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INTRODUCTION

The City of Woodland is updating its Comprehensive Plan in 2023. A Park and Recreation Plan is an important part of a Comprehensive Plan under the requirements of the Growth Management Act (GMA). As Woodland grows in population, demands on parks and recreational facilities increase. Recreation opportunities are one important measurement of community livability in that they also help to build strong neighborhoods and promote a high quality of life. The Woodland Comprehensive Plan Update provides an opportunity to review community needs and identify the City's Park and Recreation needs for the next 20 years.

PURPOSE OF THE PLAN & PLANNING REQUIREMENTS

This document represents an update of the 2016 Woodland Park and Recreation Plan, which is an element of the adopted comprehensive plan. According to Washington State requirements, park and recreation plans must be updated every six years to retain eligibility for a variety of grant and funding opportunities. In addition to the statutory requirement, the six-year timeframe also provides a means to set realistic goals and objectives based on a relatively short timeframe. As with any planning effort, this document will also serve as a way to prioritize needs and actions, coordinate interests and assist in the decision-making process. It also provides a mechanism to document and evaluate trends/use, community preferences and offers a consistent and coordinated direction for the city.

The plan was developed by City Staff with the help of the Woodland Park Board and Woodland Planning Commission and public outreach/planning efforts which included a website survey and link included in the utility billing. This park and recreation plan is designed to meet or exceed all Washington State requirements as listed in the Washington Recreation and Conservation Office (RCO) Planning Policy Guidelines. In addition, this plan is also intended to meet the city's obligations under GMA to include a park and recreation element in its comprehensive plan.

This plan is designed to function as both a stand-alone document (Park and Recreation Plan) and as an element of the Woodