is VPRCS role in climate strategy? Parks needs to be a leader and lead by example and build excitement for the parks system.
- Foster an ethic of environmental stewardship through natural resource education, outreach and hands-on volunteerism. Urban Forestry is a strong partner including Neighborhood Tree Stewards program, Tree Talk workshop series, an annual Arbor Day and Old Apple Tree celebrations and volunteer tree work parties.

## Acquisition

- Purchase parcels in areas of the city for parks and natural areas that we know have high rates of health adversities, high temperatures and/or lower income levels. Utilize data from Health Disparities Map to target land acquisition and ensure access to nature is accessible for Vancouver's most vulnerable populations.
- Purchase more parks and natural areas before they are developed. Property will become more expensive in the long-term. I heard the idea years ago of working with a real estate agent and targeting/ identifying certain properties for purchase when they come up for sale to complete connections to the trail and park system. This was a long-term view, not sure if it was implemented. Need to close the gap to have more parks near where residents live.
- Develop pocket parks which could be small parcels along trails or bike routes for reprieve that can also be carbon sinks and wildlife habitat. Work with Facilities & Transportation to have a first right of refusal to add these remnant parcels prior to sale. These can help connect the parks system. These can be low maintenance with just trees, groundcover, mulch and perhaps a bench.

## Design

- Design system for a natural landscape reflecting the Pacific Northwest. Plant majority native trees and large stature trees to grow tree canopy. Move away from great lawn design with extensive high maintenance and expensive turf system.
- Incorporate nature patches which are large landscape beds with native plants, especially near impervious surfaces.
- How often do residents ask for more turf? We hear all the time we need more trees and shade especially around playgrounds and for care givers adjacent to play equipment.
- Lead by example and strive to meet tree canopy goals, our parks should be our air and water filters. Plant large groves of native trees which require less maintenance. Design and install to meet tree standards from the beginning, not just meet code requirements. Increase tree canopy on existing park properties in partnership with Urban Forestry prioritize tree planting projects based on disparity between existing canopy and the target level of 62 percent tree canopy cover for neighborhood parks and 46 percent for community parks.
- Provide manuals for Ops which covers how to maintain park based on design. This manual can describe best management practices and how to maintain these vegetation zones.

- Do we have great gems in every district of our system? We need to plan for future generations. We are on pace to be the 3rd largest city. Where is our Central Park, Laurelhurst Park, Forest Park, Park Blocks or Washington Park? We have opportunities we need to design for them. For example, Leverich Park could be a grand park like a Washington Park.

### **Maintenance**

- How do we move from gray to green infrastructure and highlight natural features and reduce energy and pesticide use? Do residents care if there are leaves in the park or landscape beds? Perhaps leave more leaves for nutrient cycling and weed control.
- Move to more sustainable maintenance practices to lower maintenance costs (reduce mowing/irrigation and small engine use). Shearing is the default. Need annual training on how to properly prune different types of vegetation. How do we get staff off mowers and enjoy/connect to the park and ecosystem? More job satisfaction and pride in their work? This would require designing more natural features less turf and also provide manuals for parks and training to Operations. Training for natural area maintenance which is a low-impact maintenance i.e. less power equipment, hand pruners vs shears, spot spray, rough mow. Shearing is quick but has long term consequences as it becomes high maintenance (i.e. has to be repeated more often and ultimately caused plant decline and bare areas in the landscape that need replanting).

### **Connections & Vision for the future**

- We should make parks significantly greener than the surrounding neighborhood and connect them through trails, bike paths and cohesive tree canopy corridors. This could be accomplished through the ideas above.

### **Supporting documents and source materials:**

- Urban Forestry Management Plan:  
[https://www.cityofvancouver.us/sites/default/files/fileattachments/public\\_works/page/1389/ufmp\\_final-web.pdf](https://www.cityofvancouver.us/sites/default/files/fileattachments/public_works/page/1389/ufmp_final-web.pdf)
- Total Cost of Operation: Park System Maintenance/February 2018
- 2014 PROS Plan: 2014 Parks Comprehensive Plan | City of Vancouver Washington
- Public Works Maintenance website information:  
<https://www.cityofvancouver.us/publicworks/page/grounds-maintenance>



## Stakeholder Discussion Notes

### Tuesday, September 14, 2021

### Group Focus: Planning and Development

#### Attending

#### Community & Economic Development

- Rebecca Kennedy, Deputy Community Development Director
- Peggy Sheehan, Community Development Manager
- Jennifer Campos, Principal Planner

#### Public Works

- Ryan Lopossa, Streets and Transportation Manager
- Annette Griffy, Utility Engineering Program Manager
- Charles Ray, Urban Forestry Coordinator
- Michelle Henry, Senior Civil Engineer (for Tyler Clary, Engineering Program Manager)

#### Parks, Recreation & Cultural Services:

- David Perlick, Interim Director and Recreation Program Manager
- Monica Tubberville, Senior Planner
- Katherine Stokke, Financial Analyst
- Laura Hoggatt, Planner

#### Overview of Comprehensive Plan and process

Vancouver Parks, Recreation & Cultural Services (PRCS) department is seeking public input to update its comprehensive plan. The theme of the plan update is “Essential Spaces” to reflect the important role parks, trails, natural areas and art have on the physical, mental and economic health of the community. Outreach has included an online survey, in-person outreach at various locations, various communications through email and social media, presentations and stakeholder discussions.

Information collected from the various methods of public input will help shape updates to the Parks, Recreation & Cultural Services Comprehensive Plan.

The plan will set goals and identify specific projects for the city’s parks, recreational lands, and cultural services for the next six to 10 years. The comprehensive plan will provide eligibility for state and federal grants and is a requirement of the Growth Management Act.

### Overview of plan update changes

As demands increase for access to public parks and open spaces, and available lands become scarce and more expensive, staff are recommending some revisions for park classifications and development to meet this demand.

New classifications include Urban Centers, Linear Parks and Improved Natural Areas.

- Urban Centers or Civic Plazas are centrally located within high-density residential mixed-use areas that could also include commercial and industrial areas. The new park classifications would serve residents and day-use visitors. The proposed Heights development is one example of this new park type.
- Linear Parks follow linear corridors and provide amenities similar to a neighborhood park. Amenities may include seating for resting or viewing nature; small play areas that may include nature play or play structures; viewpoints and landscaping, etc.
- Improved Natural Areas: These properties are currently undeveloped, but with a few amenities like a trail, benches and sustainable landscapes the property takes advantage of the sight character and provides public access to an underutilized resource.

### Other proposed changes include the following:

- Themed play areas and improvements to serve all ages. Example parks: DuBois, Clearmeadows and North Image (Nikkei Park). All are proving to generate higher level of use and public interest.
- Add amenities to the larger neighborhood parks such as parking, a restroom and a small picnic shelter. Example: North Image (Nikkei Park).
- Encourage universally accessible design at Community Parks.
- Review and set a plan to meet the new State of Washington legislation to support sustainability of pollinator species within the landscaped area. The new legislation encourages 25% of landscaped area for pollinator habitat. We are waiting for further direction as this moves forward.
- Change classification of specific park locations, or portions of park properties.

## Group Discussion

1 In what ways does your department or organization currently contribute or collaborate to improve the parks, recreation, open space, trails and cultural services system?

In general, each department and program work directly with the Parks, Recreation & Cultural Services (VPRCS) Department as projects or needs arise. Each department participates in site plan and engineering review during the park development process. Other examples of collaboration include:

- The Surface Water Management team has partnered with VPRCS to provide trail amenities along water ways. One of the best examples is the Burnt Bridge Creek Greenway trail that preserves one of the core watersheds and provides a public access amenity. Urban Forestry also partners in this project with tree plantings. The volunteer program is involved to help with native vegetation plantings. Other partnerships include property acquisitions, stormwater design and development review.
- Public Works Transportation and CED recently partnered with VPRCS to identify locations where trail counters could be installed for ongoing data collection. The data will be used for alternative transportation studies and future grant applications. Other partnerships include successful grant writing for sidewalks on Evergreen Highway to extend the Lewis and Clark Trail corridor.
- Transportation has also provided crosswalks and other connectors to help community members safely access park properties. One example is the PW Transportation partnership with WSDOT to install a new signal and crosswalks to improve access to the school and the new Fenton Park property.
- Community & Economic Development has been working closely with VPRCS to discuss new developments and sub area plans. These discussions and projects have prompted the addition of new park categories that are proposed for the Comprehensive Plan update.
- Public Works Urban Forestry Department works with the VPRCS to provide tree assessments, tree plantings and is involved in the design and development review. The implementation of new processes have improved collaboration for park projects. Examples include the George and Hazel Stein and R.A. Schaffer park projects. The new process is working very well. Charles also noted that there was good collaboration between maintenance and urban forestry.



**2** Are there other ways the departments could contribute or collaborate to improve the parks, recreation, open space, trails and cultural services system in the future?

Several ideas emerged during discussion. Some of these include:

- Review opportunities to partner with VPRCS and Surface Water Management to further the Burnt Bridge Creek Greenway. Other opportunities could include land acquisition partnerships for future park or trail development, and wetland and soil testing within the park property acquisition process.
- Transportation and CED would like to partner to improve intersection crossings for the Burnt Bridge Creek Greenway, where identified improvements are needed. Additionally, the team could work with VPRCS to identify gaps in sidewalks to address safety and accessibility leading to parks and schools. Sidewalk grant applications could be submitted to help offset costs for these projects. There are other projects that could provide key opportunities for partnering as well.
- Public Works, Water Utilities has an internal review distribution routing list for projects and would like to include someone from VPRCS. This could lead to an opportunity for coordination of utility easements to fill trail or park access gaps.
- CED has completed a citywide vulnerability mapping with input from Alicia Sojourner, Director of Diversity, Equity and Inclusion. VPRCS completed similar work with input from the DEI Director. CED and VPRCS will compare the mapping sets to provide consistent messaging to City Council and others as service gaps are identified.
- CED identified a need to involve VPRCS in discussions as community development subarea plans are reviewed to provide adequate greenspace and amenities to serve the public. Subarea plan examples include Riverview Gateway and Section 30.

**3** How could we be more innovative in the dense urban setting to maximize existing and future assets, as well as funding sources to provide parks, trails, and open spaces?

- Multi-modal interconnections to help community members safely access parks and trails rose to the top in both the transportation survey and the Essential Spaces survey. Working together with Public Works Transportation, Surface Water Management and CED to maximize funding sources to purchase right of way, build trails and sidewalks benefits the community and helps each department achieve goals and objectives.

- Adding the new park classifications that includes Urban Centers, Linear Parks and Improved Natural Areas will help to maximize existing and future assets. Work with CED to update code 20 and other related codes to facilitate and manage these changes.
- Clark County GIS has updated the trail layers to include planned regional trail systems. The layer has also been added to the Development Review map site. Something similar could be added to the City of Vancouver GIS and development review process.
- Smaller “pocket parks” have been reviewed in other jurisdictions and through a “Total Cost of Operation” study for maintenance. Pocket parks were determined to not be cost effective and not currently a goal of the VPRCS department. CED is reviewing ways to work with developers to build and maintain pocket parks if this becomes part of the final design. Public access to the smaller parks in the urban setting will be within the criteria for development incentives.

**4** What should Vancouver prioritize in the next 10 years for acquisition and development within the parks, recreation, trails and open spaces system?

- The new criteria for mapping review that includes service gaps, DEI/Vulnerability areas, safety and creativity are important steps toward system wide improvements.
- Continue to find ways to partner with other departments to maximize available funding.
- Participate in the Climate Action Plan and use the plan as another tool for acquisition and development goals.

**5** Jump forward 10 years and imagine Vancouver in 2032. Please share your vision for one stand-out project that is completed or initiated to improve access to the park, open space and trail system.

- The new park classifications are implemented, and Urban Centers/Plazas are completed to benefit the local community.
- The larger City of Vancouver comprehensive plan and the Parks, Recreation & Cultural Services comprehensive plan are aligned for adoption timelines. Both plans cohesively reflect vision and goals to benefit the larger community.

6 What, if any, are the barriers you see or face in accessing the city's park system?

- There are currently no dedicated staff assigned in any department to the City of Vancouver to oversee the trail system or actively pursue grant opportunities.
- City of Vancouver Code needs to be updated for open space requirements and mixed use to align with park standards. Note: There are no VPRCS staff assigned specifically to development review.
- The DEI mapping review is new to both CED and VPRCS. It is important to make sure the messaging for gaps and service delivery is consistent for all City of Vancouver departments.

7 Is there anything else that the comprehensive plan should address that we haven't discussed already?

- Consider pocket parks as scaled-down, low-maintenance opportunities for carbon sinks and urban nature exposure.
- Consider updating the VPRCS parking study completed in 2009.
- Consider developing parks above the current code requirements. Examples include parking lot pavements could be upgraded to meet WSDOT or more trees could be planted to provide ample shade and improve the tree canopy.



## Stakeholder Discussion Notes

### Thursday, September 16, 2021

#### Group Focus: Diversity, Equity and Inclusion

This meeting was held in partnership with the City of Camas, Parks and Recreation.

Notes by Laura Hoggatt, City of Vancouver and Steve Duh, Conservation Technix

#### Participants

Jenna Kay, Clark County Community Planning/  
Commission on Aging

Rebecca Royce, Clark County Community Services/  
Community Development Block Grant

Scott McCallum, Superintendent at Washington State  
School for the Blind

Terese Rogmo, Director of the SW Washington Center of  
the Deaf and Hard of Hearing

Gigi Olguin, Hispanic Metropolitan Chamber of Commerce of  
SW Washington

Trang Lam, City of Camas, Parks and Recreation Director

Laura Hoggatt, City of Vancouver  
Parks, Recreation & Cultural Services Planner

Steve Duh, Conservation Technix

**Subject:** Stakeholder Group

**Discussion:** Diversity Equity and Inclusion

#### Purpose

To discuss current interests and future needs addressing community members of traditionally under-represented voices. The meeting took place on September 16, 2021, via a Zoom video conference from 10:30 a.m. to Noon.

#### Discussion

The discussion began with brief introductions and an overview of the PROS Plan updates for Camas and Vancouver. A set of questions were used to initiate the group discussion.

Trang Lam, City of Camas Parks and Recreation Director, provided an overview of their PROS Plan update, noting that it began in the spring of this year. The PROS Plan will cover the six-year period from 2022–2028 and provide a decision-making framework to steward and build upon a park, trail and recreation system that serves and enhances our community's health and quality of life—now and into the future.

Laura Hoggatt provided a brief overview of the Vancouver Parks, Recreation & Cultural Services Comprehensive Plan update and stressed that the plan fundamentally is based on community engagement. A variety of methods were used for public involvement that include two surveys, in-person community outreach at multiple locations, stakeholder group discussions and information dispersion through multiple resources.

Steve Duh, Conservation Technix, provided additional background for the purpose of the comprehensive plan framework and noted that the adoption and certification of the plan for each city fulfills the requirements of the State of Washington Recreation and Conservation Office (RCO) for grant funding eligibility.

### Introductions:

- Gigi Olguin is a Business Development Coordinator for the Hispanic Metropolitan Chamber of Commerce in the Clark County area. She works with Hispanic community members to develop a business plan, provides support through business coaching, connects them to resources and additional services.
- Scott McCallum is the Superintendent for Washington State School for the Blind, serves on multiple boards and commissions, including the State of Washington Commission for blind children. He currently lives in the Salmon Creek area.
- Terese Rognmo is the Director for the SW Washington Center for the Deaf and Hard of Hearing. She is currently responsible for three regions that includes Clark County, Cowlitz County and the Yakima area. The center was established in 1993 and is located in Vancouver, Washington. The center provides advocacy, assistance for basic needs, training services, referrals, advocacy workshops and general support. Their mission is to improve and enhance the lives of deaf and hard of hearing community members in the southwestern Washington region.
- Rebecca Royce, Clark County Community Services oversees the Community Development Block Grant (CDBG) program for affordable housing and community development. She also oversees programs for the community action program. There is a requirement to complete a comprehensive community assessment. The most recent report is available at: <https://clark.wa.gov/community-services/community-action>
- Jenna Kay is a Land Use Planner for Clark County Community Planning. She also provides support for the Commission on Aging. Part of her participation role in the conversation will center on advocacy for the goals and objectives of the Commission.

### Comments on Improving Access to Recreational Opportunities

- Connect directly with blind and low vision people. Some resources include the National Federation for the Blind and the Washington Council for the Blind and Low Vision People.
- Conduct an accessibility audit of the website and signage. Communications and signage need to be accessible.
- Partner with people who have expertise in varying abilities and pay them for their time.
- Provide signage in braille.
- Use simple language.
- Easier fonts that can be accessed by Braille readers are important.
- Dark backgrounds with yellow/gold colored text are helpful.
- Pictures in signage are sometimes distracting; they are difficult to read linguistically.
- The Commission on Aging has talked about universal design going beyond ADA accessibility. For instance, benches with backs areas to rest. Utilize an audit of current amenities to help move toward universal design.
- Walking trails are very popular for aging. Many are mobility device (e.g., walkers, scooters) friendly, and others are not.
- Access to bathrooms and water (fountains) is important for all users.
- Parks provide multi-generational spaces, and the placement of amenities (such as benches or picnic tables near playgrounds) should be accommodated.
- For those who are struggling financially, accessing parking and having to pay to park are barriers.
- It would be beneficial to provide free parking passes based on low income thresholds, where fees are required. Consider creating options for income-qualified users for free parking or nearby parking in neighborhoods. Also, consider public transportation access and overlay transit route maps with park planning and design.
- It would be nice if the parks had a visual identifier in the park or along a trail, like a map or wayfinding signs that are visually accessible and for the user to know 'you are here'.



- Another thing to consider is disaster events (e.g., flood, wind, ice). How is the park system going to notify people at the park that something is happening if they are blind or hearing impaired? Some ideas could include a flashing light for hearing impaired, a loudspeaker and clear messaging to get people to safety.
- For some in the Latinx community, they don't consider hiking as something to do. The trail areas do not feel welcoming, there are concerns there may not be any phone reception, and the signs are only in English and English units (miles only, instead of miles plus kilometers).
- Many families enjoy picnic shelters and large gatherings in the parks; however, the fees that are added are often intimidating, such as a pinata fee. Re-branding fees as clean-up fees is a better direction.
- There are Hispanic business owners who would like to opportunities to provide pop-up vendors booths at games and events to sell their food or commercial goods. The process to get a permit or who to contact is challenging. Opportunities could be shared with community members to participate at events besides the Farmer's Market.
- Consider paying community members as consultants for advice for development and design. A list of vendors to assist could be developed, and then continue to add folks to the list. If this approach is used, consider what kind of insurance or licensing might be needed. Get help from community-based groups to build up the roster or list.

### Age groups or communities needing more focus

- Provide opportunities for a wide range of users that are inter-generational and inter-cultural, so the design does not silo people by age.
- Restrooms should be gender-inclusive and not binary. Gender specific bathrooms are not good for the LBGTQ community.
- Restrooms with baby changing stations should always be provided.

### Other barriers to address

- Not everyone knows what is available.
- Make sure communications are provided in the top languages, such as Russian, Vietnamese and Pacific Island languages.
- Schools are trusted resources, use trusted community-based organizations to build trust for both culture and community.
- If tapping into local residents as support for outreach or translations, do not expect them to do this for free. Provide a fee for the service; compensate people for the experience they bring to the community.

- The association for blind athletes a great resource. The athletes have provided tandem bike rides for individuals who would otherwise never get to have the experience of riding a bicycle. The program is run by a person who is low vision. They have also conducted hikes and kayak/paddleboard experiences.
- Larger parks are well advertised. More information is needed to help people be aware of all of the parks. A key or legend of what is available at each location and other information would also be helpful.
- There is wonderful new signage in Vancouver for the Waterfront park. There is little signage for neighborhood parks.
- In terms of access to parks, there is a lack of sidewalks to get to a park to walk or roll, and many are not located near public transit etc.
- The Community Development Block Grant (CDBG) can help with funding to build or improve sidewalks in low-income neighborhoods.

### Future Investments

- Add interpretive cultural and historical information to the parks or trails to honor local heritage. Highlight tribal history. This information can draw people into a park, and it helps teach kids. This is very important to tribal members. Provide signage in a blind/deaf-friendly way.
- Expand access for transportation. A shuttle bus could be considered to get people to Vancouver Lake, Frenchman's Bar or other regional parks.
- The Hispanic Chamber of Commerce has clients that would like an opportunity to set up a booth for soccer or other events. Is there a way to help provide support or do something in the future? For example, during a Sunday league championship there are clients who would like to set up a booth for a couple of hours. This is common in the communities where they used to live.
- The COVID pandemic has left us to reimagine what life could be like in the future. For the aging community we are considering how future of programming might need to look different. If recreation programs and senior centers were the only socializing people utilized before the pandemic, how are they doing now? What can we do to make it better?
- The old papermill sight could be used for a venue that might provide indoor and outdoor amenities. Expand the site to provide a great variety of opportunities that brings the whole community together. The old Torpedo Factory in Alexandria, VA was repurposed as an Arts Center, this could provide some ideas.

- If there was a web page that would provide more history, please include video with captions.

Elements to prioritize to advance diversity, equity and inclusion in the park and open space system

- Hire diverse staff and appoint diverse commissions/advisory boards. Provide support, such as a stipend, childcare, free parking, transportation if needed, etc. Don't make it a burden.
- Make sure to provide communication access for any kind of meetings, such as live captioning. This includes having back up plans in place.
- Make sure you provide the opportunity and hear from the voices of diverse individuals. Talk to the people who are experiencing challenges.
- Go beyond just the requirements for ADA per code. We can all do much better and make our parks and recreation spaces accessible for all.

#### Other Feedback (emailed response)

From Yasmina Aknin, Clark County Chronic Disease Prevention Team Input

**A wide array of amenities exists today—from sport fields and courts, to aquatics, to walking/running trails, to playgrounds, to lake and river water access. What recreation opportunities are missing or should be improved to meet the needs of the group(s) you regularly work with and/or support? For example, what is missing and needs to be addressed.**

- More public pools needed
- Extend and expand paved trails for multi-use (example: extend Round Lake pavement)
- Ensure and expand recreation equipment for children living with disabilities
- Improve lighting and other safety features to existing trails (i.e., Burnt Bridge Trail)
- Add more parks (even small ones) or nature spaces in low-income areas
- Add pump station/repair station near recreation water areas for paddle boarders
- Ensure all parks have picnic/gathering places (ideally near play structures, etc.)
- Ensure access to clean bathrooms at all parks, even small ones or porta-potty service during Summer



### **At recreation centers:**

- Affordable childcare services on a regular basis/schedule
- Breastfeeding/breast-pumping clean, safe spaces and/or family “rooms” for changing diapers/ breastfeeding
- Information about parks/park amenities in different languages
- Bilingual staff
- Grants for children’s memberships
- Add a private shower section for respect to some cultures/families

### **What age groups or communities need more focus in general?**

- Community members that don’t speak English
- People with disabilities (including youth)
- Seniors
- Low-income communities
- BIPOC
- Teens (offer varied sport opportunities at parks—pickle ball, tennis, skateboarding, etc.)
- New moms/parents (fitness classes/support groups like lactation support, post-partum blues, play groups)

### **Jump forward 5 years and imagine Vancouver and Camas in 2026. Please share your vision for one stand-out project/amenity to be completed or initiative started to improve access to the park and recreation system.**

- **Big Dream:** add at least two recreation centers in priority areas (low-income areas) with full amenities that are welcoming to all.
- **Realistic Dream #1:** Make Burnt Creek Trail more inviting with enhanced safety features, improved signage in multi-language (graffiti free) and other improvements to increase use/value to community.
- **Realistic Dream #2:** Add water fixture and restroom to the Evergreen Park on the Fourth Plain corridor/add camera surveillance system.

**What, if any, barriers do you see or face in accessing either city's park and recreation systems? (e.g., physical access, safety, cultural concerns, communications/information)**

- Reduce parking fees
- Make recreation memberships more accessible via multi-lingual applications, promotional materials, diverse staff, etc.
- Some community members may not feel welcome, work to make recreation systems/parks more inviting to diverse cultures/BIPOC communities
- Language/multiple language spoken and offered
- Increase connectivity of trails/transportation systems
- Increase access to off-leash dog parks with walking areas
- Multi-use areas (i.e., play structures next to soccer areas, etc.)

**How would you suggest increasing awareness about parks, trails or recreation programs within your community?**

- Promote recreation opportunities in multiple languages
- Host Open Houses with multi-cultural activities (pinata-making, etc.)
- “If You Build It, They Will Come” (Washington County does a great job of building inviting spaces and collaborating with schools/youth programs to promote them)
- Create culturally specific trail groups so community members feel safer exploring new trails/being out in nature (i.e., not alone)
- Host walking events for older adults (partner with senior centers/AAA/independent living centers)
- Host day trips to fun places/trails, rivers in our county i.e., Salmon related activities, nature conservancy related, etc. select days for different language hosts/guides

**What should the City of Vancouver and the City of Camas prioritize in order to advance diversity, equity and inclusion in its parks and facilities?**

- There are significant language barriers. More bilingual staff and multi-lingual signage, promotional materials and forms in multiple language needed at recreation facilities/centers. Translated signs on trails.
- Increase safety—lighting, visibility (open-spaces).
- Add parks/recreation areas in areas of density that are easily accessibility.
- Reduce barriers to accessing fee-based programs, streamline application processes and eligibility for paid programming.
- Promote services in diverse areas.

**What contribution or collaboration can you or your organization bring to the advancement of inclusion in either city's park system?**

- CCPH shares the vision of encouraging people being active (indoor and outdoors) and could assist with community engagement.



## Stakeholder Discussion Notes

### Monday, September 20, 2021

### Group Focus: Public School Partnerships

#### Attending:

#### Vancouver Public School District

- AJ Panter, Director of Facilities, Transportation and Community Services
- Nicole Daltoso, Facilities Planning Manager

#### Parks, Recreation & Cultural Services:

- David Perlick, Interim Director and Recreation Program Manager
- Monica Tubberville, Senior Planner
- Laura Hoggatt, Planner

#### Overview of Comprehensive Plan and process

Vancouver Parks, Recreation & Cultural Services department is seeking public input to update its comprehensive plan. The theme of the plan update is “Essential Spaces” to reflect the important role parks, trails, natural areas and art have on the physical, mental and economic health of the community. Outreach has included an online survey, in-person outreach at various locations, various communications through email and social media, presentations and stakeholder discussions.

Information collected from the various methods of public input will help shape updates to the Parks, Recreation & Cultural Services Comprehensive Plan.

The plan will set goals and identify specific projects for the city’s parks, recreational lands, and cultural services for the next six to 10 years. The comprehensive plan will provide eligibility for state and federal grants and is a requirement of the Growth Management Act.

## Group Discussion

### 1 Collaboration: Current conditions and opportunities for improvements.

Nicole Daltoso stepped into the Facilities Planning Manager role in 2019. AJ Panter has been with Vancouver Public Schools for over 20 years. His responsibilities expanded in 2019 and he is now the Director of Facilities, Transportation and Community Services.

There are multiple school sites with adjoining public parks and collaborative agreements that have existed for several years. Just a few of these sites include Bagley Community Park that is adjacent to Eleanor Roosevelt Elementary: Harney, Lieser, Washington and Peter S. Ogden School Neighborhood Parks.

While the agreements exist, it was acknowledged by both Vancouver Public School (VPSD) staff and Vancouver Parks, Recreation & Cultural Services (VPRCS) staff that the agreements should be reviewed, improved and updated. Thereafter, periodic review would be helpful to verify that all parties understand the responsibilities of each entity. Regular meetings would help to keep the line of communication open so that everyone has a clear understanding of any changes that may occur moving forward.

Current collaboration between VPSD and VPRCS is good. In terms of maintenance and other problems that may arise, there are challenges in some neighborhood park locations with staff not having a clear path of communication for who does what at each property. Improved synergy to communicate who does what and why would be helpful. It would be helpful to educate maintenance crews on each of the agreements as well. Staff changes contribute to internal disconnects for both entities.

When asked; "What would help you in the communication challenges?" VPSD stated that maintenance and operations staff need to connect with the correct point of contact. A current list of contacts should include VPRCS, utilities, transportation, public works staff etc. It is important to build and sustain relationships to keep the lines of communication open. One example of a recent challenge is the Vancouver School of Arts and Academics site that is adjacent to Shumway Park. VPSD answered similar questions that were asked by multiple contacts from the city, including the hired consultant for the park development update. The process became confusing and challenging. A coordinated effort and method for transitions would improve process efficiencies.

Quarterly meetings with maintenance staff reps would be beneficial. Updating agreements would be ideal opportunity to start building relationships. Updated GIS maps would help to support agreements and reduce assumptions.

**2 We know that the population continues to grow at a quick pace in the region (+17.25% from 2010 to 2020).**

**Are there ways the school park agreements might be different in the future due to the need for expansion of school facilities?**

The primary focus for VPSD has been to complete the items promised to voters within the current bond measure. It is difficult to know what may be needed over the next ten years or when the next bond measure might take place. Building expansion includes two story designs to maximize space and reduce the footprint of buildings and thereby preserve green spaces. Current projects are located on the VPSD website at: <https://vansd.org/reschools/>.

Lieser School Park is adjacent to the current Lieser Elementary School and is one example of a current bond measure project. The Lieser campus programs that serve students in kindergarten through 12th grade, will move to the former site of Marshall Elementary, on MacArthur Boulevard. Moving is expected to take place over winter break 2021. The former Marshall building is being updated and will be renamed Heights Campus. The Early Childhood Evaluation Center will move to the former site of one of McLoughlin Middle School's pods. The pod is being renovated. Staff will move in this winter.

The Lieser Elementary School property has been sold to the Vancouver Housing Authority. It is uncertain at this time what the final plan will look like or what amenities will remain. Vancouver Parks and Recreation staff have been involved in the conversations about the sale and new owner of the property that includes the public park area that was previously owned by Vancouver Public Schools.

**3 Are there other ways the school district and the City of Vancouver could contribute or collaborate to improve the parks, recreation, open space, trails and cultural services system in the future?**

Regular meetings to review the current agreements, upcoming projects or changes will improve the collaborative partnership. It would also be helpful for the planning team of both VPSD and VPRCS to meet on a regular basis to discuss projects and plans for property acquisitions that would provide an efficient use of public funds. As the population density increases it is harder to find land for parks and schools. The collaborative partnership could help both entities meet their goals to serve the public.



**4 Thank you for contributing to the conversation about public access to school playgrounds and field areas. Do you have anything else you would like to add to the conversation about adding outdoor areas to the Level of Service review for public access to parks and trails within the City of Vancouver boundaries?**

The Vancouver Public School District staff agree with the analysis for the Level of Service to support the goals of the Vancouver Parks, Recreation & Cultural Services comprehensive plan update. While the school properties are public, it is important to assure the safety of students. Many of the areas are pre-programmed as identified within the Level of Service analysis. Pre-K areas are excluded from public access with fenced in courtyards. VPSD has a desire to make the schools available outside of school hours. Signs are posted to VPSD after school access may improve with the new school rebuilds.

**5 How could we be more innovative in the dense urban setting to maximize existing and future assets, as well as funding sources to provide parks, trails, and open spaces?**

VPSD is motivated to collaborate with other agencies. It is also important to be transparent and make these partnerships visible to the community. Partnership opportunities could include coordinated land acquisition planning and built resources for cost efficiencies.

There are also opportunities for indoor school facility use partnerships for Parks and Rec youth programs. It would be important to identify buildings that are underutilized to make better use of buildings for indoor activities. There are currently some outdoor summer park partnerships. It would be helpful to coordinate programming earlier so the school district is aware of Parks and Recreation program needs. This could help prioritize some of the subsidized programming on a regular seasonal basis. It is notable that a fair allocation to multiple community programs is important.

The need for indoor gym and restroom use has been integrated into newer designs so that the community can have access to these amenities and keep the rest of the building secure after hours.

**6 Jump forward 10 years and imagine Vancouver in 2032. Please share your vision for one stand-out project that is completed or initiated to improve access to the park, open space and trail system.**

Communication and building relationships are primary. There have been many challenges currently and in the last 18 months due to the pandemic. VPSD plans to wrap up bond construction. Future visioning: VPSD and VPRCS will work together to identify potential acquisition partnerships and combine funds when possible to help achieve goals and meet the needs of the community.

**7 What, if any, are the barriers you see or face in accessing the city's park system? (Internal discussion—where are these located?) (e.g., physical access, safety, cultural concerns, communications/information)**

Safe routes to schools and parks are important. There is a lack of sidewalks, crossings and bike lanes for safe alternative transportation access to many of the school sites.

**8 What are you doing as a school district to help improve diversity, equity and inclusion?**

Diversity Equity and Inclusion has been in the forefront of VPSD building details and space design. For example, more sensory improvements, nature play, etc. More accessible wheelchair access, supportive play equipment like ADA swings, universal accessibility in rebuilds, and more.

## Stakeholder Discussion Notes

### Tuesday, September 28, 2021

### Group Focus: Public School Partnerships

#### Attending:

Evergreen Public School District

- Susan Steinbrenner, Executive Director of Facilities
- Scott Eppinger, Operations
- Gail Spolar, Communications (PRAC liaison)

Parks, Recreation & Cultural Services:

- Monica Tubberville, Senior Planner
- Laura Hoggatt, Planner

#### Overview of Comprehensive Plan and process

Vancouver Parks, Recreation & Cultural Services department is seeking public input to update its comprehensive plan. The theme of the plan update is “Essential Spaces” to reflect the important role parks, trails, natural areas and art have on the physical, mental and economic health of the community. Outreach has included an online survey, in-person outreach at various locations, various communications through email and social media, presentations and stakeholder discussions.

Information collected from the various methods of public input will help shape updates to the Parks, Recreation & Cultural Services Comprehensive Plan.

The plan will set goals and identify specific projects for the city’s parks, recreational lands, and cultural services for the next six to 10 years. The comprehensive plan will provide eligibility for state and federal grants and is a requirement of the Growth Management Act.



## Group Discussion

### 1 **Collaboration: Current conditions and opportunities for improvements.**

The Evergreen School District is comprised of 54 square miles. The district serves portions of the Vancouver, Camas and Clark County. There are multiple school sites with adjoining public parks and collaborative agreements that have existed for several years. Example sites within the Vancouver Parks and Recreation area include: Fisher Basin, Burnt Bridge Creek School Park, Ellsworth School Park, Endeavour School Park and Marrion School Park.

While the agreements exist, it was acknowledged by both Evergreen Public School District (EPSD) staff and Vancouver Parks, Recreation & Cultural Services (VPRCS) staff that the agreements and co-location of parks and schools should be reviewed, improved and updated. Overall current collaboration between EPSD and VPRCS is good.

#### **Additional collaboration includes:**

- VPRCS was involved in the design of new schools such as Marrion and Image.
- A recent agreement was implemented to help with overflow parking at Nikkei to maximize public benefits.
- The Youth Opportunity Pass (YOP) program in partnership with C-Tran provides middle and high school students unlimited access to C-TRAN local service from September 1 through August 31. In addition, enrolled students are also eligible for free access to Firstenburg and Marshall community centers during non-school hours.
- The Recreation Summer programs are using facilities in conjunction with Share.
- There are other opportunities moving forward with specialty schools for more programs and in-door programming.
- Need to look at shared parking at Firstenburg and Haagen. Building rentals at a discounted rate as a non-profit? Limited opportunities for indoor uses during Covid, cut tried to provide facilities for childcare.
- Club Wednesday is a partnership program between EPSD and the Vancouver Parks Firstenburg Center. Once a month, EPSD middle school students have a free activity option on the districtwide monthly early release that usually occurs on the third Wednesday of each month. Club Wednesday and other after school programs also shared some support staff.

## 2 We know that the population continues to grow at a quick pace in the region (+17.25% from 2010 to 2020).

Are there ways the school park agreements might be different in the future due to the need for expansion of school facilities?

In 2018, voters approved a bond measure to replace five elementary schools, construct a new elementary school, replace WY 'east Middle School, replace Mountain View High School, add to Heritage High School, replace alternative schools, including Legacy, 49th Street Academy and the Transition program. A new district office was also included in the approved bond.

While growth may be projected for the City of Vancouver and Clark County, EPSD enrollment has declined in part due to COVID, and delayed birth rates of millennials. EPSD continues to work toward completing the projects promised to voters within the bond measure. There is potential for shared maintenance opportunities in the future between EPSD and VPRCS.

### Other points of discussion:

- Ridgefield and SeaTac area are examples where the schools and parks came together for YAF funding through the State of Washington Recreation and Conservation Office (RCO) to expand youth sport facilities.
- Tennis courts need replacement. There is potential to stripe courts for co-sharing with Pickleball.
- There is a population shift in baby boomers with increased demand by seniors. Intergenerational day care, after school programs and mentoring are potential ways to engage seniors as volunteers with the schools and recreation programs. Explore additional ideas for intergenerational connection.
- It would be helpful to track demographics of parks and recreation users.
- Career centers are recruiting from high schools. Several high school students are working at the recreation centers during the summer months.

## 3 Are there other ways the school district and the City of Vancouver could contribute or collaborate to improve the parks, recreation, open space, trails and cultural services system in the future?

Conduct regular meetings to review the current agreements, upcoming projects or changes will improve the collaborative

partnership. It would also be helpful for the planning team of both EPSD and VPRCS to meet on a regular basis to discuss projects and plans for property acquisitions that would provide an efficient use of public funds. As the population density increases it is harder to find land for parks and schools. The collaborative partnership could help both entities meet their goals to serve the public.

Additional topics of discussion:

- Explore opportunities to share consultants for projects such as nature play or accessible play.
- Partnership potential for field trips to North Image and leverage opportunities at Fenton for environmental education.
- Explore ways to improve communications and timing for decision making that might involve both the school district and Vancouver Parks, Recreation & Cultural Services.
- There is potential to consider and include curriculum in the park design to expand STEM opportunities. An example is the Fenton property and the environmental qualities of the property.

- 4 Thank you for contributing to the conversation about public access to school playgrounds and field areas. Do you have anything else you would like to add to the conversation about adding outdoor areas to the Level of Service review for public access to parks and trails within the City of Vancouver boundaries?

The Evergreen Public School District staff agree with the analysis for the Level of Service to support the goals of the Vancouver Parks, Recreation & Cultural Services comprehensive plan update. While the school properties are public, it is important to assure the safety of students. Many of the areas are pre-programmed as identified within the Level of Service analysis.

EPSD took the analysis to the school board for review. Their only concern was to make sure school priority use understood. Signs may be needed for notification of when school grounds are open. Availability is unique for each site.



**5** How could we be more innovative in the dense urban setting to maximize existing and future assets, as well as funding sources to provide parks, trails, and open spaces?

EPSD is interested in collaborating when possible. Partnership opportunities could include coordinated land acquisition planning and built resources for cost efficiencies.

There are also opportunities for indoor school facility use partnerships for Parks and Rec youth programs. There are currently some outdoor summer park partnerships. Some of the discussion points included:

- Share funding opportunities when possible.
- Increase nature play in park designs and development.
- More choices on the playground need to be available to serve varying abilities and ages.
- Consider multigenerational design.

**6** What should Vancouver prioritize in the next 10 years for acquisition and development within the parks, recreation, trails and open spaces system?

- Continue the work to identify gaps in service areas for where parks are needed.
- The new Diversity, Equity and Inclusion matrix to identify areas of vulnerable populations is important in the planning process.

**7** Jump forward 10 years and imagine Vancouver in 2032. Please share your vision for one stand-out project that is completed or initiated to improve access to the park, open space and trail system.

For ESPD the past year has been challenging due to the pandemic. Completing bond levy approved projects through the construction process is priority.

Continue to build communication and relationships. Work together and combine funding when possible to achieve goals and meet the needs of the community.

- 8 What, if any, are the barriers you see or face in accessing the city's park system? (Internal discussion—where are these located?) (e.g., physical access, safety, cultural concerns, communications/information Safe routes to School: Expanding consideration to sidewalks and crossings. EPSD currently focuses on busing more students rather than focus on safe walking routes to schools. Funding and resource limits at EPSD on this. Replacing 11 of 40 sites so they have improved on-site sidewalks.
- 9 What are you doing as a school district to help improve diversity, equity and inclusion?

Staff are participating in workshops on how to translate policy into three-dimensional space. In review EPSD is asking: What makes people feel welcome and on making sure they get it right? Two recent projects partnered with a native owned firm and expanded STEM programs to assure more diverse student participation. School districts are working with the students themselves and providing opportunities for them to learn more about expanded employment trades.

- 10 Is there anything else that the comprehensive plan should address that we haven't discussed already?

Consider ways to educate students and families on how they can use a park adjacent to the school and help students and families identify park locations. Raising awareness of sites with signage for park-sheds, distribution of park and trails maps in multiple languages.

Thank you for this opportunity to discuss current and potential partnership opportunities.

Appendix

D

## APPENDIX D: PARTNERSHIPS



## APPENDIX D: PARTNERSHIPS

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This plan includes a series of general and category-specific goals, objectives and policies that emphasize the need for partnerships and interagency coordination. These include intergovernmental, interdepartmental, educational, public/private, and bi-state partnership activities.

These kinds of partnerships continue to be essential to meeting the needs of the park, recreation and natural area system. They also allow VPRCS to share financial, acquisition, planning management, development, knowledgesharing, and community involvement responsibilities with other agencies and the community at large.

This appendix documents some of the existing partnerships employed by Vancouver Parks, Recreation & Cultural Services.

### Neighborhood and Community Parks

VPRCS, Clark County and local school districts are the most significant providers of neighborhood and community park land within the city and Vancouver UGA. Currently, the department partners with school districts and individual schools to co-locate some neighborhood park facilities and realize cost efficiencies for land acquisition and maintenance. This strategy should be continued to close service gaps in the future where public access can be provided during school hours of operation.

### Natural Areas

There are several potential partners in the private, public, and non-profit sectors that could help in the effort to preserve and manage expansive and diminishing natural areas in the planning area, helping to defray costs and meet acquisition goals. Other city departments, Washington Department of Fish and Wildlife and the Washington Trails Association may be interested in joint acquisition, management or improvement of properties that include critical areas, stream corridors, floodplains or the Columbia River lowlands.

### Trails and Greenways

Partnerships with other public agencies and user groups on both sides of the Columbia River will become increasingly significant to provide an interconnected trail system. Working with other municipalities to link major community facilities via trails will help to implement the trails plan. Working with private and non-profit trail organizations in the community and region is also important to trail development and maintenance. These partnerships are a crucial piece of realizing this vision.

### Special Areas and Facilities

Given that most special facilities within the planning area are owned by other providers, there are several opportunities for partnerships that could support maintenance and operations. In many cases, these partners are environmentally or historically oriented, providing swimming holes, fish hatcheries, or historic sites for public use. Schools and private providers also present opportunities for partnerships, as these providers often need to develop special facilities like sports complexes or community buildings to accommodate their user groups.

### Sports Fields

Clearly, other providers in Vancouver and throughout the county do a large part to boost the region's total supply of ball fields. Continued partnerships with schools, other municipalities, and private groups will be a major component of any future strategy to ensure the development of sufficient fields to accommodate future adult and youth play.

### Community Centers

Partnerships with other providers including cities, and public and private organizations could help to meet future community center need. For example, partnerships with schools could allow the construction of community schools, or schools which serve as both public, community gathering, and educational facilities.

### Gymnasiums

Schools are the most obvious potential partner for gymnasiums. Partnerships with local schools could allow the development of joint use agreements to provide space for Department programming.

### Off Leash Areas

There is clear potential for VPRCS community partnerships for off-leash areas. Community members with a strong interest in off-leash areas and dog issues could be engaged to develop and maintain dog parks in the future, as well as organized advocacy groups like DOGPAW.

### Pools

Joint use agreements with other providers in the planning area could allow the Department to use other providers' facilities for overflow programming. Likewise, these facilities could be used to accommodate temporary pool needs.

### Skate Parks

The private sector provides a natural opportunity for partnership. Local skate shops could be involved in skate park design, funding, construction, programming and maintenance. Schools could also serve as valuable partners.

## Existing Partnerships

Partnerships foster collaboration across interests, industries and communities. Existing partnerships have contributed significantly to the success of the VPRCS system and the department continues to seek out new partnership opportunities in Vancouver, throughout the region and beyond.

## Partnership Types

The City of Vancouver employs varying types of partnerships including:

- Monetary, land, and in-kind donations
- Bargain sales
- Grant programs
- Master planning and design
- Recreation activities
- Clean-up and stewardship
- Research and monitoring
- Habitat restoration/enhancement
- Trail building
- Community Involvement & education
- Operations & maintenance

## Partnership Categories

The Vancouver Parks, Recreation & Cultural Services department partners with a variety of agencies and groups, including:

- Federal agencies
- State agencies
- Cities and towns
- Port districts
- Schools & Colleges
- Local government agencies & departments
- Public utilities
- Non-profit agencies
- Private-sector business
- Neighborhood groups
- Individual citizens
- Conservation Districts
- Special Interest Groups
- Other



## Agency Partners

A partial list of specific agencies, organizations and programs that are now or have been involved in partnerships with the city, including the following:

### State & Federal Agencies

AmeriCorps/Washington Service Corps

Department of Community Trade and Economic Development

Early Childhood Education and Assistance Program

Environmental Enhancement Group (EEG)

Federal Aviation Administration

Governor's Salmon Recovery Office

Lower Columbia Fish Recovery Board (LCRFB)

National Historic Reserve

Natural Resource Conservation Service

North American Wetlands Conservation Act (NAWCA)

U.S. Fish and Wildlife Service (USFWS)

Office of the Superintendent of Public Instruction, Child Nutrition Services

Southwest Washington Trail Riders Association

State of Washington for Motorcycle Program

United States Department of Agriculture, Child and Adult Care Food Program

United States Department of Agriculture, Summer Food Service Program

United States Department of Fish and Wildlife

United State Army Corps of Engineers

United States Forest Service

United States National Park Service

Washington State Department  
of Fish and Wildlife (WDFW)  
Washington State Department of Health  
Washington State Department  
of Natural Resources (DNR)  
Washington State Department of Natural Resources  
(Aquatic Lands Enhancement Account  
[ALEA] Program)  
Washington State Parks  
Washington State Recreation and  
Conservation Office (RCO)  
Washington State Salmon  
Recovery Funding Board (SRFB)  
Washington Wildlife and Recreation  
Program (WWRP)  
Wetlands Reserve Program (WRP)

### **Cities & Towns**

City of Battle Ground  
City of Camas  
City of La Center  
City of Portland  
City of Ridgefield  
City of Washougal  
City of Yacolt

### **Port Districts**

Port of Vancouver  
Port of Camas-Washougal  
Port of Ridgefield

### **School Districts & Colleges**

Education Service District (ESD) 112  
Evergreen Public Schools  
Vancouver Public Schools  
Clark College  
Clark County Home Educators  
Private Schools  
Washington State School for the Blind  
Washington State School for the Deaf  
Washington State University Vancouver

### **Local Government Agencies & Departments**

City of Vancouver, Community Economic Development  
City of Vancouver, Economic Prosperity and Housing  
City of Vancouver Fire Department  
City of Vancouver, Foster Grandparent Program  
City of Vancouver, Grounds Maintenance/  
Operations  
City of Vancouver, Human Resource Department  
City of Vancouver, Office of Neighborhoods  
City of Vancouver, Police Department  
City of Vancouver Public Works  
City of Vancouver, Retired and  
Senior Volunteer Program  
City of Vancouver, Water Resources  
Education Center (WREC)  
Clark County  
Clark County Community Development  
Clark County Community Services  
Clark County Community Planning  
Clark County Geographic Information Services (GIS)  
Clark County Public Health  
Clark County Public Works  
Clark County Watershed Stewards  
Clark County Water Quality  
Columbia Springs Environmental Education Center  
Vancouver Housing Authority

### **Public Utilities**

Bonneville Power Administration  
City of Vancouver  
Clark Public Utilities

### **Non-Profit Groups and Agencies**

Adult Day Center/Columbia River Mental  
Health Services  
Americans Building Communities  
Boy/Girl Scouts  
Boys and Girls Club of  
Southwest Washington Churches  
City of Vancouver Chamber of Commerce



Clark Conservation District  
Clark County Food Bank  
Clark County Historical Society  
Clark-Skamania Flyfishers  
Columbia Land Trust (CLT)  
Columbia Play Project  
Columbia Springs  
Community Foundation of Southwest Washington  
Confluence Project  
Downtown Rotary Club  
Ducks Unlimited  
East Vancouver Rotary Club  
Educational Service District 112 (ESD 112)  
Fish First  
Friends of Trees  
Fourth Plain Forward  
Harmony Sports Association  
Harper's Playground  
Historic Trust Vancouver  
Hough Foundation  
Human Services Council  
Humane Society of Southwest Washington  
International Society of Arboriculture, PNW Chapter  
Intertwine Alliance  
Metro of Greater Portland  
National Arbor Day Foundation Northwest National  
Recreation & Parks Association (NRPA) Nonprofit  
Network  
Oregon Recreation & Park Association (ORPA) Parks  
Foundation of Clark County  
Police Activity League  
Red Cross  
Salvation Army  
Share Vancouver  
Southwest Washington Medical Center Foundation  
Special Olympics  
Stop Hunger Warehouse  
Southwest Washington Independent  
Ford Thrust (SWIFT)

USPTA (United States Professional Tennis Association)  
USTA (United States Tennis Association)  
Vancouver Audubon Society  
Vancouver Rotary Foundation  
Vancouver Tennis Center Foundation  
Washington Trails Association (WTA)  
Watershed Alliance of SW Washington  
Washington Recreation & Parks Association (WRPA)  
Youth & Family Alliance

### Private Sector Businesses

Air Academy  
American Sani-can  
Active Network  
Albertsons  
Bi-Mart  
Bleu Door Bakery  
Brad's Septic Service  
Brightview Landscape LLC  
Burgerville USA  
Columbia Cascade  
Council for the Homeless  
Country Financial  
Epact  
First Independent Bank  
Fred Meyer  
H.B. Fuller Corporation  
Habitat Partners  
Harpo Credit Union  
Hilton Vancouver  
Hispanic Chamber of Commerce Vancouver  
Holt Homes International  
IQ Credit Union  
Lasko Printing  
McDonalds  
Mountain View Ice Arena  
NIKE  
Northwest Health and Safety Inc.  
Northwest Sports Photography  
NW Staffing

PacifiCorp Parent Teachers Association  
Pacific Talent  
Play It Again Sports  
Riverview Community Bank  
Round Table Pizza  
Safeway Sports Medicine and Rehab Clinic  
State Farm Insurance  
Southwest Washington Medical Center  
Sysco Food Services  
Texaco  
The Columbian  
Vancouver Family Magazine  
Vancouver Girls Softball Association  
Vancouver Mall  
Vancouver Downtown Association  
Vancouver Wildlife League  
Vancouver/Portland Rowing Club  
Wager Audio  
Waste Connections  
West Coast Bank

### Interest Groups

All Weather Walkers Volkssport Club  
Amateur Softball Association  
American Legion Auxiliary  
Children's Alliance of Washington  
Dog Owners for Greater Park Access  
in Washington (DOGPAW)  
Evergreen Basketball Association Evergreen  
Officials Association  
Fort Vancouver Little League  
Fort Vancouver National Historical Site—  
National Park Service  
Fort Vancouver Regional Library  
Fruit Valley Foundation  
Honor Ambassadors  
Neighborhood Associations  
Portland Kayak & Canoe Team  
Spare Tire Bunch  
Sports Officials Services, Inc.

St. Joe's Swim Club (Use of Marshall Pool)  
United Way  
Vancouver Bike Club  
Vancouver Downtown Association  
Vancouver National Historic Reserve Trust  
Vancouver Police Activities League  
Vancouver Softball Association  
Vancouver Swim Club  
Vancouver USA Regional Tourism Office  
Vancouver West Soccer Club  
Volleyball Board of Officials  
Washington Amateur Softball Association  
Youth Initiative

Appendix

**E**

## APPENDIX E: FUNDING PROGRAMS

## APPENDIX E: FUNDING PROGRAMS

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### Federal & State Funding Programs

#### RCO Grant Programs—

##### Washington State Recreation and Conservation Office

The Recreation and Conservation Office (RCO) was created in 1964 as part of the Marine Recreation Land Act (Initiative 215). The RCO grants money to state and local agencies, generally on a matching basis, to acquire, develop and enhance wildlife habitat and outdoor recreation properties. Some money is also distributed for planning grants. RCO grant programs utilize funds from various sources. Historically, these have included the federal Land and Water Conservation Fund, state bonds, Initiative 215 monies (derived from unreclaimed marine fuel taxes), off-road vehicle funds, Youth Athletic Facilities Account and the Washington Wildlife and Recreation Program. (A separate summary has been prepared for the WWRP.)

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

RCO is a state office that allocates funds to local and state agencies for the acquisition and development of wildlife habitat and outdoor recreation properties. Funding sources managed by RCO include the Washington Wildlife and Recreation Program (WWRP). WWRP is divided into Habitat Conservation and Outdoor Recreation Accounts, and further divided into several project categories. Cities, counties and other local sponsors may apply for funding in urban wildlife habitat, local parks, trails and water access categories. Certain state agencies may also apply for funding in natural areas, critical habitat and state parks categories. Funds for local agencies are awarded on a matching basis. Grant applications are evaluated in odd-numbered years. The State Legislature must authorize funding for the WWRP project lists.

#### Aquatic Lands Enhancement Account (ALEA)—

##### WA Department of Natural Resources

This program provides matching grants to state and local agencies to protect and enhance salmon habitat and to provide public access and recreation opportunities on aquatic lands. In 1998, DNR refocused the ALEA program to emphasize salmon habitat preservation and enhancement. However, the program is still open to traditional water access proposals. Any project must be located on navigable portions of waterways. ALEA funds are derived from the leasing of state-owned aquatic lands and from the sale of harvest rights for shellfish and other aquatic resources. ALEA is administered by RCO.



**Salmon Habitat Recovery Grants—  
WA Salmon Recovery Funding Board (SRFB)/  
Lower Columbia Fish Recovery Board (LCRFB)**

The Washington State Legislature established the Salmon Recovery Funding Board in 1999 to help support salmon recovery in Washington State. The SRFB provides grant funding to local, state, and private individuals and organizations for habitat protection and restoration projects and activities that produce sustainable and measurable benefits to fish. Grants are submitted through local and regional “lead entities,” where those have been established in the state. The Lower Columbia Fish Recovery Board serves as the lead entity for the lower Columbia region, including Clark County.

**Wetlands Reserve Program (WRP)—  
Natural Resources Conservation Service (NRCS)**

The WRP provides landowners the opportunity to preserve, enhance and restore wetlands and associated uplands. The program is voluntary and provides three enrollment options: permanent easements, 30-year easements and 10-year restoration cost-share agreements. In all cases, landowners retain the underlying ownership in the property and management responsibility. Land uses may be allowed that are compatible with the program goal of protecting and restoring the wetlands and associated uplands. The NRCS manages the program and may provide technical assistance.

**Water Resources Development Act (WRDA)  
Environmental Restoration Programs and Authorities—  
U.S. Army Corps of Engineers**

The U.S. Army Corps of Engineers provides funds for environmental and/or ecosystem restoration projects under provisions of the Water Resources Development Act (WRDA), as amended. Section 306 of the WRDA of 1990 specifically authorizes environmental restoration as one of the primary missions of the Corps. Environmental and/or ecosystem restoration projects are intended to “improve the condition of a disturbed ecosystem, including its plant and animal communities, or portions thereof, to some prior ecological condition.” Various authorities and programs are established for these purposes. These include General Investigation Studies and “Continuing Authorities” under Sections 206 ('96), 1135 ('86), and 204 ('92) of the WRDA. Generally, projects require the support of a local sponsoring organization and some level of cost sharing is required. The federal share on Continuing Authorities may range as high as \$5 million. For General Investigations there is no per project cost limit.

**Conservation Reserve Program (CRP)  
United States Department of Agriculture—  
Farm Service Agency**

The Conservation Reserve Program provides annual rental payments and cost-share assistance to help preserve and enhance sensitive habitat areas on qualifying agricultural lands. The program, established in 1986, is voluntary. Lands enrolled in the CRP must be used for riparian buffers, filter strips, shallow water areas for wildlife, or other uses that provide beneficial habitat values. Landowners enter into agreements that last 10 to 15 years. Unlike the 1998 CREP, the CRP is not limited to stream areas that support salmon runs listed under the federal Endangered Species Act.

**Washington Conservation Reserve Enhancement Program (CREP)—  
US Department of Agriculture—Farm Service Agency/  
Natural Resources Conservation Service (NRCS)/  
Clark County Conservation District**

This program is a federal/state partnership, authorized in 1998, that involves the retirement of farmland for conservation purposes. Washington CREP focuses on the preservation and restoration of riparian habitat that supports salmon listed under the Endangered Species Act. This voluntary program provides financial incentives to farmers and ranchers to remove lands from agricultural production. Eligible landowners enter into agreements for periods of 10 to 15 years. Landowners receive an annual rental payment and cost-sharing is available for habitat enhancements. The federal Farm Service Agency is the primary administrative agency; the Natural Resource Conservation Service and Clark County Conservation District provide technical assistance.

**Trust Lands Transfer Program—  
Washington State Department of Natural Resources DNR**

This program provides a mechanism to protect DNR-managed properties with significant natural, park or recreational attributes while infusing money into the public school construction fund. The program has been in effect since 1989. The program identifies “common school trust lands” with significant park, recreation, and natural features, which are difficult to manage as income-producing properties for trust beneficiaries and transfers them to more appropriate ownership. The Legislature appropriates funds to “buy out” these properties from the School Trust Program. Revenues equal to the timber value on subject properties are placed in the Common School Construction Account, while the timber is not harvested. The Legislature

also provides for the replacement of the land by appropriating the land value of the property to purchase other real property having better income potential for trust beneficiaries. The properties to be preserved may be transferred to local or state agencies. The selection process involves a detailed evaluation system. Key features include:

- 1 Properties must have a high timber value to land value ratio
- 2 Properties present statewide significance for park, recreation, or natural area uses
- 3 The properties must have significant difficulties (e.g., sensitive wildlife habitat) in managing the property for income to trust beneficiaries

#### **Jobs for the Environment (JFE)— WA Department of Natural Resources**

The JFE program was created by the state Legislature in 1993. The program promotes the long-term, stable employment of dislocated natural resource workers in the performance of watershed restoration activities. The program provides minimum funding commitments for salaries and benefits for displaced workers, and funding is also available for training. Since its inception, the program has completed many in-stream, riparian and upland restoration projects. Entities eligible to apply for funding include state and local governments, tribes, and nonprofit organizations. Funding proposals will focus on limiting factors and recovery strategies within all or a portion of a Water Resource Inventory Area (WRIA). Specific projects will then be identified, prepared, and approved for implementation over the life of the grant agreement.

#### **Forest Legacy Program— WA Department of Natural Resources/U.S. Forest Service**

This program provides funds to acquire permanent conservation easements on private forestlands that are at risk of being converted to non-forest uses such as residential or commercial development. Congress established the program in 1990, and DNR is the lead state agency for the program in Washington State. The program is intended to preserve “working forests,” where forestlands are managed to produce forest products and where traditional forest uses are encouraged. These uses will include both commodity production and non-commodity values such as healthy riparian areas, important scenic, aesthetic, cultural, fish, wildlife and recreation resources, and other ecological values. Historically, the program focus has been on the I-90 Highway Corridor east of Puget Sound within the Mountains-to-Sound Greenway area.

### **Washington State Ecosystems Conservation Program (WSECP)— U.S. Fish and Wildlife Service (USFWS)**

The WSECP was established in 1990 and is divided into federal—and state-managed components. The federal program focuses funds on projects that help restore habitat for threatened, endangered and sensitive species and, secondarily, for species of concern. In addition, the program attempts to concentrate funds within a limited number of watersheds to maximize program benefits. The program provides funds to cooperating agencies or organizations. These grants, in turn, can be distributed among project sites. The program requires a 50 percent cost-share from cooperating agencies, and individual landowners at project sites must enter into maintenance/management agreements that have a 10-year minimum duration.

### **Washington State Ecosystems Conservation Program, Upland Wildlife Restoration Initiative— WA Department of Fish and Wildlife (WDFW)**

The Washington Department of Fish and Wildlife will purchase important upland habitat, or provide technical and/or financial assistance to protect, restore, or enhance such habitat on private property. The program emphasizes certain target species including pheasant, quail, and turkey, but also emphasizes protecting and enhancing habitats that support species diversity. The program covers the entire state, with an emphasis on eastern Washington. Private landowners who volunteer for this program enter into agreements that outline protection and maintenance programs. The program includes both agricultural and forestlands.

### **Local Transportation Improvement Projects— WA Department of Transportation Southwest Washington District**

The Southwest Washington District of the Washington State Department of Transportation undertakes a variety of multi-modal transportation construction and improvement projects. These include non-motorized transportation improvements that target pedestrian, bicycle and other non-motorized methods of transportation. For example, the department started in 1999 a large-scale interchange realignment and widening project along I-5, between Main Street and N.E. 78th Street. The project includes a pedestrian overpass that will facilitate a connection of the Burnt Bridge Creek trail system, which is currently divided by the freeway. In general, the cost of the improvements directly associated with the bicycle/pedestrian element can be utilized as a source of local matching funds for grant application purposes.

### **Community Development Block Grants (CDBG)— U.S. Department of Housing and Urban Development**

Vancouver receives funds each year from the federal Community Development Block Grant Program. These funds are intended to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low and moderate income persons.



Vancouver distributes its annual allocation among community development projects (streets, parks, sidewalks, etc.), housing projects and administration. City policy has placed an increasing emphasis on using CDBG funds for housing-related projects, with an allocation goal of 40 percent. Both city agencies and qualifying non-profit organizations apply for project funding during an annual review process.

### **Boating Facilities Program (BFP)**

Funding for this program comes from gas taxes from Washington boaters. Eligible projects are those that feature acquisition, development, planning and renovation that relates to boat ramps, transient moorage or upland support facilities. Projects that mix planning with acquisition or development may be allocated up to \$1,000,000, while projects that involve planning only may be allocated up to \$200,000. These grants are made by the RCO and require a minimum 25 percent match from a local agency.

### **National Recreational Trail Program (NRTP)**

This program, administered by the IAC, is funded by federal gasoline taxes attributed to recreation on non-gasoline tax supported roads. Funded projects include upkeep and repair of recreational trails that provide a “backcountry experience,” as well as safety and environmental programs. The IAC will contribute \$5,000 to \$10,000 to education programs and up to \$50,000 to others. At least 20 percent of the project funding must come from the application sponsor in the form of cash, bond, or an approved contribution of labor or materials.

### **Non-Highway and Off-Road Vehicles Activities Program (NOVA)**

These program grants are funded by off-road vehicle (ORV) gas tax and permits. Acceptable uses for funds include the acquisition, development, maintenance and management of opportunities for ORVs, hikers, equestrians, bicyclists and other users of non-highway roads. Depending on the project, maximum grants are between \$50,000 and \$100,000.

### **Safe, Accountable, Flexible, Efficient Transportation Equity Act— A Legacy for Users (SAFETEA-LU)**

Originally known as the Intermodal Surface Transportation Efficiency Act (ISTEA), this program funds a wide variety of transportation related projects. In 1998, it was reauthorized under the name Transportation Equity Act for the Century (TEA-21). The act was authorized again in 2005 as SAFETEA-LU, with similar provisions to ISTEA and TEA-21. In addition to bicycle, pedestrian and trail-related capital projects, SAFETEA-LU funds can generally be used for landscape and amenity improvements related to trails and transportation. The money can also be used for maintenance. SAFETEA-LU funds are primarily focused on regional systems and not local neighborhood trails.

## **U.S. Fish and Wildlife Service (USFWS)/Washington State Department of Fish and Wildlife (WDFW)**

USFW and WDFW may provide technical assistance and administer funding for projects that enhance water quality, including debris removal, flood mitigation and enhancements to water crossings.

### **Youth Athletic Fund (YAF)**

This grant program aims to fund new, improved, and better maintained outdoor athletic facilities for youth and their communities. The program was established as part of the same state referendum (48) that funded the Seattle Seahawks Stadium. Administered by the RCO, applicants must match 50 percent of funds awarded. Amounts vary from a \$5,000 minimum for maintaining existing facilities to a maximum of \$150,000 for developing new ones. Most of this grant money has been allocated.

## **Local Funding Options**

### **Excess Levy**

Washington law allows cities and counties, along with other specified junior taxing districts, to levy property taxes in excess of limitations imposed by statute when authorized by the voters. Levy approval requires 60 percent majority vote at a general or special election. Excess levies by school districts are the most common use of this authority.

### **General Obligation Bonds (GO)**

For the purposes of funding capital projects, such as land acquisitions or facility construction, cities and counties have the authority to borrow money by selling bonds. Voter-approved general obligation bonds may be sold only after receiving a 60 percent majority vote at a general or special election. If approved, an excess property tax is levied each year for the life of the bond to pay both principal and interest. Vancouver has maximum debt limits for voter-approved bonds of two and one-half percent of the value of taxable property in the city and the county, respectively. The city has an additional 2½ percent for municipal water, sewer and lighting facilities, and an additional two and one-half percent for acquisition and development of open space and park facilities.

### **Councilmanic Bonds—Vancouver**

Councilmanic bonds may be sold by cities and counties without public vote. The bonds—both principal and interest—are retired with payments from existing county or city revenue or new general tax revenue, such as additional sales tax or real estate excise tax. For both cities and counties, the Legislature has set a maximum debt limit for councilmanic bonds of one and one-half percent of the value of taxable property in the city or county, respectively.

### Revenue Bonds

Revenue bonds are sold with the intent of paying principal and interest from revenue generated by the improvement, such as fees and charges. For example, revenue bonds might be sold to fund a public water system that will generate revenue through utility charges to customers. Other funds may be dedicated to assist with repayment; however, it is desirable to have the improvements generate adequate revenue to pay all bond costs. Limits on the use and amount of revenue bonds are generally market-driven through investor faith in the adequacy of the revenue stream to support bond payments.

### Development Impact Fees

Development impact fees are charges placed on new development as a condition of development approval to help pay for various public facilities the need for which is directly created by that new growth and development. Under the Growth Management Act of 1990 (ESHB 2929, counties, cities and towns may impose impact fees on residential and commercial “development activity” to help pay for certain public facility improvements for fire, transportation, schools and parks and recreation facilities. Clark County and Vancouver both charge impact fees on new development to help pay for parks, schools, and transportation facilities. Several school districts within the county have also adopted development impact fees.

### Utility Taxes

Cities are authorized to impose taxes on utility services, such as telephone, electric and natural gas. Legislative maximums limit the amount of tax that may be collected. For example, the maximum tax rate for electric and natural gas is six percent. Maximums may be exceeded for a specific purpose and time period with majority voter approval. City operated water and sewer utilities do not share the six percent limit.

### Sales Tax

Washington law authorizes the governing bodies of cities and counties to impose sales and use taxes at a rate set by the statute to help “carry out essential county and municipal purposes.” The authority is divided into two parts.

Cities and counties may impose by resolution or ordinance, sales and use tax at a rate of five-tenths of one percent on any “taxable event” within their jurisdictions. Cities and counties may also impose an additional sales tax at a rate “up to” five-tenths of one percent on any taxable event within the city or county. In this case, the statute provides an electoral process for repealing the tax or altering the rate.

## Real Estate Excise Tax (REET)

Washington law authorizes the governing bodies of counties and cities to impose excise taxes on the sale of real property within limits set by the statute. The authority of cities and counties may be divided into four parts.

A city or county may impose a real estate excise tax on the sale of all real property in the city or unincorporated parts of the county, respectively, at a rate not to exceed  $\frac{1}{4}$  of 1 percent of the selling price to fund “local capital improvements,” including parks, playgrounds, swimming pools, water systems, bridges, sewers, etc. Also, the funds must be used “primarily for financing capital projects specified in a capital facilities plan element of a comprehensive plan...” This tax is now in effect in the City of Vancouver.

A city or county may impose a real estate excise tax on the sale of all real property in the city or unincorporated parts of the county, respectively, at a rate not to exceed  $\frac{1}{2}$  of 1 percent, in lieu of five-tenths of one percent sales tax option authorized under state law. These funds are not restricted to capital projects. The statute provides for a repeal mechanism.

A city or county that required to prepare comprehensive plan under the new Growth Management Act is authorized to impose an additional real estate excise tax on all real property sales in the city or unincorporated parts of the county, respectively, at a rate not to exceed  $\frac{1}{4}$  of 1 percent. These funds must be used “solely for financing capital projects specified in a capital facilities plan element of a comprehensive plan.”

Boards of County Commissioners may impose-with voter approval-an excise tax on each sale of real property in the county at a rate not to exceed one percent of the selling price for the purpose of acquiring and maintaining conservation areas. The authorizing legislation defines conservation areas as “land and water that has environmental, agricultural, aesthetic, cultural, scientific, historic, scenic or low-intensity recreational value for existing and future generations...” These areas include “open spaces, wetlands, marshes, aquifer recharge areas, shoreline areas, natural areas and other lands and waters that are important to preserve flora and fauna.”

## State-Distributed Motor Vehicle Fund

State law establishes requirements for planning, construction and preservation of trails and paths during the construction or reconstruction of both limited-access and nonlimited-access highways. It also authorizes cities and counties to expend state-distributed motor vehicle fund revenues for planning, accommodating, establishing and maintaining trails and paths. Qualified trails and paths must be served by highways or their rights-of-way, or must separate motor vehicle traffic from pedestrians, equestrians or bicyclists to a level that will materially increase motor vehicle safety, and be part of the adopted comprehensive plan of the governmental authority with jurisdiction over trails.



### Regular Property Tax—Lid Lift

Counties and cities are authorized to impose ad valorem taxes upon real and personal property. A county's maximum levy rate for general county purposes is \$1.80 per \$1,000 of assessed valuation. A city's maximum levy rate for general purposes is \$3.375 per \$1,000 of assessed valuation unless the city is annexed to either a library or fire district, in which case the city levy may not exceed \$3.60 per \$1,000 of assessed valuation. Based on the city's Firemen's Pension Fund and the existence of the Fort Vancouver Regional Library, Vancouver currently has a statutory limit of \$3.325 per \$1,000 of assessed valuation.

Limitations on annual increases in tax collections, coupled with changes in property value, causes levy rates to rise or fall. However, in no case may they rise above statutory limits. Once the rate is established each year under the statutory limit, it may not be raised without the approval of a majority of the voters. Receiving voter approval is known as a lid lift. A lid lift may be permanent, or may be for a specific purpose and time period. Other limits on taxing authority remain in effect, such as the aggregate levy rate limits of \$5.90 per \$1,000 of assessed value and 1 percent of true and fair market value.

### Conservation Futures

The Conservation Futures levy is provided for in Chapter 84.34 of the Revised Code of Washington. Boards of County Commissioners may impose by resolution a property tax up to six and one-quarter cents per thousand dollars of assessed value for the purpose of acquiring interest in open space, farm, and timber lands. The Board of Clark County Commissioners adopted the Conservation Futures levy in October 1985. Conservation Futures funds may be used for acquisition purposes only. Funds may be used to acquire mineral rights, and leaseback agreements are permitted. The statute prohibits the use of eminent domain to acquire property. Clark County allows all eligible jurisdictions, including cities, to apply for funding from Conservation Futures.

### Legislative Action

The state legislature provides for special capital allocations to support projects of special concern and interest.

## Incentive Measures

### Current Use Taxation

Clark County's current use taxation program applies to lands in both incorporated and unincorporated areas. It provides tax reductions to land holders in return for maintaining their land in an undeveloped condition. The program derives its authority in the 1970 Washington Open Space Taxation Act (RCW 84.34, 458-30 WAC), which establishes procedures for tax deferrals for agricultural, timber, and open space lands. Owners of such lands may apply to be taxed according to current use, rather than true market value—a considerable difference in some cases. When the property is removed from the program, the tax savings realized by the landowners for a period dating back up to seven years, plus interest, are collected. Tax savings dating back further than seven years may not be collected. If the removal of classification or change of use occurs in less than ten years or if the owner fails to provide two years advance notification of withdrawal, an additional 20 percent penalty is imposed.

### Density Bonuses

Density bonuses are a planning tool used to encourage a variety of public land use objectives, usually in urban areas. They offer the incentive of being able to develop at densities beyond current regulations in one area, in return for concessions in another. Density bonuses are applied to a single parcel or development. An example is allowing developers of multi-family units to build at higher densities if they provide a certain number of low-income units. For density bonuses to work, market forces must support densities at a higher level than current regulations.

### Parkland Dedication

Parkland dedication allows developers to dedicate land or capital infrastructure in exchange for a park impact fee credit. The developer is entitled to a credit against the applicable impact fee component for the fair market value of any dedication of land and reasonable documented construction costs acceptable to the jurisdiction and associated with the improvement to, or new construction of park system improvements provided by the developer to facilities that are/were identified in the capital facilities plan and that are required by the jurisdiction as a condition of approval for the immediate development proposal. Parkland dedication in lieu of fee is allowed under Section 20.915.090 of the City of Vancouver Municipal Code.

## Transfer of Development Rights

The transfer of development rights is an incentive-based planning tool that allows landowners to trade the right to develop property to its fullest extent in one area for the right to develop beyond existing regulations in another area. Local governments may establish the specific areas in which development may be limited or restricted and the areas in which development beyond regulation may be allowed. Usually, but not always, the “sending” and “receiving” property are under common ownership. Some programs allow for different ownership, which, in effect, establishes a market for development rights to be bought and sold.

## Regulatory Measures

A variety of regulatory measures are available to state and local agencies and jurisdictions. Vancouver has exercised their regulatory authority under several programs. Programs available to state and local agencies include: Forest Practices—Conversion of Timber Lands, Washington Department of Natural Resources; Shorelines Management Program; State Environmental Policy Act (SEPA); and Hydraulic Code, Washington State Department of Fisheries and Department of Wildlife.

## Other Methods

### Land Trusts

Land trusts are private non-profit organizations that traditionally are not associated with any government agency. Land trusts that have completed projects in Clark County include the Nature Conservancy (TNC), the Trust for Public Land (TPL) and the Columbia Land Trust.

### Parks Foundation of Clark County

The Parks Foundation of Clark County was established in 1999 to accept donations, gifts, and bequests for the enrichment of our community’s parks, recreation, and cultural services. It was formed to offer a stable source of funding to enable parks to serve at the basic level and beyond. The Foundation is a 501(C)3, non-profit corporation, and all gifts are tax-deductible. It is governed by a board of directors that oversee, invest, and administer the donations made to the Foundation.

### Private Grants, Donations, and Gifts

Many trusts and private foundations provide funding for park, recreation and natural resource projects. Grants from these sources are typically allocated through a competitive application process, and vary dramatically in size based on the financial resources and funding criteria of the organization. Philanthropic giving is another source of project funding. Efforts in this area may involve cash gifts and include donations through other mechanisms such as wills or insurance policies. Community fund-raising efforts can also support park, recreation, or open space facilities and projects.

### **Business Sponsorships/Donations**

Business sponsorships for youth, teen, adult and senior programs are available throughout the year. Sponsorships and donations range from \$5 to \$1,000. In-kind contributions are often received, including food, door prizes and computer equipment.

### **Sponsorship or Naming Rights**

This practice generates revenue by offering sponsorship and naming rights to private entities.

### **Fundraising**

Fundraising projects are used to support special projects and programs. Recycling drives, golf tournaments and candy sales are three examples of successful fundraising efforts.

### **Interagency Agreements**

State law provides for interagency cooperative efforts between units of government. Joint acquisition, development and use of park, recreation and open space facilities have been successfully used by the City of Vancouver. Shared school/park facilities are the most visible example of this concept.

### **Public/Private Partnerships**

The concept of public/private partnerships has become increasingly popular for park and recreation agencies. The basic approach is to enter into a working agreement with a private corporation, non-profit organization, or other agency to help fund, build, and/or operate a public facility. Generally, the three primary incentives that a public agency can offer are a fee waivers, tax advantages, and facility access. While the public agency may have to give up certain responsibilities or control, it is one way of providing public facilities at lower cost.

### **Public/Private Utility Corridors**

Utility corridors can be managed to maximize protection or enhancement of open space lands. Utilities maintain corridors for provision of services such as electricity, gas, oil, and rail travel. Historically, some utility companies have cooperated with local governments for development of public programs such as parks within utility corridors.



### **Local Improvement District (LID)**

Local Improvement Districts can be formed by local governments for capital projects. The capital project must directly benefit those properties that are assessed, and there must be a relationship between the benefit received and the assessment paid. Typically, these districts fund improvements to sewer, water or road systems through bonds that are subsequently paid back from special assessments that are levied on district members. LIDs are initiated by petition, or in the case of a citywide project, the city could initiate the project by resolution. A petition signed by property owners representing 60 percent of the affected area is necessary to stop a project. Funding for LIDs is usually spread over 10 years. Specific legislation covers use and operation of various LIDs.

### **Park and Recreation Districts**

Park and recreation districts may be formed for the purposes of providing leisure-time activities and recreation facilities. Authorized facilities include parks, playgrounds, public campgrounds, boat ramps, public hunting and fishing areas, bicycle and bridal paths, and “other recreation facilities.” Park and recreation districts are explicitly authorized to acquire and hold real and personal property. Formation of a park and recreation district must be initiated by petition and requires voter approval.

### **Park and Recreation Service Areas**

Park and recreation service areas may be formed to finance, acquire, construct, improve, maintain or operate park and recreation facilities. They may be initiated by a resolution adopted by the county legislative authority or by a petition. Voter approval is required. Members of the county legislative authority, acting ex officio and independently, compose the governing body of any park and recreation service area created within their county.

### **Metropolitan Park District (Independently-Elected Park District Commissioners)**

Metropolitan park districts may be formed for the purposes of management, control, improvement, maintenance and acquisition of parks, parkways and boulevards. In addition to acquiring and managing their own lands, metropolitan districts may accept and manage park and recreation lands and equipment turned over by any city within the district or by the county. Formation of a metropolitan park district may be initiated in cities of five thousand population or more by city council or city commission ordinance, or by petition, and requires voter approval. The proposed district must have limits coextensive with the limits of the city, and must exclude cities of the fourth class.

## **Metropolitan Municipal Corporation (Independent Board of Designated Elected officials and Appointees)**

Metropolitan municipal corporations may be formed in any area of the state containing two or more cities of which one is a city of the first class (e.g., Vancouver). They may be authorized to perform one or more of the following functions: water pollution abatement, water supply, public transportation, garbage disposal, parks and parkways, and comprehensive planning. Formation of a metropolitan municipal corporation may be initiated by resolution from the largest city, two or more smaller cities, the board of county commissioners of the proposed area, or by petition. Voter approval is required.

## **Matching Fund Programs**

With a matching fund program, the City of Vancouver could extend its financing by matching revenue raised by community groups for capital projects.

## **User Charges for Services**

Revenue for maintenance and operations can be generated through fees and charges, including:

- Revenue from daily fees or seasonal passes can support maintenance and operations at various sites such as parking fees, boat launch fees, park or user fees.
- Facility rentals can increase revenue for park services by expanding rental facilities (picnic shelters, amphitheater, meeting rooms, swimming pools, etc.) or by increasing rental fees and other facility-use charges.
- Property rentals or leased properties owned by the City of Vancouver and managed by may provide revenue to support ongoing maintenance or repairs at the respective site or other locations as needed.
- Retail sales of merchandise, or food and beverage operations run by VPRCS or external vendors generate revenue for the Department.
- Membership dues for visitation or use of the fitness activities and other programs.
- Revenue generated through event admissions, program and class fees, gate admissions to facilities or program and class fees.
- Drop-in user fees at the recreation centers.

### **Volunteers**

Volunteers from community groups have participated in a wide range of different VPRCS projects, including tree planting, invasive species removal, trail maintenance and environmental education. Through labor and the provision of resources, volunteers can make a definite and lasting contribution to maintaining parks, green spaces and natural areas.

### **Private Foundations**

Private foundations provide money to a wide variety of agencies, if the work of those agencies advances their specific missions. Several foundations do not provide grants to governments, however, and competition makes grant difficult to find and equally difficult to secure.

Appendix

**F**

## APPENDIX F: PARK IMPACT FEES



## APPENDIX F: PARK IMPACT FEES

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### Park Impact Fee Program

The park impact fee program was approved in the mid-1990s by both the City of Vancouver and Clark County to provide a joint funding source for the acquisition and development of urban parkland in the City of Vancouver and Vancouver Urban Growth Area. The program establishes level of service standards for neighborhood and community parks and urban natural areas (urban open space), and assesses park impact fees on new residential development to offset the cost of meeting the recreational needs of a growing population.

The formula used to compute park impact fee rates is based on the cost of land and the cost of park development in each of the three park districts within the City of Vancouver. The park impact fee districts are fixed until modified by city action.

The park impact fees currently charged by Vancouver were last updated in 2020. The Park Impact Fee Technical Document provides the framework and details of the Park Impact Fee (PIF) program and is designed to serve as a vehicle to streamline rate updates and program changes at the direction of the elected officials of the City of Vancouver.

The PIF Technical Document details the numeric formula factors used in the fee calculation, delineates applicable service districts and defines the fee rate schedule by park district and residential structure type. In addition, the document outlines a methodology for implementation of annual park impact fee indexing in order to keep pace with fluctuations in the economic market and more accurately reflect current acquisition and development costs.

The 2019 amendments to the PIF Technical Document reflect the addition of Park Overlay Service Areas to provide the option to use funds outside city limits under limited circumstances, and 2020 amendments outline the results of a complete cost analysis to serve future growth at adopted standards, updates formula factor values and a revised rate schedule.

## Statutory Authority

State statute (RCW 82.02) authorizes qualified Washington counties and cities to collect impact fees to “ensure that adequate facilities are available to serve new growth and development.” The statute requires that impact fees are reasonably related to and reasonably benefit the new development (nexus), and they must not exceed a proportionate share of system improvements.

Public facilities on which impact fees may be spent are limited to parks, roads, schools and fire protection facilities. These facilities must be part of a capital facilities plan that is a component of an adopted comprehensive land use plan. Impact fees must be expended or encumbered within ten years of collection, or refunded.

The statute also requires an adjustment to the cost of public facilities for past or future payments made or reasonable anticipated to be made by new development for particular system improvements in the form of other taxes and fees. This is commonly referred to as the cost adjustment factor (CAF), or proportionate public share.

## History of the Park Impact Fee Program

The City of Vancouver instituted impact fees for parks, roads, and schools with the adoption of Ordinance M-3201 on August 7, 1995. Park impact fees are based on four elements:

- Land and development costs in each of the park impact fee districts
- Acquisition and development standards based on adopted standards of acres per thousand population respectively
- Dwelling occupancy rates for single-family and multi-family units
- Five percent proportionate public share (minimum)

## 1995

The City's park and recreation plan was incorporated into the impact fee program and fees for the PIF districts were reaffirmed with the adoption of Ordinance M-3206 on September 5, 1995. On January 16, 1996, Vancouver adopted Ordinance M-3224, which amended the city's zoning ordinance to achieve consistency between the comprehensive plan and its implementing ordinances as required by the Growth Management Act. Section 20.97.090 codified park impact fees as established by Vancouver City Council.

## 1996

To properly fund the City's public share of park development, the Vancouver City Council adopted on July 1, 1996, Ordinance M-3251 establishing a new 0.25 percent Real Estate Excise Tax (REET) within the City, effective until 2002. Revenue generated was to be used to address the service level deficit in existing neighborhoods as state statute prohibits park impact fees from being used for this purpose. Funds were dedicated to parks uses as defined in the statute.

## 2002

The City of Vancouver extended REET collections permanently in 2002 and reallocated 30 percent of revenues to transportation uses, up to a maximum of \$500,000 per year plus inflation. City REET revenues available for park purposes are now primarily devoted to debt service on recreation center construction and redevelopment. These allocations affect the relative cost adjustment necessitated by the REET funding source (City of Vancouver Ordinance M-3590 and M-3598).

Updated PIF rates for the City were adopted in May 2002, as part of the 2001 Comprehensive Parks, Recreation, and Open Space Plan update (City of Vancouver Ordinance M-3584). This rate update also included an adjustment to the CAF calculation methodology, as occurred in the County.

## 2004

The City of Vancouver updated its rates in 2004, lowering the acquisition rate an average of \$30 per person from 2001, and increasing the development component to \$244 per person (City of Vancouver Ordinance M-3652).

## 2009

In 2009 amendments to the Parks Comprehensive Plan and the Vancouver Municipal Code streamlined the process for future park impact fee (PIF) rate updates by removing references to PIF rate schedules and numeric calculation factors, and established a process for adoption of rate changes using a PIF Technical Document to adopt both rate schedules and numeric calculation factors.

City ordinance (VMC 20.915.100) states that Park Impact Fee rates may be revised through periodic revisions to the PIF Technical Document when financial analysis establishes that there is a need for a major program update. Between major program updates, the calculated park impact fee will be adjusted annually to account for inflation/deflation using the indexing methodology described in the PIF Technical Document. Such adjustments shall only become effective upon adoption by the City Council.

## 2014

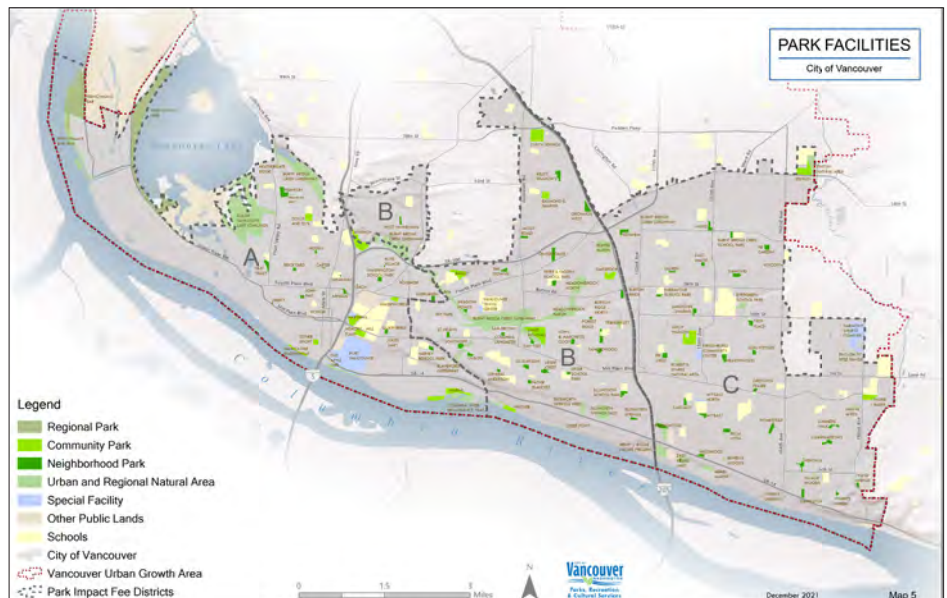
The Interlocal Agreement for joint administration of the Park System and Park Impact Fee program between the City of Vancouver and Clark County was terminated with a Wind-Up Agreement adopted by both jurisdictions. Effective January 1, 2014, the city and county began the administration of independent park impact fee programs. No rate, district boundary or PIF related policy changes were adopted with the 2014 Comprehensive Parks, Recreation and Natural Areas Plan that followed. Termination of the interlocal agreement initiated multiple amendments to this document in 2016 to improve flexibility in management of the program, and assure compliance with state statutes regarding concurrency and use of impact fees.



## 2016

In 2016 additional amendments to the PIF Technical Document were adopted by Resolution M-3910 and Ordinance M-4181. Amendments included:

- Applicability to only the area within Vancouver city limits.
- Realignment of the original ten (10) park impact fee service area districts to three (3) service area districts, A, B, and C.
- Fee schedule revised to reflect an average of the then existing 2004 schedule based on the districts located within the realigned Districts A, B, and C.



- Clarification that revenues collected within each park impact fee service area, including acquisition and development components, are to be managed as a single account for expenditures and concurrency.

## 2020

The most current program 2019–2020 PIF Technical Document amendments included:

Establishing Park Overlay Service Areas to clarify the use of PIF outside city limits to capture service area gaps proximate to the Vancouver city limits and provide the flexibility needed for site acquisition or development to address system deficits. The overlays are drawn to extend outside city limits one-half of the service area standard for Neighborhood or Community Parks as defined in the Vancouver Comprehensive Parks, Recreation & Cultural Services Plan.

- Annual automatic rate updates using indexing
- Irrigation and themed play structures added to Level 3 development standards for cost estimates
- Results of a detailed land and development cost analysis for system improvements
- Updated formula factors values
- Revised fee rates and phased implementation schedule
- Adjustments to the PIF formula for indexing

### Fee Structure & Rate Calculation

Park Impact Fee rates are determined for each PIF district by calculating the cost of acquiring and developing parkland to serve new development and deducting the impact of taxes and fees currently paid by new residential development that contribute to park system improvements (the cost adjustment factor, or CAF).

$$(\text{Acquisition Cost} + \text{Development Cost}) - \text{CAF} = \text{PIF Rate}$$

### Acquisition Component

Acquisition costs are developed using a compilation of the average assessed values of vacant or underutilized, non-critical lands within each of the park districts using the county's buildable vacant lands model. This method provides a large sample size, and the reliability of the Assessment and GIS database. The current fee schedule uses a consistent land cost across all districts. The per person acquisition component is calculated based on the average assessed land value and transaction costs, multiplied by the urban park acquisition standard. This per person rate is then multiplied by the number of people per dwelling unit to determine the acquisition component.

### Development Component

The development cost component is constant for all PIF districts. The average development cost per acre for neighborhood and community parks is determined by averaging the cost of recent development projects and the estimated cost of near term projects. The average per acre cost is weighted to reflect the varying guidelines for the proportion of neighborhood to community parks (2 acres/1,000 persons versus 3 acres/1,000 persons respectively). The average cost is then multiplied by the development standard and the number of persons per dwelling unit to determine the development component.

## Cost Adjustment Factor

The Cost Adjustment Factor (CAF) reflects the contribution of other sources of public funds that contribute to park system improvements, as the financing system cannot rely solely on impact fees. RCW 82.02.050 (2) is intended to meet two statutory requirements:

First RWC 82.02.060 (1)(b) requires that a local impact fee include: (a) an adjustment to the cost of the public facilities for past or future payments made or reasonably anticipated to be made by new development to pay for system improvements in the form of user fees, debt service payments, taxes or other payments earmarked for or proratable to the system improvement.

Second, RCW 82.02.050 (2) provides that, “the financing for system improvements to serve new development must provide for a balance between impact fees and other sources of public funds and cannot rely solely on impact fees.”

Because CAF is intended to address two distinct statutory requirements, a two-step approach to calculating the value of CAF is used:

- 1** Revenue-Based CAF: As a first step, the CAF is calculated based solely on “payments made or reasonably anticipated to be made by new development to pay for particular system improvements.”
  - a** Identify principles for including a candidate revenue source in the CAF calculation.
  - b** Survey park revenue sources and identify specific sources to include. For each included revenue source, estimate the per capita contribution of new development. Combine these contributions into an Acquisition CAF, a Development CAF and a Total CAF.
- 2** Minimum CAF: As the second step, compare the Total CAF to the total (per capita) PIF in each district. If the Total CAF equals or exceeds the minimum level (recommended at 5 percent of total PIF) no further action is needed—the district meets its “minimum CAF” requirement. However, if the Total CAF is less than 5 percent of a district’s per capita PIF, increase the Acquisition CAF and/or Development CAF by the amount(s) necessary to bring the total to 5 percent. The allocation of this increase between the Acquisition and Development CAF should be at the discretion of the City Council and should be based on their evaluation of the likely availability of public funds for those purposes.

## Revenue-Based CAF Principles

Step One of the CAF Methodology is identification of principles to be used in deciding whether a revenue source should be considered a “payment made or reasonably expected to be made by new development to pay for particular system improvements.” The statute contemplates payments “in the form of user fees, debt service payments, taxes or other payments earmarked for or proratable to the particular system improvement.” The following principles are recommended as guidelines for determining whether particular revenue streams fall within this category.

- 1 Covered System Improvements:** A revenue stream should be included in the CAF calculation only if it supports (i.e., is earmarked for or proratable to) system improvements of a type for which park impact fees are assessed—in particular, the neighborhood parks (acquisition and development), community parks (acquisition and development) and urban natural area (acquisition). The intent of the statute is to prevent “double-charging” new development for system improvements, once via PIF and once via other payments. If a particular cost or facility type is not covered by PIF (i.e., is not included in the standard costs used to compute PIF), there is no possibility of “double-charging.”
- 2 System Expansion versus Repair and Renovation:** A revenue stream should be included in the CAF calculation only if it supports projects which expand the capacity of the parks system as measured against the standards defined in the parks facilities plan; revenues supporting bona fide repair, reconstruction and renovation only should not be included. Rationale: PIFs are collected and expended only for the purpose of increasing system capacity, so this principle is simply a corollary of the preceding one. Moreover, it seems unlikely that the legislature intended to prohibit localities from asking new development to participate, along with the rest of the community, in supporting the ongoing preservation of existing facilities.
- 3 Earmarked Revenues:** Revenues formally earmarked for expansion of supported facilities by statutes, ordinance, or formally adopted local policy should be included in the CAF calculation.
- 4 Proratable Revenues:** Revenues “proratable to particular system improvements” form a potentially much broader category than earmarked revenues, and some judgment is required to determine how broadly the statutory language should be read. As a partial criterion we recommend that candidate proratable revenue be included in the CAF calculation only if there is a distinct nexus between the occurrence of new development within the community and the subsequent availability of the revenue in question to the community. As a hypothetical example, if the State of Washington



were to impose a new tax on development activity, and the proceeds of that tax were redistributed to cities and counties on a per capita basis for parks purposes, then that tax would be included in the CAF calculation because development in the community (by raising its population) contributes to making the resource available to the community (via the redistribution formula). Conversely, grants awarded based on project-proposal competition, for example, would not be included in the CAF calculation, despite the possibility that new development may indirectly finance some portion of such a program through general federal or state taxes. The rationale is that it seems likely that the legislature's intent in adoption RCW 82.02.060 (1) (b) was to prevent substantial, direct "double-charging" of new development by local governments, rather than to require an immensely complex tracing of marginal payments through the state and federal budgets. The criterion above is offered as a principled way of distinguishing direct "double-charging" from the more roundabout financial linkages.

- 5** Reasonably Anticipated: In some cases, the Parks Department may find it useful to list funding sources in its comprehensive facilities plan which may or may not actually materialize, representing, for example, grants applied for or general fund support requested. We recommend that only revenues "reasonably anticipated" be included in the CAF calculation. The Parks Department may have to estimate the probability of receiving various types of funding to carry out this recommendation. Rationale: This is simply in conformity with the terms of the statute.

### **Revenue Sources to Include in CAF**

The primary source for identifying candidate revenue sources for the CAF calculation is the financial element of the park capital facilities plan. That document shows the planned revenue sources for all parks projects within the timeframe of the adopted plan. The following paragraphs summarize the rationale for including or excluding each source, based on the principles outlined above.

REET-2: Include, assuming source is renewed and that it remains earmarked by ordinance for parks development.

City General Fund: Exclude, based on Principles 2 and 5. Most of the projects listed as general fund supported represent repair and renovation efforts, which do not increase the capacity of the parks system.

County Remediation Payment: Exclude, as this represents a single lump-sum payment made to the County several years ago (~\$2.9 million) from accumulated fund balance. Thus, it represents no tax burden on current or future development.

**CDBG & IAC Grants:** Exclude, on the criteria proposed under Principle 4. Although these grant funds may arguably include some trace amount of tax dollars paid by new development, development itself does not cause these funds to be available to the community.

**Private Donations:** Exclude, as these are unconnected with any taxes, fees, or other payments imposed on new development.

**Other Sources:** There are additional funding sources included in the parks facilities plan to finance projects outside the core parks system to which PIF funding is dedicated. Such sources are excluded under Principle 1, i.e., they do not reflect spending on system improvements “covered” by the PIF program.

### **CAF Calculations**

Of the candidate revenue sources reviewed above, only one is recommended for inclusion in the CAF calculation: REET-2.

The following paragraphs outline assumptions and methodologies for this funding source.

### **Real Estate Excise Tax Assumptions**

- 1** Continuation of Source: It is assumed that both the City of Vancouver will continue collection of the 0.25 percent real estate excise tax and that proceeds of the tax will continue to be dedicated, at least in part, to parks purposes. The CAF calculation accounts only for the percentage of REET-2 devoted to parks development.
- 2** First Sale: For this calculation, the revenue attributed to new development is the tax collected on the first sale of newly developed residential property. The full value of the first sale is included in the calculation—that is, no attempt is made to estimate and deduct the value of the bare land underlying the new development.
- 3** Occupants per dwelling Unit: The Cost Adjustment Factor (CAF) calculation shall assume the same persons per household statistical standard for single family or multi family dwelling units used for calculation of the park impact fee schedule for the applicable time period. This conforms to the assumptions incorporated in the Parks Facilities Plan.
- 4** Single Family versus Multi-Family Dwelling Units: According to City staff, the majority of building permits issued over the past years have been for multi-family units. This calculation assumes this mix will continue in the future.

- 5 **Multi-Family Unit Sales:** New construction generates REET revenue at the time the newly constructed unit is sold. In the case of single family units, nearly all are expected to be sold prior to occupancy. (This analysis assumes that all single family units are sold prior to occupancy, ignoring builder-owned housing.) However, multi-family complexes (e.g., apartment buildings) may be occupied by new residents—typically renters—without being sold. To take this into account, this calculation assumes that 20 percent of multi-family units will change hands each year. Over the 2006–2012 period, statistics showed 74 percent of multi-family units were be sold, generating REET revenues at least one time.
- 6 **Unit Sales Price:** The average sale price of new single family dwelling unit is used, and the average sale price for multi-family homes is assumed at 50 percent of single-family. The 50 percent ratio reflects the ration or average construction costs for single family and multi-family housing units in the year 2000 (as of the last census) for Vancouver assumption that the ratios between construction costs and initial sales price are approximately equal for both types of housing.

#### **Real Estate Excise Tax Calculation**

- 1 REET per capita (Single Family) equals the median price of a new single family dwelling unit times the tax rate times the percent allocated to parks purposes divided by occupants per dwelling unit.
- 2 REET per capita (Multi-Family) equals the median price of a new multi-family dwelling unit times applicable tax rate times the percent allocated to parks purposes divided by occupants per dwelling unit, times turnover rate (see assumption 5).
- 3 **Average REET per capita:** REET per capita (Single Family) times percentage of new population in single family housing plus REET per capita (Multi-Family) times percentage of new population in multi-family housing.

This calculation yields an average REET-2 revenue amount for each jurisdiction per new resident. This is then multiplied by the average number of people per household to determine average single family and multi-family CAF rates. This calculated CAF must be compared to the 5 percent of total PIF minimum, and the greater of these deducted from the PIF development rate.

### Future PIF Rate Review

The current fees charged by Vancouver were last updated in 2020 with a six year phasing plan followed by annual indexing per the methodology contained in the PIF Technical Document. A reduced rate and phased implementation approach was designed to soften the impact of the revised rates on the building community and affordable housing market.

Progressive review and updates of the fee schedule to reflect actual costs as much as possible fulfill the responsibility to ensure new development pays a proportionate share to serve new residential developed based on the adopted service standards. The value of land, and therefore the cost of park acquisition, and park development costs continue to increase rapidly largely due to declining availability of developable land within the city limits and increases in material and labor costs.

The adopted PIF Technical Document may be revised periodically by the City Council when financial analysis establishes that there is a need for a major program update. Between major program updates, the calculated park impact fee will be adjusted annually to account for inflation/deflation using the indexing methodology described in the adopted PIF Technical Document. Such adjustments shall only become effective upon adoption by the City Council.



Appendix

G

## APPENDIX G: PIF TECHNICAL DOCUMENT

City of Vancouver, Washington

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# PARK IMPACT FEE TECHNICAL DOCUMENT

November 2020



## INTRODUCTION & PURPOSE

State statute RCW 82.02.050 authorizes qualified Washington counties and cities to collect impact fees to “ensure that adequate facilities are available to serve new growth and development.” The statute requires that impact fees are reasonably related to and reasonably benefit new development, must provide a balance between impact fees and other sources of public funds, and cannot rely solely on impact fees for the cost of system improvements to serve new growth.

Impact fees are to be based on established standards, procedures and criteria. Public facilities or system improvements on which impact fees may be spent are limited to 1) parks, open space and recreation facilities, 2) roads, 3) schools, and 4) fire protection facilities. These facilities must be part of a capital facilities plan that is a component of an adopted comprehensive land use plan. Impact fees must be encumbered or expended within ten years of collection, or refunded.

The Park Impact Fee Technical Document provides the framework and details of the Park Impact Fee (PIF) program and is designed to serve as a vehicle to streamline rate updates and program changes at the direction of the elected officials of the City of Vancouver.

The PIF Technical Document details the numeric formula factors used in the fee calculation, delineates applicable service districts, and defines the fee rate schedule by park district and residential structure type. In addition, the document outlines a methodology for implementation of annual park impact fee indexing in order to keep pace with fluctuations in the economic market and more accurately reflect current acquisition and development costs.

The 2019 amendments to the PIF Technical Document reflect the addition of Park Overlay Service Areas to provide the option to use funds outside city limits under limited circumstances, and 2020 amendments outline the results of a complete cost analysis to serve future growth at adopted standards, updates formula factor values and a revised rate schedule.

## BACKGROUND

On August 7, 1995 the City of Vancouver implemented the collection of impact fees for parks, roads and schools. More specifically, the Park Impact Fee program was structured to support urban park system improvements, including the acquisition and development of neighborhood and community parks and urban open space at adopted standards. In 1997, the City of Vancouver and Clark County entered into an Interlocal Agreement for the consolidation and management of a county wide park system and administration of the Park Impact Fee Program. Minor amendments to the program occurred over the years that followed, with the most recent City of Vancouver PIF update going into effect on June 3, 2004, sixteen years prior to the 2020 fee amendments.

In 2009, references to the fee schedule, service area maps and numeric calculation factors were removed from the 2007 Vancouver-Clark Parks and Recreation Comprehensive Parks, Recreation and Open Space Plan (Parks Plan) and the Vancouver Municipal Code with the adoption of the first Park Impact Fee Technical Document. The purpose of the PIF Technical Document was to streamline future updates outside of the Comprehensive Plan amendment process, define a methodology for future implementation of fee indexing, and improve consistency between city and county administrative codes

as they related to the application and management of the joint park impact fee program in effect at that time.

Park Impact Fees are calculated using acquisition and development cost components. Historically, revenues received from park impact fees were held in separate acquisition and development accounts for each of the park districts. Although this was not required by either state law or city code, their use was restricted by city policy to either acquisition or development depending on which account the revenue was drawn from until the accounts were merged retroactively in 2016.

The Interlocal Agreement for joint administration of the Park System and Park Impact Fee Program between the City of Vancouver and Clark County was terminated with a *Wind-Up Agreement* adopted by both jurisdictions. Effective January 1, 2014, the city and county began the administration of independent park impact fee programs. Termination of the interlocal agreement initiated multiple amendments to this document in 2016 to improve flexibility in management of the program, and assure compliance with state statutes regarding concurrency and use of impact fees.

**2016 PIF Technical Document amendments included:**

- Applicability to only the area within Vancouver city limits,
- Realignment of the original ten (10) park impact fee service area districts to three (3) service area districts,
- Fee schedule revised to reflect an average of the then existing 2004 schedule based on the districts located within the realigned Districts A, B, and C, (**Figure 2**),
- Clarification that revenues collected within each park impact fee service area, including acquisition and development components, are to be managed as a single account for expenditures and concurrency, and
- Reformatting, clarifications, and correction of scrivener's errors.

*(Approved by Resolution M-3910 and Ordinance M-4181)*

**2019-2020 PIF Technical Document amendments include:**

- Establishing Park Overlay Service Areas to clarify the use of PIF outside city limits
- Reformatting, updating program history, clarifications, and corrections.
- Annual automatic rate updates using indexing,
- Irrigation and themed play structures added to Level 2 development standards for cost estimates,
- Results of a detailed land and development cost analysis for system improvements,
- Updated formula factors values,
- Revised fee rates and phased implementation schedule
- Adjustments to the PIF formula for indexing, and
- Reformatting, updating the program history, clarifications, and corrections.



## PARK IMPACT FEE FACTORS

The formula used to compute park impact fee rates is based on four primary factors: 1) acquisition costs, 2) development costs, 3) adopted park standards, and 4) a cost adjustment factor as required by state law.

1. **Acquisition cost** is the unique cost of land acquisition in each of the established park districts.
2. **Development cost** is the average cost of park development over all park districts within the City of Vancouver.
3. **Adopted park standards** are those adopted by the City of Vancouver Comprehensive Parks, Recreation and Natural Areas Plan for Neighborhood and Community Parks and Urban Natural Areas (also referred to as Urban Open Space). These standards are population based and represent the acres of land needed to serve one thousand residents for each of the respective park types.
4. **Adjustment factor** is based on state statute that requires an “adjustment to the cost of public facilities for past or future payments made or reasonably anticipated to be made by new development...”.

State law requires that park facilities on which impact fees may be spent must be part of a capital facilities plan that is a component of an adopted comprehensive land use plan. The Vancouver Municipal Code (*VMC 20.915.100*) anticipates that impact fee rates may be reviewed by City Council when financial analysis establishes that there is a need for a major program update, but no less than every three years to evaluate the status of the rate collection and the projected need to serve future residents. Such adjustments shall only become effective upon adoption by City Council.

Between major program updates park impact fee rates may be adjusted automatically, no more than once annually to account for inflation/deflation using the indexing methodology contained in this document in order to keep fees in pace with market changes in land values, construction material and labor costs as much as possible.

### Park Impact Fee Formula

$$\begin{aligned}
 \text{PIF} &= \left[ \text{Acquisition Cost} + \text{Development Cost} \right] \times \text{Cost Adjustment Factor} \\
 \text{PIF} &= \left[ \left[ \left[ \frac{(\text{Ca} \times \text{Sa})}{\text{P}} \right] \times \text{Ia} \right] + \left[ \left[ \frac{(\text{Cd} \times \text{Sd})}{\text{P}} \right] \times \text{Id} \right] \times \text{U} \right] \times \text{A}
 \end{aligned}$$

Figure 1 – Park Impact Fee Formula

“**PIF**” represents the total cost of the impact fee per single family/duplex, or multi-family residential unit.

### Acquisition Cost

“**Ca**” represents the average cost per acre for land appraisal, land acquisition, associated due diligence fees and expenses, closing costs and Level 1 Development for each service area as described in the Parks Plan for Neighborhood Parks, Community Parks and Urban Natural Areas, and adopted by City Council in the impact fee revision process pursuant to VMC 20.915.100.B.

“**Ia**” represents the percentage annual inflation/deflation adjustment index applicable to the acquisition component, as outlined in the Park Impact Fee Program Technical Document and pursuant to VMC 20.915.100.B.

“**Sa**” represents the parks acquisition standard in acres per one thousand residents for Neighborhood Parks, Community Parks and Urban Natural Areas as established in the City of Vancouver Comprehensive Parks, Recreation and Natural Areas Plan (Parks Plan). The current (2014) acquisition standard per the Parks Plan is 6 acres per thousand residents. This standard is designed to include a combined 5 acres per 1,000 residents for Neighborhood and Community Parks and one acre per thousand for Urban Natural Areas. Within the combined standard, the preferred distribution is two acres for Neighborhood Parks and three acres for Community Parks. However, the combined standard allows for modifications where existing and proposed development limits the availability of parcels large enough to accommodate the preferred standard-size for Community Parks.

“**P**” represents one thousand (1,000) residents.

### Development Cost

“**Cd**” represents the average cost per acre for site development. Development costs shall be calculated assuming development standards described in the Parks Plan for Neighborhood and Community Parks. The 2019 development cost includes changes in the Level-2 development standard to install irrigation at all neighborhood and community parks as well as incorporate more themed play structures where feasible to create a variety of recreational experience options and neighborhood identity throughout the city.

“**Id**” represents the percentage annual inflation/deflation adjustment index applicable to the development component as outlined in the Park Impact Fee Program Technical Document and pursuant to VMC 20.915.100.B.

“**Sd**” represents the parks development standard in acres per thousand residents for Neighborhood and Community Parks as established in the Parks Plan. The current development standard per the Parks Plan is 4.25 acres of developed park land per 1,000 residents. No

development standard is proposed for Urban Natural Areas, which should remain in a relatively natural condition.

**“P”** represents one thousand (1,000) residents.

### Occupants per Dwelling Unit

**“U”** represents the average number of occupants per single-family/duplex dwelling unit or per other multifamily dwelling unit, based on the most current applicable statistical census data (US Census Bureau or Washington State Office of Financial Management (OFM) census data for persons per dwelling unit).

Current fee rates are based on 2018 OFM census data identifying 2.67 persons per dwelling unit for a single family/duplex (SF) residence, and 2.11 persons per household for a multi-family (MF) residence of two or more units (including condominiums).

### Cost Adjustment Factor (CAF)

**“A”** represents an adjustment to the cost of park facilities for past or future payments made or reasonably anticipated to be made by new development to pay for park system improvements in the form of user fees, debt service payments, or other payments earmarked for, or proratable to, park system improvements. The City of Vancouver adjustment value is determined to be five percent (5%), so that “A” factor equals 95%.

City General Fund and Real Estate Excise Tax (REET) contributions to park system capital improvements were calculated from 2008 through 2018. The ten-year average confirmed that five percent (5%) or less of other public funds support park capital projects eligible for PIF funding.

### PARK DISTRICT SERVICE AREAS

State statutes allow cities and counties to impose impact fees to support public facilities needed to serve new growth and development. The public facilities need to be reasonably related to and benefit the new development. Jurisdictions are required to establish one or more defined geographic service areas within which it shall calculate and impose impact fees.

With the 1997 Interlocal Agreement for joint management of the county-wide park system and the park impact fee program, ten park impact fee districts, or service area boundaries, were delineated irrespective of jurisdictional boundaries. Boundaries focused primarily on natural and manmade barriers to walkability to assure the maximum possible nexus relationship between those paying the fee and those benefiting from the facility improvements.

Changing conditions led to the 2016 realignment of district boundaries to increase flexibility in the management of the Park Impact Fee Program, including:

- **Dissolution of Interlocal Agreement**

The Interlocal Agreement for joint management of the county-wide park system and the park impact fee program was dissolved, effective January 1, 2014.

- **Increased Residential Densities**

Residential densities within the City of Vancouver increased significantly in the twenty years following the adoption of the original 1995 PIF program. With fewer properties to develop, PIF funds accumulated more slowly within the respective park districts.

- **Economic Recession**

Although the impact fee program provides a significant portion of the funds that support park land acquisition and development, park maintenance revenues are supported by the City of Vancouver General Fund. Housing markets as well as city revenues were significantly impacted by the economic recession that was felt nationwide.

- **Concurrency**

State statutes define the timeline within which impact fee funds must be committed, expended or refunded to the current property owner. With a slower rate of growth resulting from increased residential densities and the economic recession, it became increasingly difficult to accumulate the resources necessary to fund projects and commit maintenance resources within the concurrency timelines specified by state law.

- **Level of Service**

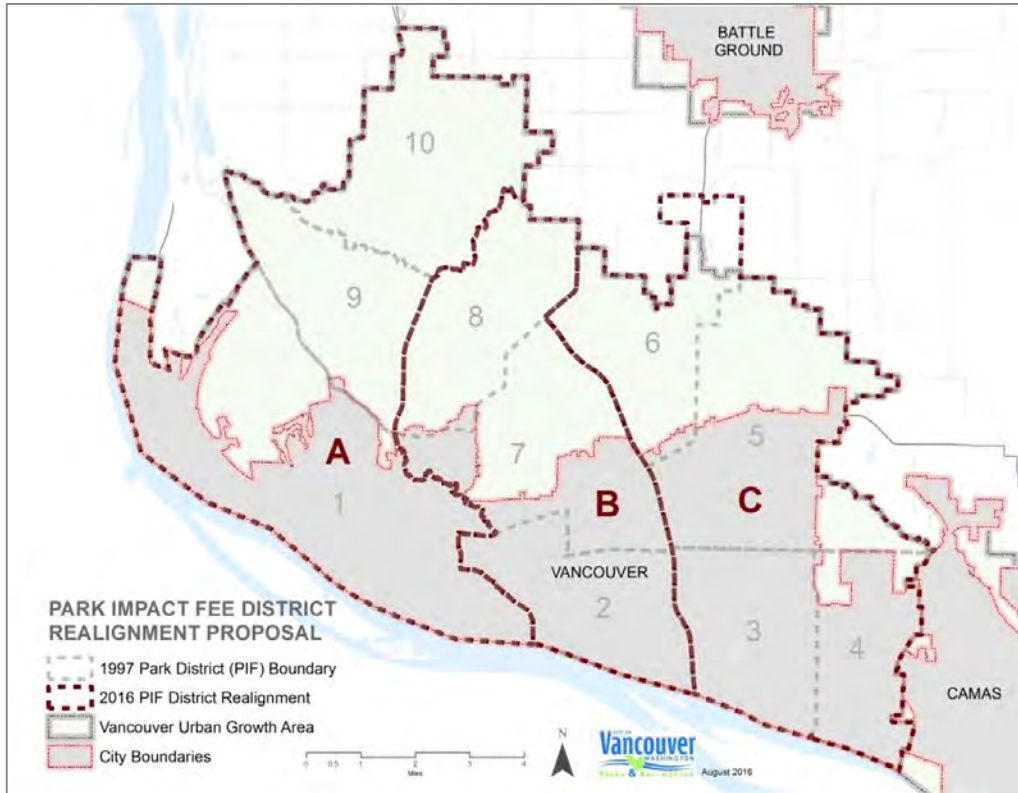
Our community enjoys the benefit of having multiple streams and rivers that lace through our landscape. However, some park districts have a greater abundance of these natural resources than others, creating a notable imbalance in the measurable level of service by park district for Urban Natural Areas. Likewise, some of the larger community parks that functionally serve outside of their current park district boundaries also present an unrealistic measure of our level of service city wide.

Combined, these factors supported the need for increased flexibility in the management of the impact fee program by reducing the number of park districts or service areas. The 2016 amendments to the Park Impact Fee Technical Document realigned the districts as shown in **Figure 2**. Districts 1, 9 and 10 merge to form District A. Districts 2, 7 and 8 merge to form District B, and districts 3, 4, 5, and 6 merge to form District C.

Districts A, B, and C cover the entire City of Vancouver and Vancouver Urban Growth Area, however City park impact fees are only collected in those areas within the Vancouver city limits. As areas within the unincorporated Vancouver Urban Growth Boundary are annexed, the City of Vancouver's jurisdiction for



collection of fees will expand automatically, with newly annexed properties assigned to the appropriate park district based on **Figure 2**.



**Figure 2 – Park Impact Fee Districts (2016)**

### Park Overlay Service Areas

Park Overlay Service Areas are identified in **Figure 3** as provided in VMC 20.915.030(C)(3), for situations ‘where a system improvement is designed to serve an established service area, or service areas, but is located entirely or partly outside of the City and/or urban growth area, and provides a substantial benefit to the assigned service area’.

The overlays are part of the underlying Districts A, B, and/or C, as identified in the **Figure 3**, and do not constitute a new park impact fee district or unique fee schedule. Properties within an overlay service area are not subject to City impact fees to the extent those properties are outside the City.

Park Overlay Service Areas have been generally defined adjacent to and outside city limits and the VUGA, as shown in **Figure 3**. This delineation intends to capture the service area gaps proximate to the Vancouver city limits and provide the flexibility needed for site acquisition or development to address system deficits. The overlays are drawn to extend outside city limits one-half of the Community Park

service area as defined in the Vancouver Comprehensive Parks, Recreation and Natural Areas Plan (Park Plan). When this provision is utilized for a Neighborhood Park outside city limits, projects will be located one-half of the applicable service area as defined in the Park Plan for Neighborhood Parks.

The use of PIF for a system improvement within a Park Overlay Service Area shall meet these criteria:

1. The presence of a system deficit within the applicable park district(s) and a lack of reasonable alternatives available within the district or within city boundaries to address the identified need.
2. Park needs located within city limits and/or the Vancouver Urban Growth Area would be met through the proposed system improvement(s).
3. System improvements within the overlay area align with projects identified in the capital facilities plan.
4. Benefits provided by projects within the overlay areas equal or exceed benefits from alternatives available within the established underlying service area(s).
5. Potential partnerships with other jurisdictions or public agencies within the overlay service area lying outside city limits have been explored to address planning, funding, management, and/or maintenance opportunities.

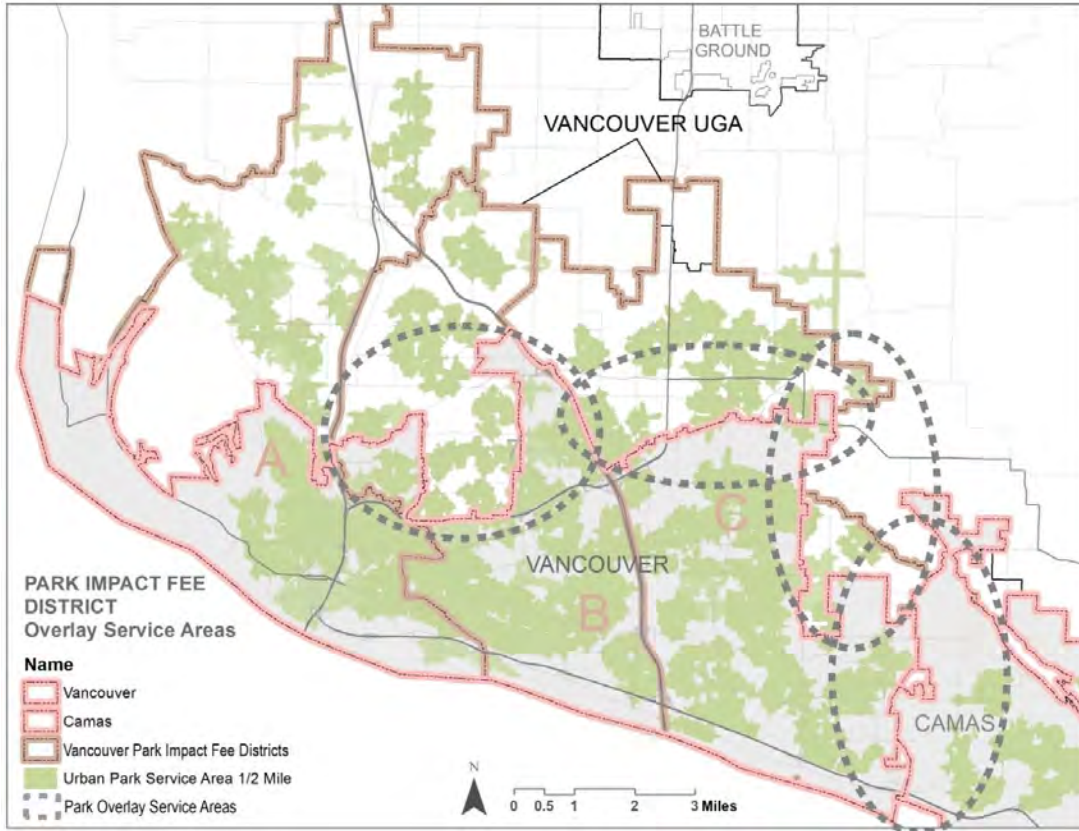


Figure 3 –Park Overlay Service Areas (2019)

## 2019 PARK IMPACT FEE COST ANALYSIS

Prior to adoption of the 2020 edition of the PIF Technical Document, PIF rates were based on a cost analysis implemented in 2004 using 2001-2002 property value and construction cost data. Multiple analyses were completed between 2004 and 2019, but neither fee adjustments nor fee indexing were implemented. Following a similar methodology to prior studies, the 2019 analysis reviewed the most current data available for land and development costs as well as applicable updates to formula factors.

Calculating the average land value estimates began with generating data on vacant and underutilized parcels within the City of Vancouver. The Assessor values represent the market value on January 1, 2018 for 2019 taxes. This data was then progressively filtered to identify reasonably viable future park land acquisition parcels.

Due to the declining availability of undeveloped parcels within city limits, the filter criteria were modified to include vacant and underutilized multi-family, commercial and industrial zoned parcels as viable future park sites. Additional adjustments included using group-market value per acre versus value per acre by parcel, and the threshold building value was increased to reflect the significant rise in residential structure values, yet maintain representing the bottom 20<sup>th</sup> percentile of Building Value Average (BVA) as in prior fee studies. The revised criteria resulted in a reduced BVA and increased the sample set of viable parcels for future park use.

Land value estimates include average transactions costs associated with land purchases such as closing costs, appraisals, land surveys, environmental and cultural studies, and Level-1 improvements. Level-1 improvements represent initial site improvements following a land purchase in order to remove liability and safety concerns, preserve existing natural resources and to prepare a site master plan (conceptual plan) for future site development.

Development cost estimates were based on average costs per acre using prior city and county park construction projects completed between 2009 and 2018. Per acre costs were adjusted with a modest annual inflation rate since the date of construction and the addition of irrigation and themed play structures to Level-2 development standards.

Based on the cost analysis, the resulting acquisition and development cost per person, and per acre, are listed by park district in **Table 1**. The cost variations per park district reflect the differences in property values across the city, whereas the development costs are consistent across park districts. With the acquisition and development cost estimates per person, **Table 2** applies the Cost Adjustment Factor (variable 'A') to calculate the PIF rate per single family and multi-family housing unit. **Table 3** provides a comparison of the 2004 to the 2019 estimate of housing unit costs.



**Table 1: ACQUISITION AND DEVELOPMENT COST PER ACRE AND PER PERSON**  
 (2019 Cost Analysis)

PIF DISTRICT	ACQUISITION <sup>1</sup>		DEVELOPMENT <sup>2</sup>		TOTAL Per District	
	Average \$ Per Acre <sup>4</sup>	Acquisition \$ / Person	\$ Per Acre	Development \$ / Person	PIF District	Cost Per Person
A	316,231	1,976	260,333	1,106	A	3,082
B	547,021	3,360	260,333	1,106	B	4,467
C	456,538	2,817	260,333	1,106	C	3,924
<b>Average</b>	<b>\$ 483,223</b>	<b>\$ 2,718</b>	<b>\$ 260,333</b>	<b>\$ 1,106</b>	<b>Average</b>	<b>\$ 3,824</b>

**NOTES:**

1. Average 2018 Grouped Market Land Values based on Clark County GIS dataset. County data removed for city only analysis.
2. Development costs reflect combined average of Neighborhood and Community Parks.
2. Includes development standard upgrades including irrigation and themed play equipment.
4. Average value per Park Impact Fee District.

**Table 2: PIF RATE PER HOUSING TYPE BASED ON 2019 COST ANALYSIS**

Costs Per Person (2019 Cost Analysis)					PIF Rate per Housing Type (2019 Cost Analysis)	
PIF District	Acq. \$ Per Person	Devel. \$ Per Person	Total \$ Per Person	Minus 5% CAF	Single Family (2.67 persons)	Multi-Family (2.11 persons)
A	1,976	1,106	3,082	2,928	7,822	6,182
B	3,360	1,106	4,467	4,243	11,336	8,959
C	2,817	1,106	3,924	3,728	9,959	7,870
<b>Average</b>	<b>2,718</b>	<b>1,106</b>	<b>3,824</b>	<b>3,633</b>	<b>9,706</b>	<b>7,671</b>

**NOTES:**

Assumes 2.671569 PPH based on 2018 estimate provided by OFM for SFR and 2.111388 PPH for MFR  
 Includes Stronger Vancouver Development Cost Upgrade Values  
 2018 Parcel Property Value dataset  
 Based on average cost of land per acre by district (avg. of \$483,000 per ac)

**Table 3: PIF RATE COMPARISON-2019 COST ANALYSIS (\$483,000 PER ACRE LAND VALUE)**

Current PIF Rates 2004 - 2020		PIF Rate per Housing Type (2019 Cost Analysis)		PIF Rate % Change	
Single Family Unit (2.6 persons)	Multi-Family Unit (1.9 persons)	Single Family (2.67 persons)	Multi-Family (2.11 persons)	Single Family % Change	Multi-Family % Change
2,243	1,639	7,822	6,182	249%	277%
2,379	1,739	11,336	8,959	377%	415%
2,142	1,565	9,959	7,870	365%	403%
<b>2,255</b>	<b>1,648</b>	<b>9,706</b>	<b>7,671</b>	<b>330%</b>	<b>365%</b>

**NOTES:**

Assumes 2.671569 PPH based on 2018 estimate provided by OFM for SFR and 2.111388 PPH for MFR  
 Includes Stronger Vancouver Development Cost Upgrade Values  
 2018 Parcel Property Value dataset  
 Based on average cost of land per acre by district (avg. of \$483,000 per ac)

The cost analysis was reviewed internally regarding assumptions and methodology and evaluated by a private financial consultant, which confirmed the approach was consistent with the intent of the PIF Technical Document and prior analyses.

Although the cost analysis accurately reflects typical land acquisition and development market costs based on the best available data, the land value component is the most challenging factor in the PIF formula to evaluate due to the multitude of variables that influence land prices. The declining availability of developable land with city limits and the resulting rise in land costs played a significant factor in the cost analysis results. Although it would reduce the size of the data set significantly and diverge from the criteria of prior studies, future cost analyses could consider the removal of all parcels under one-half acre. These smaller parcels are typically too small to be stand-alone parks but do provide the opportunity for site expansion or to consolidate multiple parcels to secure a viable park area.

Recognizing the potential impact of the calculated increase on the vulnerable margins of affordable housing, land costs were reevaluated based upon prior land purchases (in the last 10 years) with a three percent (3%) inflation factor for each year since the transaction occurred. This exercise identified an average per acre land only cost of approximately \$250,000 per acre for park and open space properties compared to \$483,000 per acre based upon the assessor land value data.

With the adjusted land value of \$250,000 per acre, **Table 4** reflects the average percent of increase in park impact fee rates at 203% and 227% for single family/duplex and multi-family units, respectively, compared to 2004 rates. This represents a 40% reduction from the rate calculated in the 2019 cost

analysis using the 2018 land value data. This decrease provides some relief to the challenges of providing affordable housing and the impact to the housing industry. By using a consistent land cost variable for all districts, the fee rates are the same regardless of district.

**Table 4: PIF RATE COMPARISON - ADJUSTED FOR \$250,000 PER ACRE LAND VALUE**

PIF District	2004 - 2020 PIF Rates		PIF Rate per Housing Type (2019 Cost Analysis w/ Adjusted Land Cost of \$250,000/ac)		PIF Rate % Change	
	Single Family (2.6 persons)	Multi-Family (1.9 persons)	Single Family (2.67 persons)	Multi-Family (2.11 persons)	Single Family % Change	Multi-Family % Change
<b>A</b>	2,243	1,639	6,813	5,385	204%	229%
<b>B</b>	2,379	1,739	6,813	5,385	186%	210%
<b>C</b>	2,142	1,565	6,813	5,385	218%	244%
<b>Average</b>	<b>2,255</b>	<b>1,648</b>	<b>6,813</b>	<b>5,385</b>	<b>203%</b>	<b>227%</b>

**NOTES:**

Assumes 2.671569 PPH based on 2018 estimate provided by OFM for SFR and 2.111388 PPH for MFR  
Uses \$250,000/ac land value across all districts.

### PARK IMPACT FEE RATE SCHEDULE

Following City Council deliberations, a modified rate schedule and phasing plan were adopted to align with the Stronger Vancouver ten-year vision. The phasing plan provides a gradual increase over six years followed by annual indexing per the methodology contained herein for a total cumulative increase of approximately 218% over a ten-year period. This approach was designed to soften the impact of the revised rates on the building community and affordable housing market.

**Table 5** reflects the phasing plan for fee implementation effective January 1, 2021. Fee increases will be implemented effective January 1<sup>st</sup> of each year thereafter to align with all other fee changes in the permit process. This alignment with other fee changes allows for comprehensive, consistent and efficient technical testing for implementation purposes.

Consistent with VMC 20.915.100 Council will review a fee analyses in 2023 to evaluate actual fund collection since implementation compared to forecasting and adjust rates as needed. City Council also directed staff to explore the adoption of a commercial and industrial park impact fee for consideration. Commercial/Industrial land uses benefit from the park system infrastructure by business patrons as well as employees. The adoption of commercial and industrial park impact fee programs by other Washington jurisdictions have been used to share the funding burden with residential land uses and/or to provide a separate funding source for additional types of recreational amenities not within the scope of existing PIF program (e.g., trails, sports fields, etc.).

**Table 5: 6-YEAR PIF PHASING IMPLEMENTATION SCHEDULE**

Year	Park District	% Increase	SF	MF
2004-Dec. 1, 2020	A, B, C		2,255 (Avg)	1,648 (Avg)
January 1, 2021	A, B, C	25% Increase	\$2,819	\$2,060
January 1, 2022	A, B, C	25% Increase	\$3,523	\$2,575
January 1, 2023	A, B, C	35% Increase	\$4,757	\$3,476
January 1, 2024	A, B, C	10% Increase	\$5,232	\$3,824
January 1, 2025	A, B, C	10% Increase	\$5,756	\$4,206
January 1, 2026	A, B, C	6.5% Increase	\$6,130	\$4,480

**NOTES:**  
Automatic annual Indexing of fees begins 2027  
Adopted by Resolution M-XXXX, effective date January 1, 2021.

## FUND MANAGEMENT

RCW 82.020.070 and Vancouver Municipal Code 20.915.100 both specify that a non-lapse impact fee fund will be established and separate accounts within the fund will be established for each type of facility and service area. These references are applied in the context of the collection of funds for transportation, school and park facilities.

The park impact fee calculation formula includes an acquisition and development component. Prior to 2016 there were separate acquisition and development accounts for each of the park districts although this was not required by either state law or city code. Acquisition and development accounts were merged in 2016 into a single account retrospectively for each of the original ten districts, and each of the realigned park districts (A, B and C) have a single account prospectively.

This revised approach to fund management provides improved flexibility and responsiveness to meet community needs and adopted standards. In the long term, every effort should be made to implement the intent of the Park Impact Fee Program to provide equitable distribution of parks and natural areas throughout each park district as identified in the Park Plan, providing a long term balance between land acquisition and site development. This management policy is consistent with the historic calculation and tracking of concurrency by park district with the merging of the acquisition and development accounts.

The use of park impact fees will continue to be restricted to the district from which they were collected. For example, a fee collected in what was District 3, should only be spent within the District 3 service area until these original district funds are exhausted. In the future, fees collected in District B may be spent anywhere within the service area of District B. Exceptions to the use of PIF funds within the park impact fee district where it was collected are based upon the conditions and factors outlined for *Park Overlay Service Areas* above and VMC 20.915.030.



## PARK IMPACT FEE INDEX

The intent of impact fee indexing is simply to keep rates as current as possible between major program updates by accounting for fluctuations in the economic market using recognized industry standards or common factors such as the consumer price index or a construction cost index. Annual adjustments minimize the progressive accumulation of park system deficits created by under-collection of fees for the private share created by new growth. Likewise, it adjusts for an over-collection of fees if market costs decline. Indexing is implemented based on VMC20.915.100 (Other Provisions).

### Index Models Commonly Used

Numerous jurisdictions across Washington and Oregon apply an annual inflation index to their impact fees or system development charges. Common indices include:

- **Consumer Price Index (CPI)** – shows day-to-day inflation in prices as experienced by urban consumers for a representative basket of consumer goods and services published by the Bureau of Labor Statistics.
- **Engineering News Record (ENR)** – ENR offers two indices, the Construction Cost Index (CCI) and the Building Cost Index (BCI)<sup>1</sup>. The CCI can be used where labor costs are a high proportion of total costs. The BCI is more applicable for structures. A comparable Southwest Washington-specific index is not available, so the ENR index for the City of Seattle provides the best comparable available.

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*The difference is in their labor component. The CCI uses 200 hours of common labor, multiplied by the 20-city average rate for wages and fringe benefits. The BCI uses 68.38 hours of skilled labor, multiplied by the 20-city wage- fringe average for three trades—bricklayers, carpenters and structural ironworkers. For their materials component, both indexes use 25 cwt of fabricated standard structural steel at the 20-city average price, 1.128 tons of bulk Portland cement priced locally and 1,088 board ft. of 2x4 lumber priced locally. The ENR indexes measure how much it costs to purchase this hypothetical package of goods compared to what it was in the base year. (Source: enr.com)*

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Additionally, two primary approaches exist to apply index adjustments uniformly across components or uniquely to each component.

- **Uniform Indexing Approach**  
The uniform approach merely applies an index to the composite impact fee, and in the case of park fees, it would apply to the combined acquisition and development rates equally. No distinction is made between components or between the relative impacts of how each component is affected by the index. Upon initial review of the application of indices throughout the region, it was noted that most jurisdictions elected to index impact fee rates uniformly.

▪ **Unique, Component-Specific Indexing Approach**

An alternative approach is to annually adjust each impact fee component based on a unique index, both pertinent and suitable to that component. For example, the development component is adjusted based on a construction cost index, and the acquisition component is adjusted based on a real estate or land valuation index as appropriate. By design, component-specific indexing allows for a higher degree of congruence between the component and the index, along with providing a clearer reflection of local changes on an annual basis.

A component-specific indexing approach would provide a more direct relationship between the fees and construction and/or real estate market changes, but could result in dramatic annual fluctuations in rates in response to local and national economic conditions. Using a uniform indexing approach for both the acquisition and development components of the fee calculation, such as the CPI or construction index, may not reflect applicable cost changes in the short term. However, the CPI could offer a more stable adjustment pattern and prove to be more essential to the long-term success in the implementation of annual indexing. The following section details the index methodology.

**Index Methodology**

The Vancouver Municipal Code provides for automatic annual fee adjustments between major fee studies using the methodology described below. The Consumer Price Index Consumer Price Index (CPI-W, Seattle-Tacoma-Bellevue) will be applied equally to the acquisition (“Ia”) and development (“Id”) components of the fee calculation on an annual basis. The index should be implemented at the same time each year to provide the most predictability for the building industry. Following the six-year phasing plan from 2021 through 2026, automatic annual index will be applied to the then current fee beginning January 1, 2027. See **Table 6** for an example of the CPI factor:

**Table 6: ANNUAL CONSUMER PRICE INDEX**

Month / Year	12-Month % Change - All Items
Jan-20	2.5%

Indexing alone is insufficient over long periods of time to align fee rates with the market. Every three years a complete fee analysis is required per VMC 20.915.100 (B)(1) for review by City Council to consider benchmark adjustments to PIF rates based upon current market conditions. Major fee analysis will also include consideration of accomplishments in site acquisition and development to meet anticipated growth and concurrency compliance.

Appendix

H

## APPENDIX H: TOTAL COST OF OWNERSHIP



# TOTAL COST OF OWNERSHIP (TCO)

## Park System Maintenance

February 2018





# Acknowledgements

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# I. Executive Summary

## Introduction

The City of Vancouver has a strong legacy of parks, natural areas, and recreation dating back to the dedication of Esther Short Park back in 1853. Since then, the community's resources have grown dramatically. Today, the City of Vancouver serves the community with over 1,577 acres of parkland at 113 sites. The Vancouver Parks and Recreation Department serves a city with diverse recreational interests and a strong environmental ethic. The Parks and Recreation Department and the Department of Public Works cooperatively manage the maintenance of the park system. Residents and City staff have not been satisfied with the level of park maintenance for approximately ten years.

The Vancouver Parks and Recreation Department contracted GreenPlay to provide an independent, professional assessment of parks maintenance in key areas to evaluate effectiveness, efficiency, and ability to deliver the appropriate services to the community. The desired outcome of the study is to assess, refine, and optimize its ground maintenance practices through a Total Cost of Ownership (TCO) assessment and development of suggested alternatives that will ensure that the City is meeting all of its maintenance objectives in an efficient manner.

## Planning Process Summary

A project team that included City staff has guided this project. This team provided input to the consultant team throughout the planning process, resulting in a collaborative effort to create a plan that blends the consultant's expertise with that of the Parks and Recreation Department and Department of Public Works. The plan includes a comprehensive process encompassing staff and stakeholder meetings, site, facilities and equipment inspections, review of materials provided by the City, and observations of maintenance crews in action. Analysis of all collected data provides an understanding of how well the maintenance of the parks system is meeting the community's expectations and recommendations to improve and enhance the level of services provided.

The project consisted of the following tasks:

- Evaluation of the distribution of work among staff, optimal staffing levels, productivity and effectiveness, management/staff communications, management, and organizational structure including challenges and opportunities.
- Evaluation of the effectiveness of current maintenance operations with regard to customer needs and expectations, customer satisfaction, timeliness of work, quality of work performed and services provided, knowledge and experience of employees, and training and certification opportunities or technological advances that may improve maintenance operations.
- Evaluation the City's operational structure for parks maintenance with regard to its operational sustainability.
- Establishment of recommendations, including a draft work plan with actions, timelines, and costs for continuing areas of success and implementing changes in areas where opportunities for improvement exist.



## Key Issues and Recurring Themes Summary

- Condition of amenities, facilities, and landscapes throughout the parks system is not meeting staff, administration, or community expectations.
- The Parks and Recreation maintenance and operations budget is insufficient to support the necessary staffing levels.
- There is a lack of industry standard parks systems maintenance requirements.
- Maintenance crews are not operating at maximum efficiency.
- There is a lack of acknowledgement that the Department of Public Works staff’s responsibilities include 40 – 50 percent of work not associated with parks maintenance.
- The organizational structure of maintenance crews needs attention and revision.
- Schedules for major maintenance tasks are needed.
- Regular routine work assignments and daily/weekly/monthly/seasonal task schedules are not in place.
- Advanced distribution of work schedules and assignments is not provided.
- Daily deployment of grounds crews is not efficient.
- Advanced preparations for the next day’s work are not occurring.
- Full grounds maintenance set ups (enclosed landscape trailers, tools, fuel, material, etc.) are needed.
- Staff morale/sense of ownership/empowerment needs improvement.

## Recommendations and Action Plan

The following Goals, Objectives, and Action Items for the recommendations have been developed. Timeframe to complete is designated as:

- Short-term (up to 3 years)
- Mid-term (4-6 years)
- Long-term (7-10 years)
- Ongoing (occurs on a continuous basis)

### Goal 1: Improve Current Staffing and Deployment Model of the Grounds Maintenance Staff and Operations

Objective 1.1 Reorganization of maintenance and operations crew structure for parks system			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
1.1.a Using the existing 3 Park Districts to divide the parks system into 3 maintenance zones. Assign each Lead to be responsible for 1 Park District with responsibilities to include supervision and task assignments of crews, inspections (entirety of park including landscaping and all equipment), and work order system (generation – assignment – verification of completion). Assign appropriate sized crews to each Park District with responsibilities to include all routine landscaping tasks (mowing, edging, trimming, blowing, etc.), litter/trash/debris pick up, equipment repair, general inspections, and placing work order requests.		Staff time	Short-Term

<p><b>1.1. b</b> A second option for improving the Maintenance and Operations Crew Structure would be to assign each of the 3 Leads to be responsible for one of the following specific areas: 1. all routine landscaping tasks (mowing, edging, trimming, blowing, etc.); 2. all litter/trash/debris pick up, ballfield maintenance, equipment repair, general inspections; 3. Irrigation, turf management, tree and shrub management, invasive species, natural areas, habitat, pathways, and parking lots. All 3 Leads should have the ability to submit work orders and assign work to their crews. Each lead should also be responsible to verify and close work orders in their area of responsibility once complete. The 3 Leads will need to coordinate work together, help each other out, and take on much of the responsibilities in the field.</p>		Staff time	Mid-Term
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**Objective 1.2 Implement the recommended Park Systems Maintenance Standards**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
<p><b>1.2.a</b> Develop regular routine work assignments and daily/weekly/monthly/seasonal tasks to ensure that each park is maintained at a minimum of an existing level III standard in the parks systems maintenance standards.</p>		Staff time	Short-Term
<p><b>1.2.b</b> Issue both the parks maintenance standards and regular routine work assignments and tasks for daily and weekly schedules in a paper copy to all Public Works Department maintenance crew members assigned to parks maintenance and operations.</p>		Staff time	Short-Term
<p><b>1.2.c</b> Provide staff training on reason for and detailed components of standards.</p>	4 staff hours per FTE	Staff time	Short-Term

**Objective 1.3: Improve time management and efficiency of Public Works Department maintenance crews assigned to parks system**

Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
<p><b>1.3.a</b> Incorporate labor and cost-saving elements – issue regular routine work assignments and tasks weekly so that maintenance crews can plan and prepare ahead for their activities.</p>		Staff time	Short-Term
<p><b>1.3.b</b> Set a goal of the crews deploying each day within 15 minutes from start of shift and when the crews return to the operations center. The crew works until end of shift preparing equipment and tools for the next day’s activities.</p>		Staff time	Short-Term
<p><b>1.3.c</b> Replace daily morning meetings with scheduled weekly staff meeting (Wednesday?).</p>	1 staff hour per FTE per week	Staff time	Short-Term
<p><b>1.3.d</b> Distribute other information via bulletin boards or through Leads.</p>		Staff time	Short-Term

1.3.e Assign vehicles to work units to reduce deployment time.		Staff time	Short-Term
<b>Objective 1.4: Increase the number of FTEs assigned to the Public Works Department maintenance crews for parks system maintenance and operations</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
1.4.a Add a Supervisor and Lead position to the Public Works Department Maintenance Crews for Parks System Maintenance and Operations.		2 – 3 X FTE salary plus benefits and equipment	Short-Term
1.4.b Add a total of 8 FTE staff members to the Public Works Department Maintenance Crews for Parks System Maintenance and Operations. The City should implement adding 2 – 3 FTEs per year until the optimum staffing level of 27 FTEs is reached.		2 X FTE salary plus benefits and equipment	Short-Term
1.4.c The City will need to continue to evaluate staffing levels as new parks and facilities are brought on-line. One FTE for each additional 24 acres of new developed neighborhood or community parklands should be considered.		Staff time and cost of FTE salary plus benefits and equipment	Short-Term
<b>Objective 1.5: Develop a preventive maintenance program for all parks, facilities, equipment, vehicles, and other assets</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
1.5.a Develop and implement a routine inspection and preventive maintenance program for all parks, facilities, equipment, vehicles, and other assets.		Staff time	Short-Term
<b>Objective 1.6: Continue to develop a volunteer program/adopt a park program to assist with park operation</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
1.6.a Continue to strengthen a program where or volunteers assist with parks inspections and litter/waste/debris pick up.		Staff time	Short-Term
1.6.b Continue to strengthen the adopt a park volunteers for as many park sites as possible, recruit area businesses to sponsor adoption activities.		Staff time	Short-Term
<b>Objective 1.7: Develop a plan for use of technology</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
1.7.a. Add specifically developed apps and software packages including GIS that can be used on mobile devices to track desired variables pertaining to parks and grounds maintenance work.		\$5,000	Short-Term
1.7.b Collect and analyze data on key performance measurements to hone maintenance practices, scheduling, budgeting etc. to determine average production rates for crews, specific pieces of equipment, average time needed for regularly occurring maintenance tasks at each location, etc.		Staff time	Short-Term

1.7.c Issue Wi-Fi capable iPads or tablets to the Leads to allow them to access the work order system remotely from the field to enter new work orders and to edit existing work orders.		\$600 per lead per year	Short-Term
1.7.d Offer access to online training, courses, and certifications for staff members.		TDB	Short-Term
1.7.e Add full grounds maintenance set ups (enclosed trailers, tools, fuel, material, etc.) as needed for regular crew operations.	\$10,000 per setup	TDB	Short-Term
<b>Objective 1.8: Outsource specialty and time constraining tasks as well as many deferred projects</b>			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
<p>1.8.a. Contract out certain services, tasks, and projects that the Public Works Department Maintenance Crews assigned to the parks systems don't have the time available, the expertise, or the necessary manpower to handle without negatively affecting the regular, routine, necessary tasks.</p> <ul style="list-style-type: none"> <li>Projects on the Composite Work List 91312 that have been deferred (Capital Repair Inventory)</li> <li>Traffic control services to assist with roadway median and right of way landscape maintenance</li> <li>Invasive species removal, natural area restoration, and habitat preservation</li> <li>Enhanced turf management, aeration, fertilization, etc.</li> <li>Landscaping around all facilities to include City facilities, such as the recreation centers, fire stations, police stations, etc.</li> <li>Removal of health and safety hazards caused by illegal dumping, homeless camps, auto abandonment, and hazardous wastes</li> <li>Tree and shrub trimming and maintenance</li> </ul>		Costs of the contracts for each task needs to be determined by issuing RFPs	Short-Term
<b>Objective 1.9: Onetime outsourcing of the complete tune up of several parks to meet the level of the new Parks Systems Maintenance Standards</b>			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
1.9.a. Contract on a one-time basis several parks each year to have grounds improved to meet basic Parks Systems Maintenance Standards and then return the maintenance of these parks back over to the Public Works Department Maintenance Crews for ongoing maintenance.		Costs of the contracts for each task needs to be determined by issuing RFPs	Short-Term



<b>Objective 1.10: Use of seasonal employees</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>1.10.a.</b> Consider increasing use of seasonal employees for tasks like mowing, trimming, weeding, landscaping during certain seasons.		Less expensive than FTEs could provide more manpower hours	Short-Term

**Goal 2: Improve the Current Design of Existing Parks to Improve Maintenance and Operations of the Park System**

<b>Objective 2.1: Select turf areas to naturalize in existing parks</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.1.a.</b> Increase areas of turf that are not readily usable for recreation purposes and allow to grow naturally. Mow and landscape designated distances along paths (6' width) and allow remaining turf to grow naturally, reducing maintenance needs.		Staff time	Short-Term
<b>2.1. b.</b> In certain parks mow and landscape designated distances along paths (6' width) and allow remaining turf to grow naturally, reducing maintenance needs.		Staff time	Mid-Term
<b>Objective 2.2: Redesign landscape elements of existing parks</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.2.a</b> Change current landscape designs elements in existing parks – increase areas that are allowed to grow naturally.		Staff time	Short-Term
<b>2.2. b</b> Redesign landscape areas to have low maintenance elements.		Staff time	Mid-Term
<b>Objective 2.3: Increase tree canopy coverage on existing park properties through Urban Forestry's Canopy Restoration Program</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.3.a</b> Add more native trees and allow turf around trees to grow naturally.	Urban Forestry will supply trees	Urban Forestry will plant trees	Short-Term

<b>Objective 2.4: Design new parks for efficient maintenance</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.4.a</b> Develop and implement Maintenance Management Plans following established Parks Systems Maintenance Standards prior to construction.		Staff time	Short-Term
<b>2.4.b</b> Involve maintenance staff at a variety of levels and program staff in the design process.		Staff time	Short-Term
<b>Objective 2.5: Standardize and upgrade park site furnishings</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.5.a</b> Develop and implement replacement plans following established Parks Systems Maintenance Standards to upgrade and replace all playgrounds and park furnishings.		Staff time and cost of playground equipment and park furnishings	Short-Term

**Goal 3: Improve the Current Level of Funding for Parks Maintenance and Operations**

<b>Objective 3.1: Increase budgetary funding for additional FTEs</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>3.1.a.</b> Increase annual staff budget to allow for addition of necessary FTEs as indicated.		2 -3 X FTE salary plus benefits and equipment	Short-Term
<b>Objective 3.2: Continue to pursue partnerships to enhance park maintenance and operations</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>3.2.a</b> Continue working with local business and community groups to seek funding, donations, gift of kind, or other support for parks maintenance and operations.		Staff time	Short-Term
<b>Objective 3.3: Continue leveraging volunteer support to enhance park maintenance and operations</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>3.3.a</b> Continue to strengthen program of volunteers assisting with parks inspections and litter/waste/debris pick up. Implement volunteer park clean up days.		Staff time	Short-Term

## II. Introduction

The City of Vancouver encompasses 48.61 square miles with a population of more than 169,000, projected to exceed 200,000 within the next 10 years. The City is located on the I-5 corridor and extends along the shore of the Columbia River, 100 miles upstream from the Pacific Ocean. It lies directly across the river from Portland, Oregon, and is the southern gateway to the State of Washington.

The City is responsible for vital municipal infrastructure and urban services. It builds and repairs roads, maintains water and sewer service, provides fire and police protection as well as parks and recreation programs, administers land use policy, and takes an active role in Vancouver's commercial and industrial development.

Vancouver has a Council/Manager form of government with a City Council comprised of the Mayor and six councilmembers who set policy and direction. The City Manager oversees the day to day operations of the City.

The City of Vancouver has a strong legacy of parks, natural areas, and recreation dating back to the dedication of Esther Short Park back in 1853. Since then, the community's resources have grown dramatically. Today, the City of Vancouver serves the community with over 1,577 acres of parkland at 113 sites. The Vancouver Parks and Recreation Department serves a city with diverse recreational interests and a strong environmental ethic.

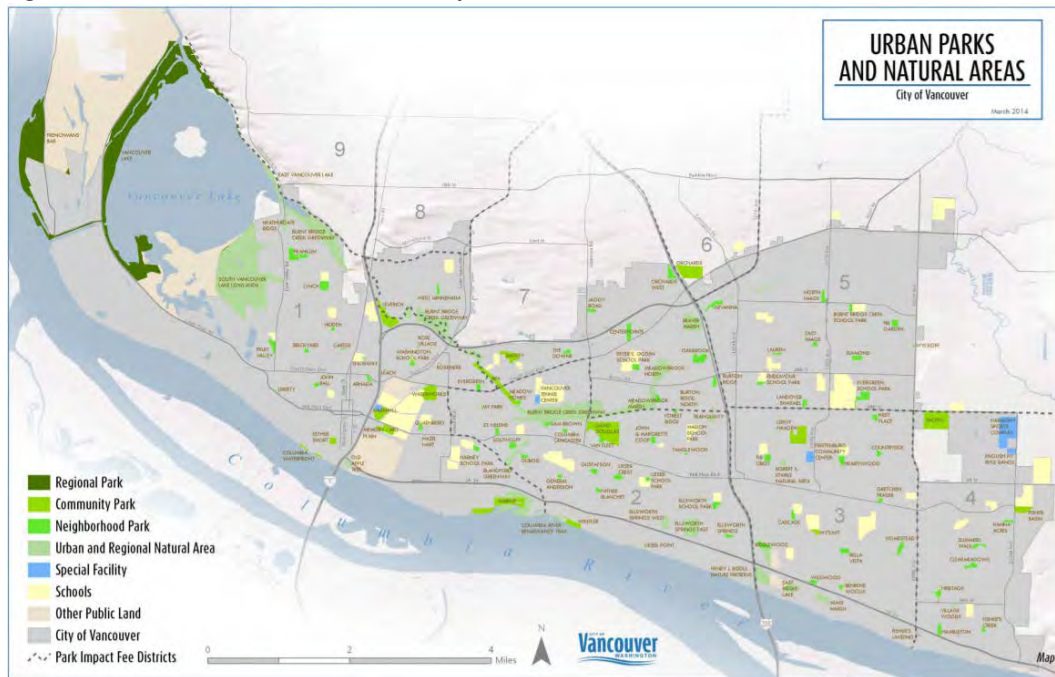
### Background

The Parks and Recreation Department is responsible for the recreation programming and recreation facility management as well as overall vision for the park system including strategic oversight, capital planning, improvements, and property acquisition and development.

The City of Vancouver Department of Public Works staff currently performs grounds maintenance for all city-owned parks. Nineteen (19) staff positions are partially or completely dedicated to Parks grounds maintenance related duties. A superintendent and an analyst spend part of their work week on park maintenance related activities, while a supervisor and a number of parks maintenance workers and parks specialists are employed fulltime. The City also has dedicated vehicles, mowers, equipment, and tools for parks maintenance work.

The Parks and Recreation Department and the Department of Public Works cooperatively team to manage the park system in the City of Vancouver. Residents and City staff have not been satisfied with the level of park maintenance for approximately ten years, when budgets and resources for parks (and other City services) was cut due to the economic recession. Since that time, economic conditions have improved, but conditions in parks in general have not caught up, leaving staff and residents frustrated.

**Figure 1: Urban and Natural Parks in the City of Vancouver**



Source: City of Vancouver

There are three categories of City parks. By category and acreage breakdown there are 362.53 acres of community park land, 287.90 acres of neighborhood park land, and 19 urban natural areas consisting of 531.59 acres.

**Table 1: Vancouver Parks and Recreation – Acres of Parks**

Acres of Park	ACRES			SITE COUNT		
	Undeveloped	Developed	Total	Undeveloped	Developed	Total
<b>City of Vancouver</b>						
NEIGHBORHOOD	59.02	228.88	287.90	16	60	76
COMMUNITY	10.41	318.67	329.08	1	12	13
URBAN NATURAL AREA	522.49	9.10	531.59	17	2	13
REGIONAL	307.53	89.00	396.53	0	2	2
SPECIAL FACILITY	61.05	20.93	81.98	1	4	5
REGIONAL NATURAL AREA	376.83	48.00	424.83	2	1	3
<b>Total All Types by Location</b>	<b>1,337.33</b>	<b>714.58</b>	<b>2,051.91</b>	<b>37</b>	<b>81</b>	<b>118</b>

Source: City of Vancouver 20147 VPR Plan

There are 76 neighborhood parks in the City of Vancouver – more than any other park type. Neighborhood parks range in size from 0.25 acres at Rosemere Neighborhood Park to 13.35 acres at Oakbrook Neighborhood Park.



The City of Vancouver owns and/or manages 362.53 acres of community parks at 14 sites within the planning area. These parks range in size from 5.29 acres at Esther Short to over 88.04 acres at David Douglas. The community parks are currently separated into three Districts (no community parks in what previously designated as District 5). Vancouver currently owns and/or manages 19 urban natural areas totaling 531.59 acres. The urban natural areas are also separated into three districts.

The City of Vancouver currently owns one regional natural area totaling 376.83 acres located at South Vancouver Lake. Within the Vancouver Urban Growth Area, there are four additional regional natural area sites totaling 974.24 acres. All regional parks are managed by Clark County. The City of Vancouver owns and operates the Firstenburg Community Center and Marshall Community Center. The Vancouver Tennis Center is owned by Vancouver School District, but site improvements and management are funded by the City. In addition, the City of Vancouver owns and operates several special facilities which include several water stations, three cemeteries as well as keeping up grounds around police stations.

The parks system was previously separated into seven districts. Recently, the parks system was consolidated into three districts.

### **Purpose of this Plan**

This plan provides recommendations based on a review of the City's Parks and Recreation Department and the Department of Public Works Department operational plan that are intended to improve the efficiency and effectiveness of the parks maintenance function. These recommendations will assist the City of Vancouver by identifying industry best practices, protocols, and maintenance standards that if/when implemented, should improve the efficiency and effectiveness of City parks maintenance operations, and result in improved conditions at Vancouver parks and recreation sites. Potential modifications considered to the current maintenance program included improving work efficiency, partnerships, leveraging volunteer assistance, or making changes to the current operational model intended to result in improved parks conditions.

The City desires the following outcomes from the TCO:

1. Recommendations on how to improve the current staffing and deployment model of the Grounds Maintenance Staff and operations
2. Suggestions on any equipment and/or park features that could assist in making efficiencies possible
3. Evaluation of the current staffing level and if how different staffing models could affect the quality of maintenance. Justify and make recommendation to staff levels, if needed
4. Estimates on the capital repair deficiency in the Parks system
5. Recommend staffing ratios, which provides a formula for adding staff as additional assets (acreage or amenities) are added to the parks inventory

# III. Integration of Existing Values, Vision, Mission and Goals

## Guiding Documents Assessment

### Vancouver Parks and Recreation Department Mission and Community Goals

Our mission is to meet community needs by providing an interconnected system of parks, trails, recreation facilities, and diverse recreational programs and opportunities:

- Provide diverse recreational opportunities for all residents
- Be effective stewards of the land
- Maintain and enhance existing parks and recreation facilities
- Create a dynamic and effective organization
- Acquire adequate funding to meet these needs
- Build strong partnerships in the community
- Reflect the community we serve

### Vancouver Comprehensive Parks, Recreation, and Natural Areas Plan 2014

GreenPlay reviewed Vancouver Comprehensive Parks, Recreation, and Natural Areas Plan 2014 provided by the City. Key themes, observations, information, and recommendations from the report are included below.

The 2014 Parks, Recreation, and Natural Areas Plan included general recommendations to maintain and revitalize existing park resources, including:

- Protect existing investments
- Enhance public safety and accessibility
- Maximize maintenance cost efficiency
- Support recreation activities
- Reduce environmental impacts

Located throughout the system, renovations recommended in the Parks, Recreation, and Natural Areas Plan included ADA accessibility improvements and facility upgrades. In addition, it proposed the development and implementation of maintenance standards and an integrated pest management plan.

To date, parks system maintenance standards do not appear to have been developed to industry standards, and the existing Parks System Maintenance Standards set by the City do not appear to be being followed.

The goals, objectives, and standards recommended in the Parks Plan suggest numerous capital and non-capital projects. The anticipated cost of implementing all improvements would exceed the Park and Recreation Department’s available funds, so the actual timeline for implementation will depend on securing community support and necessary funding.

The capital facilities plan (CFP) also included a cost estimate for maintenance of existing and proposed parks, natural areas, and special facilities. The majority of the projects identified in the six-year capital facilities plan were included from previous comprehensive plans, totaling an estimated \$95 million. By comparing revenue forecasts from existing sources for capital and maintenance projects, it becomes clear that a funding shortfall of approximately \$53.5 million exists. This shortfall does not account for the expenditure of existing Park Impact Fees balances for acquisition and development in the respective park impact fee districts.

**To date parks system capital improvement and capital repair projects appear to have been placed on hold.**

Improving maintenance and operations was identified as a key strategy of the 2014 Parks, Recreation, and Natural Areas Plan. Specifically, Goal 5 noted the following 12 points:

**As of this date, the City has not fully implemented an action plan to address these goals.**

*Goal 5: Maintain and enhance existing parks and recreation facilities and assets. The Vancouver Parks and Recreation Department will maintain and revitalize parks and facilities to support recreation activities, protect existing investments, maximize maintenance efficiencies, and improve user safety and accessibility.*

- *5-1. Establish and meet park maintenance standards.*
- *5-2. Develop capital improvement plans, criteria for prioritization, and schedules aimed at addressing deficiencies in existing parks.*
- *5-3. Develop and regularly update asset management plans to promote efficiency and stewardship system-wide.*
- *5-4. Establish maintenance unit costs and annually review these for budgeting purposes for recreation facilities and special use areas.*
- *5-5. Design new parks for efficient maintenance by developing maintenance management plans prior to construction, evaluating operational impacts and feasibility, and involving maintenance and program staff in the design process.*
- *5-6. Incorporate labor and cost-saving elements, such as mow strips, in park design.*
- *5-7. Standardize and upgrade park site furnishings for ease of maintenance and sustainability.*
- *5-8. Budget and schedule for system-wide renovation programs of critical recreation components, including fields, courts, play areas, and amenities.*
- *5-9. Provide a routine preventive maintenance program for all parks, facilities, equipment, vehicles, and other assets.*
- *5-10. When upgrading or renovating existing parks and recreation facilities, add features that meet current needs, address ADA accessibility issues, and maximize maintenance and operations efficiencies.*
- *5-11. Increase tree canopy on existing park properties within the City of Vancouver through Urban Forestry's Canopy Restoration Program.*
- *5-12. Develop a policy manual for unified maintenance procedures and service levels throughout the planning area.*

As illustrated in **Table 2** below, the 2014 Parks, Recreation, and Natural Areas Plan, Capital Facilities Plan, major land acquisition for future parks, and priorities were based on the City's understanding of the community's recreation needs.

**Table 2: Vancouver Parks and Recreation – Summary 2014-2020 Capital Facilities Plan**

Project Name	2014	2015	2016	2017	2018	2019	2020	Total Estimated Local Cost
<b>Project Type</b>								
Urban Park Acquisitions	\$1,760,813	\$5,597,125	\$3,323,630	\$2,308,696	\$1,032,254	\$1,499,696	\$811,250	\$16,333,464
Urban Park Development	\$609,000	\$8,194,410	\$776,370	\$10,087,423	\$942,794	\$773,279	\$273,760	\$21,657,036
Urban Park Improvement & Repair	\$930,000	\$315,250	\$325,200	\$530,341	\$342,850	\$7,802,918	\$361,250	\$10,607,809
Trail Planning, Acq., Development & Repair	\$2,320,000	\$501,267	\$286,290	\$203,467	\$299,673	\$1,190,175	\$1,941,197	\$6,742,068
Special Facility Development & Improvements	\$555,000	\$1,619,160	\$858,600	\$1,461,145	\$560,145	\$488,601	\$16,678,237	\$22,220,889
Planning & Other Expenses	\$0	\$300,000	\$150,000	\$80,000	\$0	\$0	\$0	\$530,000
Park Maintenance	\$2,103,970	\$2,167,089	\$2,232,102	\$2,299,065	\$2,368,037	\$2,439,078	\$2,512,250	\$16,895,830
<b>GRAND TOTAL</b>	<b>\$8,278,783</b>	<b>\$18,694,301</b>	<b>\$7,952,192</b>	<b>\$16,970,137</b>	<b>\$5,345,754</b>	<b>\$14,193,747</b>	<b>\$22,577,944</b>	<b>\$94,987,097</b>

Source: City of Vancouver 2014 VPR Plan

In addition to proposing the development of new facilities, the 2014 Parks, Recreation, and Natural Areas Plan recommended the repair, renovation, and improvement of existing facilities. While some ongoing maintenance costs for older, existing infrastructure may be able to be reduced after improvements are made, the addition of new amenities and facilities to the park system will increase maintenance and operational costs substantially. The 2014 Park Plan estimated the cost of maintaining the parks, recreation, and natural areas system as proposed in the six-year CFP (**Table 2**). For the sake of financial analysis only, this section assumes implementation of all capital projects at the projected time frames, which is considered highly optimistic.

**Table 3: Vancouver Parks and Recreation – Park Maintenance Cost**

Park Type	Maint. Level	Per Acre Average \$
Community Park	Level 2	\$ 3,809
	Level 3	\$ 3,809
	Level 4	\$ 3,809
Neighborhood	Level 1	\$ 962
	Level 2	\$ 2,112
	Level 3	\$ 2,675
	Level 4	\$12,948
Undeveloped or UNA	Level 1	\$ 321



**Park Development Levels from Vancouver Comprehensive Parks, Recreation and Natural Areas Plan 2014 - 2020 (Current Standards as May 2017 per current Parks & Recreation Director)**

Parks are designated Level 1 – 4. The Parks and Recreation Department currently employs four maintenance levels of service which apply to both Neighborhood and Community Parks. These levels of service are designed to correspond with the Department’s existing parks development levels. The maintenance costs were averaged to arrive at estimated annual maintenance costs per acre.

Level 1 – Open Space Property – acquired for future neighborhood or community park – graded, seeded, fenced, and signed; no improvements, amenities, irrigation, or equipment. Maintenance activities include litter removal, maintain grass at six inches, vegetation clear at fence lines, hazard tree removal, and sign maintenance.

Level 2 – Parks – developed, graded, fenced, seeded lawn, play equipment, ADA access from street, drinking fountain, garbage receptacle, and drip irrigation where street trees are required, missing landscaping, and completed trail system. Maintenance activities include litter removal, empty garbage receptacle, maintain grass at three inches, vegetation clear at fence lines, hazard tree removal, sign maintenance, monthly play equipment inspection, prune trees, and maintain drinking fountain.

Level 3 and 4 – Parks – completely developed with no future development planned. These sites have a full complement of park amenities. Maintenance activities include litter removal, empty garbage receptacle, maintain healthy green turf at three inches, vegetation clear at fence lines and tree rings, hazard tree removal, irrigated lawn, sign maintenance, play equipment inspection/repair monthly, prune trees, maintain drinking fountain, landscape and shrub care, irrigation maintenance, turf care, park furniture, walkway cleaning, janitorial service, and parking lot cleaning.

**Table 4: Vancouver Parks and Recreation – Summary 2014-2020 Capital Facilities Plan**

Project Name	2014	2015	2016	2017	2018	2019	2020	Total Estimated Local Cost
<b>Project Type</b>								
Urban Park Acquisitions	\$1,760,813	\$5,597,125	\$3,323,630	\$2,308,696	\$1,032,254	\$1,499,696	\$811,250	\$16,333,464
Urban Park Development	\$609,000	\$8,194,410	\$776,370	\$10,087,423	\$942,794	\$773,279	\$273,760	\$21,657,036
Urban Park Improvement & Repair	\$930,000	\$315,250	\$325,200	\$530,341	\$342,850	\$7,802,918	\$361,250	\$10,607,809
Trail Planning, Acq., Development & Repair	\$2,320,000	\$501,267	\$286,290	\$203,467	\$299,673	\$1,190,175	\$1,941,197	\$6,742,068
Special Facility Development & Improvement:	\$555,000	\$1,619,160	\$858,600	\$1,461,145	\$560,145	\$488,601	\$16,678,237	\$22,220,889
Planning & Other Expenses	\$0	\$300,000	\$150,000	\$80,000	\$0	\$0	\$0	\$530,000
Park Maintenance	\$2,103,970	\$2,167,089	\$2,232,102	\$2,299,065	\$2,368,037	\$2,439,078	\$2,512,250	\$16,895,830
<b>GRAND TOTAL</b>	<b>\$8,278,783</b>	<b>\$18,694,301</b>	<b>\$7,952,192</b>	<b>\$16,970,137</b>	<b>\$5,545,754</b>	<b>\$14,193,747</b>	<b>\$22,577,944</b>	<b>\$94,987,097</b>

Source: City of Vancouver 2014/7 VPR Plan

The Capital Facilities Plan found in **Table 4** above utilizes per acre maintenance averages for the existing parkland inventory and proposed capital acquisition and development costs for maintenance cost estimates.

Existing and Proposed Costs: The 2014 plan uses the Vancouver Parks and Recreation Department's existing averages in **Table 5** to develop projected maintenance costs for the City's park system in 2014 through 2020. Since these existing averages are considered relatively low compared to local jurisdictions, further study of the City's funding allocation for park maintenance is recommended. Pending the results of further study and community input, defined maintenance standards should be established, and maintenance projections should be updated to more accurately represent actual costs.

Maintenance costs for undeveloped acreage and urban natural areas may vary depending on the resource value and maintenance strategy for individual areas. However, the regional and national trend for natural area management is to move beyond the basic removal of hazards and begin to restore critical habitat. Maintenance tasks in these areas may include:

- Invasive species removal, natural area restoration, and habitat preservation
- Monitoring and reporting for wetlands and other sensitive areas as required by regulatory mandates
- Removal of health and safety hazards caused by illegal dumping, auto abandonment, hazardous wastes, and homeless camps
- Water quality enhancement, drainage improvements, and flood damage assessment
- Upkeep of natural areas damaged by off-trail mountain bikes, motor bikes, ATV use, and hiking through non-designated areas

A greater allocation of funding per acre for undeveloped parkland could help address park safety, health, resource quality, and recreational issues in natural areas. **Table 5** shows the anticipated total annual cost for maintaining the existing and proposed parks and recreation system as reflected in the six-year capital facilities plan. The additional annual maintenance cost at plan implementation will add an estimated \$300,640 (**Table 5**) as these projects come on-line for regular maintenance following acquisition or development. As with projected costs for capital and non-capital projects, these estimated maintenance expenses exceed available funding. When per acre expenditures are updated as recommended in the plan, this shortfall will likely increase.

Staffing Needs: Maintaining the additional parkland as proposed in the six-year capital facilities plan will require both additional materials and additional staffing. Further costs analysis will be needed. As VPRD expands its park planning, recreation services, and programming, it will need to reevaluate other staffing requirements for the Department. For example, the Department may need additional staff for resource development and marketing. Adding staff in positions like these will help to improve the long-term sustainability of the Department.

#### Key Recommendations – Maintenance and Operations

- Develop an integrated system-wide plan for the management of natural areas
- Establish park maintenance standards
- Develop a site condition assessment program to identify, assess, and monitor maintenance needs
- Develop an asset management strategy to guide future maintenance and repair of parks and facilities
- Examine the feasibility of a ranger program to improve park maintenance and security

#### Key Recommendations – Organizational

- Develop a business plan
- Develop department-wide standards, policies, and procedures
- Evaluate the staffing needs of the Department and hire adequate staff
- Implement programs and actions to retain quality employ

#### **2009 Year End Costs – Grounds**

Detailed report of all grounds expenses for the Public Works Department – Oracle allows the data to be sorted in multiple ways including year-end undefined cost per acre. **Table 5** below is a snapshot of Grounds Year End Costs 2009 from this report. The Public Works Department staff stated on several occasions that the last time the grounds department was properly funded to perform the assigned tasks was 2009. During the recession of 2008-09, both The Public Works Department’s budget and staffing levels were reduced. As of 2017, neither the budget nor staffing levels have returned to the 2009 level, while the responsibilities and assigned tasks associated with parks maintenance and operations have returned to the 2009 levels and in some instances increased.

**Table 5: Vancouver Parks and Recreation – Grounds Year End Costs 2009 Summary**

GROUNDS YEAR END COSTS - 2009 SUMMARY					
		Oracle Year-End	Oracle	Oracle Year-End	Oracle and
	Acreage	Numbers	\$ per Acre	Numbers with	Undefined
				Undefined	\$ per Acre
<b>All Property</b>	1046.4	\$ 2,099,709.34	\$ 2,006.55	\$ 3,694,106.96	\$ 3,530.20
<b>Level 1</b>	178.48	\$ 98,249.26	\$ 550.48	\$ 172,854.06	\$ 968.48
<b>Level 2</b>	394.47	\$ 634,115.70	\$ 1,607.51	\$ 1,115,626.42	\$ 2,828.17
<b>Level 2 (minus Medians &amp; ROW)</b>	308.96	\$ 279,179.38	\$ 903.61	\$ 433,324.67	\$ 1,402.53
<b>Level 3</b>	459.52	\$ 1,194,872.63	\$ 2,600.26	\$ 2,102,189.68	\$ 4,574.75
<b>Level 4</b>	13.96	\$ 165,195.20	\$ 11,833.47	\$ 290,634.86	\$ 20,819.12
<b>Properties with no assigned level</b>		\$ 7,276.55		\$ 12,801.94	
<b>Community Parks</b>	235.96	\$ 565,079.39	\$ 2,394.81	\$ 994,167.94	\$ 4,213.29
<b>Neighborhood Parks (all levels)</b>	258.91	\$ 515,957.19	\$ 1,992.81	\$ 907,745.19	\$ 3,506.03
<b>Neighborhood Parks - Level 1 Only</b>	42.34	\$ 23,360.46	\$ 551.74	\$ 41,099.04	\$ 970.69
<b>Neighborhood Parks - Level 2 Only</b>	93.05	\$ 137,579.45	\$ 1,478.55	\$ 242,049.31	\$ 2,601.28
<b>Neighborhood Parks - Level 3 Only</b>	121.66	\$ 331,944.65	\$ 2,728.46	\$ 584,004.19	\$ 4,800.30
<b>Neighborhood Parks - Level 4 Only</b>	1.86	\$ 23,072.63	\$ 12,404.64	\$ 40,592.65	\$ 21,824.00
<b>Medians</b>	102.74	\$ 420,755.56	\$ 4,095.34	\$ 740,252.95	\$ 7,205.11
<b>Fire Stations</b>	13.04	\$ 6,523.70	\$ 500.28	\$ 11,477.42	\$ 880.17
<b>Water Stations</b>	35.45	\$ 58,407.64	\$ 1,647.61	\$ 102,759.02	\$ 2,898.70
<b>Cemeteries</b>	70	\$ 234,847.94	\$ 3,354.97	\$ 413,177.86	\$ 5,902.54
<b>Open Space</b>	93.27	\$ 23,121.87	\$ 247.90	\$ 40,679.28	\$ 436.15
<b>Special Properties</b>	205.43	\$ 211,894.54	\$ 1,031.47	\$ 372,794.98	\$ 1,814.71
<b>Trails</b>	31.63	\$ 55,844.96	\$ 1,765.57	\$ 98,250.39	\$ 3,106.24
<b>Art</b>		\$ 670.43		\$ 1,179.52	
<b>Other</b>		\$ 6,606.12		\$ 11,622.42	

**2009 General Parks and Recreation Site Maintenance Guidelines**

Mowing:

- Grass height 2.5 inches during the growing season, mow one time per week accomplished 90% of the time
- Rough mowing and fire hazard mowing a minimum of twice a year

Currently, it appears that these guidelines are not being followed.

Shrubs Beds:

- Esther Short Park annuals – two plantings May and late September early October
- Edging annual one time per year
- Leaf removal has needed November through February focus on the turf
- Pruning annual and by service request
- Trails prone to 10’ height; Two inch shoulder clearance and by request

Chemical Application:

- Turf fertilizer fall application
- Chemical application turf annual shrub beds annual or by service request

Irrigation:

- Turned on starting in May through June begin shut down mid-September
- Drinking fountains freestanding shut down and winterized during daylight savings time



Restrooms:

- Cleaning seven days a week; closures are based on 2009 budgets
- Clean one time per day; restrooms are closed October 31 open starting mid-March
- 12-month restrooms are available at Esther Short Park, Boat Launch at Marine Park

Litter, Trash & Graffiti:

- Litter and trash as needed community parks daily
- Garbage can cans emptied daily in community parks, weekly in neighborhood parks
- Wintler, Haagen, and Marine have drop boxes emptied twice a week during summer months
- Graffiti removed by service request or during routine maintenance

Other:

- Boat docks removed November installed February or March
- Playground inspections monthly
- Bench and picnic table inspection monthly
- Sign replacement by service request
- Sidewalk repairs emergency within five working days; nonemergency – fall, winter, and early spring per request
- Snow removal as needed
- Set up/clean-up for events as needed
- Turf aeration annual prior to fertilization inspect the boat docks repair as needed

**Composite List Work In progress 91312**

Summary tab – A detailed listing of 68 neighborhood parks separated into seven Districts which include estimated total costs of needed repair, ADA improvements needed (by priority 1-5), capital repair replacement cost, new construction cost all listed by categories (play area, play area surfacing, asphalt, benches, tables [by priority 1-5]). A total estimated cost for all capital improvements = \$9,215,611.01, of which ADA improvements costs estimates = \$3,275,925, capital repair and replace = \$2,916,026, and new construction = \$3,282,318.

The items addressed as needing repair/replacement remain important projects today. It appears the majority of the projects have not been completed.

Park tabs (each park had its own tab) – detailing needed work related to clear and grub, earthwork, pavings, site furnishings, playground equipment/wood chips, utilities and landscape/irrigation as well as notes detailing items needing repair/replacement.

**Updated Grounds Inventory 2014**

A detailed listing of all grounds areas that the Public Works Department is responsible for maintaining was supplied by the City. The inventory is maintained as a staff resource within the Department. The document was very detailed. The inventory has not been updated since 2014.

As of July 2017, the City's Park Inventory has not substantially changed.

**Joint Labor Coalition 2015-2016 Contract**

Most of the ground staff are represented by this teamsters union labor contract. The City appears to follow the rules of this contract, and the grounds staff appears to understand their responsibilities and rights as described in the contract.

**AFSCME, Local #307VC 2015-2016 Contract**

The Grounds Supervisor is part of the AFSCME union. The City appears to follow the rules of this contract, and the Grounds Supervisor appears to understand their responsibilities and rights as described in the contract.

**NRPA PRORAGIS 2015 Field Report**

**Operations, Maintenance, and Performance Management**

The National Recreation and Parks Association collects data from member agencies related to parks and recreation operations, maintenance, and performance management. The data collected can be used as a form of benchmarking for other agencies to compare their operations, maintenance and performance management using several different metrics. Below are two very relevant metrics for the City of Vancouver to consider.

The following chart provides average operating expenditures per acre as of 2015.

**Figure 2: NRPA Operating Expenditures per Acre**

Figure 23 Operating Expenditures per Acre of Land Managed or Maintained

Number of Acres	Lower Quartile		Median		Upper Quartile	
	2013	2014	2013	2014	2013	2014
250 or fewer	\$6,454	\$6,054	\$16,523	\$12,403	\$34,000	\$27,242
251 to 1,000	\$3,487	\$4,163	\$8,974	\$8,884	\$18,747	\$17,597
1,001 to 3,500	\$1,855	\$2,827	\$4,808	\$5,928	\$6,904	\$11,234
More than 3,500	\$1,213	\$2,064	\$3,001	\$3,564	\$3,846	\$5,662

**Figure 3: Average Acres of Parkland Maintained per FTE as of 2015**

Figure 24 Acres of Park Maintained Per FTE

Number of Acres	Lower Quartile		Median		Upper Quartile	
	2013	2014	2013	2014	2013	2014
250 or fewer	2.7	3.7	5	5.7	9.8	16.6
251 to 1,000	6	5.4	8.7	12.8	19.6	24.1
1,001 to 3,500	9	12.2	21.6	18.3	54.7	39.4
More than 3,500	18.4	16.4	32.8	46.1	66.3	139.3

**NRPA PRORAGIS 2016 Field Report**

The following charts provides averages of numerous park metrics from NRPA member institutions as of 2016.

# NRPA FIELD REPORT AT A GLANCE

*The Typical Park and Recreation Agency...*



*Has 1 Park for every*  
**2,277 residents**



## IV. Management and Organizational Assessment

The project team that included City staff has guided this project. This team provided input to the consultant team throughout the planning process, resulting in a collaborative effort to create a plan that blends the consultant's expertise with that of the Parks and Recreation Department and Department of Public Works. The plan includes a comprehensive process encompassing staff and stakeholder meetings, site, facilities and equipment inspections, review of materials provided by the City and observations of maintenance crews in action. Analysis of all collected data provides an understanding of how well the maintenance of the parks system is meeting the community's expectations and recommendations to improve and enhance the level of services provided.

The project consisted of the following tasks:

- Evaluation of the distribution of work among staff, optimal staffing levels, productivity and effectiveness, management/staff communications, and management and organizational structure including challenges and opportunities
- Evaluation of the effectiveness of current maintenance operations with regard to customer needs and expectations, customer satisfaction, timeliness of work, quality of work performed and services provided, knowledge and experience of employees, and training and certification opportunities or technological advances that may improve maintenance operations
- Evaluation the City's operational structure for parks maintenance with regard to its operational sustainability
- Provide recommendations, including a draft work plan with actions, timelines, and costs for continuing areas of success and implementing changes in areas where opportunities for improvement exist

The following information was discovered during our evaluation:

### Strengths:

- The relationship developed between the Parks and Recreation Director, the Public Works Operation Manager, the Public Works Parks/Ground Superintendent, the Public Works Supervisor, and Urban Forestry.
- Maintenance crews confident in their abilities to complete tasks.
- Maintenance crews desire to do good work.

### Areas of Need and Ideas for Improvements:

#### General:

- Citywide budget increase to support the necessary staffing levels.
- Condition of amenities, facilities, and landscapes throughout the parks system.
- Lack of industry standard parks systems maintenance standards.
- Organizational Structure of maintenance crews needs attention and revision.
  - Span of control for Grounds Supervisor is too large, an additional supervisor should be added (see recommend new organizational chart)
  - Another crew leader should be added, so there are two supervisors with each supervisor managing two crew leaders.
- Schedules for major maintenance tasks are needed.
- Regular routine work assignments and daily/weekly/monthly/seasonal task schedules are not in place.



- Advanced distribution of work schedules and assignments is not provided.
- Daily deployment of grounds crews and preparations for the next day's work requires advance planning.
- Full grounds maintenance set ups (trucks w/outfitted enclosed landscape trailers, tools, fuel, material, etc.).
- Staff morale/sense of ownership/empowerment.

**Key Observations:**

- Operations team would benefit from team building and efficiency training.
- Maintenance standards/expectations are needed.
- Schedule of major, regularly occurring parks maintenance tasks is needed.
- Reorganization of work crews may be beneficial, i.e. mowing crews, enhancement crew, pruning crew, etc.
- Full grounds maintenance set ups (trucks w/enclosed trailers, tools, fuel, material, etc.) are needed to support effective regular crew operations.
- There is a regular, recurring loss of at least two hours per day per grounds staff (19 team members) for morning work crew mobilization and deployment, and end of day return and nightly equipment storage. Other agencies are able to regularly dispatch larger grounds crews within 15 minutes at the start of day, and crews do not return to the shop/break room more than 15 minutes before closing time, with clean up, and storage of equipment at the end of the day taking about 15 minutes.
- Daily, weekly, and monthly work schedules for all crews are needed; crews should know assignments one to two weeks out what/where they would be working.
- Routine work tasks should be divided by function (mow, sprinklers, trash, playgrounds, etc.) citywide, or divided by geographic areas (maintenance zones) where each crew is responsible for a designated number of parks in defined areas.
- When looking at maintenance standards there is a difference in between general standards and standards for “flagship” or special priority sites. For example: a higher set of standards may be needed for a highly visible showcase riverfront park versus a two-acre basic neighborhood park.
- Mowing should include trimming and cleanup.
- A challenge was reported with grounds crew staff calling in sick when given advanced schedule/notice that work may be on their schedule that they do not want to do. Employees should be prepared to work without “cherry-picking” their preferred tasks. Management has a right to determine work schedules, locations, and tasks. This is a red flag and indication of the need for cultural change within the organization.

**Distribution of Work**

According to Grounds Year End Costs Report for 2013, 53 percent of the work performed by the 19 Public Works crew members is related to Parks, Recreation, Open Spaces, and Trails, while 47 percent of their work is related to areas of public works (medians, fire stations, water stations, cemeteries, and special properties).

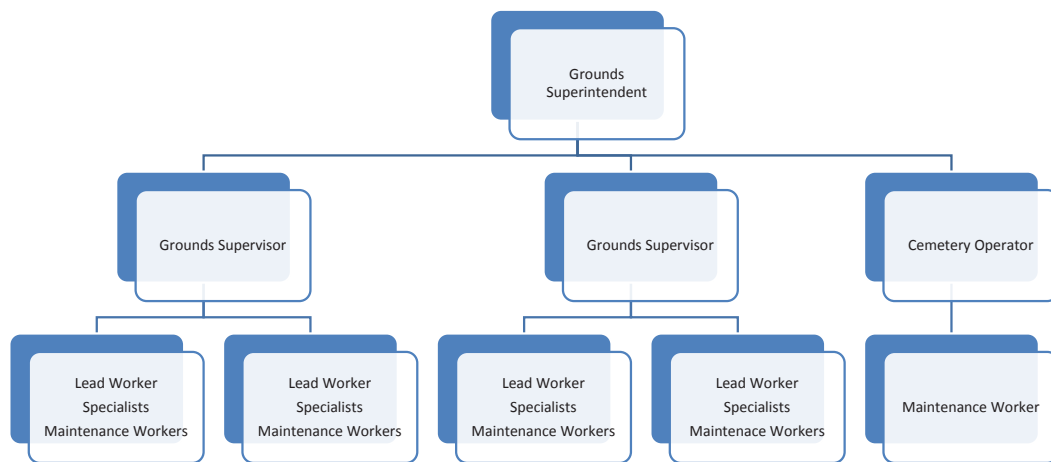
**Figure 4: Grounds Year End Costs Report 2013**

<b>Parks, Recreation, Open Spaces &amp; Trails</b>	<b>% of Manpower</b>
Community Parks	29%
Neighborhood Parks (all levels)	21%
Open Space	1%
Trails	2%
<b>Total for Parks, Recreation, Open Spaces &amp; Trails</b>	<b>53%</b>
<b>Other Public Works Tasks</b>	<b>% of Manpower</b>
Medians	13%
Fire Stations	0%
Water Stations	2%
Cemeteries	17%
Special Properties	14%
Other	1%
<b>Total for Other Public Works Tasks</b>	<b>47%</b>

The following list of work is currently outsourced and should be considered as a factor when discussing appropriate staffing levels for the Public Works Department:

- Tree Services (routine maintenance, tree removal, stump grinding, etc.)
- Sidewalk repair and replacement
- Boat dock repair

**Figure 5: City of Vancouver Department of Public Works Proposed Organization Chart**



Currently, each of the 19 Public Works crew members assigned to parks maintenance is responsible for 29 acres (stat provided by City staff via Current Parks Maintenance Standards document). This manpower statistic equates to only 551 acres; however, the City of Vancouver is responsible to maintain 650.43 acres of neighborhood and community parks and an additional 531.49 acres of urban natural areas for a total of 1,182.02 acres. The NRPA PRORAGIS 2015 Report indicates that the national average is between 24.1 – 39.4 acres per FTE for parks maintenance is shown in the figure below. With 1,182 acres of property in the current park system inventory (developed and Open Space sites) the ratio of current FTE to acres is approximately 1 person/62 acres. Also, of note, in addition the 19 Public Works crew members are also responsible for a Train Station, Trails, Fires Stations, Special Properties, Medians and Right of Ways, Water Stations and Cemeteries which add an additional 460 acres. In actuality the 19 Public Works crew members maintain 1,642 acres for a ratio of current FTE to acres of approximately 1 to 86.42 acres. Thus, Public Works crew members are currently maintaining two to three times the acreage per staff person as their counterparts as noted in the following chart of data collected by NRPA. Though these numbers are a guideline only, rather than a defined standard, they do illustrate the magnitude of staff shortages identified in this report. Clearly, staffing requirements vary based on responsibilities, nature, and character of maintained facilities, and regional and seasonal climate conditions. The efficiencies, organizational changes, standards, and use of technology contained in the findings and recommendations of this report will allow Public Works crew members to make some progress in the area of distribution of work and optimal staffing. Closing the existing gap will require efficiencies and expansion of staff levels to reach ratios more comparable to national averages of comparable agencies.

**Figure 6: Suggested Acres of Park Maintained Per FTE**

Figure 24

Acres of Park Maintained Per FTE						
Number of Acres	Lower Quartile		Median		Upper Quartile	
	2013	2014	2013	2014	2013	2014
250 or fewer	2.7	3.7	5	5.7	9.8	16.6
251 to 1,000	6	5.4	8.7	12.8	19.6	24.1
1,001 to 3,500	9	12.2	21.6	18.3	54.7	39.4
More than 3,500	18.4	16.4	32.8	46.1	66.3	139.3

With better organization, quicker deployment, and better use of the work day; pre-designed and pre-assigned work schedules; and deployment by zones or districts, the 19 Public Works Department crew members would be able to better maintain the City of Vancouver’s parks system. The staffing levels would still fall short of the optimal staffing levels.

Clarification of multiple smaller parcels making up the 24 acres is more expensive and would require more staff due to travel time, more equipment, multiple utility billing. Multiple sites will impact staffing if there are buildings added, more playing fields, intense landscape versus OS, facilities (5 playgrounds vs. one playground). National trends in recent years have been toward larger, multiple use, regional parks rather than smaller pocket parks or neighborhood greenbelts, because it is more practical to provide staff to maintain six baseball fields and a restroom building at one site, than it is to provide a restroom building and one baseball field at six different sites. These are decisions the management staff needs to take into consideration when making development decisions. The multiple small parks model is difficult to sustain with labor and material costs these days.

With regard to adding additional park acreage and the additional staffing required, 24 acres in one large parcel = 1 FTE. If the 24 acres occur in smaller partials of 3 – 7 acres across the city, due to travel time and setup/breakdown time, the ratio of 24 acres = 1 FTE would need to be adjusted. If the 24 acres became 3 separate sites, an additional 3 – 4 man hours per day (208 - 1040 man hours per year) would be needed. This could equate to the need for an additional .1 - .5 FTE for each 24 acres added.

## Optimal Staffing Levels

Industry averages from NRPA PRORAGIS 2015 Report indicate that the City of Vancouver could require as many as 30 dedicated FTEs to maintain the 1,182.02-acre parks system. Since the 650.43 acres of neighborhood and community parks require regular weekly maintenance, and the 531.49 acres of urban natural areas may require less frequency of maintenance, the number of recommended FTEs could be reduced to 27. Since 53 percent of the work performed by the 19 Public Works crew members is related to Parks, Recreation, Open Spaces, and Trails, and 46 percent of their work is related to areas of public works (medians, fire stations, water stations, cemeteries, and special properties), the actual number of FTEs need in Public Works could be as high as 44.

Currently, Vancouver's Public Works Department has 19 members assigned to parks systems maintenance. GreenPlay estimated that the average grounds crew member is losing two hours/day due to inefficiencies within the existing operation. Cumulatively for the 19-member crew, this equates to a loss of 9,120 hours per year, which compares to a productivity loss of 4.4 full time crew/year. In effect, the grounds crew has been operating as if there were only 15 crew members assigned to parks system maintenance. If staff operations becomes more efficient and regains the lost 4.4 fulltime crew/year, the optimal staffing level would be 40 FTEs for all of Public Works Grounds Operations. The optimal staffing level would consist of improving the efficiency of the 19 crew members and to add 8 – 21 additional staff members and possibly one to three additional Lead positions. The current ratio of supervisors/leads/crew members appears to work adequately for both the Public Works Department and the Parks and Recreation Department, as they have developed a great relationship. The operational efficiencies and organizational changes recommended in the report will provide for a more productive environment that is not necessarily a function of any supervisor/employee ratio. We have seen operations where supervisors oversee as many as 20 FTE on multiple crews in the field; communication, standards, organized schedules and enhanced equipment all replace the need for more supervisors.

Many other agencies supplement their recreation and public works ground maintenance crews with additional part-time/seasonal staff. This could be a valid option for the Public Works Department provided at least one additional full-time Lead position is added and sufficient time and resources are provided for hiring and training part-time/seasonal staff. Supplementing with part-time/seasonal staff is a good practice to avoid labor costs; however, most of the part-time/seasonal staff work must be unskilled labor to achieve any savings. This works well for mowing, trimming crews, trash collection, general grounds cleanup, etc. The downside is turnover, employee motivation, and possible small equipment damage/theft. The focus of seasonal staff should be on providing workload assistance to full-time staff during high impact seasonal functions such as mowing, sports field preparation, etc. and not on hourly staff performing basically the same tasks as full-time staff. To be effective, it truly does need to be seasonal, such as hiring 12 people to work on mowing crews from April through August, then laying off the part-time/seasonal staff. Doing this also allows the full-time staff to concentrate on their perhaps more skilled responsibilities rather than being pulled off a skilled job to perform mowing tasks in times of high demand.



## GIS Technology

The Public Works Ground Maintenance staff should use GIS technology similar to the other departments in Public Works (Water and Streets). There are a number of specifically developed apps and software packages which utilize GIS mobile devices to track a number of variables pertaining to parks and grounds maintenance work. Collecting and analyzing data on key performance measurements over time would certainly help the city to hone its maintenance practices, scheduling, budgeting etc. Using such data would allow the city to figure out average production rates for crews, specific pieces of equipment, average time needed for regularly occurring maintenance tasks at each location, etc. – the type of information that can be used to strategically improve service delivery. Wi-Fi capable iPads or tablets should be provided to the Leads to allow them to access the work order system remotely from the field to enter new work orders and to edit existing work orders. GIS means many different things to different people. It can be as simple as mapping and inventory (both important to get a handle on what an agency has whether it be acres of turf, trees, parking spaces, etc.). There are apps available that can help with playground inspections and reporting, water conservation and consumption, per acre maintenance costs, coordinating maintenance schedules with program schedules, and calculating materials and supplies needed based on acreage (fertilizer, infield mix for baseball fields, over-seeding).

## Productivity and Effectiveness

Productivity and effectiveness of the Public Works grounds crew assigned to parks system maintenance can be greatly improved by:

- Development of maintenance standards/expectations for each park and each maintenance task.
- Development of a regular schedule of major maintenance tasks that minimizes travel needs, and maximizes grounds crew time at park and recreation sites.
- Routine work tasks should be divided by function (mow, sprinklers, trash, playgrounds, etc.) citywide or divided by geographic areas of the city (maintenance zones) where each crew is responsible for a designated number of parks.
- Add full grounds maintenance set ups (trucks w/enclosed trailers, tools, fuel, material, etc.) for regular crew operations.
- Assign vehicles to crew members so that they can have vehicles prepared at the end of each shift for the next day's assignments.
- Dispatch from the public works facility should take no more than 15 minutes each morning. Conversely, grounds crews should not need to return to the facility until 15 minutes prior to closing time.
- Provide the crews with their assignments for the next day and prep equipment for the next day at the end of the previous day.
- Develop and distribute daily, weekly, and monthly work schedules for all crews. Grounds crew staff should know their schedules and general assignments in advance.

## Management/Staff Communications

Management and staff communications can be improved by developing and distributing daily, weekly, and monthly work schedules for all crews. Dispatching of crews should occur in a much quicker time (within 15 minutes of the start of the day) than is now occurring. Schedule a once a week – on Wednesday morning or afternoon for a full crew/supervisor update meeting to last no longer than 30 minutes. Other communications should occur using a white board to post information, distributing a printed document or by supervisor site visits in the field with the crew (this will improve communications at the same time providing supervisors with an opportunity to observe the crews in the field). There are electronic means and computer software to schedule and update work activity. If the Department desires to become state-of-the-art, plans should be made to set up work scheduling on computers, tablets or iPads should be provided to all supervisors and crew leaders to update at the end of each day. Such a system could also allow the City to track performance over time and inform future decision making regarding the scheduling.

## Management and Organizational Structure

The management and organizational structure that supports grounds operations could be improved by analyzing and developing daily, weekly, and monthly work schedules for all grounds crews. Crews could be divided by function (mow, irrigation, trash, playgrounds, etc.) citywide or divided by geographic areas of the city (3-4 parks maintenance zones) where each crew is responsible for all routine grounds maintenance tasks such as mowing, trimming, and litter/trash/debris pick up for all parks within their zone. Leads could be assigned geographic areas (zones/districts) and be responsible for all aspects of the parks system with in their areas including inspections (including playgrounds and all parks systems equipment), development of work orders, confirmation of completion of work orders and supervision and support of crews working in their assigned areas. The Grounds Supervisor could concentrate on overall management and assign supervision and management of crews to the Leads. A willingness to change and adopt new approaches is essential for improvements to be successful. Managers and supervisors must be champions of change.

## Challenges and Opportunities

An understanding of the long history of the Public Works Department and the effects of the 2008/09 recession on the budgets and staffing levels needs to be acknowledged. A culture of defending the actions of the public works grounds crews with regards to parks system maintenance challenges has developed and is impeding positive change.

## Knowledge and Experience of Employees

The existing pool of knowledge, skills, abilities and experience of the entire Public Works Department grounds staff (Supervisor, Leads, and Crew members) needs to be maintained and should be harnessed when the City considers major projects that impact their work. Grounds staff can and should provide valuable insight into the maintenances needs, costs, and challenges associated with new park development, or changes to procedures and operating strategies.

## Training and Certification Opportunities

Work related training and certification opportunities should be explored and considered as a means for developing and maintaining a skilled grounds crew, leads, and supervisors. Better trained and certified employees typically perform better and are more inclined to work toward their maximum efficiencies and abilities. There are many training and certification programs offered in grounds management including turf management, horticulture, arboriculture, integrated pest management, etc.

## V. Financial Resources and Expenditure Analysis

### Snapshot of Financial Condition of City Parks and Recreation Department

As noted in previous City reports, most of Vancouver’s parks and recreation sites are in need of some degree of capital improvement or repair. The parks system has an estimated \$9,215,611.01 in needed capital improvement projects. The budget for staff dedicated to the maintenance of the parks systems appears to be approximately 30 percent of the desired level to have a full staff of 27 grounds staff assigned to parks system maintenance. Continued delay in addressing of outstanding capital needs, while maintaining current levels of regular maintenance will only further exacerbate the unsatisfactory conditions of the parks system, and increase the future costs for corrective actions.

#### **Determine financial dynamics necessary to make sound operating decisions**

The City, the Public Works Department, and the Parks and Recreation Department all desire the same outcome – improved conditions at all of Vancouver’s parks and recreation sites. To achieve that outcome, all parties need to agree upon:

1. What defines the satisfactory level of grounds maintenance of the parks system?
2. What level of staffing is needed to achieve a satisfactory level of maintenance?
3. What level of funding is needed to achieve the desired outcome?

#### **Identify opportunities to improve the financial sustainability of the city maintenance practices including evaluating expenditures and increasing current sources of revenue**

Outsourcing can be extremely labor intensive and time consuming. However, specialized activities such as median maintenance, tree pruning, turf management tasks such as fertilization and aeration or seasonal planting could be considered for outsourcing as a means to reduce overall costs and shift manpower and funds for additional FTEs to the Public Works Department crew assigned to the parks systems maintenance.

City urban forestry staff suggested, and we support, the general concept and practice of reducing “unnecessary” areas of maintained lawn turf in targeted areas of city parks. Urban forestry, Parks and Recreation, and Public Works Department grounds leads should work together to identify and select areas to reduce regular mowing operation, in favor of allowing those areas to naturalize to some degree. Reducing regular mowing needs in many small areas can save significant time when viewed system-wide, and allow for some resources to be focused on other important maintenance items, deferred maintenance issues etc.

Reorganization focusing on improving efficiencies appears to be the best available option to improve financial stability.

Currently, a comprehensive equipment and asset replacement program (ERR) for all vehicles and larger, motorized equipment is in place. Observation of the current condition and age of vehicles and larger equipment indicates that the ERR is not being followed. It is simply a matter of determining the expected life span of equipment (i.e. trucks, mowers, etc.) and site improvements (i.e. playgrounds, tennis courts, etc.), applying a reasonable replacement price that is updated regularly (every two years is suggested), and then determining contributions to be made to a replacement fund annually to fund future replacement. For example, if a large area mower costs \$48,000 and has a life span of five years, the City should be contributing \$9,600 per year into a replacement fund. The other advantage of such a fund is to spread out the impact of bulk purchases. If five trucks are purchased at a time, and used essentially the same amount of time, they will all wear out at the same time. Regular replacement cycles allow for the purchase of new equipment each year, and the general age of the fleet is improved. Capital repair and replacement items can be handled in a similar way using a rotating replacement schedule so that all items are not being replaced all at the same time. Perhaps a portion of the \$300,000 in new funding could be set aside for this purpose.

Rentals of facilities, amenities and fields could be considered to increase sources of revenue; however, these rentals could have costs associated (i.e. additional operation cost, waste removal, potential staffing, etc.) that could reduce the revenue potential.

## VI. Evaluation of Potential Partnerships

### **Continue Identifying key potential partners and viability of community partnerships**

Potential partners would include school districts, local sports associations, garden clubs, volunteer clubs, service organizations (Rotary, Kiwanis, Lyons Club...), local recreation orientated businesses, local foundations, and environmental groups.

### **Identify strategies to continue to leverage partnership opportunities**

The City should continue to pursue an aggressive approach to commercial and private citizen funding of "Adopt A Park" programs. A two to three-year focus on this can do wonders in getting local businesses and neighbors to take on trash collection, painting, planting and upkeep of floral beds, fence repairs, etc. to take some of the load off regular maintenance crews. The implementation of this type of program requires some patience and marketing to be successful; approach local media for assistance in promotion. Currently, there are 20 Adopt- a-Park partnerships in place.

### **Provide recommendations and sample documents to create partnership policy**

An alternative funding source document has been provided as a staff resource.



## VII. Effectiveness of Current Maintenance Operations

Regarding customer needs and expectations, this study was commissioned because the Vancouver community was generally not pleased with the overall conditions and level of maintenance of the City's parks. Meetings with the Executive Steering Committee, stakeholders, City administrators, staff, grounds crew members, volunteers and participants, combined with site visits and field observations found that city park maintenance operations currently fall below industry standards. The condition of, and maintenance of, the grass/turf, landscaping, trees, walkways, playgrounds, and amenities are generally worse than those of comparable agencies. Existing conditions and level of maintenance of parks and recreation areas in Vancouver are not meeting customers' needs and expectations, and this is unsatisfactory to the Public Works Department and Parks and Recreation Department.

### Customer Satisfaction

Based on feedback obtained through this study, Vancouver customers appear to be fairly satisfied with the City's responsiveness to individual maintenance requests, but are dissatisfied with the current conditions of the parks system and the overall level of maintenance grounds. A few questions to be considered for improving customer satisfaction:

- Does the city have a "311" or other user-friendly means for residents or other park users to report problems or concerns? If available, are market efforts reaching park users?
- Can the My Vancouver App be expanded to include Parks and Recreation?

### Timeliness of Work

The City's responsiveness to parks maintenance requests appears adequate. The Public Works Department Supervisor makes responding to maintenance requests a priority over routine maintenance work. A system should be implemented to prioritize requests and assign work to crews in a manner that is least disruptive to routine operations, especially as current grounds maintenance is not up to industry standards. The prioritization of individual maintenance requests over routine maintenance is negatively impacting the management of park grounds system wide. This could be corrected by assigning Leads responsibility for all parks management activities within defined geographic areas (zones/districts) including inspections (including playgrounds and all parks systems equipment), development of work orders, confirmation of completion of work orders, and supervision and support of crews working in their assigned areas. Overall scheduling of routine grounds tasks and resource allocation need to be improved.

### Quality of work performed and services provided

The quality of City parks system maintenance is below industry standards. The current lack of measurable performance standards, and regular schedules for routine maintenance tasks is significantly impacting the quality of managed park landscapes and site amenities. This can be corrected with a reorganization of the Public Works Department staff assigned to parks system maintenance. Staff safety/best practices training, development of standards and performance review protocols need to be instituted.

## Operational Structure for Park Maintenance Sustainability

Vancouver’s current system for maintaining City parks is not meeting expectations, falls below industry standards, and as such, is not a model that is advantageous to continue. General safety/best practices training, equipment, and tool training need to be improved and documented. The City should refine the organizations of grounds maintenance– zones with single maintenance crew “owning” all park grounds in “their” zone, versus grounds crews for specific maintenance tasks for all parks.

From an equipment stand point, generally grounds crews have the majority of basic tools needed to effectively complete tasks. Two key concerns were noted with grounds equipment:

1. Need for enclosed maintenance/equipment trailers for mowing and regular maintenance operations crews.
2. Grounds operations vehicles and large equipment, as noted in the fleet services evaluation done by another consultant last year, are aging. A plan should be developed for routine maintenance and replacement of key equipment.

City urban forestry staff suggested, and we support, the general concept and practice of reducing “unnecessary” areas of maintained lawn turf in targeted areas of city parks. The City may want to consider providing criteria for staff to utilize to identify and select areas to reduce mowing operation, in favor of allowing those areas to naturalize to some degree. By reducing maintenance needs in many small areas of parks, time can be saved overall through reduced mowing, trimming, irrigating, weed control etc. That “saved” staff time could then be utilized to address other important management items, deferred maintenance issues etc.

## Sample Maintenance Standards for Parks and Facilities Developed by Consultants and Director of Parks and Recreation

These general maintenance standards were developed as a starting point for the Parks and Recreation Director and the Public Works staff to discuss and refine as a basic desired maintenance standard for all parks.

- Litter control minimum service two to three times per week, high use may dictate higher levels during the warm seasons.
- Repairs to all elements of the design should be done immediately when problems are discovered provided replacement parts and technicians are available to accomplish the job. When disruptions to the public might be major in the repair is not critical, repairs may be postponed to a time that is least disruptive to the routine maintenance schedule.
- Complete park inspections should be conducted daily.

SAMPLE  
**PARKS, RECREATION & OPEN SPACE**  
**PARK AND PARKWAY MAINTENANCE GUIDELINES**

LEVEL	MOWING	TREE AND TURF FERTILIZATION	AERATION	EDGING/ TRIMMING	WEED CONTROL
I	Weekly-32X year Bluegrass, Fescue and athletic turf grasses. Sports fields are mowed 2X/week/ 16 weeks	Turf - 4X year, Sports fields receive 6 applications  Trees - 1X every 3 years	Parks - 3X year, Sports fields receive 1 deep core aeration and +/-8 slice aerations annually  Parkways - 2X year 3X year	Maintain clean edge on all walks and curbs	Weekly inspections control as needed
II	Weekly-32X year Bluegrass, Fescue and athletic turf grasses	Turf - 4X year  Trees - 1X every 3 years		Edge walks periodically to keep grass and weeds off hard surfaces. Parkways edged every 3 <sup>rd</sup> week.	Weekly inspections-control as needed
III	Every 3 <sup>rd</sup> week.	Turf - 3X year  Trees - 1X every 3 years	1X year	Every 3 <sup>rd</sup> week.	Weekly inspections-control as needed

LEVEL	IRRIGATION CHECKS	WATERING	TREE AND SHRUB PRUNING	FLOWER OR SHRUB BED MAINTENANCE	DISEASE AND INSECT CONTROL
I	1X weekly	Turf Parks – 27 inches/year *  Parkways – 27 inches/year**	1 x every 3 years or as needed	Weekly weeding and clean up	Check weekly - control within 48 hours if severe
II	1X weekly	Turf Parks – 27 inches/year  Parkways - 27 inches/year	1X every 3 years or as needed	Weekly weeding and clean up	Check weekly – control within 48 hours if severe
III	1X weekly	Turf Parkways – 15 inches/year	1X every 3 years or as needed	None	Check weekly - control within 48 hours if severe

Level I – Community Entries, High Use Parks and Athletic Fields

Level II – Moderate Use Parks, Arterial Landscaping

Level III – Transition areas – Connecting Tracts. Semi-native grass tracts across open space corridors that connect maintained parcels.

\* & \*\* Parks and parkways are budgeted at 27 inches annually. Sports fields will receive higher amounts. low use/passive areas may receive less. Parks and parkways will not exceed 27" average without approval.

LEVEL	Sidewalk Sweeping	Park Inspections	Restrooms	Playgrounds	Special Park Features
I	4 Rotations/year <ul style="list-style-type: none"> <li>▪ Mid December</li> <li>▪ Mid January</li> <li>▪ Mid February</li> <li>▪ Mid March</li> </ul> Specific dates determined by need and weather	Written Reports: Weekly – April –October Bi-weekly – November –March  Visits: Daily – April – October 3X week – November – March	Service daily – April – October  Service 3X week – November - March	Check and complete written report:  Weekly – January – December  Sweep and/or blow around playground 3X weekly – April – October  1X week – November - March	Check during inspection  Picnic Areas – Serviced daily April – October  1X week – November - March
II	4 Rotations/year <ul style="list-style-type: none"> <li>▪ Mid December</li> <li>▪ Mid January</li> <li>▪ Mid February</li> <li>▪ Mid March</li> </ul> Specific dates determined by need and weather	Written Reports: Weekly – April –October Bi-weekly – November –March  Visits: Daily – April – October 3X week – November – March	Service daily – April – October  Service 3X week – November - March	Check and complete written report:  Weekly – January – December  Sweep and/or blow around playground 3X weekly – April – October  1X week – November - March	Check during inspection  Picnic Areas – Serviced daily April – October  1X week – November - March
Check during inspection	4 Rotations/year <ul style="list-style-type: none"> <li>▪ Mid December</li> <li>▪ Mid January</li> <li>▪ Mid February</li> <li>▪ Mid March</li> </ul> Specific dates determined by need and weather	Written Reports: Weekly – April –October Bi-weekly – November –March  Visits: Daily – April – October 3X week – November – March	None	None	Check during inspection

LEVEL	Vandalism	Snow Removal	Trash Removal	Signage
I	Repair within 24 hours of report	Parks: 1. Administrative offices, emergency services and employee parking 2. Trails and sidewalks as part of school access routes 3. Parking lots 4. Playgrounds and secondary paths	7X week – April – October  3X week – November - March	Checked weekly – Replaced or repaired within 24 hours
II	Repair within 24 hours of report	Parks: 1. Trails and sidewalks as part of school access routes 2. Parking lots 3. Playgrounds/ secondary paths	7X week – April – October  3X week – November - March	Checked weekly – Replaced or repaired within 24 hours
III	Repair within 24 hours of report	Parks: 1. Trails and sidewalks as part of school access routes 2. Parking lots 3. Playgrounds and secondary paths	7X week – April – October  3X week – November - March	Checked weekly – Replaced or repaired within 24 hours



## VIII. Alternatives Analysis and Implementation Strategy

Four alternatives were considered:

1. No change from current operations
2. Outsourcing all or most maintenance services
3. Outsourcing of specialized maintenance services to a third party
4. Reorganization of resources to gain efficiencies and reset priorities

Overall, our recommendation is that a mix of improving existing city service delivery and outsourcing of some specialized maintenance services may be the best strategy for improving parks maintenance conditions moving forward.

The existing staff and resources for grounds operations in Vancouver should focus on regular, routine maintenance activities such as mowing, regular detailed landscape work in high profile/traffic areas at park sites, and regular repair/maintenance of site amenities (touch up painting, replacing broken board in a table, bench, etc.). Based on staff feedback, shrub and tree pruning is not their forte, and training is needed on basic plant identification and horticultural practices. Pruning is also an area of deferred maintenance, and we recommend bringing in a third-party arborist/tree company to tackle priority tree and shrub care projects and to teach public works staff basic best practices. Additional coordination with the urban forestry department (which organizes forestry activity city wide), and roads and highway division of Public Works, as well as with volunteer groups is needed to ensure some basic stewardship projects are completed (trail cleanup, parking lot pothole repair, etc.) using best management practices.

### Consider Long-term Outsourcing:

- Shrub and tree pruning – deferred maintenance and targeted ongoing pruning
- Projects on the Composite Work List 91312 that have been deferred
- Roadway median and right of way landscape maintenance
- Invasive species removal, natural area restoration, and habitat preservation
- Removal of health and safety hazards caused by illegal dumping, homeless camps auto abandonment, and hazardous wastes
- Turf Management tasks such as aeration and fertilization
- Maintenance around all facilities

### Consider One Time Outsourcing:

- The entire maintenance of several parks for a period of time to allow these parks to be brought back up to acceptable standards. Selected two to four test sites and contract out all maintenance operations; then compare costs and results at end of a trial period (perhaps two years) to determine if continued outsourcing makes sense.

It is recommended to consider any sites where installation of synthetic turf and lights would maximize play while giving a ROI to the City. Emphasis should be placed on studying the following Community Park sites: Marshall, Haagen, David Douglas and Fisher Basin for synthetic turf and lights installations.

## IX. Recommendations and Action Plans

The City has requested specific recommendations on the following six items:

1. Recommendations on how to improve the current staffing and deployment model of the Grounds Maintenance Staff and operations
2. Suggestions on any equipment and/or park features that could assist in making efficiencies possible
3. Evaluation of the current staffing level and if how different staffing models could affect the quality of maintenance. Justify and make recommendation to staff levels, if needed
4. Recommend staffing ratios, which provides a formula for adding staff as additional assets (acreage or amenities) are added to the parks inventory
5. Estimates on the capital repair deficiency in the Parks system
6. Recommendations for potential locations synthetic turf and lights installations

Items 1 – 4 are covered specifically in the Recommendations, Goals, and Objection section which follows this section. Items 5 and 6 are addressed below.

### Capital Repair Deficiency

Evaluation of necessary fund balances for site depreciation and aging infrastructure replacement for the existing Park system as well as cost estimates to developed current undeveloped park sites

The City requested an evaluation of the 2012 Composite Work List. As requested the following seven parks cost estimates from 2012 have been reviewed:

- Bella Vista
- Fruit Valley
- General Anderson
- Homestead
- Quarnberg
- Clear Meadows
- Edgewood

The cost estimates for these parks are very detailed; however, they are now over five years old. The CPI has averaged approximately 3% per year, so we believe these costs would be at least 15% short of today's costs. The overall cost of the entire 2012 Composite Work List would be estimated to be at least 15% short of today's cost as well. The recommendation would be to obtain new cost estimates prior to implementing any of the work on the 2012 Composite Work List.

A total estimated cost for all capital improvements = \$9,215,611.01 as of 2012 provided by the City  
A total estimated cost for all capital improvements = \$10,683,418.92 as of 2017 using an increase of 3% (CPI) per year.

## Synthetic Turf Sports Fields

As part of this project, the City requested recommendations for potential sites where installation of synthetic turf and lights would maximize play while giving a return on investment for the City. The following sites: Marshall, LeRoy Haagen Memorial Park, David Douglas, and Fisher Basin were all evaluated. Our assessment and recommendations are as follows.

### LeRoy Haagen Memorial Park

Assessment – A 29.6-acre community park located near the Firstenburg Community Center serving residents of East Vancouver. This facility currently has restrooms and picnic shelter, but no sports fields.

Recommendation – This location would be the **#1** location to install a multi-use synthetic turf and lights. The rationale being that no sports fields exist at this location, and adding a synthetic turf with lights would increase the City’s sports field inventory and add the ability to program multiple activities many hours a day, 7 days a week, without concern for field wear and tear.

### David Douglas

Assessment – An 88-acre community park serving residents of Central Vancouver and the Northwood Neighborhood. The facility currently has restrooms and picnic shelter, and multiple ball fields.

Recommendation – This location would be the **#2** location to install multi-use synthetic turf and lights. The rationale being that ball fields already exist at this location, and adding synthetic turf with lights would replace existing fields and not necessarily increase the City’s inventory of sports fields, but would add the ability to program multiple activities many hours a day, 7 days a week, without concern of field wear and tear.

### Fisher Basin

Assessment – A 12.3-acre community park in partnership with the Evergreen School District serving residents of East Vancouver and the Fisher’s Landing Neighborhood. The facility currently has restrooms a picnic shelter, and sports fields.

Recommendation – This location would be the **#3** location to install multi-use synthetic turf and lights. The rationale being that this is a small site with existing sports fields. Adding synthetic turf with lights would replace existing fields and not necessarily increase the City’s inventory of sports fields, but would add the ability to program multiple activities many hours a day, 7 days a week, without concern of field wear and tear.

### Marshall Community Center

Assessment – This site is the location of the Marshall/Luepke Community Center.

Recommendation – This location would **not** be recommended to install multi-use synthetic turf and lights. The rationale being that this site is already stretched to its maximum with the Marshall/Luepke Community Center. Adequate parking is not available, and adding synthetic turf with lights would not necessarily increase the City’s inventory of sports fields, and the ability to program multiple activities many hours a day, 7 days a week. The site would be negatively affected by the existing constraints and lack of parking.

## Recommendations

This section describes ways to enhance the efficiency and effectiveness of the Maintenance and Operations of the Parks System.

### **Goal 1: Improve Current Staffing and Deployment Model of the Grounds Maintenance Staff and Operations**

#### **Objective 1.1: Reorganization of Maintenance and Operations Crew Structure for Parks System**

Using the existing 3 Park Districts – divide the parks system into 3 maintenance zones. Assign each Lead to be responsible for 1 Park District with responsibilities to include supervision and task assignments of crews, inspections (entirety of park including landscaping and all equipment), and work order system (generation – assignment – verification of completion). Assign appropriate sized crews to each Park District with responsibilities to include all routine landscaping tasks (mowing, edging, trimming, blowing, etc.), litter/trash/debris pick up, equipment repair, general inspections, and placing work order requests.

#### **Or**

A second option for improving the Maintenance and Operations Crew Structure would be to assign each of the three Leads to be responsible for one of the following specific areas of responsibility, 1. all routine landscaping tasks (mowing, edging, trimming, blowing, etc.); 2. all litter/trash/debris pick up, ballfield maintenance, equipment repair, general inspections; 3. irrigation, turf management, tree and shrub management, invasive species, natural areas, habitat, pathways, and parking lots. All three Leads should have the ability to submit work orders and assign work to their crews. Each lead should also be responsible to verify and closed work orders in their area of responsibility once complete. The three Leads will need to coordinate work together, help each other out, and take on much of the responsibilities in the field.

#### **Objective 1.2: Implement the Recommended Park Systems Maintenance Standards**

Develop regular routine work assignments and daily/weekly/monthly/seasonally tasks to ensure that each park is maintained at a minimum of an existing level III standard in the Parks Systems Maintenance Standards. Issue both the parks maintenance standards and regular routine work assignments and tasks for daily and weekly schedules in a paper copy to all Public Works Department maintenance crew members assigned to parks maintenance and operations. Provide staff training on reason for and detailed components of standards. **A Park Maintenance Standards template has been provided as a staff resource to allow the department to evaluate current conditions and develop appropriate standards for routine maintenance for each park.**

#### **Objective 1.3: Improve Time Management and Efficiency of Public Works Department Maintenance Crews Assigned to Parks System**

Incorporate labor and cost-saving elements – issue regular routine work assignments and tasks weekly so that maintenance crews can plan and prepare ahead for their activities. Set a goal of the crews deploying each day within 15 minutes from start of shift and when the crews return to the operations center, they work until end of shift preparing equipment and tools for the next day's activities. Replace daily morning meeting with a scheduled weekly staff meeting (Wednesday?). Distribute other information via bulletin boards or through Leads. Assign vehicles to work units to reduce deployment time. This focus area is a major opportunity for improvement that requires no additional resources.



**Objective 1.4: Increase the Number of FTEs Assigned to the Public Works Department Maintenance Crews for Parks System Maintenance and Operations**

A Supervisor and a Lead position along with a total of 8-21 FTE staff members should be added to the Public Works Department maintenance crews for parks system maintenance and operations. The City should implement adding 2-3 FTEs per year until the optimum staffing level of 27-40 FTEs is reached. The city will need to continue to evaluate staffing levels as new parks and facilities are brought online. One FTE for each additional 24 acres of new developed neighborhood or community parklands should be considered. The “24” acres metric is an industry standard used by NRPA.

**Objective 1.5: Develop a Preventive Maintenance Program for All Parks, Facilities, Equipment, Vehicles, and Other Assets**

Develop and implement a routine inspection and preventive maintenance program for all parks, facilities, equipment, vehicles, and other assets.

**Objective 1.6: Continue to Develop a Volunteer Program/Adopt A Park Program to Assist with Park Operation**

Continue to strengthen a program where volunteers assist with parks inspections and litter/waste/debris pick up. Organize and appoint adopt a park volunteers for as many park sites as possible; recruit area businesses to sponsor adoption activities. The Parks and Recreation Department and the Public Works Department should continue to coordinate this initiative.

**Objective 1.7: Develop a Plan for use of Technology**

Use of technology should be an area of focus. There are a number of specifically developed apps and software packages including GIS that can be used on mobile devices to track any number of variables pertaining to parks and grounds maintenance work. Collecting and analyzing data on key performance measurements over time would certainly help the city to hone its maintenance practices, scheduling, budgeting etc. Using such data would allow the city to figure out average production rates for crews, specific pieces of equipment, average time needed for regularly occurring maintenance tasks at each location, etc., which is the type of information that can be used to strategically improve service delivery. The City of Vancouver should consider the following technological options to assist in improving parks systems maintenance operations:

- Consider issuing Wi-Fi capable iPads or tablets to the Leads to allow them to access the work order system remotely from the field to enter new work orders and to edit existing work orders
- Consider offering access to on-line training, courses and certifications for staff members
- Full grounds maintenance set ups (enclosed trailers, tools, fuel, material, etc.) are needed for regular crew operations.

**Objective 1.8: Outsource Specialty and Time Constraining Tasks as well as Many Deferred Projects**

Contract certain services, tasks, and projects that the Public Works Department Maintenance Crews assigned to the parks systems don't have the time available, the expertise, or the necessary manpower to handle without negatively affecting the regular routine necessary tasks.

Specific tasks to outsource include:

- Projects on the Composite Work List 91312 that have been deferred
- Traffic control services to assist with roadway median and right of way landscape maintenance
- Invasive species removal, natural area restoration, and habitat preservation
- Enhanced turf management, aeration, and fertilization

- Landscaping around all facilities to include City facilities, such as the recreation centers, fire stations, police stations, etc.
- Tree and shrub trimming and maintenance (continue outsourcing)

**Objective 1.9: Onetime Outsourcing of the Complete Tune Up of Several Parks to Meet the Level of the New Parks Systems Maintenance Standards**

Contract on a one-time basis several parks each year to be tuned up to meet the Parks Systems Maintenance Standards and then return the maintenance of these parks back over to the Public Works Department Maintenance Crews for ongoing maintenance.

**Objective 1.10: Use of Seasonal Employees**

Consider use of seasonal employees for tasks like mowing, trimming, weeding, landscaping during certain seasons.

**Goal 2: Improve the Current Designs of Existing Parks to Improve Maintenance and Operations of the Park System**

**Objective 2.1: Select Turf Areas to Naturalize in Existing Parks**

Increase areas of turf that are not readily usable for recreation purposes and allow to grow naturally. In certain parks, mow and landscape designated distances along paths (6' width) and allow remaining turf to grow naturally, reducing maintenance needs.

**Objective 2.2: Redesign Landscape Elements of Existing Parks**

Change current landscape designs elements in existing parks – increase areas that are allowed to grow naturally. Redesign landscape areas to have low maintenance elements.

**Objective 2.3: Increase Tree Canopy Coverage on Existing Park Properties Through Urban Forestry's Canopy Restoration Program**

Add more native trees and allow turf around trees to grow naturally.

**Objective 2.4: Design New Parks for Efficient Maintenance**

Develop and implement Maintenance Management Plans following established Parks Systems Maintenance Standards prior to construction. Involve maintenance staff at all levels and program staff in the design process.

**Objective 2.5: Standardize and Upgrade Park Site Furnishings**

To improve for maintenance and sustainability develop and implement replacement plans following established Parks Systems Maintenance Standards to upgrade and replace all playgrounds and park furnishing.

**Goal 3: Improve the Current Level of Funding for Parks Maintenance and Operations**

**Objective 3.1: Increase Budgetary Funding for Additional FTEs**

Increase annual staff budget to allow for addition of necessary FTEs as indicated.

**Objective 3.2: Continue to Increase Partnerships to Enhance Park Maintenance and Operations**

Work with local business and community groups to seek funding, donations, gift of kind, or other support for parks maintenance and operations.

**Objective 3.3: Continue Leveraging Volunteer Support to Enhance Park Maintenance and Operations**

Continue to strengthen program of volunteers assisting with parks inspections and litter/waste/debris pick up. Implement volunteer park clean up days.

**B. Action Plan and Prioritization**

The following Goals, Objectives, and Action Items for the recommendations  
Timeframe to complete is designated as:

- Short-term (up to 3 years)
- Mid-term (4-6 years)
- Long-term (7-10 years)
- Ongoing (occurs on a continuous basis)

**Goal 1: Improve Current Staffing and Deployment Model of the Grounds Maintenance Staff and Operations**

Objective 1.1 Reorganization of maintenance and operations crew structure for parks system			
Actions	Capital Cost Estimate	Operational Budget Impact	Timeframe to Complete
<p><b>1.1.a</b> Using the existing 3 Park Districts – divide the parks system into 3 maintenance zones. Assign each Lead to be responsible for 1 Park District with responsibilities to include supervision and task assignments of crews, inspections (entirety of park including landscaping and all equipment), and work order system (generation – assignment – verification of completion). Assign appropriate sized crews to each Park District with responsibilities to include all routine landscaping tasks (mowing, edging, trimming, blowing, etc.), litter/trash/debris pick up, equipment repair, general inspections, and placing work order requests.</p>		Staff time	Short-Term
<p><b>1.1. b</b> A second option for improving the Maintenance and Operations Crew Structure would be to assign each of the three Leads to be responsible for one of the following specific areas of responsibility: 1) all routine landscaping tasks (mowing, edging, trimming, blowing, etc.); 2) all litter/trash/debris pick up, ballfield maintenance, equipment repair, and general inspections; and 3) irrigation, turf management, tree and shrub management, invasive species, natural areas, habitat, pathways, and parking lots. All three Leads should have the ability to submit work orders and assign work to their crews. Each lead should also be responsible to verify and closed work orders in their area of responsibility once complete. The three Leads will need to coordinate work together, help each other out, and take on much of the responsibilities in the field.</p>		Staff time	Mid-Term

<b>Objective 1.2 Implement the recommended Park Systems Maintenance Standards</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>1.2.a</b> Develop regular routine work assignments and daily/weekly/monthly/seasonally tasks to ensure that each park is maintained a minimum of an existing level III standard in the parks systems maintenance standards.		Staff time	Short-Term
<b>1.2.b</b> Issue both the parks maintenance standards and regular routine work assignments and tasks for daily and weekly schedules in a paper copy to all Public Works Department maintenance crew members assigned to parks maintenance and operations.		Staff time	Short-Term
<b>1.2.c</b> Provide staff training on reason for and detailed components of standards.	4 staff hours per FTE	Staff time	Short-Term
<b>Objective 1.3: Improve time management and efficiency of Public Works Department maintenance crews assigned to parks system</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>1.3.a</b> Incorporate labor and cost-saving elements – issue regular routine work assignments and tasks weekly so that maintenance crews can plan and prepare ahead for their activities.		Staff time	Short-Term
<b>1.3.b</b> Set a goal of the crews deploying each day within 15 minutes from start of shift and when the crews return to the operations center, they work until end of shift preparing equipment and tools for the next day's activities.		Staff time	Short-Term
<b>1.3.c</b> Replace daily morning meetings with scheduled weekly staff meeting (Wednesday?).	1 staff hour per FTE per week	Staff time	Short-Term
<b>1.3.d</b> Distribute other information via bulletin boards or through Leads.		Staff time	Short-Term
<b>1.3.e</b> Assign vehicles to work units to reduce deployment time.		Staff time	Short-Term
<b>Objective 1.4: Increase the number of FTEs assigned to the Public Works Department maintenance crews for parks system maintenance and operations</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>1.4.a</b> Add a Supervisor and Lead position to the Public Works Department maintenance crews for parks system maintenance and operations.		1-2 X FTE salary plus benefits	Short-Term
<b>1.4.b</b> Add a total of 8-21 FTE staff members to the Public Works Department maintenance crews for parks system maintenance and operations. The city should implement adding 2-3 FTEs per year until the optimum staffing level of 27-40 FTEs is reached.		2 -3 X FTE salary plus benefits	Short-Term
<b>1.4.c</b> The city will need to continue to evaluate staffing levels as new parks and facilities are brought online. One FTE for each additional 24 acres of new developed neighborhood or community parklands should be considered.		Staff time and cost of FTE salary plus benefits	Short-Term



<b>Objective 1.5: Develop a preventive maintenance program for all parks, facilities, equipment, vehicles, and other assets</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>1.5.a</b> Develop and implement a routine inspection and preventive maintenance program for all parks, facilities, equipment, vehicles, and other assets.		Staff time	Short-Term
<b>Objective 1.6: Continue developing a volunteer program/adopt a park program to assist with park operation</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>1.6.a</b> Continue to strengthen a program where volunteers assist with parks inspections and litter/waste/debris pick up.		Staff time	Short-Term
<b>1.6.b</b> Continue to strengthen the adopt a park volunteers for as many park sites as possible; recruit area businesses to sponsor adoption activities.		Staff time	Short-Term
<b>Objective 1.7: Develop a plan for use of technology</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>1.7.a</b> Add specifically developed apps and software packages including GIS that can be used on mobile devices to track desired variables pertaining to parks and grounds maintenance work.		\$5,000	Short-Term
<b>1.7.b</b> Collect and analyze data on key performance measurements to hone maintenance practices, scheduling, budgeting etc. to determine average production rates for crews, specific pieces of equipment, average time needed for regularly occurring maintenance tasks at each location, etc.		Staff time	Short-Term
<b>1.7.c</b> Issue Wi-Fi capable iPads or tablets to the Leads to allow them to access the work order system remotely from the field to enter new work orders and to edit existing work orders.		\$600 per lead per year	Short-Term
<b>1.7.d</b> Offer access to on-line training, courses and certifications for staff members.		TDB	Short-Term

1.7.e Add full grounds maintenance set ups (enclosed trailers, tools, fuel, material, etc.) are needed for regular crew operations.	\$10,000 per setup	TDB	Short-Term
<b>Objective 1.8: Outsource specialty and time constraining tasks as well as many deferred projects</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<p>1.8.a. Contract certain services, tasks, and projects that the Public Works Department Maintenance Crews assigned to the parks systems don't have the time available, the expertise, or the necessary manpower to handle without negatively affecting the regular routine necessary tasks.</p> <ul style="list-style-type: none"> <li>• Projects on the Composite Work List 91312 that have been deferred (Capital Repair Inventory)</li> <li>• Traffic control services to assist with roadway median and right of way landscape maintenance</li> <li>• Invasive species removal, natural area restoration, and habitat preservation</li> <li>• Enhanced turf management, aeration, fertilization</li> <li>• Landscaping around all facilities to include City facilities, such as the recreation centers, fire stations, police stations, etc.</li> <li>• Removal of health and safety hazards caused by illegal dumping, homeless camps, auto abandonment, and hazardous wastes</li> <li>• Tree and shrub trimming and maintenance (continue outsourcing)</li> </ul>		Costs of the contracts for each task needs to be determined by issuing RFPs	Short-Term
<b>Objective 1.9: Onetime outsourcing of the complete tune up of several parks to meet the level of the new Parks Systems Maintenance Standards</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
1.9.a. Contract on a one-time basis several parks each year to be tuned up to meet the Parks Systems Maintenance Standards and then return the maintenance of these parks back over to the Public Works Department Maintenance Crews for ongoing maintenance.		Costs of the contracts for each task needs to be determined by issuing RFPs	Short-Term
<b>Objective 1.10: Use of seasonal employees</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
1.10.a. Consider use or increasing use of seasonal employees for tasks like mowing, trimming, weeding, landscaping during certain seasons.		Less expensive than FTEs could provide more manpower hours	Short-Term

**Goal 2: Improve the Current Designs of Existing Parks to Improve Maintenance and Operations of the Park System**

<b>Objective 2.1: Select turf areas to naturalize in existing parks</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.1.a.</b> Increase areas of turf that are not readily usable for recreation purposes and allow to grow naturally. Mow and landscape designated distances along paths (6' width) and allow remaining turf to grow naturally; reducing maintenance needs.		Staff time	Short-Term
<b>2.1. b.</b> In certain parks mow and landscape designated distances along paths (6' width) and allow remaining turf to grow naturally; reducing maintenance needs.		Staff time	Mid-Term
<b>Objective 2.2: Redesign landscape elements of existing parks</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.2.a</b> Change current landscape designs elements in existing parks – increase areas that are allowed to grow naturally.		Staff time	Short-Term
<b>2.2. b</b> Redesign landscape areas to have low maintenance elements.		Staff time	Mid-Term
<b>Objective 2.3: Increase tree canopy coverage on existing park properties through Urban Forestry's canopy restoration program</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.3.a</b> Add more native trees and allow turf around trees to grow naturally.	Urban Forestry will supply trees	Urban Forestry will plant trees	Short-Term
<b>Objective 2.4: Design new parks for efficient maintenance</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.4.a</b> Develop and implement Maintenance Management Plans following established Parks Systems Maintenance Standards prior to construction.		Staff time	Short-Term
<b>2.4.b</b> Involve maintenance staff at all levels, and program staff in the design process.		Staff time	Short-Term
<b>Objective 2.5: Standardize and upgrade park site furnishings</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
<b>2.5.a</b> Develop and implement replacement plans following established Parks Systems Maintenance Standards to upgrade and replace all playgrounds and park furnishings.		Staff time and cost of playground equipment and park furnishings	Short-Term

**Goal 3: Improve the Current Level of Funding for Parks Maintenance and Operations**

<b>Objective 3.1: Increase Budgetary Funding for Additional FTEs</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
3.1.a. Increase annual staff budget to allow for addition of necessary FTEs as indicated.		2 -3 X FTE salary plus benefits	Short-Term
<b>Objective 3.2: Continue to Increase Partnerships to Enhance Park Maintenance and Operations</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
3.2.a Continue working with local business and community groups to seek funding, donations, gift of kind, or other support for parks maintenance and operations.		Staff time	Short-Term
<b>Objective 3.3: Continue Leveraging Volunteer Support to Enhance Park Maintenance and Operations</b>			
<b>Actions</b>	<b>Capital Cost Estimate</b>	<b>Operational Budget Impact</b>	<b>Timeframe to Complete</b>
3.3.a Continue to strengthen program of volunteers assisting with parks inspections and litter/waste/debris pick up. Implement volunteer park clean up days.		Staff time	Short-Term



## Appendix 1 Park Inventory Tables

The City of Vancouver owns and/or manages 292.03 acres of community parks at 76 sites within the planning area. These parks range in size from 0.16 acres at Hazel Hart to over 13.35 acres at Oakbrook. The neighborhood parks are currently separated into three Districts.

**Table 6: Vancouver Parks and Recreation – Neighborhood Parks by District**

District	Park Name	Type	Site Count		Current Acres		
			City	Ownership	Undev	Devel	2018 Total
<b>PARK DISTRICT A - City Only PIF District</b>							
A	Arnada	NH	1	Vancouver	0.00	3.00	3.00
A	Brickyard	NH	1	Vancouver	0.00	2.00	2.00
A	Carter	NH	1	Vancouver	0.00	0.69	0.69
A	Evergreen	NH	1	Vancouver	0.00	3.39	3.39
A	Franklin	NH	1	Vancouver	0.00	8.71	8.71
A	Fruit Valley	NH	1	Vancouver	0.00	6.06	6.06
A	Hazel Hart	NH	1	Vancouver	0.00	0.16	0.16
A	Hidden	NH	1	Vancouver	0.00	1.24	1.24
A	John Ball	NH	1	Vancouver	0.00	2.49	2.49
A	Leach	NH	1	Vancouver	0.00	0.23	0.23
A	Liberty	NH	1	Vancouver	0.00	0.30	0.30
A	Lynch / Franklin School Park	NH	1	Vancouver	9.56	0.00	9.56
A	Quarnberg	NH	1	Vancouver	0.00	2.59	2.59
A	Rose Village	NH	1	Vancouver	0.45	0.00	0.45
A	Rosemere	NH	1	Vancouver	0.24	0.00	0.24
A	Shumway School Park	NH	1	Vancouver	0.00	0.44	0.44
A	Harney (Edgewood) School Park	NH	1	School District	0.00	3.00	3.00
A	Washington Elementary School Park	NH	1	School District	0.00	3.00	3.00
<b>District A Subtotal</b>			<b>18</b>		<b>10.25</b>	<b>37.30</b>	<b>47.55</b>

District	Park Name	Type	Site Count		Current Acres		
			City	Ownership	Undev	Devel	2018 Total
<b>PARK DISTRICT B - City Only PIF District</b>							
B	Burton Ridge (Cherington)	NH	1	Vancouver	4.35	0.00	4.35
B	Centerpointe	NH	1	Vancouver	0.00	8.72	8.72
B	Columbia Lancaster	NH	1	Vancouver	0.00	2.00	2.00
B	Coop, John & Margrette	NH	1	Vancouver	0.00	3.56	3.56
B	DuBois	NH	1	Vancouver	0.00	3.00	3.00
B	Ellsworth School Park	NH	1	Vancouver	0.00	5.22	5.22
B	Ellsworth Springs	NH	1	Vancouver	0.00	2.80	2.80
B	Father Blanchet	NH	1	Vancouver	0.00	2.34	2.34
B	Forest Ridge	NH	1	Vancouver	0.00	1.50	1.50
B	General Anderson	NH	1	Vancouver	0.00	1.89	1.89
B	Gustafson	NH	1	Vancouver	0.00	3.98	3.98
B	Jaggy Road	NH	1	Vancouver	0.00	3.42	3.42
B	Kelley Meadows	NH	1	Vancouver	7.25	0.00	7.25
B	Lieser Crest	NH	1	Vancouver	0.00	4.59	4.59
B	Lieser Elementary School Park	NH	1	School District	0.00	2.00	2.00
B	Marrion School Park	NH	1	School District	0.00	5.00	5.00
B	Meadow Homes	NH	1	Vancouver	0.00	2.70	2.70
B	Meadowbrook Marsh	NH	1	Vancouver	0.00	3.50	3.50
B	MyPark	NH	1	Vancouver	0.00	0.40	0.40
B	Oakbrook	NH	1	Vancouver	0.00	13.35	13.35
B	Orchards West	NH	1	Vancouver	0.00	7.53	7.53
B	Peter S. Ogden Elementary School Park	NH	1	Vancouver	0.00	4.85	4.85
B	Sam Brown	NH	1	Vancouver	2.45	0.00	2.45
B	Southcliff	NH	1	Vancouver	0.00	4.50	4.50
B	St Helens	NH	1	Vancouver	0.00	3.20	3.20
B	Stein, George & Hazel	NH	1	Vancouver	3.42	0.00	3.42
B	The Downs	NH	1	Vancouver	0.00	3.25	3.25
B	Van Fleet	NH	1	Vancouver	0.00	2.88	2.88
B	West Minnehaha	NH	1	Vancouver	0.00	3.18	3.18
<b>District B Subtotal</b>			<b>29</b>		<b>17.47</b>	<b>99.36</b>	<b>116.83</b>

District	Park Name	Type	Site Count		Current Acres		
			City	Ownership	Undev	Devel	2018 Total
<b>PARK DISTRICT C - City Only PIF District</b>							
C	Behrens Woods	NH	1	Vancouver	2.05	0.00	2.05
C	Bella Vista	NH	1	Vancouver	0.00	5.32	5.32
C	Biddlewood	NH	1	Vancouver	0.00	7.01	7.01
C	Burnt Bridge Creek School Park	NH	1	Vancouver	0.00	3.20	3.20
C	Cascade	NH	1	Vancouver	0.00	3.52	3.52
C	Clearmeadows	NH	1	Vancouver	0.00	5.69	5.69
C	Countryside	NH	1	Vancouver	0.00	2.35	2.35
C	Diamond	NH	1	Vancouver	0.00	5.27	5.27
C	East Biddle Lake	NH	1	Vancouver	1.61	0.00	1.61
C	East Image	NH	1	Vancouver	2.40	0.00	2.40
C	Endeavour Elementary School	NH	0	School District	0.00	3.00	3.00
C	Endeavour School Park	NH	1	Vancouver	0.00	2.48	2.48
C	Evergreen School Park	NH	1	Vancouver	10.56	0.00	10.56
C	Fir Crest	NH	1	Vancouver	0.00	5.00	5.00
C	Fir Garden	NH	1	Vancouver	0.00	4.98	4.98
C	First Place	NH	1	Vancouver	0.00	3.50	3.50
C	Fisher's Creek	NH	1	Vancouver	0.00	1.89	1.89
C	Gretchen Fraser	NH	1	Vancouver	0.00	2.23	2.23
C	Hambleton	NH	1	Vancouver	4.42	0.00	4.42
C	Hanna Acres	NH	1	Vancouver	3.00	0.00	3.00
C	Hearthwood	NH	1	Vancouver	0.00	6.16	6.16
C	Heritage	NH	1	Vancouver	0.00	4.73	4.73
C	Homestead	NH	1	Vancouver	0.00	6.18	6.18
C	Kevanna	NH	1	Vancouver	0.00	6.26	6.26
C	Landover-Sharmel	NH	1	Vancouver	4.00	0.00	4.00
C	Lauren	NH	1	Vancouver	2.15	0.00	2.15
C	North Image	NH	1	Vancouver	5.57	0.00	5.57
C	Summer's Walk	NH	1	Vancouver	0.00	4.81	4.81
C	Wildwood	NH	1	Vancouver	0.00	3.99	3.99
C	Wycoff	NH	1	Vancouver	0.46	0.00	0.46
C	Wy'East South	NH	1	Vancouver	0.00	3.86	3.86
	<b>District C Subtotal</b>		<b>29</b>		<b>36.22</b>	<b>91.43</b>	<b>127.65</b>
<b>NEIGHBORHOOD PARK TOTAL</b>			<b>76</b>		<b>63.94</b>	<b>228.09</b>	<b>292.03</b>

Source: City of Vancouver 20147 VPR Plan

The City of Vancouver owns and/or manages 362.53 acres of community parks at 14 sites within the planning area. These parks range in size from 5.29 acres at Esther Short to over 88.04 acres at David Douglas. The community parks are currently separated into three Districts (no community parks are located in District 5).

**Table 7: Vancouver Parks and Recreation – Community Parks by District**

TABLE 7: COMMUNITY PARK INVENTORY							
City of Vancouver							
District	Park Name	Type	Site Count		Current Acres		
			City	Ownership	Undev	Devel	2018 Total
<b>PARK DISTRICT A - City Only PIF District</b>							
A	Columbia Waterfront	CP	1	Vancouver	0.00	10.41	10.41
A	Esther Short	CP	1	Vancouver	0.00	5.29	5.29
A	Leverich	CP	1	Vancouver	0.00	16.02	16.02
A	Marine	CP	1	Vancouver	0.00	58.29	58.29
A	Marshall	CP	1	Vancouver	0.00	14.00	14.00
A	Memory/Mill Plain	CP	1	Vancouver	0.00	13.28	13.28
A	Waterworks	CP	1	Vancouver	0.00	5.48	5.48
<b>District A Subtotal</b>			<b>7</b>		<b>0.00</b>	<b>122.77</b>	<b>122.77</b>
<b>PARK DISTRICT B - City Only PIF District</b>							
B	Bagley	CP	1	Vancouver	0.00	15.30	15.30
B	David Douglas	CP	1	Vancouver	0.00	88.04	88.04
B	Leverich	CP	0	Vancouver	0.00	16.02	16.02
B	Shaffer, Raymond E	CP	1	Vancouver	10.08	0.00	10.08
B	Wintler	CP	1	Vancouver	0.00	12.50	12.50
<b>District B Subtotal</b>			<b>4</b>		<b>10.08</b>	<b>131.86</b>	<b>141.94</b>
<b>PARK DISTRICT C - City Only PIF District</b>							
C	Firstenburg Community Center	CP	0	Vancouver	0.00	3.50	3.50
C	Fisher Basin	CP	1	Vancouver	0.00	12.32	12.32
C	Leroy Haagen	CP	1	Vancouver	0.00	29.60	29.60
<b>District C Subtotal</b>			<b>2</b>		<b>0.00</b>	<b>45.42</b>	<b>45.42</b>
<b>COMMUNITY PARK TOTAL</b>			<b>13</b>	<b>0</b>	<b>10.08</b>	<b>300.05</b>	<b>310.13</b>

Source: City of Vancouver 2014/7 VPR Plan



Vancouver currently owns and/or manages 19 urban natural areas totaling 531.59 acres. The urban natural areas are also separated into three Districts (no maintained urban natural areas are located in the area previously designated as District 6).

**Table 8: Vancouver Parks and Recreation – Urban Natural Area by District**

District	Park Name	Type	Site Count		Current Acres		
			City	Ownership	Undev	Devel	2018 Total
<b>PARK DISTRICT A - City Only PIF District</b>							
A	Burnt Bridge Creek Greenway	UNA	1	Vancouver	108.80	0.00	108.80
A	Columbia River Renaissance Trail	UNA	1	Vancouver	0.00	7.75	7.75
A	Heathergate Ridge	UNA	1	Vancouver	3.74	0.00	3.74
A	Marine Park Natural Resource Area	UNA	1	Vancouver	42.46	0.00	42.46
A	Old Apple Tree	UNA	1	NPS	0.00	1.35	1.35
<b>District A Subtotal</b>			<b>5</b>		<b>155.00</b>	<b>9.10</b>	<b>164.10</b>
<b>PARK DISTRICT B - City Only PIF District</b>							
B	Beaver Marsh	UNA	1	Vancouver	32.00	0.00	32.00
B	Blandford Greenway	UNA	1	Vancouver	19.70	0.00	19.70
B	Burnt Bridge Creek Greenway	UNA	0	Vancouver	50.90	0.00	50.90
B	Burnt Bridge Creek Greenway	UNA	0	Vancouver	87.85	0.00	87.85
B	Burton Ridge North	UNA	1	Vancouver	0.62	0.00	0.62
B	Elsworth Springs East	UNA	1	Vancouver	30.09	0.00	30.09
B	Elsworth Springs West	UNA	1	Vancouver	9.90	0.00	9.90
B	Leiser Point	UNA	1	Vancouver	0.44	0.00	0.44
B	Meadowbrook Marsh Urban Natural Area	UNA	1	Vancouver	29.96	0.00	29.96
B	Meadowbrook North	UNA	1	Vancouver	35.39	0.00	35.39
B	Tranquility	UNA	1	Vancouver	5.60	0.00	5.60
<b>District B Subtotal</b>			<b>9</b>		<b>221.16</b>	<b>0.00</b>	<b>302.45</b>
<b>PARK DISTRICT C - City Only PIF District</b>							
C	Biddlewood	UNA	0	Vancouver	12.00	0.00	12.00
C	Burnt Bridge Creek Greenway	UNA	0	Vancouver	12.05	0.00	12.05
C	East Biddle Lake	UNA	0	Vancouver	7.33	0.00	7.33
C	Fisher's Landing	UNA	1	Vancouver	1.66	0.00	1.66
C	H.J. Biddle Nature Preserve	UNA	1	Vancouver	18.71	0.00	18.71
C	Mimsi Marsh	UNA	1	Vancouver	7.46	0.00	7.46
C	Starke, Robert K. Natural Area	UNA	1	Vancouver	3.50	0.00	3.50
C	Village Woods	UNA	1	Vancouver	2.33	0.00	2.33
<b>District C Subtotal</b>			<b>5</b>		<b>65.04</b>	<b>0.00</b>	<b>65.04</b>
<b>URBAN NATURAL AREA TOTAL</b>			<b>19</b>		<b>441.2</b>	<b>9.10</b>	<b>531.59</b>

Source: City of Vancouver 20147 VPR Plan

The City of Vancouver currently owns one regional natural area totaling 376.83 acres located at South Vancouver Lake. Within the Vancouver Urban Growth Area, there are four additional regional natural area sites totaling 974.24 acres. The City of Vancouver owns and operates the Firstenburg Community Center, Marshall Community Center. The Vancouver Tennis Center is owned by Vancouver School District, but site improvements and management are funded by the City. In addition, the City of Vancouver owns and operates several special facilities which include several water stations, three cemeteries as well as keeping up grounds around police stations.

**Table 9: Vancouver Parks and Recreation – Special Facilities**

Sports Fields	39
Community Centers	3
Swimming Pools	2
Off Leash Areas	1
Boat Launch	1
Skate Parks/Spots	3
Community Gardens	8
Disc Golf Course	1
Picnic Shelters (Reservable)	5
Trails-Developed	15.2 Miles
Amphitheaters	2

*Source: City of Vancouver 2014/7 VPR Plan*

Sports fields are located at several park locations:

**Table 10: Vancouver Parks and Recreation – Sport field Locations**

Field Location	Ownership	Use	Urban/ Rural	Field Type								
				Adult Baseball	Youth Baseball	Adult Softball	Youth Softball	Adult Soccer	Youth Soccer	Football	Multi- Use	
Bagley Park A	Vancouver	Comm	U			x						
Bagley Park B	Vancouver	Comm	U			x						
Bagley Park C	Vancouver	Comm	U			x						
BPA Park #1 (Burnt Bridge Creek Fields)	Vancouver	Comm	U					x				
BPA Park #2 (Burnt Bridge Creek Fields)	Vancouver	Comm	U					x				
David Douglas Community Park #BB1	Vancouver	Ded	U		x							
David Douglas Community Park #BB2	Vancouver	Ded	U	x								
David Douglas Community Park #BB3	Vancouver	Ded	U		x							
David Douglas Community Park #BB4	Vancouver	Ded	U				x					
David Douglas Community Park #BB5	Vancouver	Ded	U		x							
David Douglas Community Park #BB6	Vancouver	Ded	U		x							
David Douglas Community Park #SB1	Vancouver	Comm	U			x						
David Douglas Community Park #SB2	Vancouver	Comm	U			x						
David Douglas Community Park #SB3	Vancouver	Comm	U			x						
David Douglas Community Park #SB4	Vancouver	Comm	U			x						
Fisher Basin Community Park Field #1	Vancouver	Comm	U									x
Fisher Basin Community Park Field #2	Vancouver	Comm	U									x
LeRoy Haagen Community Park North Field	Vancouver	Comm	U						x			
LeRoy Haagen Community Park South Field	Vancouver	Comm	U					x				
Leverich Park #1	Vancouver	Comm	U									x
Marshall Community Park #1	Vancouver	Comm	U			x						
Marshall Community Park #2	Vancouver	Comm	U						x			
Memory/Mill Plain Park #1	Vancouver	Ded	U	x								
Memory/Mill Plain Park #2	Vancouver	Ded	U		x							
Memory/Mill Plain Park #3	Vancouver	Ded	U		x							
Memory/Mill Plain Park #4	Vancouver	Ded	U				x					
Memory/Mill Plain Park #5	Vancouver	Ded	U			x						
Memory/Mill Plain Park #6	Vancouver	Ded	U									x
Wy'East Park	Vancouver	Ded	U							x		
<b>SUB TOTAL</b>				<b>2</b>	<b>6</b>	<b>9</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>4</b>	
<b>Urban Parks w/ Sports Field Amenities (backstops, benches, etc.)</b>												
Arnada Park	Vancouver		U									x
Father Blanchet Park	Vancouver		U									x
Fruit Valley Park	Vancouver		U									x
Gustafson Park	Vancouver		U									x
Hazel Dell Park	Clark		U									x
John Ball Park	Vancouver		U									x
Leverich Park #2	Vancouver		U									x
Lieser Crest Park	Vancouver		U									x
Oakbrook Park #1	Vancouver		U									x
Oakbrook Park #2	Vancouver		U									x
Quarnberg Park	Vancouver		U									x
<b>SUBTOTAL</b>				<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>11</b>
<b>TOTAL</b>				<b>2</b>	<b>6</b>	<b>7</b>	<b>2</b>	<b>3</b>	<b>3</b>	<b>0</b>	<b>15</b>	

Source: City of Vancouver 20147 VPR Plan

# Appendix 2 Sample Maintenance Standards for Parks and Facilities

## ATHLETIC FACILITIES AND COMPETITIVE FIELDS

### Turf

- Turf has a healthy dense stand of grass and coverage is no less than 95 percent of playable area
- Play area has a uniform surface and is well drained
- Turf to be mowed at the appropriate height for the type of grass used, time of season, and type of field use
- Turf is free of any litter or debris
- Apply top dressing and over seeding as needed to maintain healthy grass
- Fields may be closed for use periodically to allow for turf recovery
- Turf is free of disease, insects, and weeds

### Baseball and Softball Infields

- Infields have a uniform surface and are free of lips, holes and trip hazards
- Infields are well drained with no standing water areas
- Infields have proper soil composition for intended use with ball field mix added as needed
- Infields are free of weeds and grass
- Infields are free of rocks, dirt clods, and debris
- Bases and plates are properly installed, level, and are at proper distances and anchored according to manufacturer's specifications and league requirements
- Fields dragged and lined as needed according to use schedules

### Soccer Fields and Goals

- Goals are properly installed and anchored
- Goal frames show no excessive bending
- Nets are in good condition and free of holes, tears and fraying which would allow a soccer ball to pass
- Field lines marked (painted) as needed for specified use
- Goal mouths sodded or reseeded as needed and free of standing water

### Bleachers

- Hardware is intact and bracing and safety rails tightly connected
- Seating surface is clean, smooth, free of protrusions and have no exposed sharp edges or pointed corners
- Clean trash receptacles provided and in good condition, area under bleachers free of trash



#### Lights

- Electrical system and components are operational and in compliance with applicable building codes
- Ninety percent (90%) of lamps for each field are operational
- No electrical conducting wires exposed
- Ballast boxes and components are properly installed and secured
- Lights provide uniform coverage on facilities and fixtures and are adjusted to eliminate dark or blind areas
- Fixtures securely fastened to poles and poles secured in ground according to manufacturer's specifications
- Poles and fixtures inspected immediately after any major wind, ice, or hail storm

#### Fencing

- Fencing material is galvanized chain link and appropriate gauge wire for specified use
- Fencing material is properly secured to support rails
- Support rails are properly connected and straight
- Fencing is free of holes and protrusions
- Fabric is straight and free of bending and sagging
- Gates and latches are operational

#### Restrooms/Portable Toilets

- Toilets are clean, sanitary, and properly stocked with paper products
- Lights and ventilation systems are operational
- Toilets, stall doors, and hand air dryers are operational
- Buildings and enclosures are free of graffiti
- Doors are properly marked according to gender
- Restrooms have clean trash receptacles
- All doors and locks are operational
- Restrooms/portable toilets are in compliance with ADA requirements

### **PLAYGROUNDS**

#### Play Equipment

- Equipment and surrounding play areas meet ASTM and National Playground Safety Institute (NPSI) standards
- Play equipment and hardware is intact
- Play equipment is free of graffiti
- Age appropriateness for equipment is noted with proper signage
- Regular inspection and repair program is in place and enforced

#### Surfacing

- Fall surface is clean, level and free of debris
- Fall surface meets ASTM and NPSI standards
- Fall surface is well drained
- Rubber cushion surfaces are free of holes and tears
- Rubber cushion surfaces are secure to base material and curbing

#### Borders

- Playground borders are well defined and intact
- Playground borders meet ASTM and NPSI standards

#### Decks

- Planks are intact, smooth, structurally sound, free of splinters and no cracks greater than ¼ inch
- Nails, bolts and screws are flush with surface
- Planks are level with no excessive warping

#### General

- Slides and climbing devices are properly anchored
- All moving parts are properly lubricated and functioning as intended
- S-hooks and swing seats are in good operating condition
- Damaged or under repair equipment is removed or properly marked and isolated from public use until repaired

### **PICNIC AREAS AND SHELTERS**

#### General

- Access to facilities complies with ADA
- Shelters are clean, sanitary, and free of graffiti
- Lights and electrical plugs are operational and comply with appropriate building codes
- Vegetation around structure is trimmed back to reduce hazards and does not impede entry and egress
- Grounds around structure are mowed, trimmed and free of litter, debris, and hazards
- Shelters are structurally sound, clean, painted with no rotted lumber or rusted metal and no loose siding or loose shingles
- Water fountains and hose bibs (if provided) are operational
- Signage and rules and regulations information are posted in a noticeable location

#### Tables

- Tables are clean, free of dust, mildew, and graffiti
- Table hardware is intact
- Table frames are intact and slats are properly secured
- Table seats and tops are smooth with no protrusions and have no exposed sharp edges or pointed corners

#### Grills

- Grills are operational and free of rust and metal deterioration
- Grills are clean and free of grease build-up
- Grill racks are operational and secure, and grills are properly anchored to reduce hazard and theft

#### Trash Receptacles

- Receptacles are clean, free of odors and liners in place
- Receptacles are painted, free of damaged or missing parts and properly anchored
- Area around receptacles is clean and free of trash and debris

#### Portable Toilets

- Toilets are clean, sanitary, and properly stocked with paper products
- Enclosures are secure and free of graffiti
- Clean trash receptacles located nearby
- Toilets are in compliance with ADA

### **TENNIS COURTS**

#### Surfacing

- Surface is smooth, level, and well drained with no standing water
- Surface is free of large cracks, holes, and trip hazards
- Surface is painted and striped in accordance with U.S. Tennis Association court specifications
- Worn painted surfaces do not exceed 30 percent of total court surface
- Surface is free of litter, debris, gravel and graffiti

#### Nets

- Nets are free of tears and frays
- Nets are properly installed and secured to support poles
- Nets have center stripes installed at the regulated height and are anchored to the court
- Support poles have hardware intact and are properly anchored and installed

#### Fencing

- Fencing is galvanized chain link and is the appropriate gauge wire for specified use
- Fencing material is properly secured to support rails
- Support rails are properly secured and straight
- Fencing is free of holes, protrusions, and catch points
- Fabric is straight and free of bending or sagging
- Gates and latches are operational
- Windscreens are tightly secured and free of tears and holes

### **BASKETBALL COURTS**

#### Surfacing

- Surface is smooth, level, well drained, and free of standing water
- Surface is free of large cracks, holes, and tripping hazards
- Surface is painted and striped per court specifications
- Surface is free of litter, debris, gravel, and graffiti

#### Goals and Backboards

- Goals and backboards are level with hardware intact
- Goals and backboard are painted
- Nets are properly hung and free of tears and fraying
- Support poles are secure in ground and straight

#### **SAND VOLLEYBALL COURTS**

##### Nets

- Nets are free from holes and are not torn or tattered
- Nets are hung tightly at specified height
- Nets are securely attached to support poles
- Support pole shave hardware intact, are properly anchored and installed

##### Sand Surface

- Court surface is loose sand
- Surface is smooth with good drainage and no standing water
- Surface is free of weeds, grass, debris, and litter

##### Borders

- Borders are well defined and intact
- Borders meet ASTM and NPSI standards
- Surrounding area is free of debris and encroaching landscaping to reduce hazard

#### **PONDS AND LAKES**

##### Water

- Aerators, if provided, are operational
- Pond surface is at least 90 percent free of vegetation
- Water area is free of trash and debris
- Bank areas are smooth and free of washouts and erosion, rip rap in place where needed
- Ponds and lakes, where appropriate, are stocked with appropriate species of fish
- Inlet and outlet structures are operational
- Appropriate and seasonal rules and regulations signage is in place at noticeable locations

##### Fishing Piers and Decks

- Planks are intact, smooth, structurally sound, free of splinters and have no cracks greater than ¼ inch
- Nails, bolts, and screws are flush with surface
- Planks are level with no excessive warping
- Handrails are present and structurally sound
- Piers and decks comply with ADA
- Trash receptacles provided nearby



#### Benches

- Hardware is intact and structurally sound
- Nails, bolts or screws are flush with surface
- Seats and backing are smooth with no protrusions, have no sharp edges or pointed corners, and are structurally sound
- Benches are secured in ground and properly installed

### **PARKS GENERAL STANDARDS**

#### Grounds

- Grounds mowed and trimmed on a regular schedule
- Park is free of litter, debris, and hazards
- Parking lots, if applicable are clean; striped; and free of debris, holes, and tripping hazards

#### Drinking Fountains (where applicable)

- Fountains are accessible and operational
- Fountains are in appropriate locations and in compliance with ADA
- Fountains are installed on a solid surface and free of standing water and debris
- Drain system is operational

#### Signage

- Park identification signs are secure and properly installed in a noticeable location
- Handicapped parking signs are secure, visible, and installed to code
- Park rules signs are secure and properly installed in a noticeable location
- Restroom signs are secure and visible
- Signs are clean, painted, and free of protrusions and graffiti
- Directional signs provided as needed in appropriate locations
- Signs include City logo and contact phone number

#### Ornamental Plants and Trees

- Plants and trees are healthy and free of disease and insects
- Plant beds are free of litter, debris, and weeds
- Plant selection is appropriate for season and area usage
- Trees trimmed and shaped on a regular basis, inspect for and remove hazardous trees as needed
- Tree species selection should provide a wide variety of native and selected non-native trees where appropriate
- Tree wells and planting beds mulched for protection and water conservation

#### Walkways and Trails

- May be hard surface or soft surface depending on location and intended use
- Soft surface trails are free of water collecting depressions and erosion
- Walkways and trails have a uniform surface, positive drainage, are level with ground and free of trip hazards and excessive material deflection
- Walkways and trails are free of litter, debris, sediment, and seasonal snow

- Walkways and trails meet ADA requirements
- Walkways and trails provide unobstructed access and are free from low and protruding tree limbs, guide wires, sign posts, and ornamental plants
- Walkways in irrigated park areas are neatly edged
- Walkways and trails are clear of weeds and grass growth in cracks and expansion joints; adequate trash receptacles provided
- Guard rails and safety fencing provided in appropriate locations
- Routine safety and function inspections are performed including surface, culverts, water crossings, signage, and vegetation

#### Trash Receptacles (random locations)

- Receptacles are clean and free of odor with liners in place
- Receptacles are painted, free of damage and missing parts, and properly anchored
- Roll-off containers and dumpsters are clean, screened, and placed in non-intrusive locations
- Area around trash receptacles is clean and free of trash and debris
- Area around roll off containers and dumpsters is clean and free of trash and debris

#### Wood Fencing

- Fences are intact, structurally sound, and free of damage or deterioration
- Nails, bolts, and screws are flush with surface with no exposed sharp points
- Fences have no excessive cracks or splintering

#### Security and Exterior Lights

- Ninety percent (90%) of security and exterior lights are operational
- No electrical conducting wires are exposed
- Lights comply with appropriate building code
- Poles and components are secured in ground, operational and straight

#### Bridges

- Bridges have a uniform surface, are free of trip hazards, and are free of graffiti
- Lumber and other materials are structurally sound, free of cracking deterioration and splintering
- Bridges comply with ADA requirements
- Bridges have handrails intact and properly installed and anchored
- Bridges are free of litter and debris

#### General Use Turf Areas

- Turf areas are free of litter and debris
- Turf areas are mowed and trimmed on a regular schedule
- Turf areas have a uniform surface and are well drained
- Areas have clean trash receptacles present that are in good condition
- Turf is free of disease, insects, and weeds
- Supplemental irrigation is provided as needed
- Turf areas are fertilized and aerated on a regular basis

#### Irrigation

- Irrigation system is fully operational with complete and uniform coverage
- System is free of leaks; backflow prevention devices are in place and functioning properly
- Heads are installed properly for intended use
- Heads are properly adjusted with rotations and arcs to set to reduce water run off
- Systems are set to run at specific times to minimize evaporation and waste
- Systems function checks are conducted on a regular basis
- Repair excavations are properly compacted and turf restored

#### **OPEN SPACE AREAS**

- Native grasses mowed, if necessary, according to specific management plans, with focus on promoting natural growth heights and cycles and wildlife habitat
- Trail corridors and picnic areas mowed as needed
- Trail surfaces are free of debris and weeds
- Native tree and shrub growth are encouraged
- Wildlife habitat and water quality preservation emphasized
- Rules and regulations and identification signs are posted in noticeable locations
- Annual and noxious weeds are controlled as needed
- Property access points and boundaries are clearly marked

Appendix

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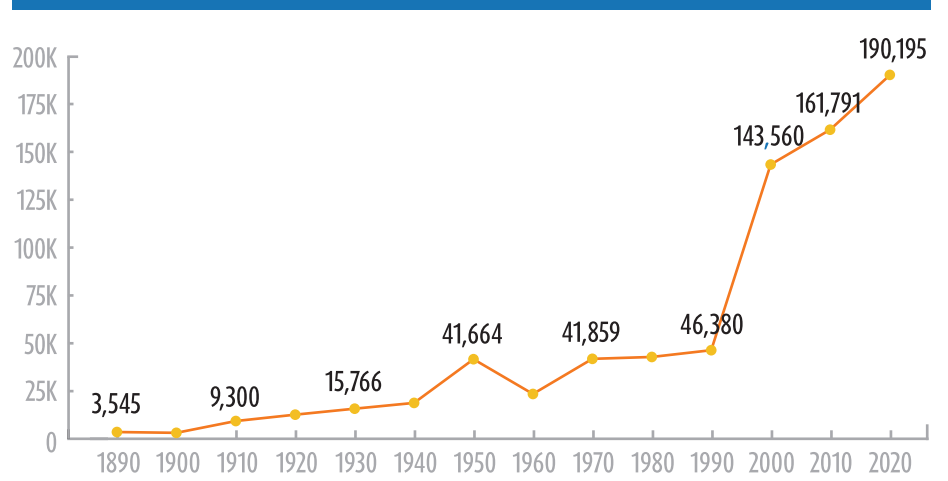
## APPENDIX I: POPULATION GROWTH



## APPENDIX I: POPULATION GROWTH

City of Vancouver Population Growth Decennial Census: 1890 to 2020														
Year	1890	1900	1910	1920	1930	1940	1950	1960	1970	1980	1990	2000	2010	2020
Population	3,545	3,126	9,300	12,637	15,766	18,788	41,664	32,464	41,859	42,834	46,380	143,560	161,791	190,195

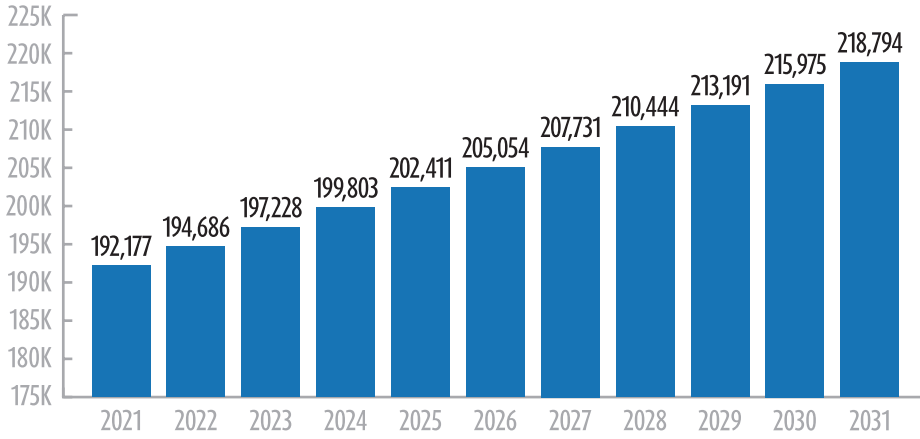
**City of Vancouver Population Growth  
Decennial Census: 1890 to 2020**



**City of Vancouver, WA  
Population Projections: 2021 to 2031**

Year	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Population	192,177	194,686	197,228	199,803	202,411	205,054	207,731	210,444	213,191	215,975	218,794

**City of Vancouver, WA  
Population Projections: 2021 to 2031**



VPRCS Park District											
Year	2021	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031
Population	192,177	194,686	197,228	199,803	202,411	205,054	207,731	210,444	213,191	215,975	218,794

VPRCS Park District				
YEAR	A	B	C	Total
2021	38,177	60,658	93,342	192,177
2022	38,770	61,324	94,592	194,686
2023	39,369	61,995	95,864	197,228
2024	39,976	62,673	97,153	199,802
2025	40,591	63,358	98,462	202,411
2026	41,215	64,049	99,791	205,055
2027	41,844	64,747	101,140	207,731
2028	42,484	65,451	102,509	210,444
2029	43,130	66,163	103,898	213,191
2030	43,783	66,885	105,306	215,974
2031	44,445	67,614	106,736	218,795

% Growth 2021 to 2031	14%
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**Projected Population Growth by Park District  
2021 to 2031**



Appendix

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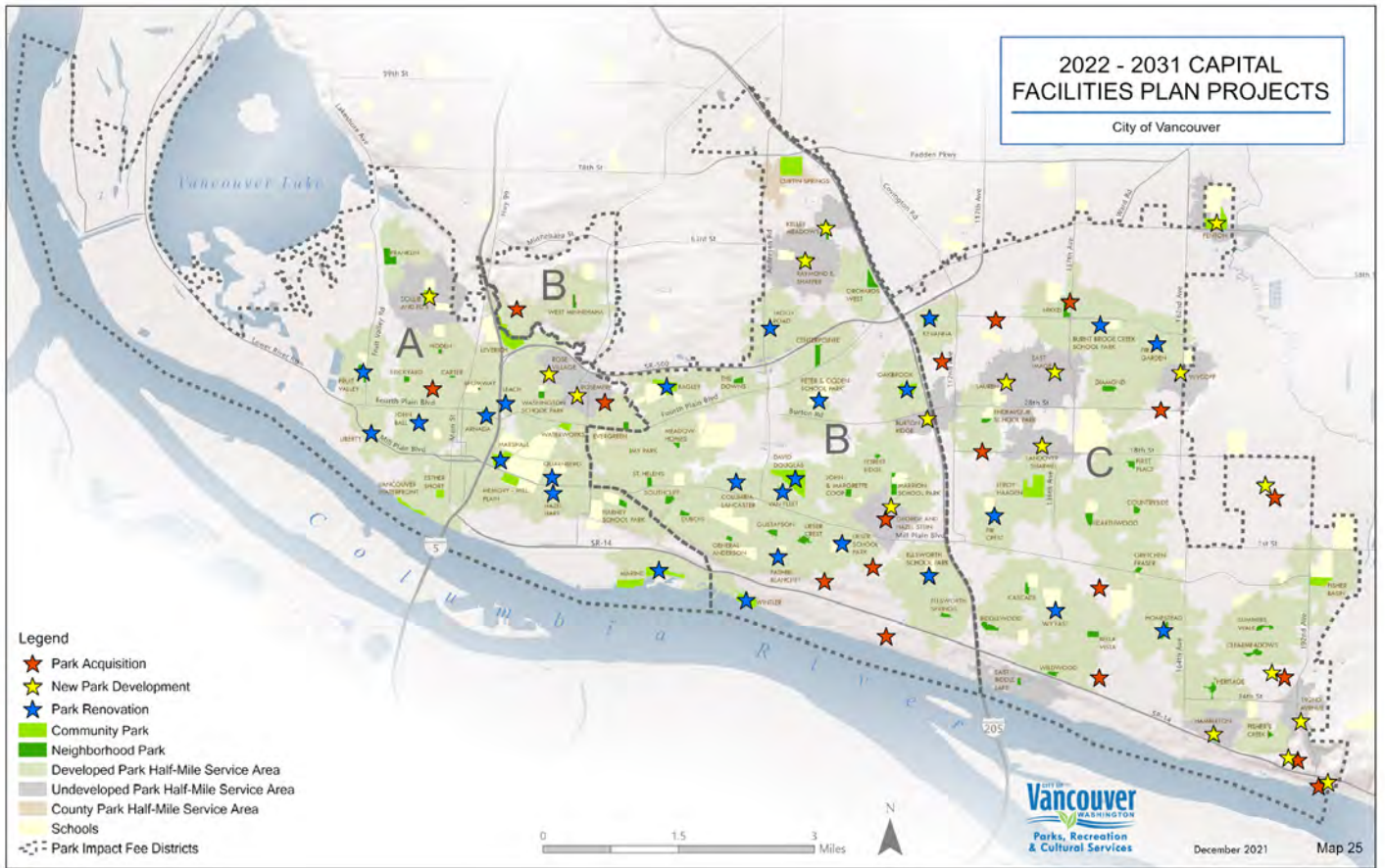
**APPENDIX J: CAPITAL FACILITIES PLAN**



# APPENDIX J: CAPITAL FACILITIES PLAN

## 2022 - 2031 CAPITAL FACILITIES PLAN SUMMARY

Project Name	Uninflated Local Cost	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total Estimated Local Cost	Potential Outside Funding
Park Acquisition	35,461,714	9,943,171	18,069,467	3,228,501	1,238,247	1,275,394	444,201	457,527	1,393,658	485,390	499,952	37,035,507	4,557,500
Park Development	115,096,800	4,878,000	7,920,700	8,752,425	9,534,043	16,520,593	18,711,650	18,437,163	14,205,043	18,013,471	17,645,492	134,618,579	13,267,391
Park Improvements	4,896,000	634,000	1,116,520	407,386	426,164	443,450	456,754	482,397	496,869	511,775	527,128	5,502,443	138,000
Capital Repairs, Planning, Trails	7,133,000	320,000	345,050	292,808	1,513,427	472,714	1,322,732	322,394	325,917	1,401,048	2,107,209	8,423,298	-
Special Facility Devel. & Imp.	3,333,000	617,000	541,780	531,511	743,054	769,848	307,208	17,911	18,448	19,002	19,572	3,585,333	-
<b>GRAND TOTAL</b>	<b>165,920,514</b>	<b>16,392,171</b>	<b>27,993,517</b>	<b>13,212,630</b>	<b>13,454,935</b>	<b>19,482,000</b>	<b>21,242,544</b>	<b>19,717,391</b>	<b>16,439,935</b>	<b>20,430,685</b>	<b>20,799,352</b>	<b>189,165,160</b>	<b>17,962,891</b>



Project Name	PIF Dist.	Park Type	Description	GIS Ac	Funding Source	Uninflated Local Cost	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total Estimated Local Cost	Outside Funding Source*	Potential Outside Funding	Expected Outside Source	Year(s) of Expenditure	Total Est. Cost
<b>Park Acquisition</b>																						
Vancouver Waterfront_PIF Credits	A/1	C	Columbia Waterfront, LLC PIF Credits	700	PIF	2,631,714	263,171	271,067	279,199	287,575	296,202	305,088	314,240	323,668	333,378	343,379	3,016,965	-	-	-	2022-2031	\$3,016,965
Neighborhood Park/Expansion	A/1	N	New site or expansion of existing park with low LOS. N of 33rd/E of I-5	2.00	PIF,G	500,000	-	515,000	-	-	-	-	-	-	-	-	515,000	G, D, P	257,500	-	2023	\$772,500
Neighborhood Park/Expansion	A/1	N/C	District-wide; New site or expansion of existing park with low LOS.	2.00	PIF, F, SV	500,000	-	-	530,450	-	-	-	-	-	-	-	530,450	-	-	-	2024	\$530,450
George & Hazel Stein NH Park Expansion	B/2	N	Stein remainder parcel purchase/ FRR	0.52	PIF,G	100,000	100,000	-	-	-	-	-	-	-	-	-	100,000	G,D,P	300,000	\$0	2022	\$400,000
Neighborhood Park	B/2	N	S of Saint Helens/E of Lieser	2.00	PIF, G	500,000	-	515,000	-	-	-	-	-	-	-	-	515,000	G, D, P	-	-	2023	\$515,000
Neighborhood Park	B/2	N/C	S of Mill Plain/E of Lieser; District wide	2.00	PIF, P	500,000	-	515,000	-	-	-	-	-	-	-	-	515,000	G, D, P	-	-	2023	\$515,000
Neighborhood Park	B/7	N	NW Section of District, N of Burnt Bridge Creek, W of BPA corridor; Minnehaha area	2.00	PIF, G	500,000	-	-	530,450	-	-	-	-	-	-	-	530,450	-	-	-	2024	\$530,450
Neighborhood Park	B/2	N	S of SR -14	3.00	PIF, GF, G, P	750,000	-	-	-	-	-	-	-	-	922,405	-	922,405	G, D, P	-	-	2029	\$922,405
WyEast North Land Exchange	B/3	N	Land Exchange of WyEast North for EPS School Park ownership (Marion, BBC, etc.)	3.00	PIF, P	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	\$0
Community Park	C/4	C	District-wide	10.00	PIF, P, G	4,000,000	4,000,000	-	-	-	-	-	-	-	-	-	4,000,000	G,D,P	1,000,000	-	2022	\$5,000,000
Fenton (loan payments)	C/5	C	Interfund Loan annual payment	23.22	PIF,G	480,000	160,000	164,800	169,744	-	-	-	-	-	-	-	494,544	G,D,P	1,000,000	-	2022-2024	\$1,494,544
Neighborhood Park	C/3	N	S of Mill Plain/E of 136th Av	3.00	PIF	750,000	-	772,500	-	-	-	-	-	-	-	-	772,500	G, D, P	-	-	2023	\$772,500
Community Park	C/5	C	North Image Expansion to COM classification	3.00	PIF	1,000,000	-	1,030,000	-	-	-	-	-	-	-	-	1,030,000	G, D, P	-	-	2023	\$1,030,000
Neighborhood Park	C/3	N	New Park or expansion of existing low LOS park site.	3.00	PIF, G	750,000	-	-	795,675	-	-	-	-	-	-	-	795,675	G, D, P	-	-	2024	\$795,675
Community Park	C/4	C	District-wide	35.00	PIF, P, G	10,000,000	-	10,300,000	-	-	-	-	-	-	-	-	10,300,000	G,D,P	1,000,000	-	2023	\$11,300,000
Community Park	C/4	C	District-wide	14.00	PIF, P, G	5,300,000	5,300,000	-	-	-	-	-	-	-	-	-	5,300,000	G,D,P	1,000,000	-	2022	\$6,300,000
Neighborhood Park	C/4	N/C	District-wide	6.00	PIF, P, G	3,000,000	-	3,090,000	-	-	-	-	-	-	-	-	3,090,000	-	-	-	2023	\$3,090,000
Neighborhood Park	CS/C	N	Approx. near 18th, S of Endeavor to serve Equity focus area	3.00	PIF,G,F,SV	750,000	-	772,500	-	-	-	-	-	-	-	-	772,500	-	-	-	2023	\$772,500
Neighborhood Park	CS/C	N	N of 28th St., W of 112th; Serve Equity focus area	3.00	PIF,G,F,SV	750,000	-	-	795,675	-	-	-	-	-	-	-	795,675	-	-	-	2024	\$795,675
Neighborhood Park	CS/C	N	W. of 138th @ 49th to Serve Equity Focus Area	3.00	PIF,G,F,SV	750,000	-	-	-	819,545	-	-	-	-	-	-	819,545	-	-	-	2025	\$819,545
Neighborhood Park	CS/C	N	W of 164th, approx. @ 28th	3.00	PIF,G,F,SV	750,000	-	-	-	-	844,132	-	-	-	-	-	844,132	-	-	-	2026	\$844,132
Riparian Natural Areas	All	All	Multiple park districts-in holdings, etc.		PIF, P	200,000	20,000	20,600	21,218	21,855	22,510	23,185	23,881	24,597	25,335	26,095	229,278	G, D, P	-	-	2022-2031	\$229,278
Service Area Expansion	All	All	System Wide Multiple park districts		PIF, P	1,000,000	100,000	103,000	106,090	109,273	112,551	115,927	119,405	122,987	126,677	130,477	1,146,388	G, D, P	-	-	2022-2031	\$1,146,388
<b>SUBTOTAL</b>				132.74		35,461,714	9,943,171	18,069,467	3,228,501	1,238,247	1,275,394	444,201	457,527	1,393,658	485,390	499,952	37,035,507		4,557,500			\$41,593,007
<b>Park Development</b>																						
Rose Village	A/1	N	Master Plan & Development-Level III	2.60	PIF, F, SV	500,000	500,000	-	-	-	-	-	-	-	-	-	500,000	-	-	-	2022	\$500,000
Marshall	A/1	C	Project Play - All Inclusive Playground Upgrade	14.70	P	2,500,000	1,500,000	1,030,000	-	-	-	-	-	-	-	-	2,530,000	-	2,000,000	P	2022-2023	\$4,530,000
Marine	A/1	C	Redesign and Development-Level III	32.86	PIF, GF, G, SV	10,000,000	75,000	25,750	700,194	1,442,400	1,485,672	3,825,604	3,940,373	-	-	-	11,494,992	-	-	-	2022-2028	\$11,494,992
Vancouver Waterfront_PIF Credits	A/1	C	Columbia Waterfront, LLC PIF Credits \$1,000,000	10.41	PIF	1,000,000	100,000	103,000	106,090	109,273	112,551	115,927	119,405	122,987	126,677	130,477	1,146,388	-	-	-	2022-2031	\$1,146,388
Rosemere	A/1	N	Master Plan & Development-Level III	0.24	PIF, R, SV, F	700,000	-	77,250	663,063	-	-	-	-	-	-	-	740,313	-	-	-	2023-2024	\$740,313
Hazel Hart	A/1	N	Playground replacement, ADA compliance	3.23	R, GF, SV, F	150,000	-	-	159,135	-	-	-	-	-	-	-	159,135	-	-	-	2024	\$159,135
Leach	A/1	N	Playground replacement, ADA compliance	2.09	R, GF, SV, F	200,000	-	-	212,180	-	-	-	-	-	-	-	212,180	-	-	-	2024	\$212,180
Fruit Valley	A/1	N	Renovation: playground equipment, signage, plant beds, ADA improvements	11.35	R, SV, GF, G	400,000	-	-	106,090	327,818	-	-	-	-	-	-	433,908	G,D,P	216,954	-	2024-2025	\$650,862
Liberty	A/1	N	Playground replacement, ADA compliance	0.36	R, GF, SV, F	200,000	-	-	-	-	84,413	144,909	-	-	-	-	229,322	-	-	-	2026-2027	\$229,322
Arnada	A/1	N	Renovation: playground equipment, gazebo maintenance, path repairs, electrical/irrigation panel, ADA features	2.08	R, GF, SV, F	525,000	-	-	-	-	84,413	521,673	-	-	-	-	606,086	-	-	-	2026-2027	\$606,086
Quarberg	A/1	N	Renovation: playground equipment, tables, ADA improvements	4.35	R, GF, SV, F	550,000	-	-	-	-	-	115,927	537,324	-	-	-	653,251	-	310,000	-	2027-2028	\$963,251
John Ball	A/1	N	Renovation: playground equipment, basketball court improvements, trail repair, benches, tables, ADA improvements	3.37	R, GF, SV, F	350,000	-	-	-	-	-	-	89,554	338,215	-	-	427,769	-	213,885	-	2028-2029	\$641,654
Dollie & Ed's	A/1	C	New Park Development	9.59	PIF, GF, G	7,600,000	-	-	-	-	-	-	179,108	799,418	4,307,018	4,436,229	9,721,773	-	500,000	-	2028-2031	\$10,221,773
Memory/Mill Plain	A/1	C	Master Plan	11.24	PIF, P, SV, R	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-	\$0
Peter S. Ogden	B/7	N	Renovation: playground equipment, benches, irrigation equipment, landscaping, ADA improvements	4.35	R,GF,SV,F,PIF	710,000	710,000	-	-	-	-	-	-	-	-	-	710,000	G,D,P	-	-	2022	\$710,000

Project Name	PIF Dist.	Park Type	Description	GIS Ac	Funding Source	Uninflated Local Cost	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total Estimated Local Cost	Outside Funding Source*	Potential Outside Funding	Expected Outside Source	Year(s) of Expenditure	Total Est. Cost
<b>Park Development (continued)</b>																						
Jaggy Road	B/7	N	Renovation: playground equipment, picnic table replacements, ADA improvements	3.37	R,GF,SV,F,PIF	410,000	110,000	309,000	-	-	-	-	-	-	-	-	419,000	G,0,P	209,500	-	2022-2023	\$628,500
Oakbrook	B/7	C	Renovation-playground equipment, benches, irrigation equipment, landscaping, ADA improvements	13.25	R,GF,SV,F,PIF	1,083,000	333,000	772,500	-	-	-	-	-	-	-	-	1,105,500	-	-	-	2022-2023	\$1,105,500
Lieser School Park	B/2	N		1.86	P	550,000	50,000	515,000	-	-	-	-	-	-	-	-	565,000	-	-	-	2022-2023	\$565,000
Shaffer, Raymond E.	B/7	C	Master Plan & Development-Level III	9.69	R,GF,SV,F,PIF	8,000,000	1,000,000	3,605,000	3,713,150	-	-	-	-	-	-	-	8,318,150	-	500,000	-	2022-2024	\$8,818,150
Van Fleet	A/1	N	Planning, new playground, pathways, irrigation, benches & tables	2.81	R, SV	750,000	-	77,250	716,108	-	-	-	-	-	-	-	793,358	-	-	-	2023-2024	\$793,358
Leverich	B/7	C	Park shelter	28.52	GF, R	300,000	-	-	318,270	-	-	-	-	-	-	-	318,270	-	-	-	2024	\$318,270
George & Hazel Stein	B/2	N	Design and Development-Level III	3.42	PIF, GF, G	700,000	-	-	106,090	655,636	-	-	-	-	-	-	761,726	-	380,863	-	2024-2025	\$1,142,589
Columbia Lancaster	B/2	N	Renovation: playground equipment, irrigation equipment, ADA improvements	2.17	R,GF,SV,F,PIF	550,000	-	-	-	81,955	534,617	-	-	-	-	-	616,571	G,0,P	308,286	-	2025-2026	\$924,857
Father Blanchet	B/2	N	Renovation: playground equipment, signage, new trails, plant beds, ADA improvements	2.34	R,GF,SV,F,PIF	550,000	-	-	-	81,955	534,617	-	-	-	-	-	616,571	G,0,P	500,000	-	2025-2026	\$1,116,571
Bagley	B/7	C	Redesign & Development-Level III	16.19	R,GF,SV,F,PIF	12,100,000	-	-	-	327,818	4,427,001	4,559,811	4,696,606	-	-	-	14,011,236	-	500,000	-	2025-2028	\$14,511,236
Elsworth School Park	B/2	N	Planning, new playground, pathways, irrigation, benches & tables	5.18	R,GF,SV,F,PIF	750,000	-	-	-	-	84,413	782,510	-	-	-	-	866,923	-	-	-	2026-2027	\$866,923
Burton Ridge	B/7	N	Master Plan & Development-Level III	4.42	R,GF,SV,F,PIF	700,000	-	-	-	-	-	115,927	716,431	-	-	-	832,359	-	416,179	-	2027-2028	\$1,248,538
Wintler	B/2	C	Redesign & Development-Level III	14.03	GF	1,650,000	-	-	-	-	-	255,040	131,346	1,623,434	-	-	2,009,820	-	-	-	2027-2029	\$2,009,820
Kelley Meadows	B/7	N	Master Plan & Development-Level III	7.35	R,GF,SV,F,PIF	1,200,000	-	-	-	-	-	115,927	119,405	1,229,874	-	-	1,465,207	-	-	-	2027-2029	\$1,465,207
David Douglas	B/2	C	Redesign & Development-Level III	40.17	R,GF,SV,F,PIF	5,400,000	-	-	-	-	-	-	298,513	430,456	3,040,248	3,131,456	6,900,673	-	500,000	-	2028-2031	\$7,400,673
Neighborhood Park	B/2	SF	Heights Subarea	1.00	GF, G, R, TBD		-	-	-	-	-	-	-	-	-	-	-	-	100,000	-		\$100,000
Neighborhood Park	C/5	N	New Park Development	6.00	PIF, P, G	850,000	50,000	206,000	636,540	-	-	-	-	-	-	-	892,540	G,0,P	1,000,001	-	2022-2024	\$1,892,541
Community Park	C/4	C	New Park Development	14.00	PIF, P, G	10,150,000	50,000	51,500	53,045	5,463,635	5,627,544	-	-	-	-	-	11,245,724	G,0,P	1,000,000	-	2022-2026	\$12,245,724
Community Park	C/4	C	New Park Development	35.00	PIF, P, G	25,850,000	50,000	206,000	212,180	218,545	225,102	5,796,370	5,970,261	6,149,369	6,333,850	6,523,866	31,685,545	G,0,P	1,000,000	-	2022-2031	\$32,685,545
Fenton	C/5	C	Design and Development-Level III	23.22	PIF,G	550,000	-	566,500	-	-	-	-	-	-	-	-	566,500	-	-	-	2023	\$566,500
WyEast	C/4	N	Planning, new playground, pathways, benches & tables; irrigation.	3.81	R,GF,SV,F,PIF	375,000	-	-	397,838	-	-	-	-	-	-	-	397,838	-	-	-	2024	\$397,838
Landover-Sharmel	C/5	N	Development-Level III	3.99	PIF,GF,G	2,200,000	-	-	212,180	218,545	2,025,916	-	-	-	-	-	2,456,641	-	500,000	-	2024-2026	\$2,956,641
East Image	C/3	N	Master Plan & Development-Level III	2.43	PIF, R, SV	1,000,000	-	-	-	109,273	506,479	521,673	-	-	-	-	1,137,425	-	-	-	2025-2027	\$1,137,425
Lauren Park	C/5	N	Development-Level III	2.09	R,GF,SV,F,PIF	880,000	-	-	-	87,418	225,102	695,564	-	-	-	-	1,008,084	G,0,P	504,042	-	2025-2027	\$1,512,127
Homestead	C/3	N	Renovation: playground equipment, benches, ADA features	6.33	GF,G	385,000	-	-	-	-	84,413	359,375	-	-	-	-	443,788	G,0,P	221,894	-	2026-2027	\$665,682
Burnt Bridge Creek School Park	C/5	N	Renovation: playground equipment, benches, path repair, signage, ADA improvements	2.78	R,GF,SV,F,PIF	550,000	-	-	-	-	-	95,640	558,219	-	-	-	653,860	-	-	-	2027-2028	\$653,860
Hambleton	C/4	N	Design and Development-Level III	4.56	PIF,GF,G	3,300,000	-	-	-	-	-	255,040	262,692	1,352,861	2,229,515	-	4,100,108	G,0,P	500,000	-	2027-2030	\$4,600,108
Skate park		SF	Level III development	3.00	R, GF, G	1,000,000	-	-	-	-	-	-	179,108	1,045,393	-	-	1,224,501	G, 0, P	-	-	2028-2029	\$1,224,501
Kevanna	C/5	N	Redesign and Development-Level III	6.12	GF,G	998,800	-	-	-	-	-	-	131,346	67,643	487,706	585,582	1,272,278	-	500,000	-	2028-2031	\$1,772,278
Fir Garden	C/5	N	Completion of MP Improvements; Playground replacement and expansion	5.04	R,GF,SV,F,PIF	350,000	-	-	-	-	-	-	-	92,241	348,362	-	440,602	-	-	-	2029-2030	\$440,602
Fir Crest	C/3	N	Planning, new playground, irrigation, pathways, benches & tables	4.70	R, SV	750,000	-	-	-	-	-	-	-	122,987	126,677	717,625	967,290	-	-	-	2029-2031	\$967,290
192nd Avenue	C/4	N	Killian/192nd Ave	2.08	PIF	600,000	-	-	-	-	-	-	-	122,987	126,677	521,909	771,574	G,0,P	385,787	-	2029-2031	\$1,157,361
Community Park	C/4	C	New Park Development	10.00	PIF, P, G	600,000	-	-	-	-	-	-	-	245,975	253,354	260,955	760,283	G,0,P	1,000,000	-	2029-2031	\$1,760,283
Wycoff	C/5	N	Master Plan & Development-Level III	0.46	PIF	675,000	-	-	-	-	-	-	-	-	95,008	782,864	877,872	-	-	-	2030-2031	\$877,872
Healthy Pollinator Landscapes	A-C	All	Create healthy biodiversity citywide, including through native and pollinator-friendly plants for improved climate resilience	NA	GF, P, G	205,000	-	15,450	15,914	27,318	28,138	28,982	29,851	30,747	31,669	32,619	240,688	-	-	-	2023-2031	\$240,688
Improved Natural Areas	A-C	UNA	Access, safety and ecosystem health for improved passive uses at UNA's systemwide	NA	TBD	450,000	-	51,500	53,045	54,636	56,275	57,964	59,703	61,494	63,339	65,239	523,194	-	-	Volunteer Labor	2023-2031	\$523,194
Park Capacity Enhancements/Expansion	All	All	System-Wide; Level III Dev/Complete MP; Access Easements to increase Service Area; ADA Access		PIF	3,000,000	300,000	309,000	318,270	327,818	337,653	347,782	358,216	368,962	380,031	391,432	3,439,164	G,0,P	-	-	2022-2031	\$3,439,164
Riparian Natural Areas Enhancements, easements	All	All	Access/passive use improvements, pocket parks, trailheads w/n Greenways & UNA's		GF, P,	300,000	50,000	-	53,045	-	56,275	-	59,703	-	63,339	65,239	347,600	G, 0, P	-	-	2022-2031	\$347,600
<b>SUBTOTAL</b>						115,096,800	4,878,000	7,920,700	8,752,425	9,534,043	16,520,593	18,711,650	18,437,163	14,205,043	18,013,471	17,645,492	134,618,579		13,267,391			\$147,885,970

Project Name	PIF Dist.	Park Type	Description	GIS Ac	Funding Source	Uninflated Local Cost	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total Estimated Local Cost	Outside Funding Source*	Potential Outside Funding	Expected Outside Source	Year(s) of Expenditure	Total Est. Cost
<b>Park Improvements</b>																						
Esther Short	A/1	C	Plans, Specs and Permits for all-inclusive playground Construction pd by developer Waterfront block 20	5.34	P, T, GF	200,000	200,000	-	-	-	-	-	-	-	-	-	200,000	-	138,000	-	2022	\$338,000
Esther Short	A/1	C	Restroom; permits, construction	5.34	P, T, GF	800,000	100,000	721,000	-	-	-	-	-	-	-	-	821,000	-	-	-	2022-2023	\$821,000
NH/COM Parks, as needed	All	N/C	Site Asset Replacement/Capital Repair; ADA access improvements system-wide	-	R, GF	3,000,000	300,000	309,000	318,270	327,818	337,653	347,782	358,216	368,962	380,031	391,432	3,439,164	G, D, P	-	-	2022-2031	\$3,439,164
Volunteer Program Support	All	All	Support for citywide volunteer program	-	GF, SV, D, P	326,000	22,000	22,660	23,340	30,596	36,016	37,097	50,150	51,655	53,204	54,800	381,519	G, D, P	-	-	2022-2031	\$381,519
NH/COM Parks, as needed	All	N/C	Parking lot and walkway projects	-	R, GF	450,000	-	51,500	53,045	54,636	56,275	57,964	59,703	61,494	63,339	65,239	523,194	G, D, P	-	-	2023-2031	\$523,194
Park Partners-Match	All	All	Match funds for Volunteer Projects	-	GF	120,000	12,000	12,360	12,731	13,113	13,506	13,911	14,329	14,758	15,201	15,657	137,567	G, D, P	-	-	2022-2031	\$137,567
<b>SUBTOTAL</b>			Miscellaneous repairs and upgrades to parks.			4,896,000	634,000	1,116,520	407,386	426,164	443,450	456,754	482,397	496,869	511,775	527,128	5,502,443		138,000			\$5,640,443
<b>Trails: Planning; Capital Repairs</b>																						
Waterfront Connection to Port	1	-	Waterfront, Grant St., Jefferson to Mill Plain and West to Port of Vancouver Trail	-	GF, TBD	1,000,000	-	154,500	106,090	109,273	168,826	115,927	119,405	122,987	126,677	130,477	1,154,163	-	-	-	2023-2031	\$1,154,163
Columbia River Renaissance Trail	1	-	Gen. Capital Repairs/Asset preservation; signage.	-	GF, TBD	200,000	-	-	-	109,273	112,551	-	-	-	-	-	221,824	G, D, P	-	tbd	2025-2026	\$221,824
Evergreen Hwy. West	2	-	Chelsea to Lieser/Wintler (2.2 mi)	-	GF, TBD	1,000,000	150,000	-	-	-	-	985,383	-	-	-	-	1,135,383	G, D, P	-	tbd	2022-2027	\$1,135,383
Evergreen Hwy. East	263	-	Ellsworth to 192nd Ave.	-	GF, TBD	1,500,000	150,000	-	-	-	-	-	-	-	-	1,761,444	1,911,444	G, D, P	-	tbd	2022-2031	\$1,911,444
Trail and Pedestrian Safety & Planning and Improvements	NA	-	-	-	GF, TBD	140,000	20,000	20,600	21,218	21,855	22,510	23,185	23,881	-	-	-	153,249	G, D, P	-	tbd	2022-2028	\$153,249
Vancouver Lake Lowland Trails	-	-	Trail Improvements	-	GF, TBD	1,200,000	-	154,500	159,135	163,909	168,826	173,891	179,108	184,481	-	195,716	1,379,566	G, D, P	-	tbd	2023-2031	\$1,379,566
Local connector trails	-	-	Improve connectivity and service area; Adopted subarea plans, NHA, utilities	-	GF, TBD	75,000	-	15,450	-	16,391	-	17,389	-	18,448	-	19,572	87,250	G, D, P	-	tbd	2023-2031	\$87,250
Trail Counters	-	-	Planning, purchase, installation and repair/replacement	-	GF, TBD	18,000	-	6,365	-	-	6,956	-	-	7,601	-	20,922	G, D, P	-	tbd	2024-2030	\$20,922	
Burnt Bridge Creek Greenway	1,2,3	-	Trail improvements and development of segments where gaps exist: Meadowbrook Marsh & 112th/138th to Harmony	-	GF, TBD	2,000,000	-	-	-	1,092,727	-	-	-	-	1,266,770	-	2,359,497	-	-	-	2025-2030	\$2,359,497
<b>SUBTOTAL</b>						7,133,000	320,000	345,050	292,808	1,513,427	472,714	1,322,732	322,394	325,917	1,401,048	2,107,209	8,423,298					\$8,423,298
<b>Special Facility Development &amp; Improvement</b>																						
Marshall/Luepke	A/1	SF	MCC - Rebuild Elevator	-	-	127,000	127,000	-	-	-	-	-	-	-	-	-	127,000	-	-	-	2022	\$127,000
Marshall/Luepke	A/1	SF	MCC - Upgrade Heat Recovery System	-	-	150,000	150,000	-	-	-	-	-	-	-	-	-	150,000	-	-	-	2022	\$150,000
Marshall/Luepke	A/1	SF	MCC - Boiler Replacement	-	-	100,000	100,000	-	-	-	-	-	-	-	-	-	100,000	-	-	-	2022	\$100,000
Marshall/Luepke	A/1	SF	MCC - Relocate Generator	-	-	100,000	100,000	-	-	-	-	-	-	-	-	-	100,000	-	-	-	2022	\$100,000
Marshall/Luepke	A/1	SF	MCC - Waterfront Park Water Feature Upgrades	-	-	32,000	-	32,960	-	-	-	-	-	-	-	-	32,960	-	-	-	2023	\$32,960
Marshall/Luepke	A/1	SF	MCC - Esther Short Park Water Feature Upgrades	-	-	79,000	-	81,370	-	-	-	-	-	-	-	-	81,370	-	-	-	2023	\$81,370
Marshall/Luepke	A/1	SF	MCC - Relamp Natorium and Gym	-	-	150,000	-	154,500	-	-	-	-	-	-	-	-	154,500	-	-	-	2023	\$154,500
Marshall/Luepke	A/1	SF	MCC - Digital Signage Exterior and Lobby	-	-	50,000	-	51,500	-	-	-	-	-	-	-	-	51,500	-	-	-	2023	\$51,500
Marshall/Luepke	A/1	SF	MCC - Parking Lot Overlay and Restriping	-	-	100,000	-	-	106,090	-	-	-	-	-	-	-	106,090	-	-	-	2024	\$106,090
Marshall/Luepke	A/1	SF	MCC - HVAC Gymnasium	-	-	150,000	-	-	-	163,909	-	-	-	-	-	-	163,909	-	-	-	2025	\$163,909
Marshall/Luepke	A/1	SF	Luepke - Kitchen and Refrigeration Repairs	-	-	200,000	-	-	-	218,545	-	-	-	-	-	-	218,545	-	-	-	2025	\$218,545
Marshall/Luepke	A/1	SF	MCC - Gym Floor Replacement	-	-	120,000	-	-	-	-	135,061	-	-	-	-	-	135,061	-	-	-	2026	\$135,061
Firstenburg Center	C/3	SF	FCC - Pool UV Replacement	-	-	75,000	75,000	-	-	-	-	-	-	-	-	-	75,000	-	-	-	2022	\$75,000
Firstenburg Center	C/3	SF	FCC - HVAC Trapedero and Resource Classroom	-	-	50,000	50,000	-	-	-	-	-	-	-	-	-	50,000	-	-	-	2022	\$50,000
Firstenburg Center	C/3	SF	FCC - Replace Cooling Tower	-	-	100,000	-	103,000	-	-	-	-	-	-	-	-	103,000	-	-	-	2023	\$103,000
Firstenburg Center	C/3	SF	FCC - Pool Pumps Motor Replacements	-	-	25,000	-	25,750	-	-	-	-	-	-	-	-	25,750	-	-	-	2023	\$25,750
Firstenburg Center	C/3	SF	FCC - Digital Signage Exterior and Lobby	-	-	50,000	-	51,500	-	-	-	-	-	-	-	-	51,500	-	-	-	2023	\$51,500
Firstenburg Center	C/3	SF	FCC - Filter Sand and Plumbing Replacement	-	-	25,000	-	25,750	-	-	-	-	-	-	-	-	25,750	-	-	-	2023	\$25,750



Project Name	PIF Dist.	Park Type	Description	GIS Ac	Funding Source	Uninflated Local Cost	2022	2023	2024	2025	2026	2027	2028	2029	2030	2031	Total Estimated Local Cost	Outside Funding Source*	Potential Outside Funding	Expected Outside Source	Year(s) of Expenditure	Total Est. Cost	
<b>Special Facility Development &amp; Improvement (continued)</b>																							
Firstenburg Center	C/3	SF	FCC - Sprayground Area Leveling and Reuse	-	-	200,000	-	-	212,180	-	-	-	-	-	-	-	212,180	-	-	-	2024	\$212,180	
Firstenburg Center	C/3	SF	FCC - Gymnasium Roof Ventilation	-	-	111,000	-	-	117,760	-	-	-	-	-	-	-	117,760	-	-	-	2024	\$117,760	
Firstenburg Center	C/3	SF	FCC - Floor Carpet Upgrades	-	-	75,000	-	-	79,568	-	-	-	-	-	-	-	79,568	-	-	-	2024	\$79,568	
Firstenburg Center	C/3	SF	FCC - Intrusion System Security Panel	-	-	15,000	-	-	-	16,391	-	-	-	-	-	-	16,391	-	-	-	2025	\$16,391	
Firstenburg Center	C/3	SF	FCC - Lobby And Customer Service Remodel	-	-	200,000	-	-	-	218,545	-	-	-	-	-	-	218,545	-	-	-	2025	\$218,545	
Firstenburg Center	C/3	SF	FCC - LED Parking Lot Street Lights	-	-	100,000	-	-	-	109,273	-	-	-	-	-	-	109,273	-	-	-	2025	\$109,273	
Firstenburg Center	C/3	SF	FCC - Rebuild/Upgrade Elevator	-	-	175,000	-	-	-	-	196,964	-	-	-	-	-	196,964	-	-	-	2026	\$196,964	
Firstenburg Center	C/3	SF	FCC - Upgrade Chillers	-	-	224,000	-	-	-	-	252,114	-	-	-	-	-	252,114	-	-	-	2026	\$252,114	
Firstenburg Center	C/3	SF	FCC - Spa UV Replacement	-	-	50,000	-	-	-	-	56,275	-	-	-	-	-	56,275	-	-	-	2026	\$56,275	
Firstenburg Center	C/3	SF	FCC - Water Features Replacement	-	-	100,000	-	-	-	-	112,551	-	-	-	-	-	112,551	-	-	-	2026	\$112,551	
Firstenburg Center	C/3	SF	FCC - Full Slide Replacement	-	-	250,000	-	-	-	-	-	289,819	-	-	-	-	289,819	-	-	-	2027	\$289,819	
Vancouver Tennis Center	B/2	SF	General Capital Repairs	-	GF	150,000	15,000	15,450	15,914	16,391	16,883	17,389	17,911	18,448	19,002	19,572	171,958	-	-	-	2022-2031	\$171,958	
<b>SUBTOTAL</b>						<b>3,333,000</b>	<b>617,000</b>	<b>541,780</b>	<b>531,511</b>	<b>743,054</b>	<b>769,848</b>	<b>307,208</b>	<b>17,911</b>	<b>18,448</b>	<b>19,002</b>	<b>19,572</b>	<b>3,585,333</b>					<b>3,585,333</b>	
<b>GRAND TOTAL</b>						<b>165,920,514</b>	<b>16,392,171</b>	<b>27,993,517</b>	<b>13,212,630</b>	<b>13,454,935</b>	<b>19,482,000</b>	<b>21,242,544</b>	<b>19,717,391</b>	<b>16,439,935</b>	<b>20,430,685</b>	<b>20,799,352</b>	<b>189,165,160</b>		<b>17,962,891</b>				<b>207,128,051</b>

### Local Funding Sources:

- B** Bonds
- CDBG** Community Development Block Grant
- GF** General Fund
- L** Other Local Funding (Public Works, etc.)
- P** Park Impact Fees
- REET-C** City of Vancouver REET
- SV** Stronger Vancouver Funding Options

### Outside Funding Sources:

- CF** Conservation Futures
- D** Donations
- F** Federal Funding
- G** Grants
- P** Partnerships
- S** State Funding
- TBD** To Be Determined

Appendix

**K**

**APPENDIX K: PARK INVENTORY & ANALYSIS**

## APPENDIX K: PARK INVENTORY & ANALYSIS

### PROPERTY INVENTORY SUMMARY & SITE COUNT

ACRES OF PARK LAND																	
Ownership within City of Vancouver	Neighborhood Park			Community Park			UNA	Regional Park			Special Facility			Regional Natural Areas			Grand Total
	Undev	Devel	Total	Undev	Devel	Total	Area	Undev	Devel	Total	Undev	Devel	Total	Undev	Devel	Total	
Vancouver	33.05	195.99	229.05	42.50	230.86	273.36	265.47	-	-	-	4.76	19.33	24.09	967.78	-	967.78	1,759.74
Clark County	-	-	-	-	-	-	-	400.40	89.00	489.40	2.90	62.36	65.26	28.80	48.00	76.80	631.46
Schools	-	85.79	85.79	-	-	-	-	-	-	-	-	5.08	5.08	-	-	-	90.87
Other Providers	-	-	-	-	-	-	14.64	-	-	-	32.29	206.9	238.48	-	-	-	253.12
<b>Total</b>	<b>33.05</b>	<b>281.79</b>	<b>314.84</b>	<b>42.50</b>	<b>230.86</b>	<b>273.36</b>	<b>280.11</b>	<b>400.40</b>	<b>89.00</b>	<b>489.40</b>	<b>39.95</b>	<b>292.96</b>	<b>332.91</b>	<b>996.58</b>	<b>48.00</b>	<b>1,044.58</b>	<b>2,735.20</b>

NUMBER OF SITES																	
Ownership within City of Vancouver	Neighborhood Park			Community Park			UNA	Regional Park			Special Facility			Regional Natural Areas			Grand Total
	Undev	Devel	Total	Undev	Devel	Total	Area	Undev	Devel	Total	Undev	Devel	Total	Undev	Devel	Total	
Vancouver	12	54	66	3	13	16	22	-	-	-	-	3	3	6	-	6	113
Clark County	-	-	-	-	-	-	-	-	-	2	-	2	2	1	-	1	5
Schools	-	25	25	-	-	-	-	-	-	-	-	1	1	-	-	-	26
Other Providers	-	-	-	-	-	-	1	-	-	-	-	3	3	-	-	-	4
<b>Total</b>			<b>91</b>			<b>16</b>	<b>23</b>			<b>2</b>			<b>9</b>			<b>7</b>	<b>148</b>

### PARK DEMAND (2022)

City of Vancouver		Neighborhood Park		Community Park		Urban NA	Total Park Acres	
Standard		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000		2.00	2.00	3.00	2.25	1.00	6.00	4.25
Park District	Population	Demand in Acres					Total Park Acres	
A	38,770	77.5	77.5	116.3	87.2	38.8	232.6	164.8
B	61,324	122.6	122.6	183.9	138.0	61.3	367.9	260.6
C	94,592	189.2	189.2	283.8	212.8	94.6	567.6	402.0
Total	194,686	389.3	389.3	584.0	438.0	194.6	1,168.0	827.4

### PARK DEMAND (2031)

City of Vancouver		Neighborhood Park		Community Park		Urban NA	Total Park Acres	
Standard		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000		2.00	2.00	3.00	2.25	1.00	6.00	4.25
Park District	Population	Demand in Acres					Total Park Acres	
A	44,445	88.9	88.9	133.3	100.0	44.4	266.7	188.9
B	67,614	135.0	135.0	202.6	151.9	67.5	405.1	287.0
C	106,736	213.5	213.5	320.2	240.2	106.7	640.4	453.6
Total	218,794	437.4	437.4	656.1	492.0	218.7	1,312.2	929.5

### TOTAL LEVEL OF SERVICE (2022)

City of Vancouver		Neighborhood Park		Community Park		Urban NA
Standard		Acquire	Develop	Acquire	Develop	Acquire
Acres /1,000		2.00	2.00	3.00	2.25	1.00
Park District	Population	Level of Service (Acres/1,000 Population)				
A	38,770	1.40	1.39	2.59	2.34	2.14
B	61,324	2.00	1.75	1.75	1.60	1.54
C	94,592	1.46	1.27	0.69	0.45	1.09
Total	194,686	1.62	1.45	1.40	1.19	1.44

\* Includes All Providers

City Wide Level of Service (Acres/1,000 Population)	
Neighborhood & Community Parks	3.02
Urban Natural Areas	1.44
	4.46



### PARK NEED (2022)

City of Vancouver		Neighborhood Park		Community Park		Urban NA	Total Park Acres	
Standard		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000		2.00	2.00	3.00	2.25	1.00	6.00	4.25

Park Dist.	Population	Need in Acres					Need in Acres	
A	38,770	23.1	23.8	16.0	0.3	0.1	39.2	24.1
B	61,324	0.6	15.1	76.4	40.1	28.4	105.4	55.2
C	94,592	51.5	68.7	218.3	170.6	20.3	290.2	239.3
Total	194,686	75.2	107.6	310.7	211.0	48.8	434.8	318.6

### PARK NEED (2031)

City of Vancouver		Neighborhood Park		Community Park		Urban NA	Total Park Acres	
Standard		Acquire	Develop	Acquire	Develop	Acquire	Acquire	Develop
Acres /1,000		2.00	2.00	3.00	2.25	1.00	6.00	4.25

Park Dist.	Population	Need in Acres					Need in Acres	
A	44,445	34.4	35.1	33.0	9.3	0.1	67.6	44.4
B	67,614	12.5	27.7	95.3	54.2	32.4	140.1	81.9
C	106,735	75.8	93.0	254.8	197.9	30.1	360.7	290.9
Total	218,794	122.7	155.8	383.0	261.4	62.6	568.4	417.2

**NEIGHBORHOOD PARK INVENTORY (PIF DISTRICT A)**

			Site Count	Acres			
<b>PARK IMPACT FEE DISTRICT A</b>							
Orig Dist.	Park Name	Type		Ownership	Undev	Devel	Total
1	Arnada	NH	1	Vancouver	-	2.68	2.68
1	Brickyard	NH	1	Vancouver	-	1.99	1.99
1	Carter	NH	1	Vancouver	-	0.69	0.69
1	Evergreen	NH	1	Vancouver	-	3.26	3.26
1	Franklin	NH	1	Vancouver	-	11.35	11.35
1	Fruit Valley	NH	1	Vancouver	-	6.04	6.04
1	Hazel Hart	NH	1	Vancouver	-	0.16	0.16
1	Hidden	NH	1	Vancouver	-	1.24	1.24
1	John Ball	NH	1	Vancouver	-	2.37	2.37
1	Leach	NH	1	Vancouver	-	0.26	0.26
1	Liberty	NH	1	Vancouver	-	0.36	0.36
1	Quarnberg	NH	1	Vancouver	-	2.60	2.60
1	Rose Village	NH	1	Vancouver	0.45	-	0.45
1	Rosemere	NH	1	Vancouver	0.24	-	0.24
1	Shumway	NH	1	Vancouver	-	0.44	0.44
1	Harney School Park	NH	1	VSD	-	3.23	3.23
1	Washington School Park	NH	1	VSD	-	3.26	3.26
1	Franklin Elem. (Field Ac)	NH	1	VSD	-	1.58	1.58
1	Fruit Valley Elem. (Field Ac)	NH	1	VSD	-	0.84	0.84
1	Harney Elem. (Field Ac)	NH	0	VSD	-	4.98	4.98
1	Hough Elem. (Field Ac)	NH	1	VSD	-	1.61	1.61
1	Jim Tangeman Center Elem. (Field Ac)	NH	1	VSD	-	0.91	0.91
1	Lincoln Elem. (Field Ac)	NH	1	VSD	-	2.56	2.56
1	Washington Elem. (Field Ac)	NH	0	VSD	-	1.37	1.37
	<b>District A Subtotal</b>		<b>22</b>		<b>0.69</b>	<b>53.77</b>	<b>54.46</b>

## NEIGHBORHOOD PARK INVENTORY (PIF DISTRICT B)

			Site Count				
			Acres				
PARK IMPACT FEE DISTRICT B							
Orig Dist.	Park Name	Type		Ownership	Undev	Devel	Total
7	Burton Ridge	NH	1	Vancouver	4.42	-	4.42
7	Centerpointe	NH	1	Vancouver	-	8.52	8.52
2	Columbia Lancaster	NH	1	Vancouver	-	2.17	2.17
2	Coop, John & Margrette	NH	1	Vancouver	-	3.41	3.41
2	DuBois	NH	1	Vancouver	-	3.12	3.12
2	Ellsworth School Park	NH	1	Vancouver	-	5.18	5.18
2	Ellsworth Springs	NH	1	Vancouver	-	2.81	2.81
2	Father Blanchet	NH	1	Vancouver	-	2.34	2.34
2	Forest Ridge	NH	1	Vancouver	-	1.37	1.37
2	General Anderson	NH	1	Vancouver	-	1.90	1.90
2	Gustafson	NH	1	Vancouver	-	3.98	3.98
7	Jaggy Road	NH	1	Vancouver	-	3.37	3.37
7	Kelley Meadows	NH	1	Vancouver	7.35	-	7.35
2	Lieser Crest	NH	1	Vancouver	-	4.97	4.97
2	Meadow Homes	NH	1	Vancouver	-	2.01	2.01
2	MyPark	NH	1	Vancouver	-	0.39	0.39
7	Orchards West	NH	1	Vancouver	-	8.07	8.07
2	Southcliff	NH	1	Vancouver	-	4.49	4.49
2	St Helens	NH	1	Vancouver	-	3.00	3.00
2	Stein, Geroge & Hazel	NH	1	Vancouver	3.42	-	3.42
7	The Downs	NH	1	Vancouver	-	3.46	3.46
2	Van Fleet	NH	1	Vancouver	-	2.81	2.81
7	West Minnehaha	NH	1	Vancouver	-	3.05	3.05
2	Lieser School Park	NH	1	VSD	-	1.86	1.86
2	Marrion School Park	NH	1	ESD	-	6.12	6.12
7	Peter S. Ogden School Park	NH	1	ESD	-	4.35	4.35
2	Ellsworth Elem. (Field Ac)	NH	1	ESD	-	2.46	2.46
2	Heights Elem. (Field Ac) (formerly Lieser)	NH	0	VSD	-	-	-
2	King Elem. (Field Ac)	NH	1	VSD	-	1.84	1.84
2	Marrion Elem. (Field Ac)	NH	0	ESD	-	5.66	5.66
7	Minnehaha Elem. (Field Ac)	NH	1	VSD	-	3.98	3.98
7	Ogden Elem. (Field Ac)	NH	0	ESD	-	8.77	8.77
7	Roosevelt Elem. (Field Ac)	NH	1	ESD	-	2.08	2.08
	District B Subtotal		30		15.19	107.54	122.73

## NEIGHBORHOOD PARK INVENTORY (PIF DISTRICT C)

			Site Count	Acres			
PARK IMPACT FEE DISTRICT C							
Orig Dist.	Park Name	Type		Ownership	Undev	Devel	Total
4	192nd Avenue	NH	1	Vancouver	2.08	-	2.08
3	Bella Vista	NH	1	Vancouver	-	5.36	5.36
3	Biddlewood	NH	1	Vancouver	-	6.82	6.82
5	Burnt Bridge Creek School Park	NH	1	Vancouver	-	2.78	2.78
3	Cascade	NH	1	Vancouver	-	3.39	3.39
4	Clearmeadows	NH	1	Vancouver	-	5.62	5.62
3	Countryside	NH	1	Vancouver	-	3.07	3.07
5	Diamond	NH	1	Vancouver	-	5.28	5.28
3	East Biddle Lake-Addition	NH	1	Vancouver	1.56	-	1.56
5	East Image	NH	1	Vancouver	2.43	-	2.43
5	Endeavour School Park	NH	1	Vancouver	-	2.48	2.48
3	Fir Crest	NH	1	Vancouver	-	4.70	4.70
5	Fir Garden	NH	1	Vancouver	-	5.04	5.04
3	First Place	NH	1	Vancouver	-	3.49	3.49
4	Fisher's Creek	NH	1	Vancouver	-	1.90	1.90
3	Gretchen Fraser	NH	1	Vancouver	-	2.24	2.24
4	Hambleton	NH	1	Vancouver	4.56	-	4.56
3	Hearthwood	NH	1	Vancouver	-	5.85	5.85
4	Heritage	NH	1	Vancouver	-	5.41	5.41
3	Homestead	NH	1	Vancouver	-	6.33	6.33
5	Kevanna	NH	1	Vancouver	-	6.12	6.12
5	Landover-Sharmel	NH	1	Vancouver	3.99	-	3.99
5	Lauren	NH	1	Vancouver	2.09	-	2.09
5	Nikkei	NH	1	Vancouver	-	5.18	5.18
4	Summer's Walk	NH	1	Vancouver	-	4.10	4.10
3	Wildwood	NH	1	Vancouver	-	3.17	3.17
5	Wycoff	NH	1	Vancouver	0.46	-	0.46
3	Wy'East	NH	1	Vancouver	-	3.81	3.81
3	Burnt Bridge Creek Elem. (Field Ac)	NH	0	ESD	-	3.19	3.19
3	Burton Elem. (Field Ac)	NH	1	ESD	-	1.25	1.25
3	Columbia Valley Elem. (Field Ac)	NH	1	ESD	-	2.18	2.18
3	Crestline Elem. (Field Ac)	NH	1	ESD	-	2.72	2.72
3	Emerald Elem. (Field Ac)	NH	0	ESD	-	-	-
4	Endeavour Elem. (Field Ac)	NH	1	ESD	-	1.04	1.04
4	Fircrest Elem. (Field Ac)	NH	1	ESD	-	2.54	2.54
4	Fisher's Landing Elem. (Field Ac)	NH	1	ESD	-	2.34	2.34
4	Hearthwood Elem. (Field Ac)	NH	1	ESD	-	3.13	3.13
5	Illahsee Elem. (Field Ac)	NH	1	ESD	-	1.75	1.75
5	Image Elem. (Field Ac)	NH	0	ESD	-	-	-
5	Mill Plain Elem. (Field Ac)	NH	1	ESD	-	1.38	1.38
5	Pioneer Elem. (Field Ac)	NH	1	ESD	-	4.52	4.52
5	Riverview Elem. (Field Ac)	NH	1	ESD	-	2.29	2.29
5	Early Childhood Center (Op. by SWCCC)	NH	N	ESD	-	-	-
	Home Choice Academy	NH	N	ESD	-	-	-
District C Subtotal			39		17.17	120.49	137.66
<b>NEIGHBORHOOD PARK TOTAL</b>			91		33.05	281.79	314.84
School Parks (School District Ownership)			25		-	85.79	85.79
City Park Ownerships			66		33.05	195.99	229.05



## COMMUNITY PARK INVENTORY

Orig. Dist.	Park Name	Type	Site Count		Acres		
			City	Ownership	Undev	Devel	Total
<b>PARK IMPACT FEE DISTRICT A</b>							
1	Dollie and Ed's Park	CP	1	Vancouver	9.59	-	9.59
1	Esther Short	CP	1	Vancouver	-	5.34	5.34
1	Leverich	CP	1	Vancouver	-	14.26	14.26
1	Marine	CP	1	Vancouver	-	32.86	32.86
1	Marshall	CP	1	Vancouver	-	14.70	14.70
1	Memory Mill Plan	CP	1	Vancouver	-	11.24	11.24
1	Vancouver Waterfront	CP	1	Vancouver	-	6.88	6.88
1	Waterworks	CP	1	Vancouver	-	5.46	5.46
District A Subtotal			8		9.59	90.74	100.33
<b>PARK IMPACT FEE DISTRICT B</b>							
7	Bagley	CP	1	Vancouver	-	16.19	16.19
2	David Douglas	CP	1	Vancouver	-	40.17	40.17
7	Leverich	CP	0	Vancouver	-	14.26	14.26
7	Oakbrook	CP	1	Vancouver	-	13.25	13.25
7	Shaffer, Raymond E.	CP	1	Vancouver	9.69	-	9.69
2	Wintler	CP	1	Vancouver	-	14.03	14.03
District B Subtotal			5		9.69	97.90	107.59
<b>PARK IMPACT DISTRICT C</b>							
5	Fenton	CP	1	Vancouver	23.22	-	23.22
4	Fisher Basin	CP	1	Vancouver	-	12.67	12.67
3	Haagen, Leroy	CP	1	Vancouver	-	29.55	29.55
District C Subtotal			3		23.22	42.22	65.44
<b>COMMUNITY PARK TOTAL</b>			<b>16</b>		<b>42.50</b>	<b>230.86</b>	<b>273.36</b>

## URBAN NATURAL AREAS

Orig. Dist.	Park Name	Type	Site Count		Acres		
			City	Ownership	Undev	Devel	Total
<b>PARK IMPACT FEE DISTRICT A</b>							
1	Franklin East	UNA	1	Vancouver	1.48	-	1.48
1	Heathergate Ridge	UNA	1	Vancouver	4.04	-	4.04
1	Marine Park Natural Area	UNA	1	Vancouver	36.54	-	36.54
1	Old Apple Tree	UNA	1	Vancouver	-	1.24	1.24
1	Columbia River Renaissance Trail	UNA	1	Vancouver	-	24.85	24.85
1	NPS Waterfront	UNA	1	NPS	-	14.64	14.64
<b>District A Subtotal</b>			<b>6</b>		<b>42.06</b>	<b>40.73</b>	<b>82.79</b>
<b>PARK IMPACT FEE DISTRICT B</b>							
2	Blandford Greenway - East Side	UNA	1	Vancouver	9.35	-	9.35
2	Blandford Greenway - West Side	UNA	1	Vancouver	11.36	-	11.36
7	Burton Ridge North	UNA	1	Vancouver	0.62	-	0.62
2	David Douglas Park Natural Area	UNA	1	Vancouver	25.00	-	25.00
2	Ellsworth Springs East	UNA	1	Vancouver	29.81	-	29.81
2	Ellsworth Springs West	UNA	1	Vancouver	9.45	-	9.45
2	Lieser Point	UNA	1	Vancouver	1.92	-	1.92
2	Tranquility	UNA	1	Vancouver	7.00	-	7.00
<b>District B Subtotal</b>			<b>8</b>		<b>94.51</b>	<b>-</b>	<b>94.51</b>
<b>PARK IMPACT DISTRICT C</b>							
3	Behrens Woods	UNA	1	Vancouver	2.29	-	2.29
3	Biddlewood Natural Area	UNA	0	Vancouver	12.30	-	12.30
3	East Biddle Lake	UNA	0	Vancouver	9.43	-	9.43
5	Evergreen School Park	UNA	1	Vancouver	10.81	-	10.81
5	Donald and Jean Fenton Natural Area	UNA	0	Vancouver	20.65	-	20.65
3	Fisher's Landing	UNA	1	Vancouver	0.80	-	0.80
4	Hanna Acres	UNA	1	Vancouver	4.10	-	4.10
3	Henry J. Biddle Nature Preserve	UNA	1	Vancouver	22.23	-	22.23
3	Mims Marsh	UNA	1	Vancouver	10.04	-	10.04
3	Rivershore	UNA	1	Vancouver	4.63	-	4.63
3	Robert K. Starke Natural Area	UNA	1	Vancouver	3.49	-	3.49
4	Village Woods	UNA	1	Vancouver	2.04	-	2.04
<b>District C Subtotal</b>			<b>9</b>		<b>102.81</b>	<b>-</b>	<b>102.81</b>
<b>COMMUNITY PARK TOTAL</b>			<b>23</b>		<b>239.38</b>	<b>40.73</b>	<b>280.11</b>

## SPECIAL FACILITIES INVENTORY

	Park Name	Type	Site Count		Acres		
			City	Ownership	Undev	Devel	Total
R	Firstenburg Community Center	SF	1	Vancouver	-	13.94	13.94
R	Marshall Community Center	SF	1	Vancouver	-	5.39	5.39
R	Wy'East North	SF	1	Vancouver	4.76	-	4.76
R	English Pit Rifle Range	SF	1	Clark County	2.90	3.00	5.90
R	Harmony Sports Complex	SF	1	Clark County	-	59.36	59.36
R	Fort Vancouver National Historic Site	SF	1	NPS	-	192.05	192.05
R	Weber Arboretum	SF	1	Private	-	6.14	6.14
R	Vancouver Tennis Center	SF	1	School District	-	5.08	5.08
R	Columbia Springs	SF	1	WDFW	32.29	8.00	40.29
<b>SPECIAL FACILITY TOTAL</b>			<b>9</b>		<b>39.95</b>	<b>292.96</b>	<b>332.91</b>

## REGIONAL NATURAL AREAS

District	Park Name	Type	Site Count		Acres		
			City	Ownership	Undev	Devel	Total
B	Beaver Marsh	RNA	1	Vancouver	32.98		32.98
B	Meadowbrook North	RNA	1	Vancouver	35.55	-	35.55
B	Sam Brown	RNA	1	Vancouver	2.45	-	2.45
A	Frenchman's Bar Trail	RNA	1	Clark County	28.80	48.00	76.84
A	South Vancouver Lake (Vancouver)	RNA	1	Vancouver	418.40	-	418.40
A-C	Burnt Bridge Creek Greenway	RNA	1	Vancouver	423.72	-	423.72
C	Meadowbrook Marsh	RNA	1	Vancouver	54.68		54.68
<b>REGIONAL NATURAL AREA TOTAL</b>			<b>7</b>		<b>996.58</b>	<b>48.00</b>	<b>1,044.58</b>

## REGIONAL PARKS

Park Name	Type	Site Count			Ownership	Acres		
		Vancouver	UGA	Rural		Undev	Devel	Total
Bratton Canyon	RP			1	Clark County	62.00	18.00	80.00
Brush Prairie	RP			1	Clark County	76.48	7.50	83.98
Capt. William Clark	RP			1	Port C-W	39.28	35.46	74.74
Daybreak	RP			1	Clark County	183.64	6.00	189.64
Frenchman's Bar	RP	1			Clark County	114.40	37.00	151.40
Green Mountain	RP			1	Clark County	360.00	-	360.00
Lacamas	RP			1	Clark County	290.00	7.39	297.39
Lewisville	RP			1	Clark County	68.45	90.00	158.45
Lucia Falls	RP			1	Clark County	22.83	25.60	48.43
Moulton Falls	RP			1	Clark County	413.91	27.00	440.91
Salmon Creek (Includes Kline Line)	RP		1		Clark County	122.93	51.10	174.03
Vancouver Lake	RP	1			Clark County	286.00	52.00	338.00
Whipple Creek	RP			1	Clark County	295.35	4.00	299.35
Battle Ground Lake	RP			1	State	240.00	40.00	280.00
Paradise Point	RP			1	State	61.00	35.00	96.00
Reed Island	RP			1	State	510.00	-	510.00
<b>TOTAL REGIONAL PARKS</b>		<b>2</b>	<b>1</b>	<b>13</b>		<b>3,146.27</b>	<b>436.05</b>	<b>3,582.32</b>



## PARK LEVEL OF SERVICE MATRIX - Quantity, Creativity, Safety and Sustainability Criteria

Indicators of Level of Service	Data Source	Numerical Scoring by Park Service Area					
<b>Quantity/Density Matrix</b>							
<b>LEVEL OF SERVICE BY SERVICE AREA (Park ac/1000)</b>		0	1	2	3	4	5
% difference between existing LOS within the park service area and the adopted standard for the applicable park type.	Inventory/GIS (Already Avail)	LOS exceeds Standard	100-75% of Standard for park type	74-61% of Standard for park type	60-41% of Standard for park type	40-21% of Standard for park type	20% or less of Standard for park type
<b>Creativity Matrix - Quality/Variety Criteria</b>							
<b>PARK DEVELOPMENT</b>		0	1	2	3	4	5
Current Level of site development from Level 1 improvements with site used as interim UNA, to master plan through full construction to Level 4 standard or above.	Inventory Matrix	Level 4 development	Construction completed per Master Plan (Level 3)	51-90% of MP funded (Level 2+)	< 50% of MP funded (Level 2); w/ or w/o MP update	MP completed but no implementation funded	Undeveloped: Level 1 Improvements. Used for UNA
<b>LENGTH OF TIME SITES HAVE REMAINED UNDEVELOPED</b>		0	1	2	3		
Years site has remained undeveloped since acquisition date.	Chronology Table		<5	5-999	10 or greater		
<b>URBAN NATURAL AREAS/IMPROVEMENTS &amp; ACCESSIBILITY, USEABLE, SAFE, WELCOMING</b>		0	0		3		5
Level of site improvements available for UNA's accessible for passive uses. Identify areas that are under-utilized that could be improved for safe access to natural areas. These range from no improvements, Level 1 w/ seasonal mowing only, to maximum capital improvements appropriate to the site to facilitate passive use and protect resources.	Inventory Matrix	Not applicable	Little to no potential for additional improvements/enhancement		Some potential for additional improvements/enhancement, but also some concerns with environmental limitations and cost		High potential for additional improvements/enhancement
<b>VARIETY OF REC. EXPERIENCE AND LANDSCAPES</b>		0	0	1	3		
<b>Developed portion of Park/ Built Environment:</b> Park site provides a variety of recreational opportunities, both active and passive through a variety of natural landscapes; themed play structures; variety of age group amenities, art or cultural amenities; unique natural resources, etc.	Inventory Matrix	Undev (NA)	Yes, lots of variety	Some	None (Undeveloped)		
<b>Unimproved park area or Undeveloped sites:</b> Property provides a variety of natural landscapes and ecosystems, (e.g., mature trees, stream/river frontage, viewpoints, etc.).	Inventory Matrix	Undev (NA)	Yes, lots of variety	Some	None		
<b>Safety &amp; Sustainability Matrix</b>							
<b>CONDITION/AGE/LIFE SPAN OF BUILT ASSET</b>		0	1	2	3	4	5
Play structure (age of structure)	Inventory Matrix	Undev (NA)	0-5 years	6-10 years	11-15 years	16-20+ years	Remove/replace due to safety, liability, ADA
		0	0	3	3	5	5
Park furniture (tables, benches, signage)	Inventory Matrix	N/A	Good Condition. No pending replacement or repairs anticipated Next 10 years		Notable repair or replacements anticipated in next 10 years	Undeveloped (assets needed)	Removal or replacement of assets needed due to excessive wear, safety or liability.
Park structures (shelters, gazebos, restrooms)	Inventory Matrix	N/A	Good Condition.No pending replacement or repairs anticipated Next 10 years	Developed site - asset could be considered	Notable repair or replacements anticipated in next 10 years	Undeveloped (assets needed)	Removal or replacement of assets needed due to excessive wear, safety or liability.
Other park infrastructure (surfacing, pathways, irrigation, water lines, parking, etc.)	Inventory Matrix	N/A	Good Condition. No pending replacement or repairs anticipated Next 10 years		Notable repair or replacements anticipated in next 10 years	Undeveloped (assets needed)	Removal or replacement of assets needed due to excessive wear, safety or liability.
<b>PERSONAL SAFETY:</b>		0	1		3		
Lighting, sightlines, etc. (developed areas of parks)		No concerns	Some improvement needed		Safety concerns require safety improvements		
<b>SUSTAINABILITY:</b>		0	0	1	3		
Durability of built assets for sustainability.	Inventory Matrix	Undev (NA)	Yes, multiple enhancement and sustainability measures in place	Some resource enhanc. and sustainability measures included, but more are needed; more opportunities available	Notable improv. are needed for sustainability and resource protection		
Natural resource enhancement and protection, landscaping and plant materials; expansion of tree canopy and care of site trees; clean water or shoreline enhancements; native plantings, pollinators species	Inventory Matrix	Undev (NA)	Yes, multiple enhancement and sustainability measures in place	Some resource enhanc. and sustainability measures included, but more are needed; more opportunities available	Notable improv. are needed for sustainability and resource protection		
<b>ACCESSIBILITY:</b>		0	0		3		5
ADA Compliance to Universal accessibility of play structures as well s other features available on site (play structures, pathways, ramps, other special features).	Inventory Matrix	Undev (NA)	Meets or Exceeds ADA standards; some universal accessibility (Community Only)		ADA Compliant, Need or opportunity for improvement		Non-Compliance of many existing assets. Action needed immediate to < 5 years
<b>Equity Focus Area</b>							
<b>EQUITY</b>		0	0	2	4	6	8
Ranks 8 criteria associated with socioeconomic variables related to equity to identify areas of greatest need and more vulnerable populations: Pop% under 19 years and 65 and over; BIPOC; Income Below Poverty Level; Median Household Income; Households w/ 1 or more member with a disability; population density per acre; Obesity (self reporting).	ESRI			Total score 12-15	Total score 16-18	Total score 19-21	Total score 22-27

## URBAN NATURAL AREA LEVEL OF SERVICE MATRIX - Quantity, Creativity, Safety and Sustainability Criteria

Indicators of Level of Service	Numerical Scoring by Site					
<b>Creativity Matrix - Quality/Variety Criteria</b>						
VARIETY OF REC. EXPERIENCE AND LANDSCAPES	0	0	1	3		
<b>Built Environment:</b> Site provides both active and passive opportunities/experiences through a variety of natural landscapes, nature play, trails, interpretive/cultural resources (signage, etc.).	N/A	Yes, lots of variety	Some	None		
	0	0	1	3		5
<b>Urban Natural Areas:</b> Property provides a variety of natural landscapes and ecosystems (e.g., waterways, wetlands); variety of trees (e.g., species, age), full tree canopy, native/pollinator plant understory, unique natural resources.	N/A	Yes, lots of variety	Some variety, but opportunity for more	Some variety, but needs more		None
CONDITION/AGE/LIFE SPAN OF BUILT ASSET	0	0	1		3	3
Natural area infrastructure/built environment (trail systems/pathways, benches, tables, surfacing, irrigation, water lines, parking, etc.)	N/A	Good Condition. No pending replacement or repairs anticipated in next 10 years	Some existing infrastructure in need of updates		Undeveloped (assets needed)	Notable repair or replacements anticipated in next 10 years
	0	1	2	3		
Estimated coverage of invasive plant species	None	Some invasives	Considerable invasives	Majority of trees and ground covered by invasives		
PERSONAL SAFETY:	0	1		3		
Established trails that are well traveled; appropriate balance of sightlines and vegetation, overhead hazards, lighting, etc.	No concerns	Some improvement needed		Safety concerns require safety improvements		
SUSTAINABILITY:	0	1		3		5
Natural resource enhancement and protection; naturescaping (e.g., native species, pollinators, climate appropriate plantings, etc.), carbon sequestration through healthy soils, diversity in tree and plant matter (e.g., species, age), renewable energy (e.g., EV charging stations, solar panels), permeable surfaces, water quality enhancements.	Yes, multiple enhancement and sustainability measures in place	Multiple enhancement and sustainability measures in place, with opportunities for more		Some resource enhancement and sustainability measures included, but more are needed		Notable improvements are needed to optimize for climate change adaptation and mitigation
ACCESSIBILITY:	0	1		3	4	
ADA Compliance to Universal accessibility of features available on site (pathways, other special features).	Exceeds ADA standards; some universal accessibility	ADA compliant; opportunity for more		Portions are ADA compliant; Need for improvement	Non-compliance of many existing assets. Action needed immediate to < 5 years	

Appendix

L

**APPENDIX L:  
LAND ACQUISITION & DEVELOPMENT CRITERIA**

## APPENDIX L: LAND ACQUISITION & DEVELOPMENT CRITERIA

All communities need a vision and a plan for parks and recreation. To ensure we meet the needs of a growing community, it is important to lay the groundwork now.

Our current parks system exists because of the commitment of citizens and community leaders of the past. They left a rich tradition by setting goals and achieving them, bequeathing natural areas and developed parks and trails. Through public dialog, Vancouver Parks, Recreation & Cultural Services continues to help City residents express their needs for future parks and park improvements.

Land acquisition is the first step in the City's park planning process, that is then complemented and completed with park development. In-house and contracted landscape architects conduct public outreach and design new park sites with input from neighbors and other stakeholders. Development ranges from the installation of new play equipment to the construction of miles of paved trails. Large sites often include wetland or habitat restoration and interpretive or environmental signage. Every design project involves extensive public involvement. More information about these programs is provided in the following pages.

### Background

The City of Vancouver has a long tradition of valuing public park land dating from the first public park west of the Mississippi River donated by Esther Short in 1856. The Park system has since expanded to over 1,700 acres across 113 sites, representing parks, natural areas, greenways and special facilities throughout the city.

Many dynamic variables shape and influence the planning process for management and expansion of the park system. State and local legislative policies provide the primary mandates that direct planning and implementation of the system infrastructure at the higher levels.

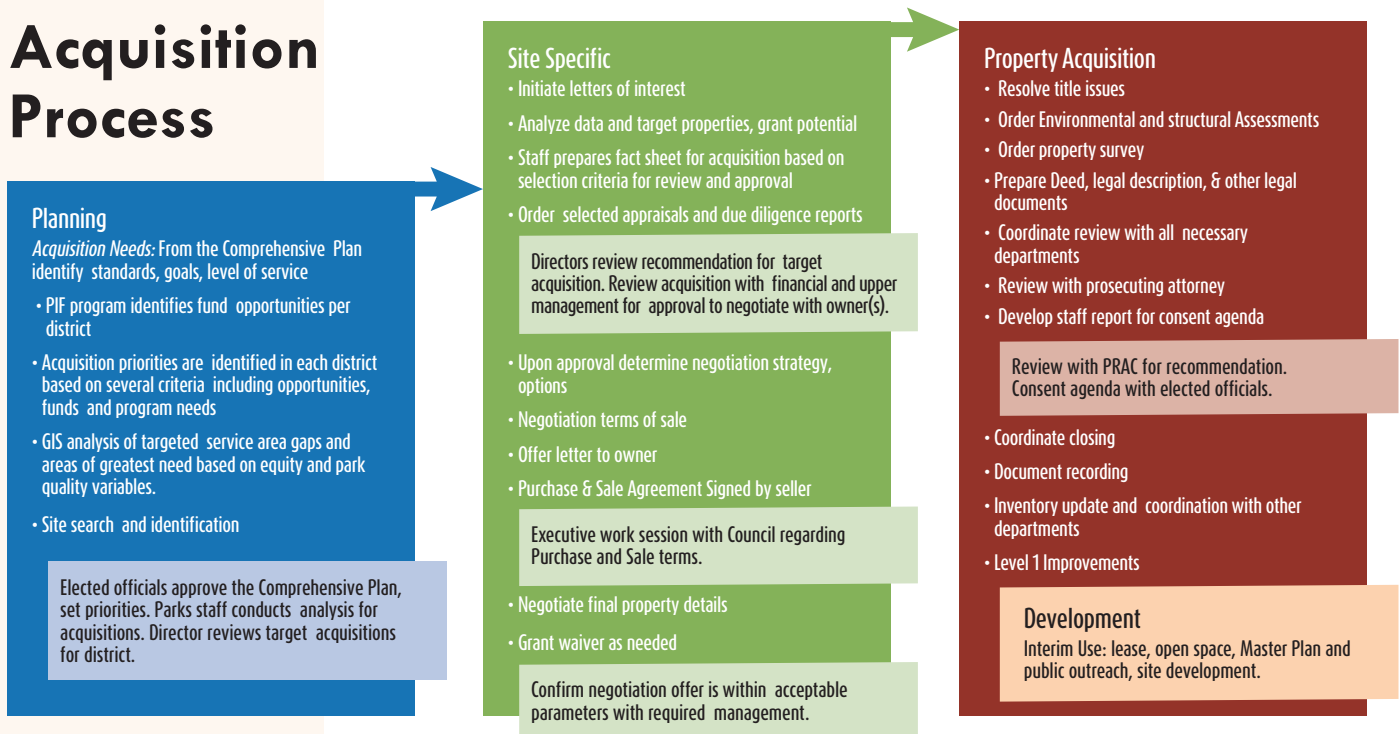


As the focus shifts from the big picture to site selection and prioritization of acquisition and development projects, additional criteria and considerations serve to further refine and guide decision making. These guidelines have been compiled into a summary of best management practices for park system planning purposes.

These guidelines are not intended to supersede the park comprehensive plan policies and guidelines or to preclude opportunities to acquire or develop park system assets that the Parks Department may determine to be in the public interest. Rather, these best management practices are designed to document the considerations that guide site selection and prioritization of limited funding to focus acquisition and development efforts within the multi-facet dynamics of the planning process.

As urban densities increase and vacant lands become scarce, proactive efforts to secure options for future park system expansion through land acquisition are considered prudent and often critical. Properties with existing structures will be evaluated with additional criteria including interim rental options, public use considerations and costs for demolition, maintenance, management and site restoration.

# Acquisition Process





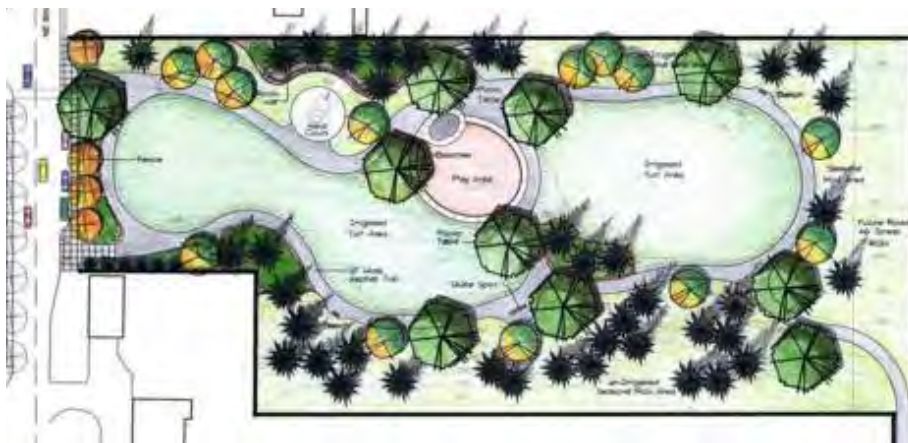
## Development Program, Master Planning Process

After Level 1 improvements are completed as a part of the acquisition process, master planning for the site is the first step in development. The master plan gives direction for development and provides a steady point of reference once the project moves forward. Master planning reviews existing conditions and considers the wide range of available resources available. Topography such as slope, wetlands and natural areas are considered. The design aims to preserve the community character and reflect the needs of residents.

As funding permits, Vancouver Parks, Recreation & Cultural Services will engage the public in the planning and design of new park and trail facilities. The public's role is to provide valuable information about how the park is currently used, and how they would like to see it used, both now and in the future. Project staff then uses this feedback to create the master plan in accordance with its park development standards.

The master plan timeline varies by project. For smaller neighborhood parks the process usually takes between 4–6 months to complete. It can take between 6 to 18 months to complete this process for larger, more complex community parks or trail systems.

Once a preferred master plan alternative has been developed, it is presented to the Parks and Recreation Advisory Commission for review and approval. Once approved by the Advisory Commission, the master plan may then be presented to the Vancouver City Council for review and approval. The Parks and Recreation Advisory Commission and the Vancouver City Council can request changes to the master plan prior to approving it if they desire. Once the master plan has been approved by the elected officials, project staff can begin final design and permitting to get the project ready for construction if funding is available.



Sample Master Plan of a Neighborhood Park

## Best Management Practices— Project Location and Prioritization Criteria

To fulfill the Park Plan mission to enhance livability and create a complete park system, an evaluation process guides the prioritization of sites for acquisition and development. The focus begins with the Vancouver city limits, narrowing to park impact fee districts, and finally to specific sites or parcels. Each step in the evaluation process provides a target threshold for further acquisition or development efforts. Some of the criteria influence both acquisition and development considerations, while others are more applicable at one stage or the other.

COMPREHENSIVE PLAN	
Need or Level-of-Service	Park Need based on adopted acreage standards, equity and park variables matrix.
Geographic Equity	½-mile Service Area; Walkability (10-min); Gap Analysis for Unserved or Underserved Areas
Demographics - Unique Need	Low-income areas, unique cultural need, high density residential, older residents, high crime area, etc.
Parcel Size	Sufficient land area to meet preferred site size standards for the proposed park classification
	Vacant or underutilized parcel analysis
	Functional lot configuration (dimension, access, etc.)
Partnership Potential	Potential partnership opportunity for joint acquisition, development, management or maintenance with other public entities, non-profits, other city/county departments (e.g., schools, utility providers, storm water, developers, etc.)
Zoning	Urban Low, Medium or High-Density Residential zoning is preferred but not mandated. * Current PIF program as adopted is to serve residential development. Acquisition of commercial or industrial land must be weighed for location suitability, cost effectiveness and compatibility.
Supports Implementation of Other Planning Effort(s)	Consistent with Subarea Planning goals, plans, transportation projects, etc.
Capital Facilities Plan (CFP)	Project identified in current CFP, or a plan amendment can be processed prior to a project financial commitment.

SITE SUITABILITY	
Vacant or Underutilized (VBLM)	Land that is not currently built to the allowable zoning density.
Access	Contiguous public right-of-way is preferred to assure public access and visibility. Consider extensive right-of-way improvement costs.
	Minimal width to accommodate maintenance and emergency vehicles.
	Opportunity for public access easements for secondary access to avoid additional frontage requirements and maximize service area.
Connectivity	Expands the opportunity for pedestrian connections to parks, trails, and other public amenities, fills missing links, etc.
Visibility/Security	Multiple lines of visibility for site security and safety.
Unique Natural or Cultural Resources	Water access, vistas, established trees, cultural or historical significance, unique ecosystem, etc.
Developable	Maximum future development potential with no unusual development costs associated due to grade, critical areas, etc.
Critical Area Limitations	Per the Comprehensive Plan the development standard is 4.25 acres of the total 6 acres per thousand standards. Using this assumption, it gives a conservative standard on the amount of UNA or critical areas that may typically be associated with a neighborhood or community park site.
Compatibility w/ Surrounding Uses	Potential or currently incompatible with public recreational land uses, either passive or active., e.g., noise or odor associated with industrial land uses, commercial adult business uses, etc.
Extraordinary Costs	Unusual liability, risk, or excessive costs, e.g., studies, in-water work, land clearing, site contamination/clean-up, UST removal, additional permitting processes, mitigation costs, dangerous site conditions that require additional design or construction standards, etc.

FUNDING	
Available Funding	PIF, General Fund, REET, grant potential, partnership, or donor.
Park Impact Fee Concurrency	Pending concurrency issue putting funding at risk. Similarly, grant agreement obligations for project completion.
Reduced Costs - Leverage Funding	Seller proposes a donation or bargain sale that will reduce acquisition costs below appraised value or city development costs, including potential grant enhancement, other tax incentives that can reduce the cost of acquisition, development or maintenance, in-kind donations, etc.
High Grant Potential	Site has unique quality or urgency that is likely to rank high on the grant criteria evaluation to add additional funding support to the project.
Reduced Interim Maintenance	Potential for minimal maintenance cost once Level 1 improvements are completed, e.g., residential or agricultural lease, caretaker, etc.
Interim Revenue Generation Opportunity	Habitable Structure on Site-rental, lease back, Life Estate opportunity to reduce interim maintenance costs. Is structure likely to generate high maintenance/repair costs? Agricultural lease for hay or other products self-supporting?

OPPORTUNITY	
Urgency	Site is very favorable or critical to current public ownership or long-term goals and at risk of development which would preclude future public use or partnership.
Contiguous Park Ownership	Is there need for park expansion to better serve surrounding neighborhoods or park district? Does it provide access, resources, security or opportunities not currently available with the existing ownership?
Colocation	Reasonable public access to the adjoining property must be likely/favorable to warrant consideration as an amenity.
	Colocation opportunities with other city or public entities to provide more functional land area for park experience and improvements.
Willing Seller	Timing of the proposed acquisition with a willing seller is reasonable for regarding other considerations, funding, etc.

OTHER CONSIDERATIONS	
Clear Title	Excessive costs for clearing title, such as multiple ownerships with boundary disputes, liens, easements, etc.
Partnerships	Adjoining public agency presence for added security and visibility, e.g., fire station, police station, etc.
Multiple Comparable sites in Service Area	Minimal urgency.
Community/Political Support	Support of neighborhood association(s) or other community leaders.
Served by School, Other Public or Private	Is a reasonable area of a school or other public provider available for passive or active recreational use by the public that would warrant considering the neighborhood served if alternative locations have less opportunity?

## Guiding Legislative Policies

The **Washington State Growth Management Act (GMA)** was adopted in 1990 because the legislature found that uncoordinated and unplanned growth posed a threat to the environment, sustainable economic development and quality of life. The legislation requires cities and counties to adopt growth management policies, land use regulations and impact fee programs (RCW 82.02 to ensure overall public health, safety and welfare. Planning for an appropriate system of parks, trails, open space and recreation facilities help provide a healthy and economically sustainable community.

**Vancouver City Charter** Section 8.04 states, “The city shall acquire, maintain and operate an adequate system of public parks and playgrounds and shall make ample provision for recreational facilities, supervision, and programs, and may cooperate with school districts, public bodies, public corporations, and other organizations to that end.”

The **City of Vancouver Strategic Plan** establishes the overarching vision to ensure that the city will remain one of the nation's most livable cities, and more specifically, an exceptional riverfront city. One of the ten primary goals of the plan is to, "Ensure that Vancouver's parks and trails system is the highest quality and most complete in the region", and "create a sustainable endowment model for developing and maintaining a rich park system".

**Vancouver Municipal Code**, Chapter 2.16, charges the **Parks and Recreation Commission** to provide oversight and policy recommendations to City Council regarding priorities for land acquisition, facility development and recreational programs to implement the goals and policies of the Park Plan.

### **Comprehensive Parks, Recreation & Cultural Services Plan**

Core community values shape the Plan's primary mission to provide an interconnected system of parks, trails, recreation facilities, and activities, and natural areas that support environmental stewardship and diverse recreational programs and opportunities. Inclusive and equitable access for the diverse communities we serve is an important component of the plan.

The Park Plan establishes generally defined park facility classifications, including neighborhood, community, and regional parks, urban natural areas, civic plazas, linear parks and special facilities. The Plan establishes land area and development standards for neighborhood, community and regional parks and natural areas, which are supported by park impact fees, with the exception of regional parks. Existing park assets are then compared to adopted standards to determine the level of service metric for existing and projected residential populations to establish the unmet park needs. In addition, the plan establishes the service area of neighborhood and community parks, which further guide distribution of park assets.

The plan includes a 10-year capital facilities plan (CFP listing generalized acquisition and development targets within each Park Impact Fee District based on identified needs for acreage, improvements and geographic gaps in the park system. This comprehensive plan update includes a ten-year CFP listing for 2022 through 2031.



### **Park Impact Fee (PIF) Technical Document**

The State Growth Management Act grants cities and counties the authority to assess impact fees on new development to provide the infrastructure to support orderly growth. In 1995 the City of Vancouver implemented the collection of impact fees for parks, roads and schools. Minor amendments to the program occurred over the years that followed. The fee update that went into effect on June 3, 2004 was the last update prior to the most recent update that occurred in November of 2020.

The Park Impact Fee Technical Document provides the program framework, details the numeric formula used for fee calculation, delineates a map of the applicable service districts, and defines the fee rate schedule by park district and residential structure type. The PIF program is the primary funding source for park and open space land acquisitions and development in the urban area. This document is included within the Appendices of this plan.

Appendix

**M**

**APPENDIX M:  
REFERENCE DOCUMENTS & RELATED POLICIES**

## APPENDIX M: REFERENCE DOCUMENTS & RELEVANT POLICIES

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The following provides a list of adopted plans referenced and/or utilized as a part of the Park, Recreation & Cultural Services Comprehensive Plan update.

### Plans Adopted in Reference

This plan adopts the recommendations of the following adopted plans in reference:

- 2021 City of Vancouver Shoreline Master Program
- 2021 City of Vancouver Stormwater Management Plan
- 2021 Clark County Buildable Lands Report
- 2020 Park Impact Fee (PIF) Technical Document
- 2019 Clark County Community Health Needs Assessment
- 2018 Culture, Arts and Heritage Plan
- 2018 Total Cost of Ownership Park System Maintenance Assessment, GreenPlay, LLC
- 2016-2021 City of Vancouver Strategic Plan
- 2014 Clark County Conservation Areas Acquisition Plan
- 2013 Organization Assessment, GreenPlay
- 2012 Clark County Aging Readiness Plan
- 2011 Blue Ribbon Commission Final Report and Recommendations
- 2011-2030 City of Vancouver Comprehensive Plan
- 2011 Clark County Comprehensive Growth Management Plan
- 2010 Bi-State Regional Trails Systems Plan, Portland, Metro
- 2010 Clark County Bicycle and Pedestrian Master Plan
- 2006 Regional Trails and Bikeways System Plan
- 2005 City of Vancouver Canopy Report
- 2004 City of Vancouver Transportation System Plan
- 2000 Vancouver Recreation Program and Cost Recovery Plan
- 1999 Vancouver-Clark Facilities and Services Strategic Plan
- 1998 Clark County Sports Fields Master Plan
- 1992 Clark County Open Space Commission Report

## State Policies

### Washington State Growth Management Act

With the adoption of the Growth Management Act in 1990, the Washington State Legislature prescribed land use planning guidelines for selected cities and counties in the state, including the City of Vancouver. The Legislature identified 13 planning goals to guide the development of comprehensive plans and development regulations (now codified in Chapter 36.70A of the Revised Code of Washington). Three of these goals directly affect the development and implementation of this plan.

*RCW 36.70A.020(9) covers parks, recreation, and open space:*

“Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.”

*RCW 36.70A.020(10) covers the environment:*

“Protect the environment and enhance the state’s high quality of life, including air and water quality, and the availability of water.”

*RCW 36.70A.020(13) covers historic preservation:*

“Identify and encourage the preservation of lands, sites, and structures that have historical or archeological significance.”

The state of Washington has two significant programs that are implemented through counties and cities: The State Environmental Policy Act and the Shoreline Management Act. These programs provide goals and priorities that are used in developing this master plan.

### State Environmental Policy Act (SEPA)

The State Environmental Policy Act (RCW 43.21C) was established “to use all practicable means and measures, including financial and technical assistance, in a manner calculated to: (a) Foster and promote the general welfare; (b) to create and maintain conditions under which man and nature can exist in productive harmony; and (c) fulfill the social, economic, and other requirements of present and future generations of Washington citizens.” State agencies and local jurisdictions implement SEPA under seven goals:

- Fulfill the responsibilities of each generation as trustee of the environment for succeeding generations.
- Assure for all people of Washington safe, healthful, productive and aesthetically and culturally pleasing surroundings.
- Attain the widest range of beneficial uses of the environment without degradation, risk to health or safety, or other undesirable and unintended consequences.

- Preserve important historic, cultural and natural aspects of our national heritage.
- Maintain, wherever possible, an environment which supports diversity and variety of individual choice.
- Achieve a balance between population and resource use which will permit high standards of living and a wide sharing of life's amenities.
- Enhance the quality of renewable resources and approach the maximum attainable recycling of depletable resources.

### **Shoreline Management Act (SMA)**

The Shoreline Management Act (RCW 90.58) establishes seven priorities for management of shorelines of state-wide significance. These priorities are used in developing local master programs for shorelines of state-wide significance:

- Recognize and protect the state-wide interest over local interest.
- Preserve the natural character of the shoreline.
- Result in long term over short term benefit.
- Protect the resources and ecology of the shoreline.
- Increase public access to publicly owned areas of the shorelines.
- Increase recreational opportunities for the public in the shoreline.
- Provide for any other element change as defined in Shoreline Management Act deemed appropriate or necessary.

### **River Systems & Associated Floodplains**

- Identify, evaluate, and prioritize for acquisition and/or preservation lands located along river systems and their associated floodplains that create an interconnected system of greenways and conservation areas.
- Attempt to preserve interconnected systems of natural areas along major streams, rivers, and lakes.
- Conserve and restore, when appropriate, natural environments along streams and other natural edges. Encourage uses, densities and development patterns in shoreline areas and adjacent to shoreline areas that are compatible with the goals and policies of the Shoreline Management Act and the local master programs.
- Attempt to connect public ownerships within river systems, to create extended linear greenways.



- Strive to acquire natural areas which allow extensive public access to shoreline properties. If wildlife, wetland, or other sensitive resource values would be significantly affected by public access, consideration should be given to preserving shorelines without or with limited public access.
- Consider relevant state and local policies and guidelines including those set forth in the Shoreline Management Act and the Shoreline Master Program.
- Give priority consideration to shorelines of statewide significance.

### Columbia River Lowlands

- Identify, evaluate, and prioritize for acquisition and/or preservation floodplains and lowlands adjacent to the Columbia River in the Vancouver Lake lowlands.
- Implement methods to preserve agriculture within lowland areas to preserve the overall character of this resource category.
- Work cooperatively to acquire additional natural areas and provide greater access to the Columbia River shoreline.
- Coordinate with other agencies to support the acquisition and/or proper management of sensitive wildlife habitat, water-related areas, and other natural areas; where combined funding and/or management is possible, these practices should be encouraged.
- Consider relevant regional, state, and local policies and guidelines including those set forth in the Shoreline Management Act, and Shoreline Master Program.

## Wildlife Habitat

### Planning

- Preserve, conserve, restore, and enhance fish and wildlife conservation areas and natural areas and raise public awareness about the importance of these resources.
- Designate fish and wildlife habitat protection areas such as greenways, wildlife corridors, refuges, riparian areas and establish programs to manage them.
- Establish planning programs and practices that help protect and conserve fish and wildlife conservation areas and natural areas.

- Define, identify, and map various types of environmentally sensitive areas using data provided by federal, state, or other sources. For example, utilize data provided through the WDFW Priority Habitat and Species Program, DNR Natural Heritage Program, and Washington Conservation Commission Fish Distribution and Limiting Factors Analysis data sets. (In utilizing this data, respect all program guidelines relating to the use of information about sensitive wildlife habitats, wildlife populations, and sites.)
- Utilize data from the PHS program, fish distribution and limiting factors analysis program, and other sources to assist the local planning processes, such as SEPA review and the application of the Critical Areas Ordinances.
- Encourage consistency between jurisdictions regarding planning programs and practices that support the preservation and management of wildlife habitat and populations.
- Help develop plans at the watershed level that address impacts of wildlife habitat.
- Consider relevant state policies and guidelines including those set forth in the Growth Management Act relating to the conservation of fish and wildlife areas to give special consideration to conservation and protection measures to preserve and enhance anadromous fisheries.
- Encourage the promotion and protection of pollinator habitats, as well as the health and sustainability of pollinator species.

### Acquisition

- Acquire habitat lands where there is a high probability of loss or conversion before acquiring habitat lands where there is a low probability of loss or conversion. This should take into consideration both actual development and property division and ownership patterns.
- Consider habitat lands that enhance the value of other protected abutting or neighboring parks, forests, wildlife preserves, natural areas, or other open spaces. Preserve and protect habitat lands based on the value and location of the resource, rather than on uniform distribution throughout the county.
- Emphasize the preservation of large contiguous blocks of fish and wildlife habitat. In certain circumstances, however, it may be appropriate and desirable to acquire smaller disconnected areas that provide habitat needs in an urbanizing area, where opportunities are not available to connect habitat sites, or where a disconnected property serves an important habitat need.

- Provide special emphasis to areas that contain, or support threatened or endangered plant or animal habitat.

### Preservation & Management

- Protect and conserve high-priority fish and wildlife conservation areas and resource lands.
- Develop and/or maintain acquisition, incentive, and regulatory programs for the protection and conservation of environmentally critical areas including wildlife habitat areas, wetlands and shorelines.
- Use Northwest native plants in the restoration and enhancement of fish and wildlife conservation areas.
- Use Northwest native pollen and nectar-rich pollinator plants to establish, restore and enhance pollinator habitat.
- Restore streams and improve fish passage in urban and rural stream systems.
- Provide habitat protection that will support a diverse and sustainable population of fish and wildlife, and that supports a diversity of habitat types.
- Attempt to preserve interconnected systems of habitat along major streams, rivers, and lakes.
- Give priority consideration to “Shorelines of Statewide Significance.”
- Maintain or enhance the structural and functional integrity of riparian habitat and associated aquatic systems needed to perpetually support fish and wildlife populations on both site and landscape levels.
- Give special consideration to habitat that helps preserve and enhance anadromous fish populations.
- Locate and design recreation facilities in a manner that minimizes impacts to riparian areas and other sensitive habitats.
- Consider a full range of implementation mechanisms to preserve and protect fish and wildlife conservation areas, including transfer of development rights, conservation easements and fee simple acquisitions.
- Encourage the identification and preservation of locally important habitats.

## Partnerships & Coordination

- Encourage interagency cooperation for purposes of protecting and conserving fish and wildlife conservation areas and natural resource lands.
- Cooperate with other jurisdictions and agencies to protect environmentally sensitive lands, especially ecosystems that span jurisdictional boundaries.
- Coordinate the habitat acquisition program with all jurisdictions to combine acquisition efforts, maximize funding opportunities and otherwise increase efficiencies
- Coordinate the habitat acquisition program with the State Department of Fish and Wildlife, the Department of Natural Resources, the U.S. Fish and Wildlife Service, and other key agencies to maximize efficiency and avoid duplication.
- Coordinate the acquisition program with METRO, Intertwine, Lower Columbia River Estuary Program, and other programs and agencies in Oregon to promote coordinated bi-state planning and funding efforts.
- Coordinate with the farm community and natural resource and wildlife management agencies, such as the State Department of Fish and Wildlife, U.S. Fish and Wildlife Service, Natural Resources Conservation Service, and Clark County Conservation District, to develop complementary wildlife habitat, land use, and farm practice guidelines that can be applied in critical habitat areas.
- Seek technical assistance from the State Department of Fish and Wildlife and other wildlife resource agencies for development, restoration, and enhancement proposals that affect state or federal sensitive, threatened or endangered species.
- Coordinate with the Lower Columbia Fish Recovery Board in the development and implementation of a regional recovery plan for listed salmon and steelhead populations.
- Coordinate with regional and city-based salmon recovery planning, project implementation, monitoring, and enforcement activities with the National Marine Fisheries Service, Governor's Salmon Team and other appropriate agencies.
- Coordinate with the Columbia Land Trust and other private nonprofit nature conservancy associations to help protect natural areas.
- Coordinate with the ESA programs and other fish and wildlife resource agencies the preparation and implementation of design, development, maintenance, and management practices and standards that support the recovery of endangered and threatened species and that comply with the federal Endangered Species Act.

## Outdoor Education & Community Development

- Provide outdoor education and community involvement opportunities that increase public awareness about the importance of fish and wildlife conservation areas and natural resource lands.
- Facilitate public education and outreach programs explaining the variety of critical area and habitat resources, and the benefits and opportunities for conservation and protection.
- Provide opportunities for public access and wildlife observation that are compatible with resource values at project sites.
- Encourage school participation in monitoring, management, and other outdoor education activities and community service projects.
- Encourage community involvement by sponsoring or supporting friends' groups, site tours, and related activities.
- Coordinate with the Lower Columbia Fish Recovery Board, Governor's Salmon Team and other agencies to increase community understanding about salmon recovery programs at the state, regional and local level.
- In the design and development of specific sites, include improvements that help increase understanding of sensitive fish and wildlife populations and that help explain habitat conditions that are needed to support them.
- Establish public recognition programs for developers of projects which are exceptional in their preservation and protection of open space, significant trees and forested areas, natural features, fish and wildlife habitat, air and water quality, and the avoidance of hazard areas.
- Establish public education programs to inform citizens about the value and benefits of natural areas, the urban forest, parks and recreation.
- Recognize people and organizations which donate or preserve land, easements, cash, equipment or services for parks, recreation and natural areas.
- Establish public recognition programs for developers of projects which are exceptional in their preservation and protection of natural resource lands, significant trees and forested areas, natural features, fish and wildlife habitat, air and water quality, and the avoidance of hazard areas.
- Establish public education programs to inform citizens about the value and benefits of natural resource lands, the urban forest, parks and recreation.

Recognize people and organizations which donate or preserve land, easements, cash, equipment or services for parks, recreation and open space.









Section  
**16**

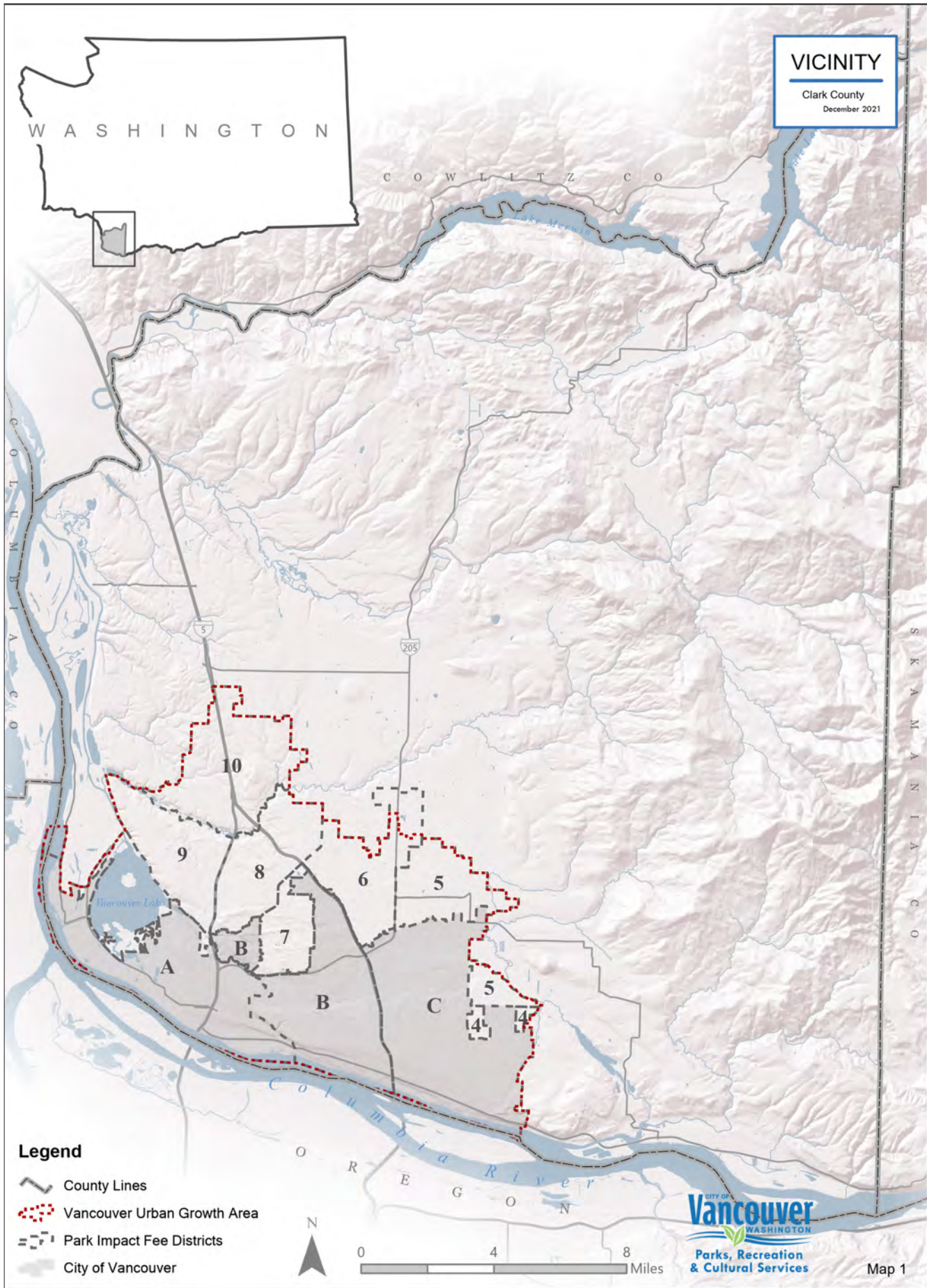
**MAPS**

CITY OF  
**Vancouver**  
WASHINGTON  
Parks, Recreation  
& Cultural Services









VICINITY  
Clark County  
December 2021



**Legend**

-  County Lines
-  Vancouver Urban Growth Area
-  Park Impact Fee Districts
-  City of Vancouver



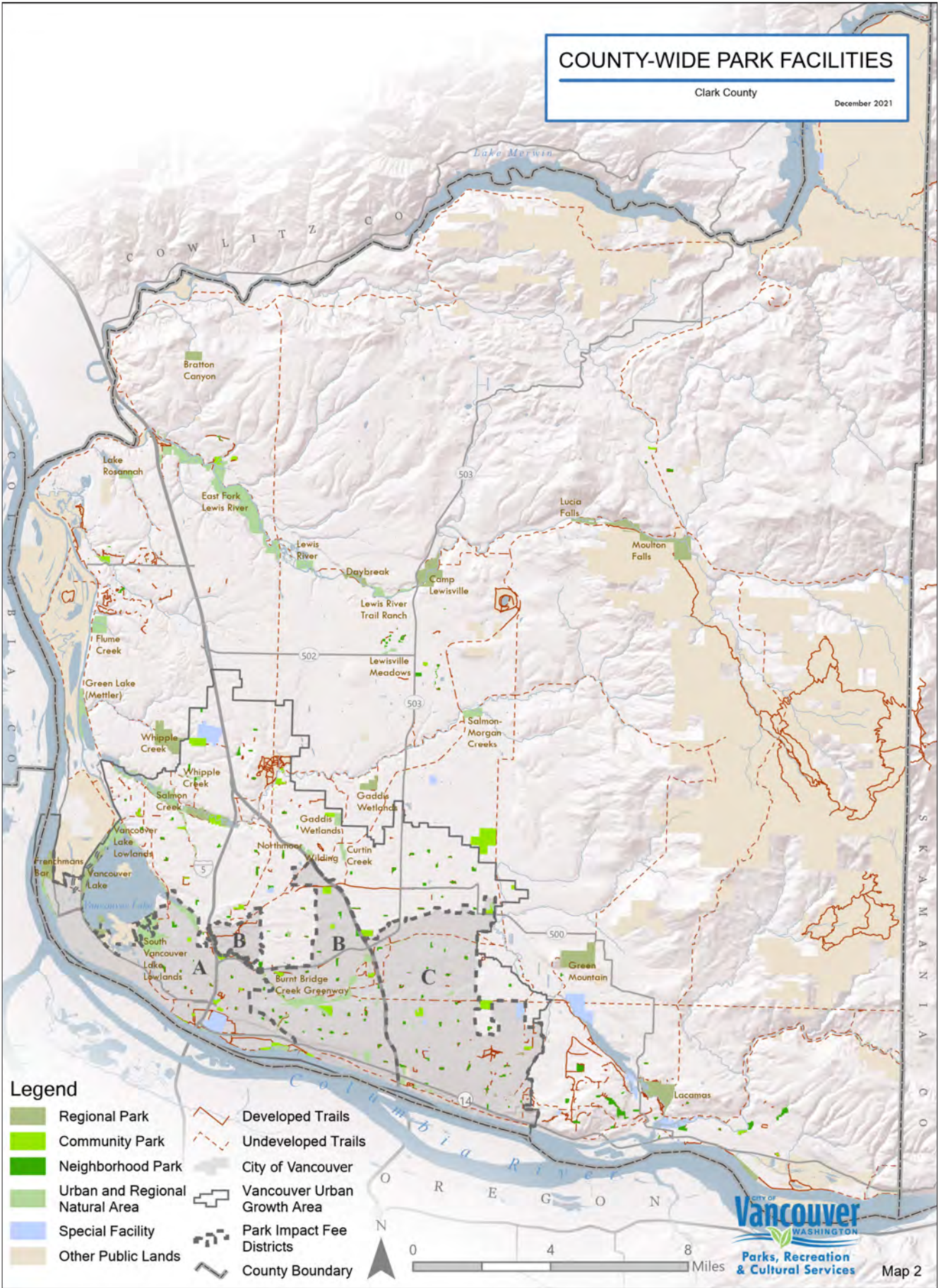
Map 1



# COUNTY-WIDE PARK FACILITIES

Clark County

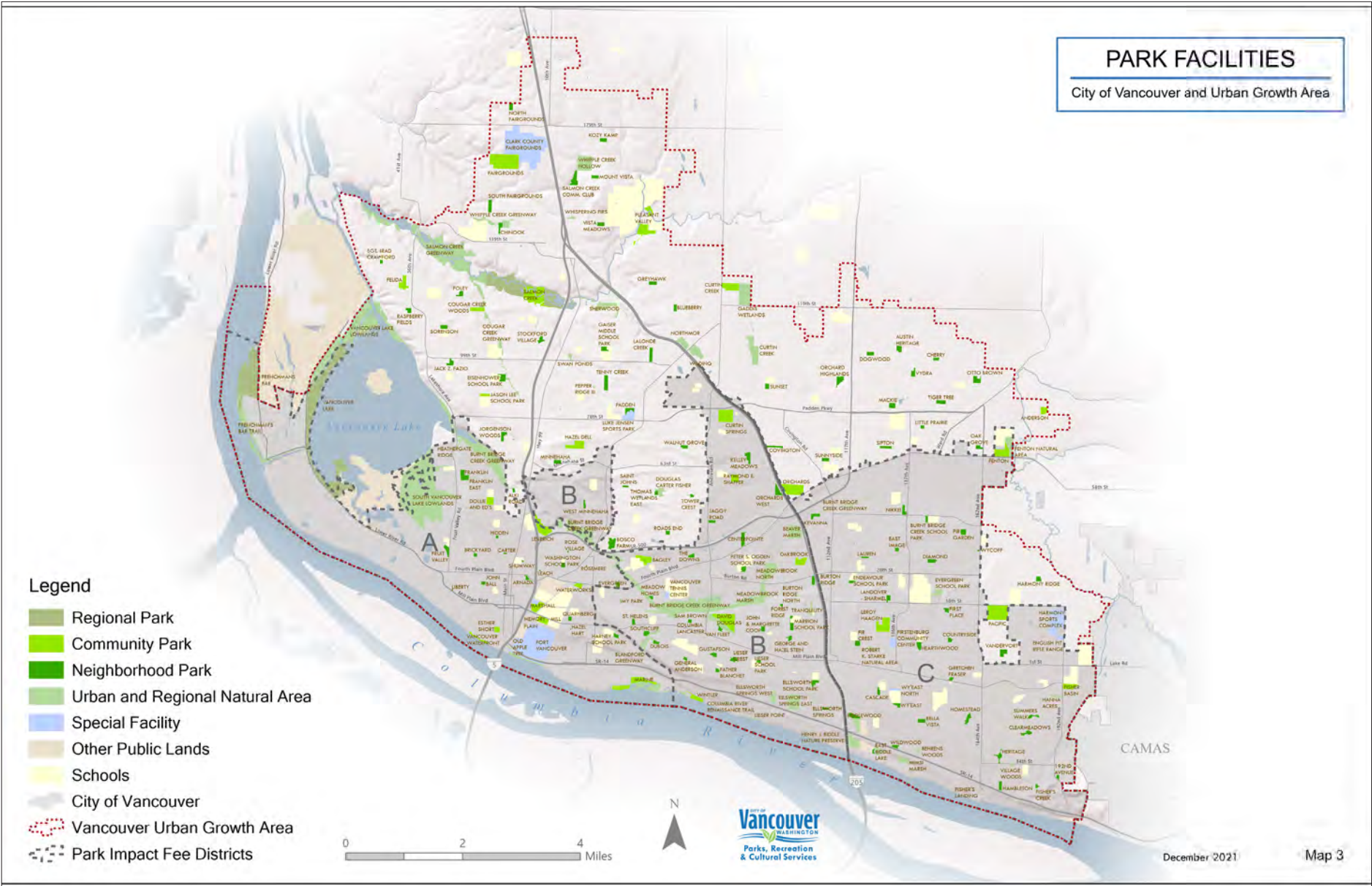
December 2021





# PARK FACILITIES

City of Vancouver and Urban Growth Area

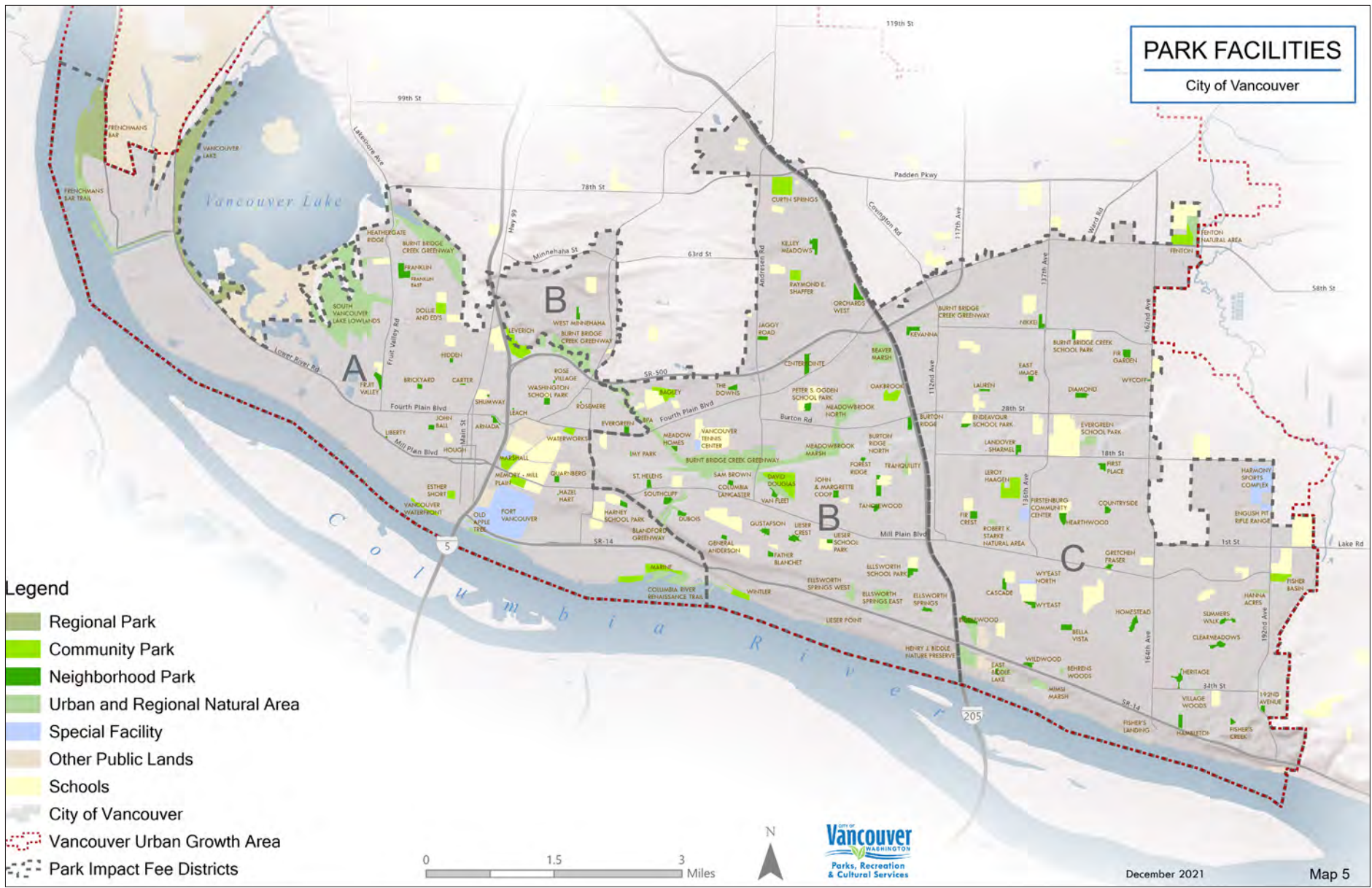






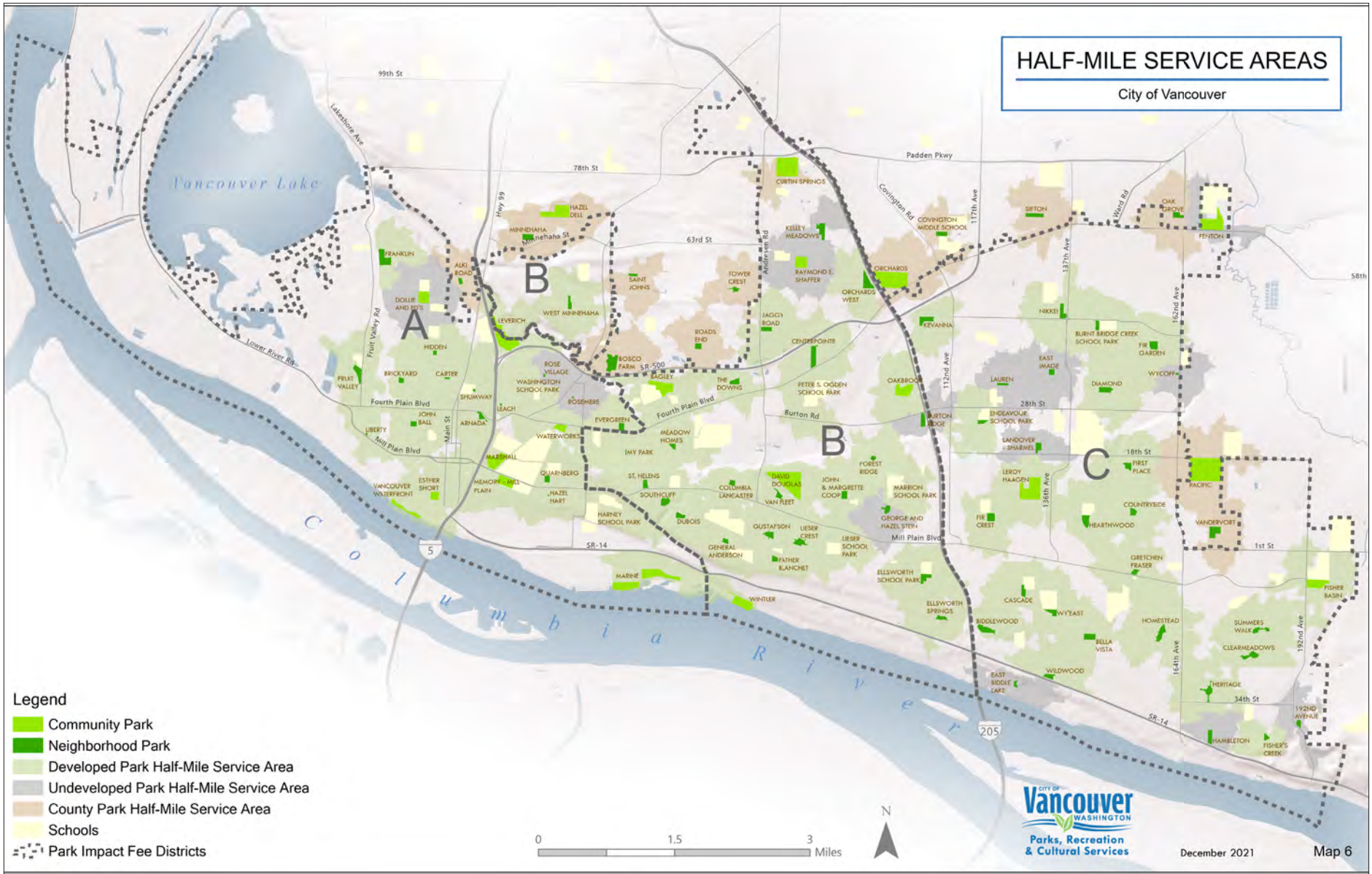
# PARK FACILITIES

City of Vancouver



- Legend**
- Regional Park
  - Community Park
  - Neighborhood Park
  - Urban and Regional Natural Area
  - Special Facility
  - Other Public Lands
  - Schools
  - City of Vancouver
  - Vancouver Urban Growth Area
  - Park Impact Fee Districts

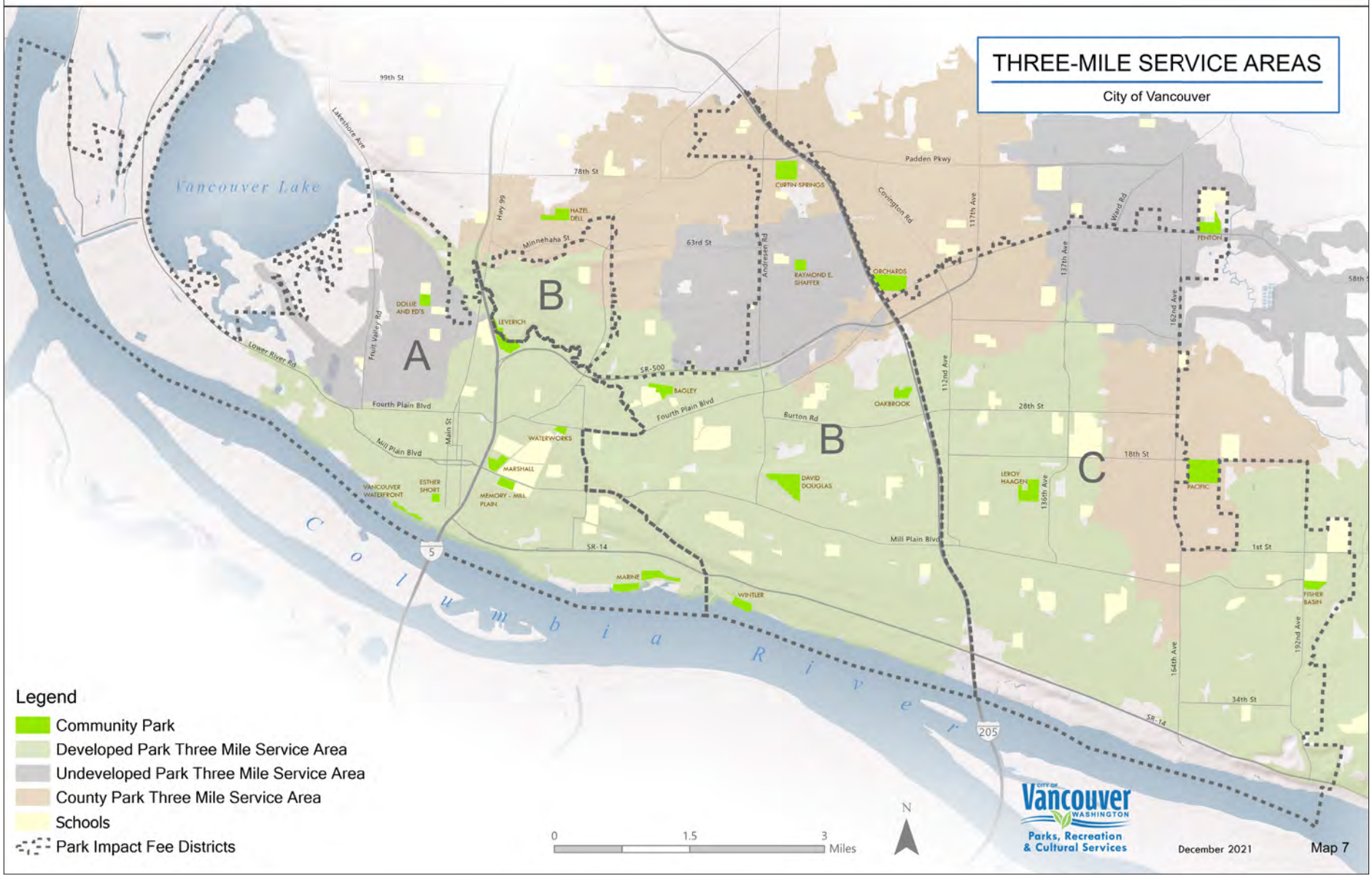






# THREE-MILE SERVICE AREAS

City of Vancouver



## Legend

- Community Park
- Developed Park Three Mile Service Area
- Undeveloped Park Three Mile Service Area
- County Park Three Mile Service Area
- Schools
- Park Impact Fee Districts

0 1.5 3 Miles



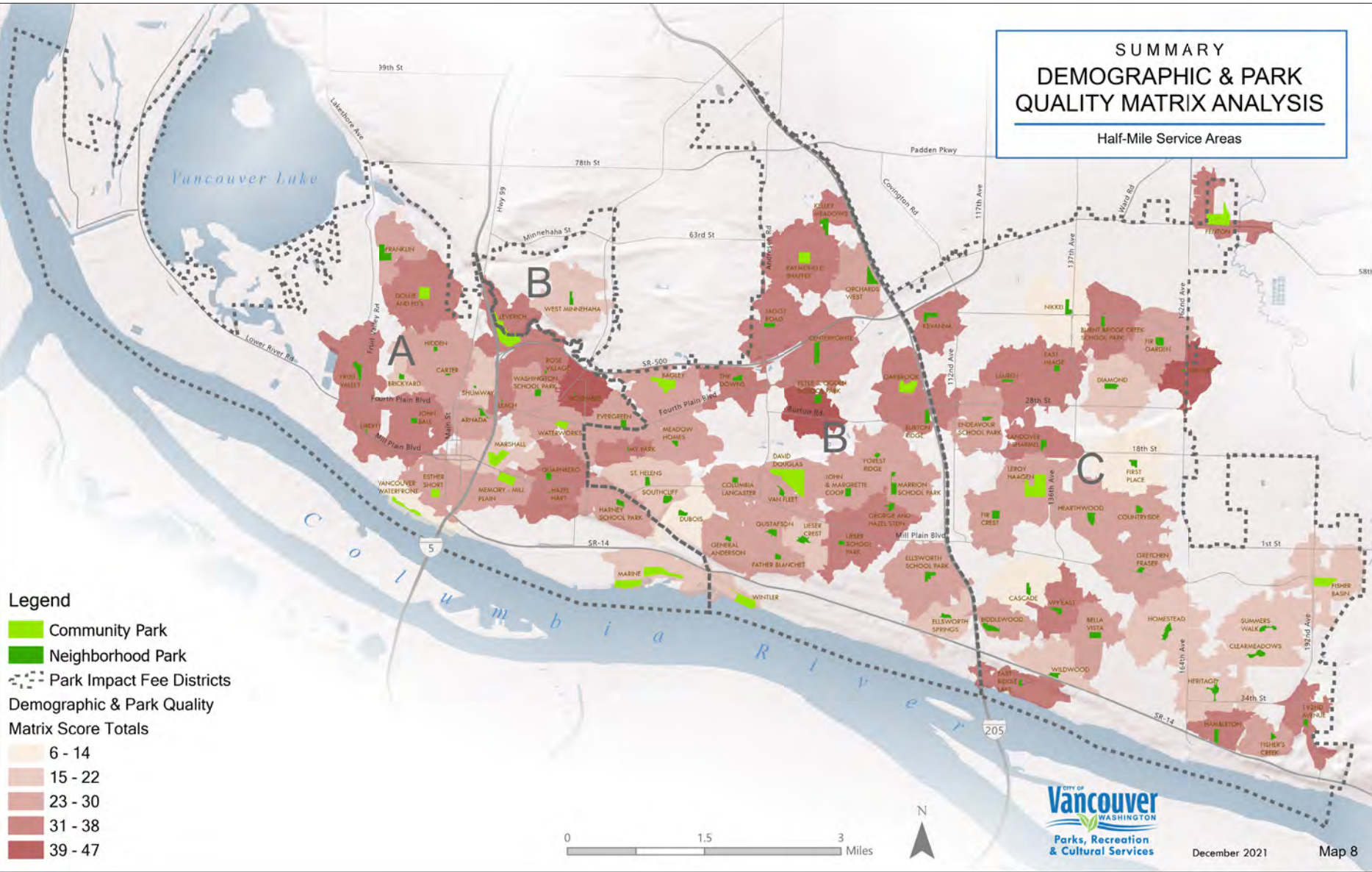
December 2021

Map 7

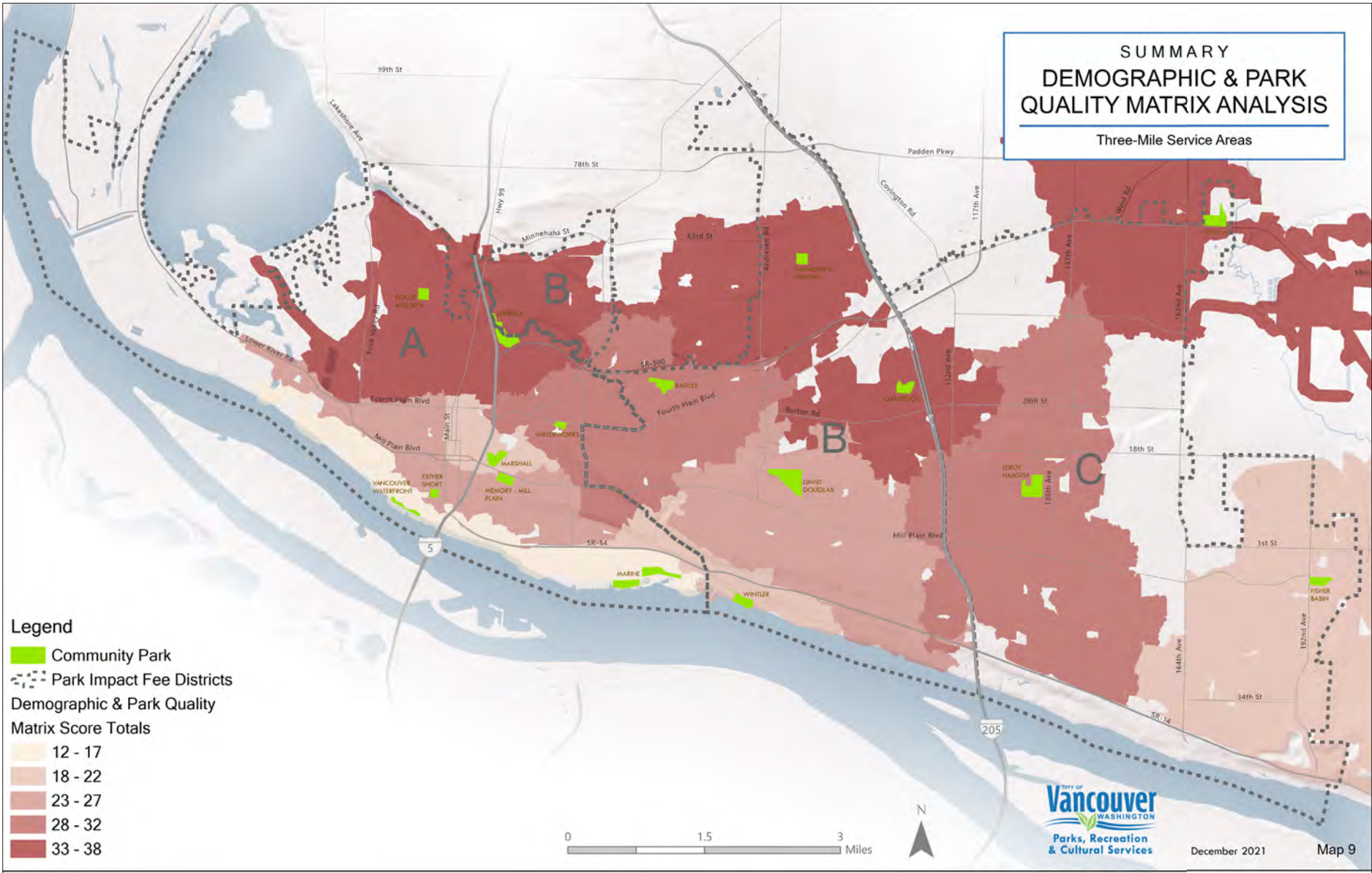


# SUMMARY DEMOGRAPHIC & PARK QUALITY MATRIX ANALYSIS

Half-Mile Service Areas



SUMMARY  
**DEMOGRAPHIC & PARK  
 QUALITY MATRIX ANALYSIS**  
 Three-Mile Service Areas



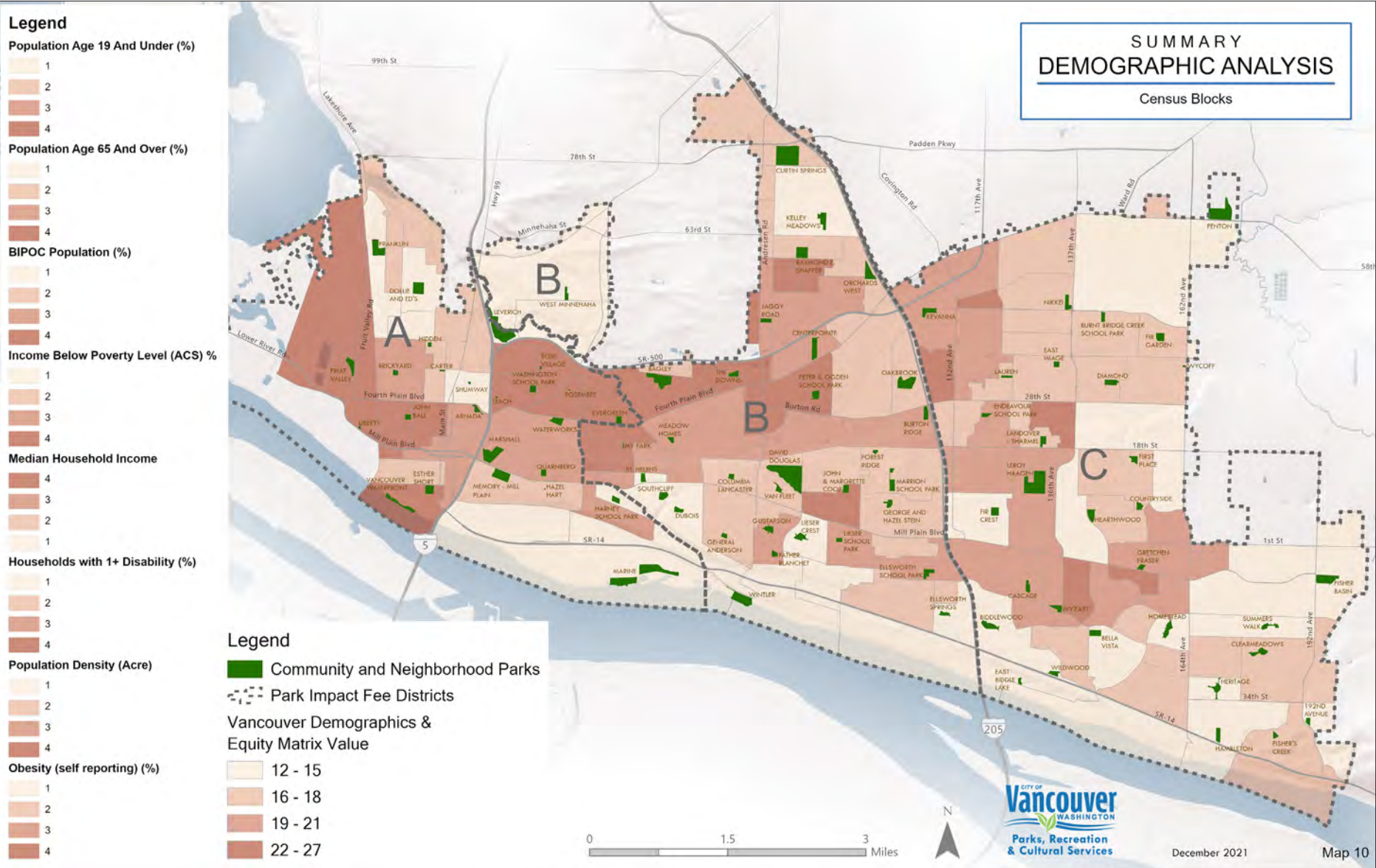
**Legend**  
 Community Park  
 Park Impact Fee Districts  
 Demographic & Park Quality  
 Matrix Score Totals  
 12 - 17  
 18 - 22  
 23 - 27  
 28 - 32  
 33 - 38



December 2021 **Map 9**

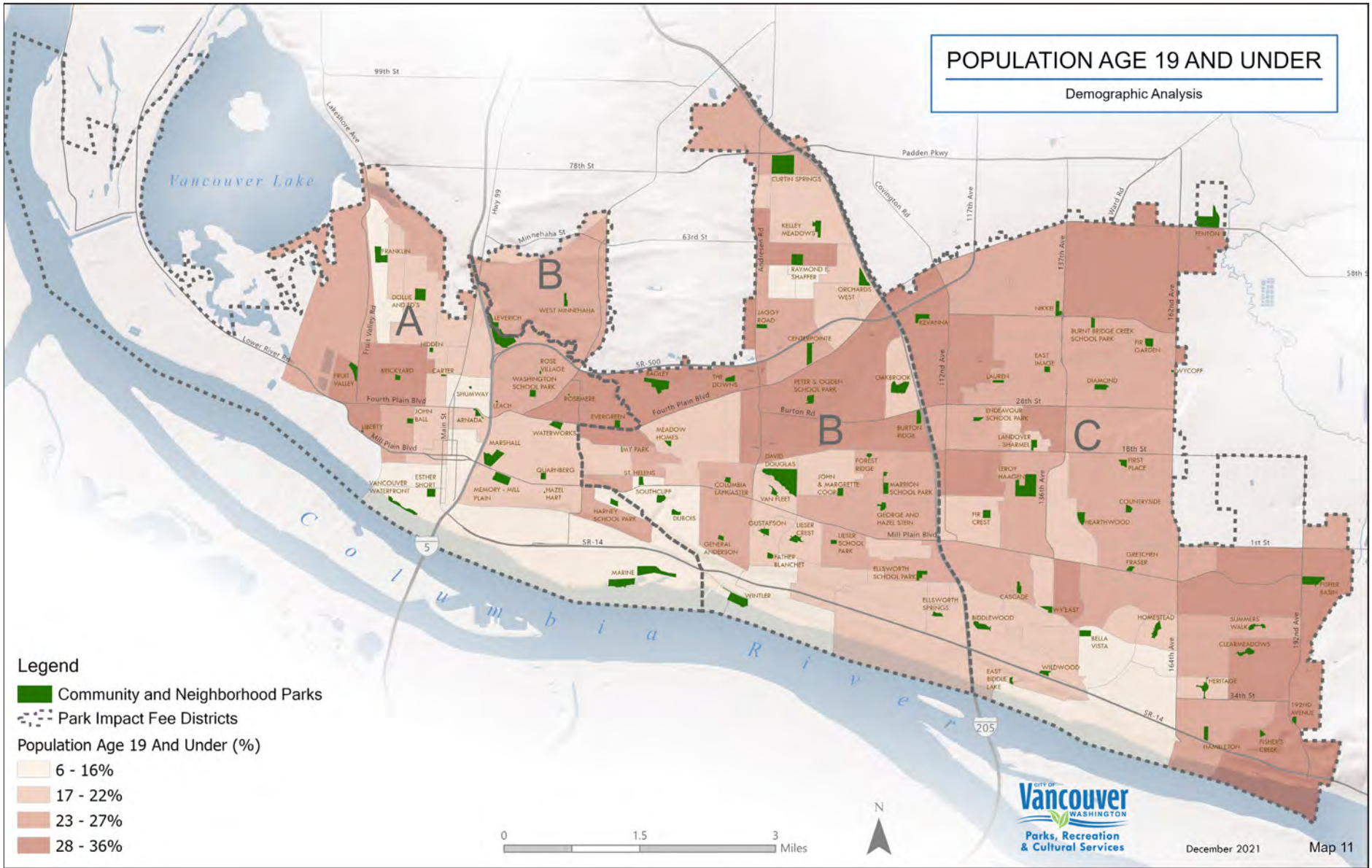


SUMMARY  
**DEMOGRAPHIC ANALYSIS**  
 Census Blocks



# POPULATION AGE 19 AND UNDER

Demographic Analysis



## Legend

Community and Neighborhood Parks

Park Impact Fee Districts

Population Age 19 And Under (%)

6 - 16%

17 - 22%

23 - 27%

28 - 36%

0 1.5 3 Miles



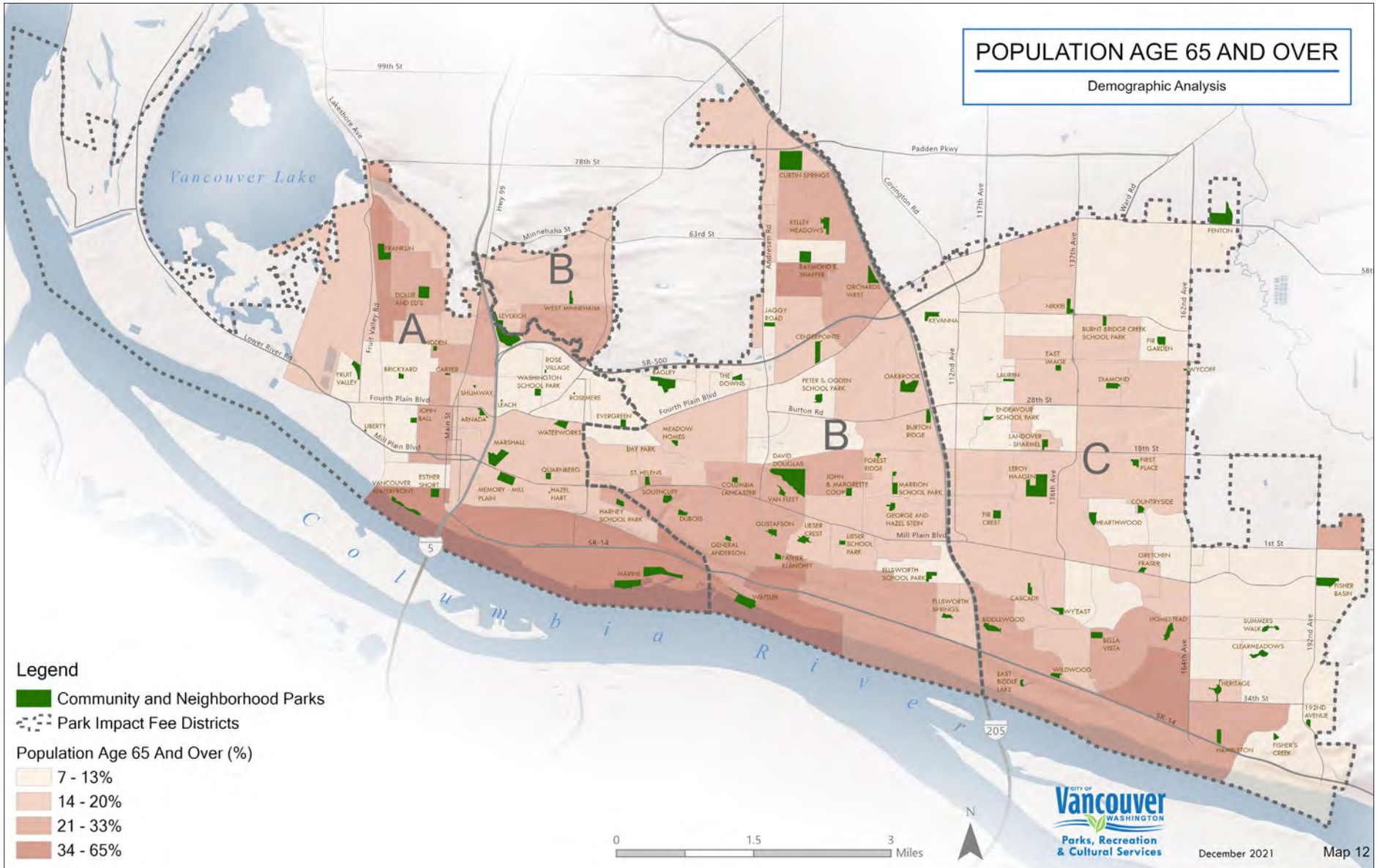
**CITY OF**  
**Vancouver**  
WASHINGTON  
Parks, Recreation  
& Cultural Services

December 2021

Map 11

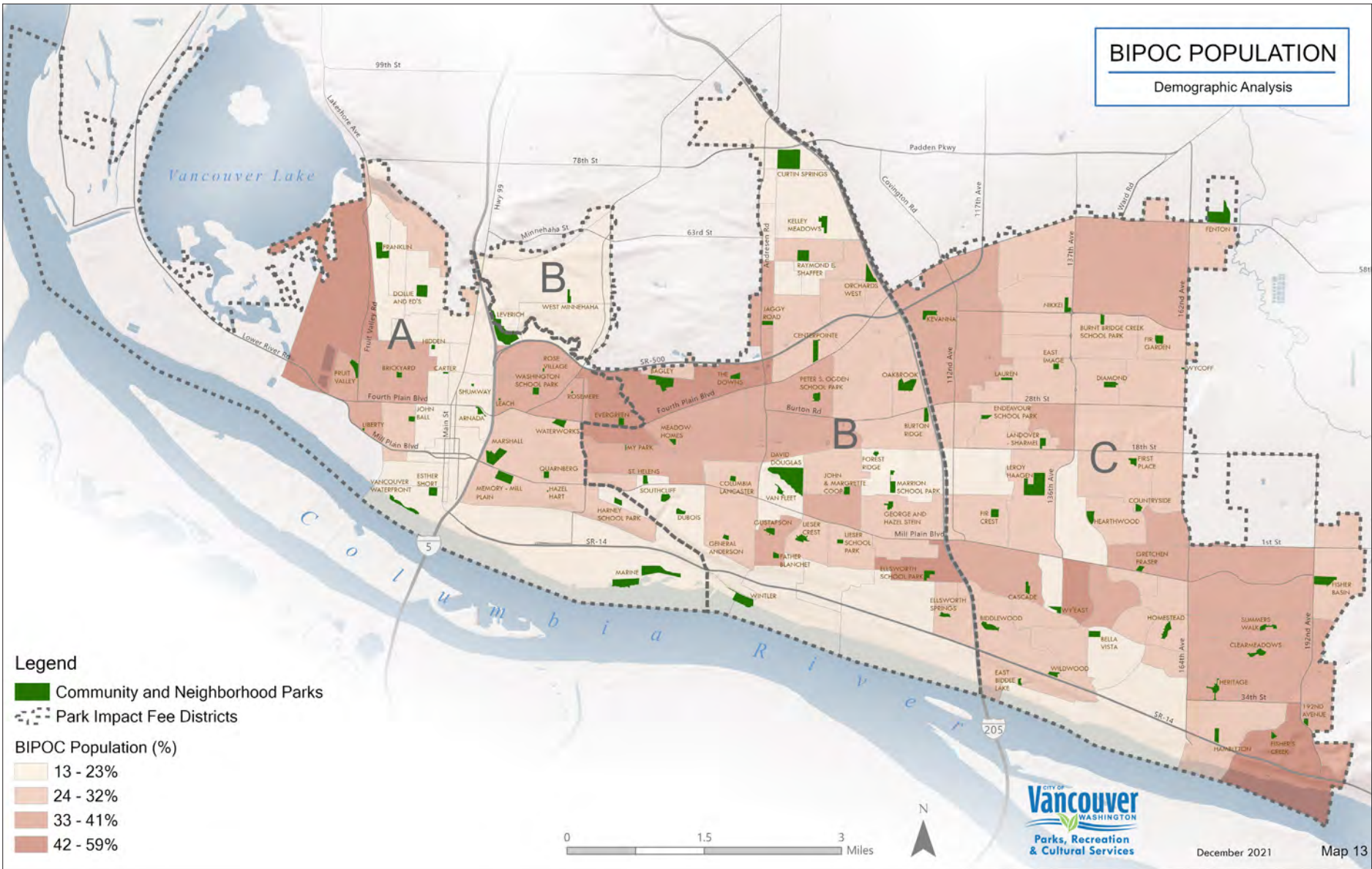


**POPULATION AGE 65 AND OVER**  
Demographic Analysis



# BIPOC POPULATION

## Demographic Analysis



### Legend

Community and Neighborhood Parks

Park Impact Fee Districts

### BIPOC Population (%)

13 - 23%

24 - 32%

33 - 41%

42 - 59%

0 1.5 3 Miles



City of Vancouver  
WASHINGTON  
Parks, Recreation & Cultural Services

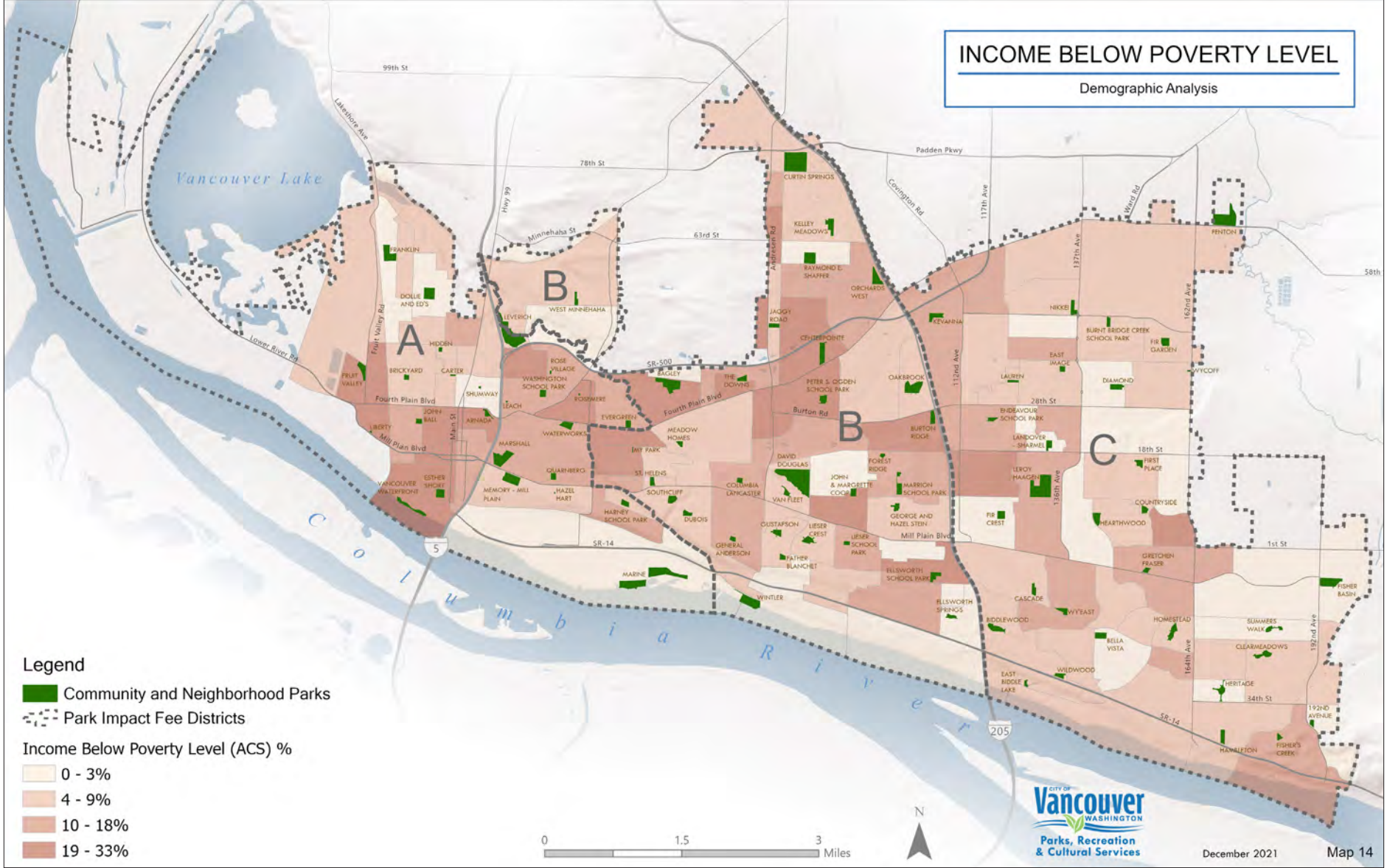
December 2021

Map 13



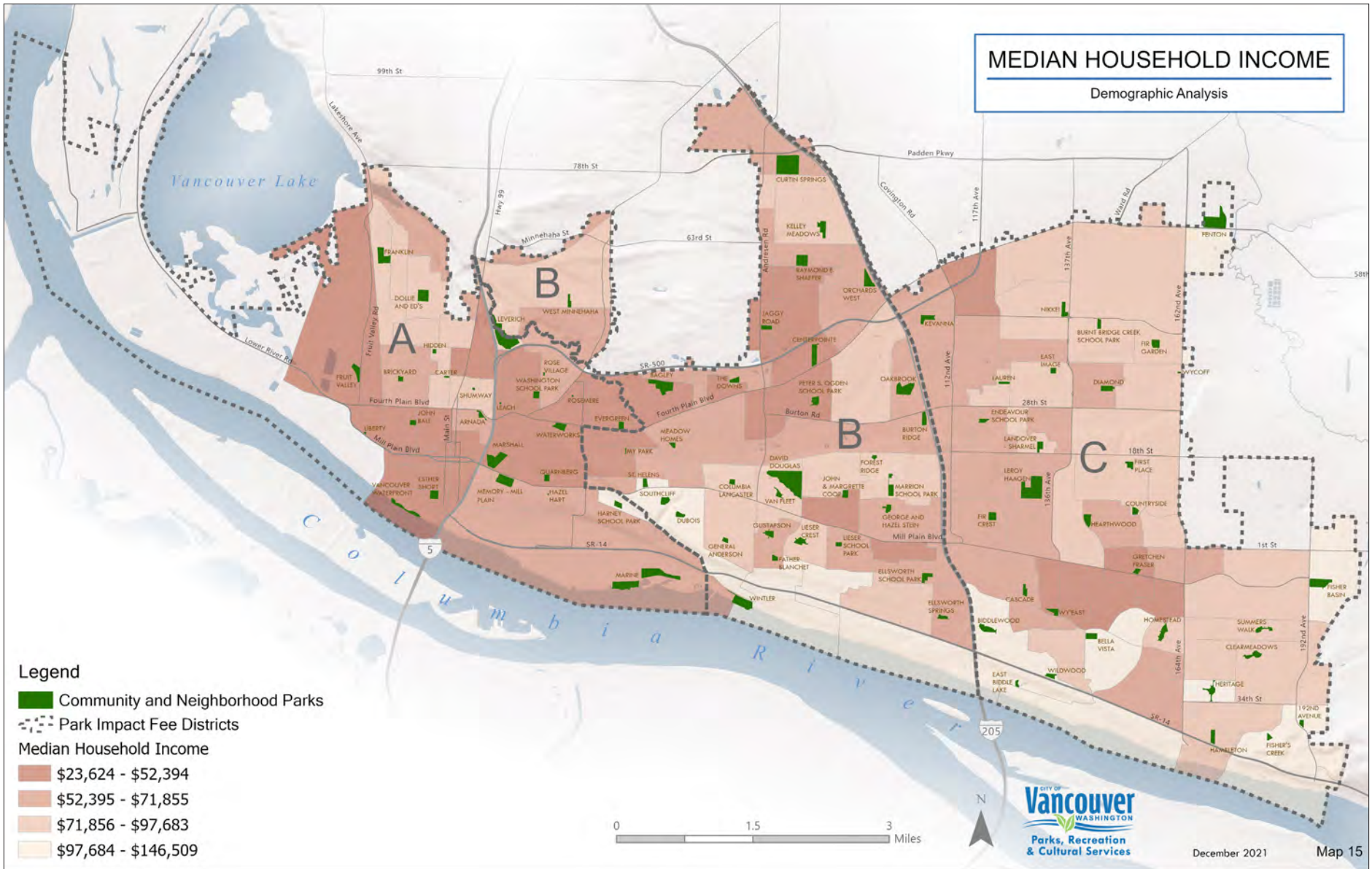
# INCOME BELOW POVERTY LEVEL

## Demographic Analysis



# MEDIAN HOUSEHOLD INCOME

Demographic Analysis



## Legend

■ Community and Neighborhood Parks

Park Impact Fee Districts

### Median Household Income

\$23,624 - \$52,394

\$52,395 - \$71,855

\$71,856 - \$97,683

\$97,684 - \$146,509



City of Vancouver  
WASHINGTON  
Parks, Recreation & Cultural Services

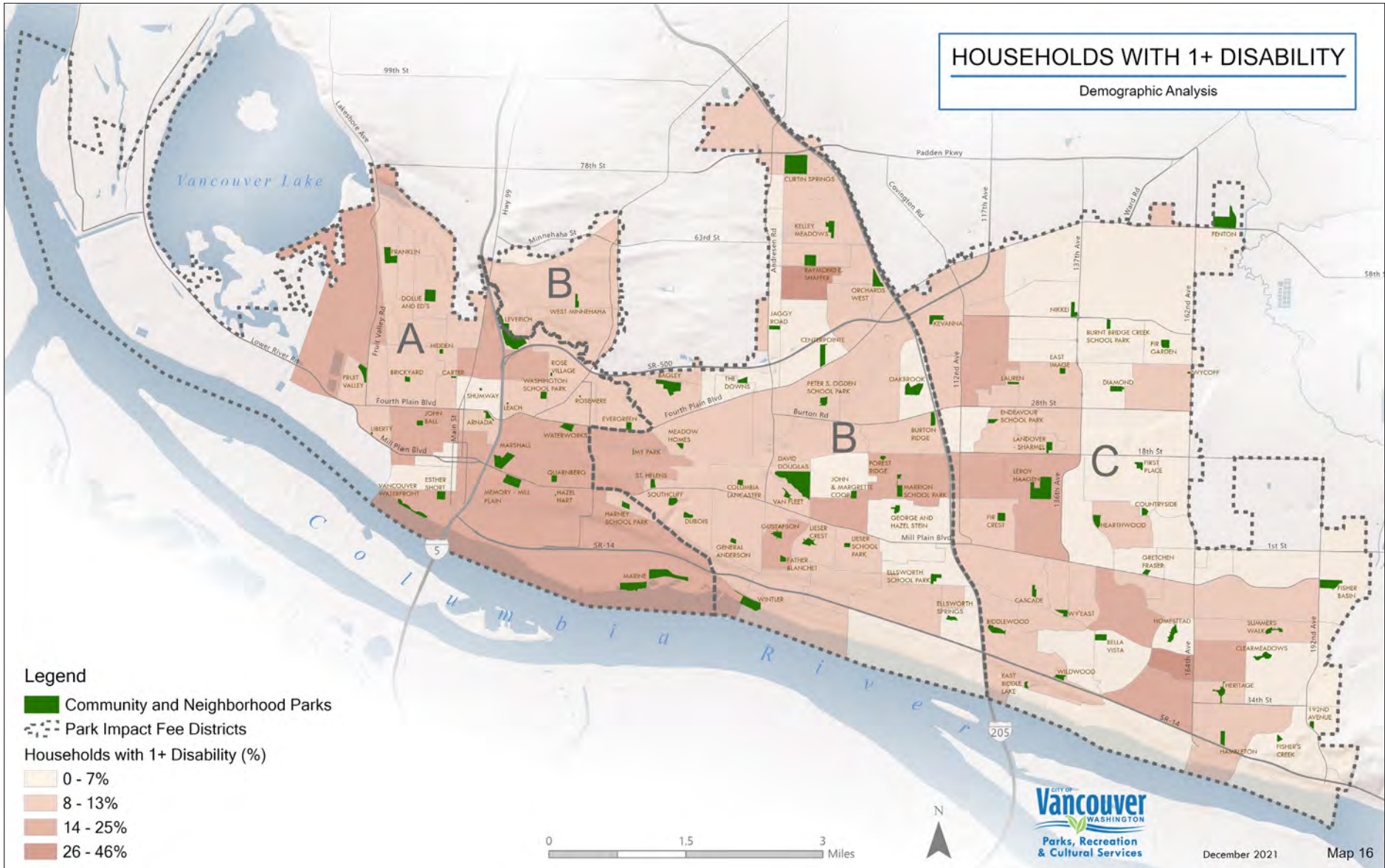
December 2021

Map 15

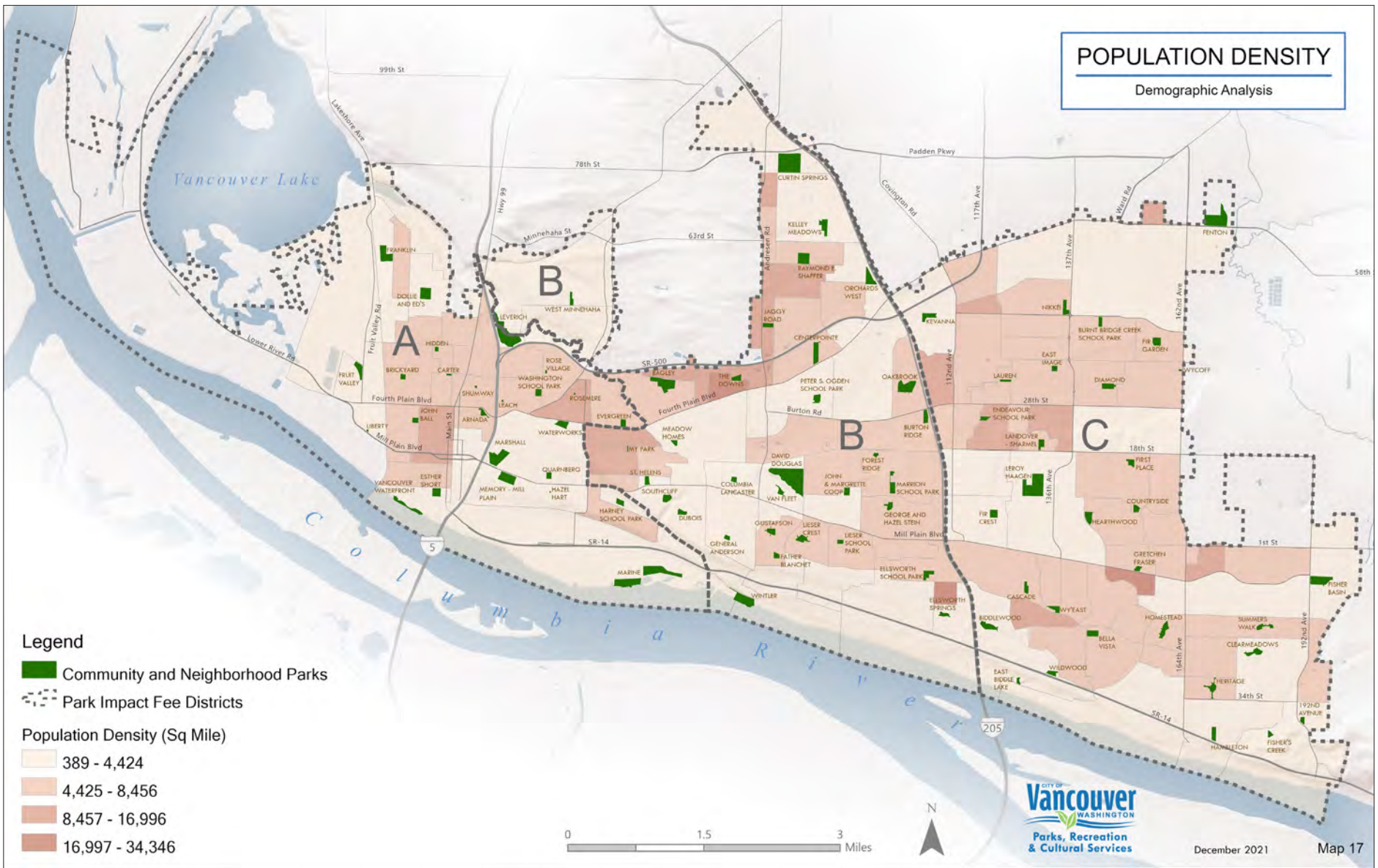


# HOUSEHOLDS WITH 1+ DISABILITY

## Demographic Analysis



**POPULATION DENSITY**  
Demographic Analysis



**Legend**

- Community and Neighborhood Parks
- Park Impact Fee Districts

**Population Density (Sq Mile)**

- 389 - 4,424
- 4,425 - 8,456
- 8,457 - 16,996
- 16,997 - 34,346

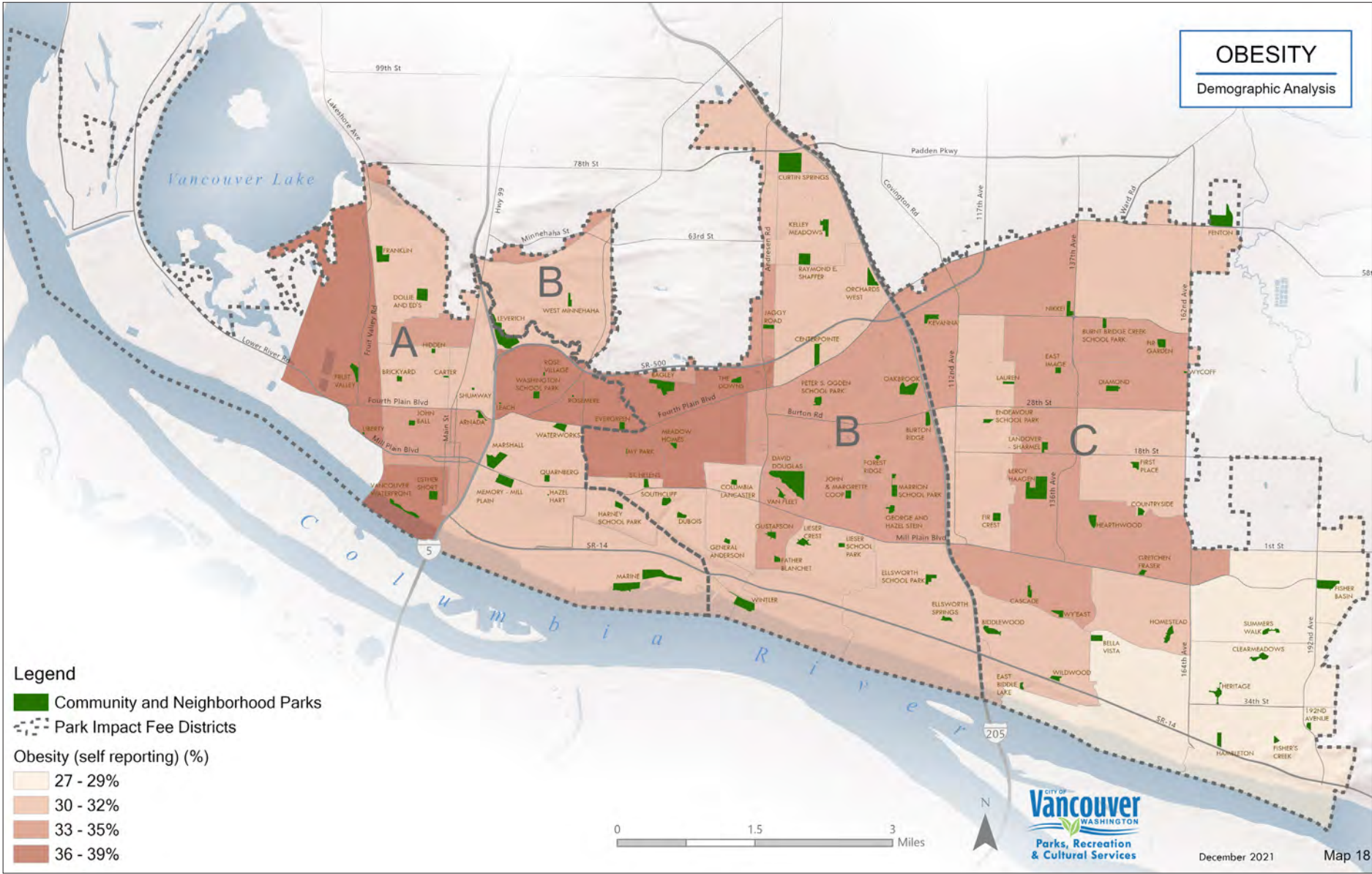


December 2021 Map 17

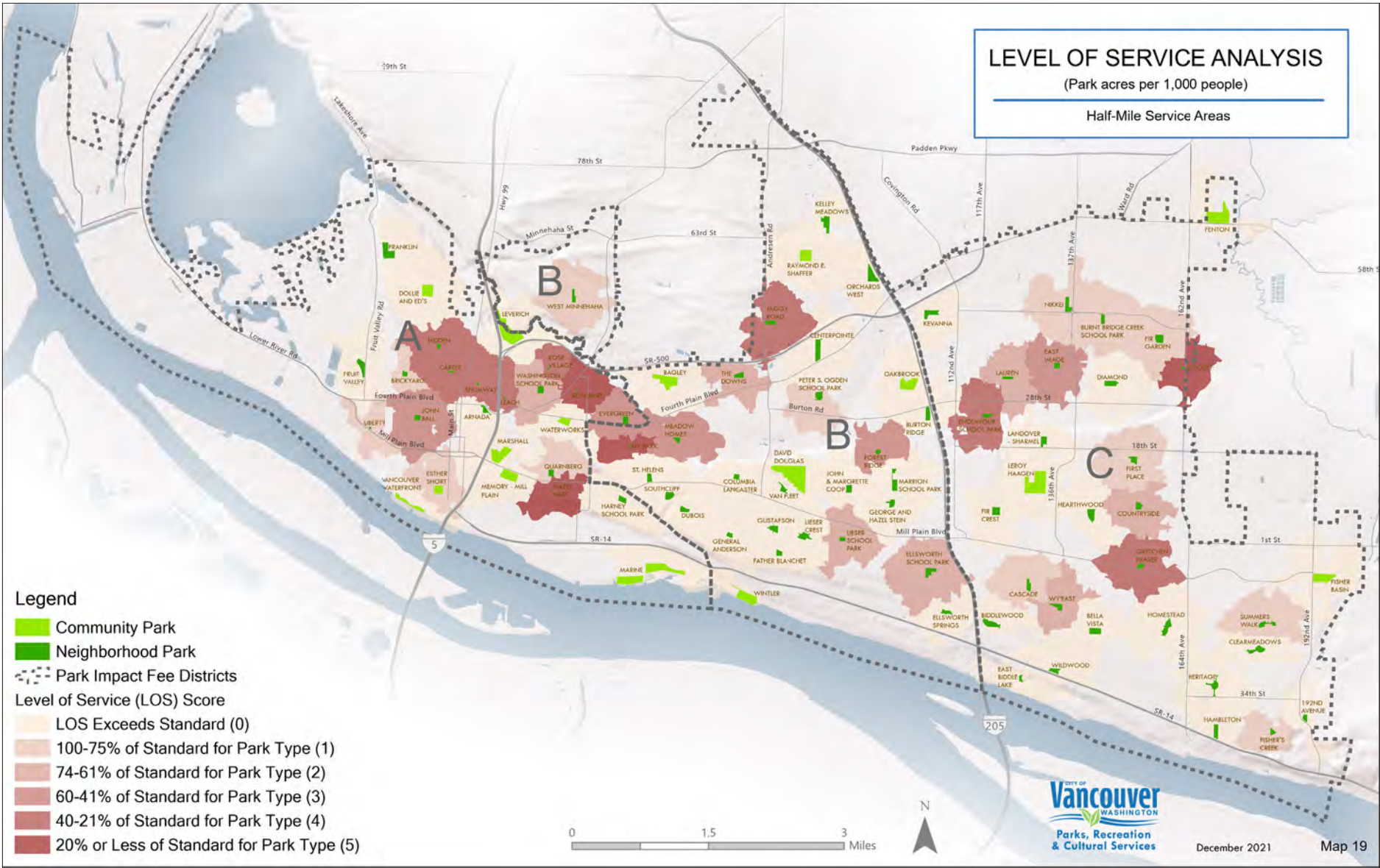


# OBESITY

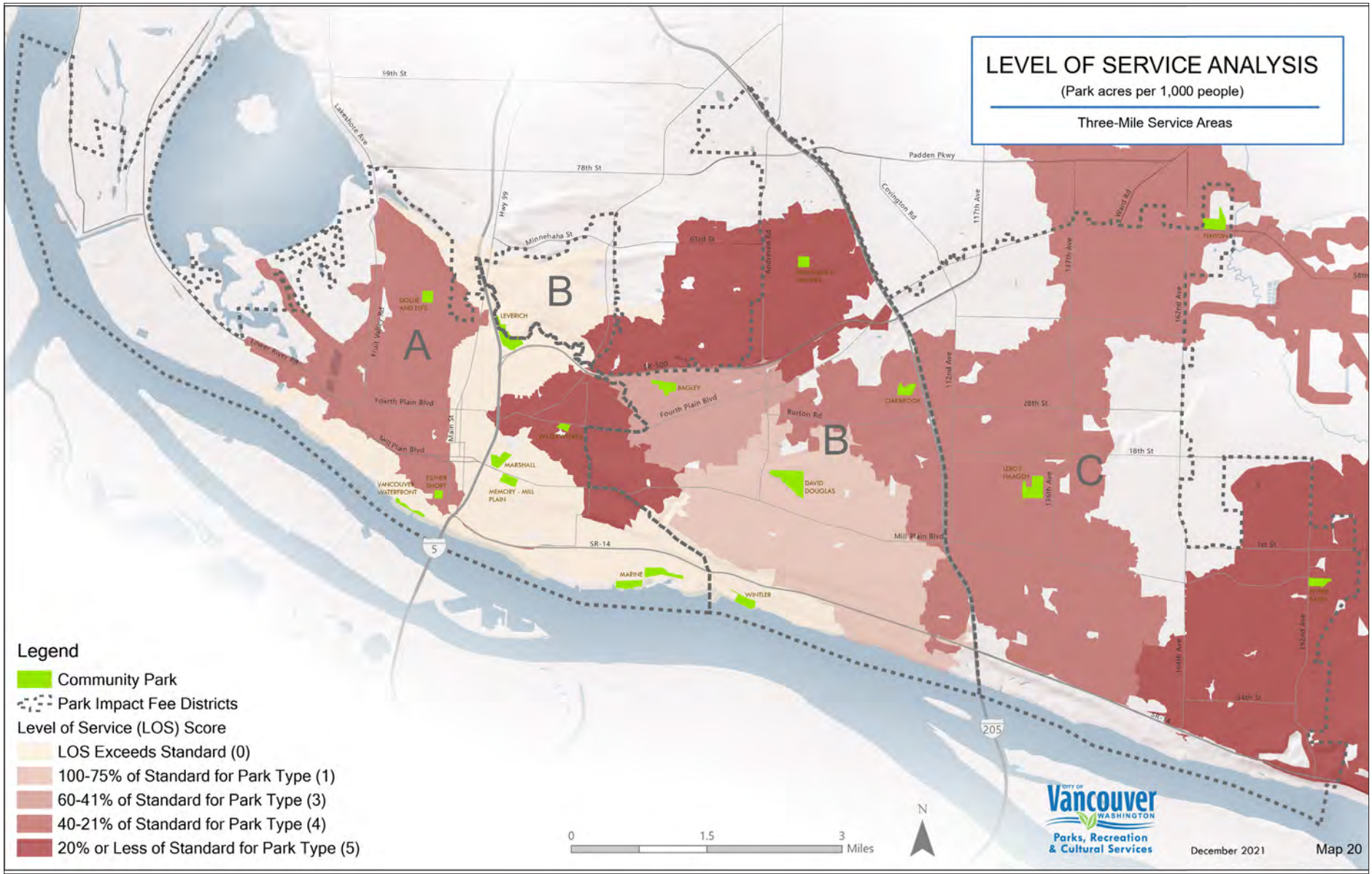
## Demographic Analysis

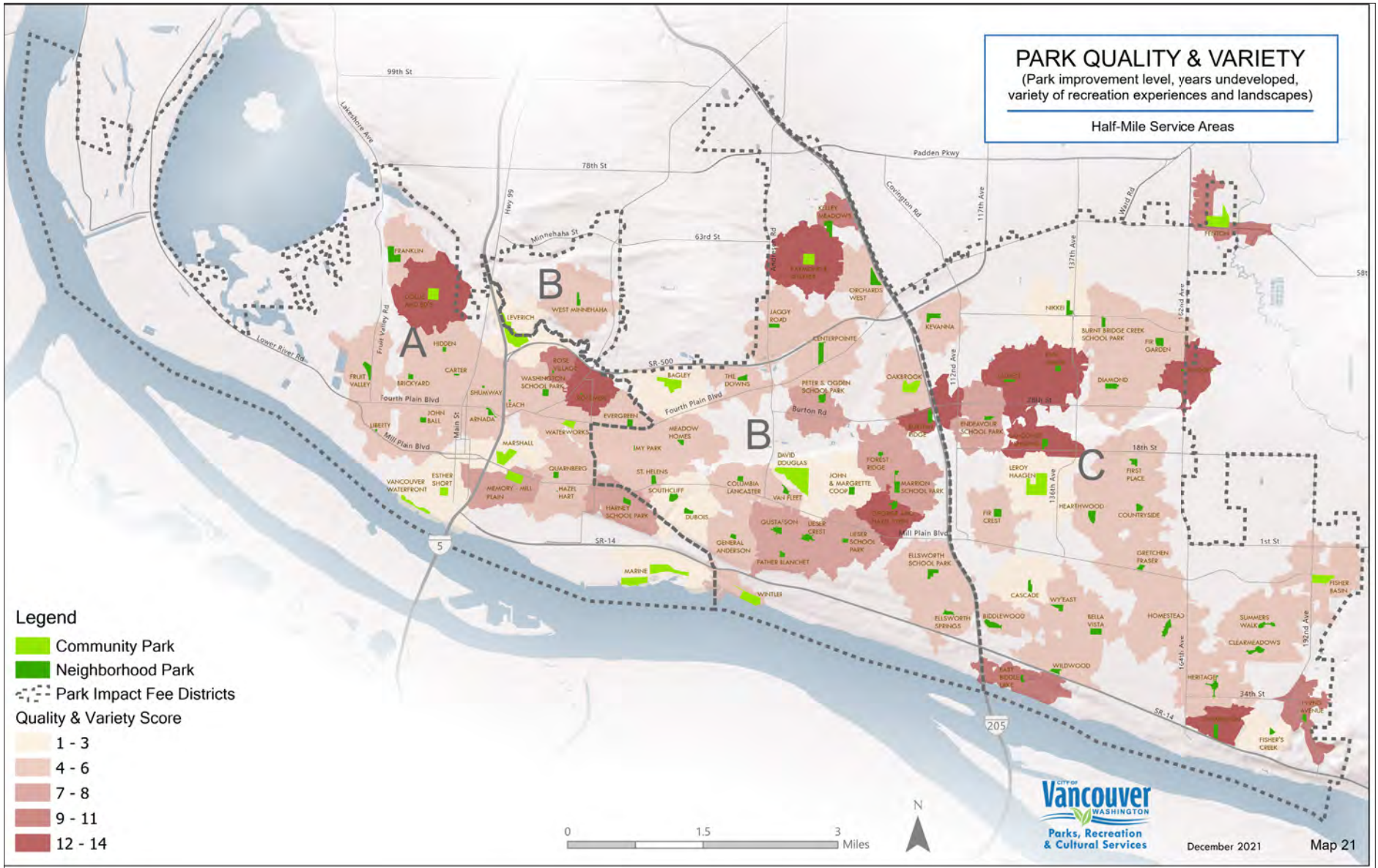


**LEVEL OF SERVICE ANALYSIS**  
(Park acres per 1,000 people)  
Half-Mile Service Areas





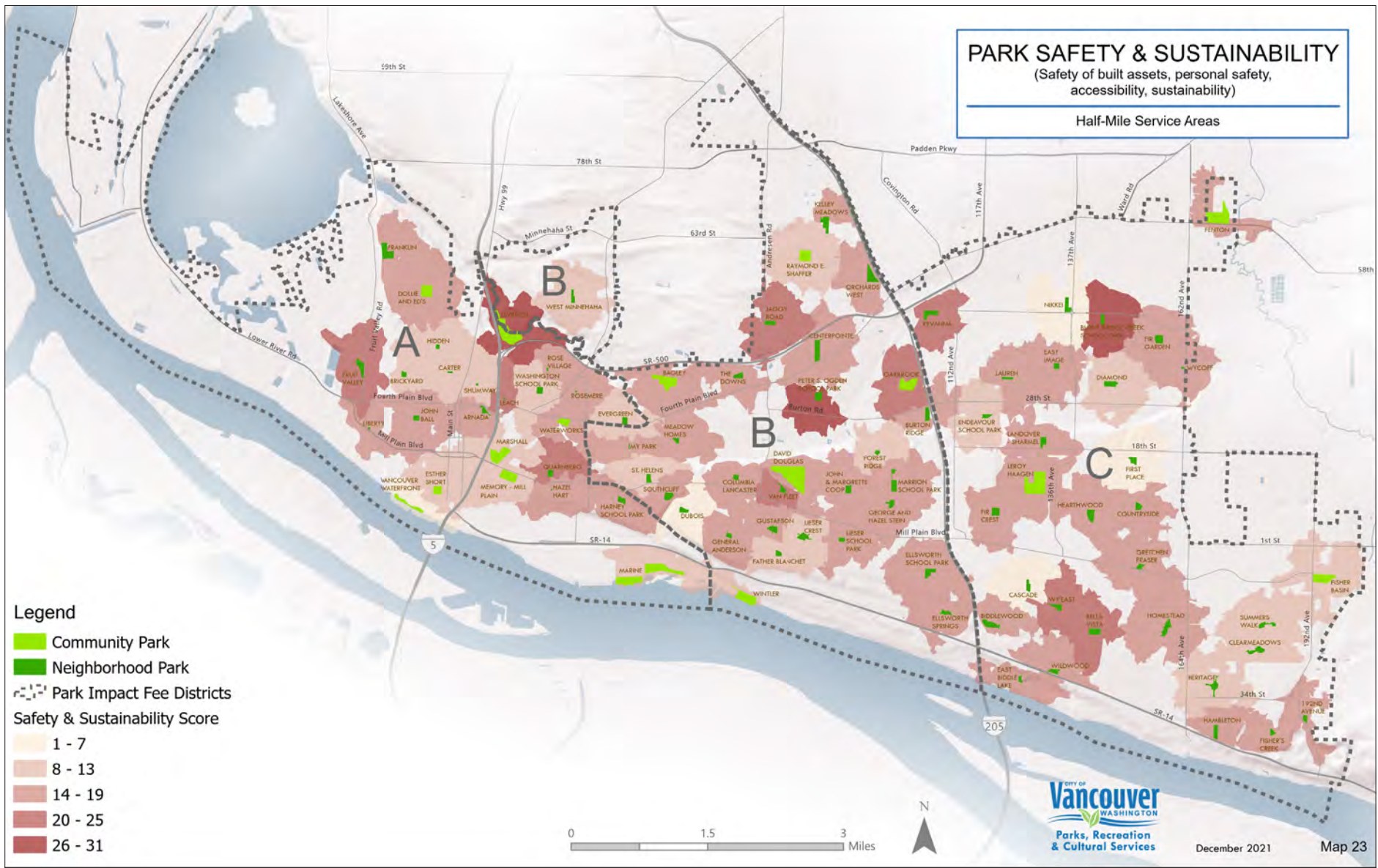








**PARK SAFETY & SUSTAINABILITY**  
 (Safety of built assets, personal safety, accessibility, sustainability)  
 Half-Mile Service Areas

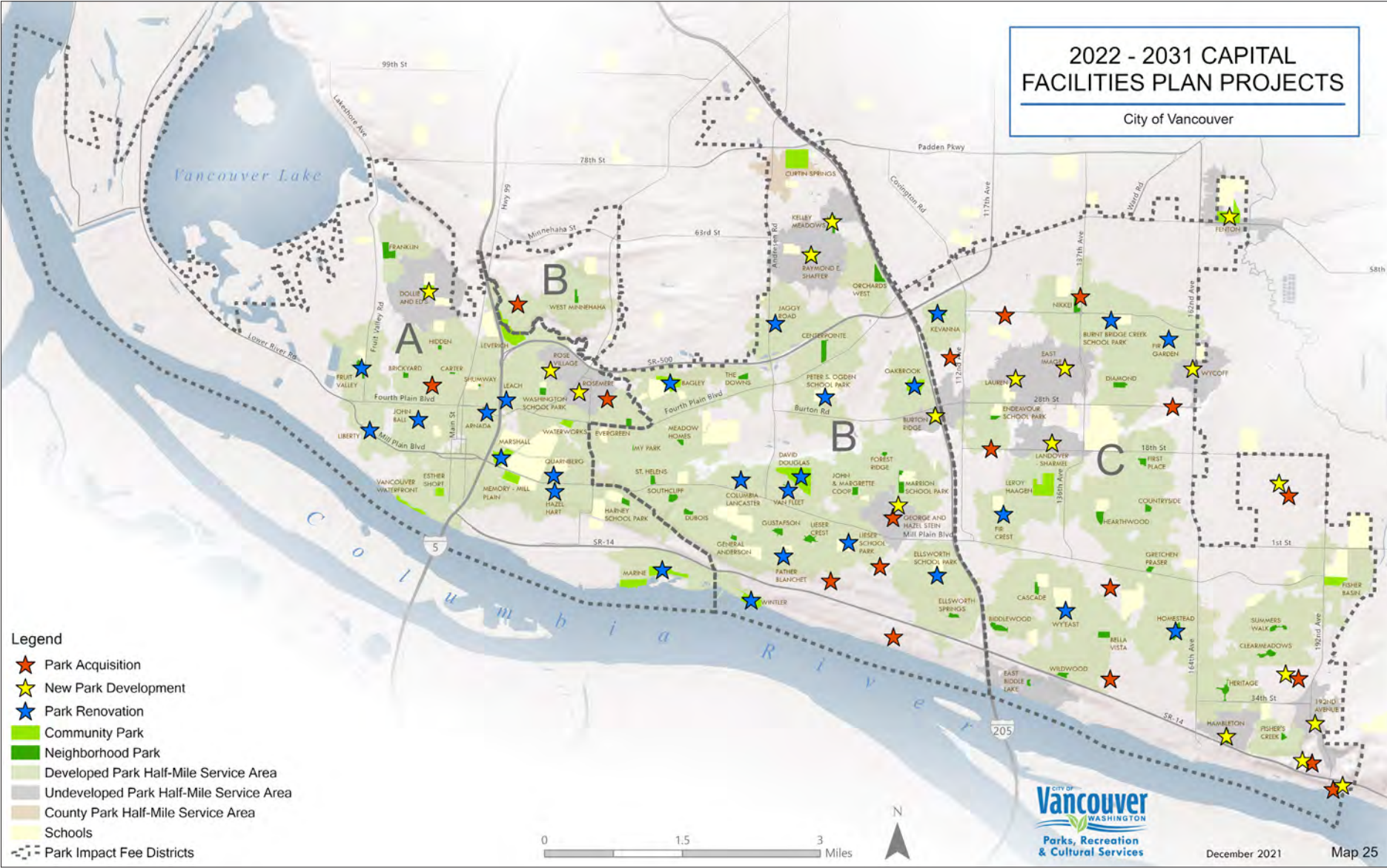






# 2022 - 2031 CAPITAL FACILITIES PLAN PROJECTS

City of Vancouver





# VANCOUVER PARKS, RECREATION & CULTURAL SERVICES COMPREHENSIVE PLAN ADOPTING ORDINANCE

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Section

17



12/13/21  
12/20/21

ORDINANCE NO. M -4361

AN ORDINANCE adopting the 2022-2031 Vancouver Parks, Recreation & Cultural Services Comprehensive Plan (“Park Plan”) by reference into Appendix E of Vancouver Comprehensive Plan, providing for severability, and establishing an effective date.

WHEREAS, the Park Plan was adopted in 2014 (Ordinance M-4080); and

WHEREAS, the Park Plan update is an overall update that more specifically addresses:

1. The 2022-2031 planning period;
2. Revised level of service metrics to include equity and park quality;
3. Inventory updates for projects since 2014 and the addition of public elementary school field acres at a discounted rate based on available daylight hours outside of school use;
4. Park reclassifications of seven sites and new park classifications for civic plazas and linear parks for high density land use areas;
5. Updated Park Improvement Levels to include:
  - a) Addition of themed play structures through the park system,
  - b) Support services at neighborhood parks where community park access is limited,
  - c) Universally accessible play structures in all community parks,
  - d) Support of pollinator species through park design and maintenance practices, and
  - e) Improvements at underutilized urban natural areas for increased passive use opportunities;

ORDINANCE - 1

6. Refreshed vision, mission, and goals and objectives to reflect public feedback, changing conditions, and Council themes and objectives;

7. A 10-year Capital Facilities Plan; and

8. Definition of the planning area to be consistent with Vancouver city limits.

WHEREAS, the adoption of this updated Park Plan will allow the City to remain eligible for grants awarded through the Washington State Recreation and Conservation Office (RCO) which is a significant funding source for acquisition and development projects for the city; and

WHEREAS, pursuant to the Growth Management Act the City Council has adopted a Comprehensive Plan for the City of Vancouver (Ordinance M-3994) that includes adoption of the Park Plan by reference; and

WHEREAS, the proposed changes must be consistent with the policies and provision of Vancouver Municipal Code 2.16.070 for review by the Parks and Recreation Advisory Commission for adoption and revisions to the Park Plan; policies and provisions of Vancouver Municipal Code 20.220.010 and 20.285.070 for Planning Commission review to evaluate consistency with the Vancouver Strategic Plan and Comprehensive Plan to encourage orderly development within the community and necessary to further the public interest based on present needs and conditions; and consistency with the Growth Management Act pursuant to the requirements of RCW Chapter 36.70A.070 Park and Recreation elements; and consist with the Planning requirements of the Recreation and Conservation Office for the City of Vancouver to be eligible for grant application and awards; and

WHEREAS, the Parks and Recreation Advisory Commission reviewed the proposed changes at duly advertised work sessions on April 21, May 19, July 21, and August 18, 2021, and duly advertised public hearings on September 15, and October 20, 2021 and at those

ORDINANCE - 2

hearings, in consideration of cumulative impacts of all the proposed Park Plan changes, voted unanimously to recommend approval of the amended and restated Park Plan described herein for adoption to the City Council; and

WHEREAS, the Planning Commission reviewed the proposed changes at a duly advertised work session on October 26, 2021, and a duly advertised public hearing on November 9, 2021 and at that hearing, in consideration of cumulative impacts of all the proposed Park Plan changes, voted unanimously to recommend approval of the amended and restated Park Plan described herein for adoption to the City Council; and

WHEREAS, the City Council conducted duly advertised public work sessions on July 12, September 27 and November 22, 2021, a first reading of the proposed ordinance on December 13, and a public hearing on December 20, 2021, following which the Council agrees with the Park and Recreation Commission and Planning Commission recommendations; and

WHEREAS, pursuant to VMC 20.780 the cumulative environmental impacts of the proposed Comprehensive Plan have been reviewed and determined to be nonsignificant pursuant to the State Environmental Policy Act. A Notice of Determination of Non-significance (DNS) was issued on October 13, 2021 for the proposed Park Plan update, and no SEPA comments or appeals were received; and

NOW, THEREFORE,

BE IT ORDAINED BY THE CITY OF VANCOUVER:

**Section 1. Council Findings and Conclusions.**

The Council makes the following findings:

1. The requirements of VWC 20.780 (SEPA Regulations) have been met; and

ORDINANCE - 3

2. The adoption of the 2022-31 Park Plan is consistent with the applicable provisions of the Growth Management Act, state and federal law, or other legal mandates; and

3. The adoption of the 2022-31 Park Plan is consistent with the applicable provisions of the Vancouver Strategic Plan and Vancouver Comprehensive Plan and necessary to further the public interest based on present needs and conditions; and

4. The adoption of the 2022-31 Park Plan is consistent with the planning requirements of the Recreation and Conservation Office; and

5. The Parks and Recreation Advisory Commission findings and conclusions as set forth in the public hearing staff reports for September 15, 2021 and October 20, 2021, and Planning Commission findings and conclusions as set forth in the public hearing staff report for November 9, 2021 are hereby adopted as the City Council's findings of fact.

**Section 2. Comprehensive Plan Text Changes.**

A. Vancouver Comprehensive Plan 2011-2030 Appendix E, Other Plans and Documents adopted by Reference, Item I, adopted by Ordinance M-4147, is amended as follows: ~~Vancouver Parks, Recreation and Natural Areas Comprehensive Plan 2014, and 2017-2022 Capital Facilities Plan.~~ Vancouver Parks, Recreation & Cultural Services Comprehensive Plan (2022-2031), and attached hereto as Exhibits A – Exhibit X.

**Section 3. Repeal of 2014 Park Plan.**

Ordinance M-4080 adopting the 2014 Park Plan is hereby repealed.

**Section 3. Severability.** If any clause, sentence, paragraph, section, or part of this ordinance or the application thereof to any person or circumstances shall be adjudged by any court of competent jurisdiction to be invalid, such order or judgment shall be confined in its operation to the controversy in which it was rendered and shall not affect or invalidate the remainder of any

ORDINANCE - 4



parts thereof to any other person or circumstances and to this end the provisions of each clause, sentence, paragraph, section or part of this law are hereby declared to be severable.

**Section 5. Effective Date.** This ordinance shall go into effect on January 1, 2022.

**Section 6. Instruction to City Clerk.** The City Clerk shall transmit a copy of the revised development code to the Washington Department of Commerce.

**Read First Time:** December 13, 2021

Ayes: Councilmembers Fox, Paulsen, Lebowsky, Glover, Stober, Hansen, Mayor McEnerny-Ogle

Nays: None

Absent: None

**Read Second Time:** December 20, 2021

PASSED BY THE FOLLOWING VOTE: 7-0

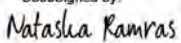
Ayes: Councilmembers Fox, Paulsen, Lebowsky, Glover, Stober, Hansen, Mayor McEnerny-Ogle


Nays: None

Absent: None

SIGNED this 20th day of December

2021  
DocuSigned by:  
  
58CB15C0632F403...  
Anne McEnerny-Ogle, Mayor

Attest:  
DocuSigned by:  
  
BCF6734E40E94AE  
Natasha Ramras, City Clerk

Approved as to form:  
DocuSigned by:  
  
9A7DC2E31F694A2...  
Jonathan Young, City Attorney

ORDINANCE - 5

## SUMMARY

### ORDINANCE NO. M -4361

An ORDINANCE relating to amending and restating the entire text of Vancouver Comprehensive for adoption of the 2022-2031 Vancouver Parks, Recreation & Cultural Services Comprehensive Plan by reference into Appendix E; providing for severability; and establishing an effective date.

The full text of this ordinance will be mailed upon request. Contact Raelyn McJilton, Records Officer at 487-8711, or via [www.cityofvancouver.us](http://www.cityofvancouver.us) (Go to City Government and Public Records).

ORDINANCE - 6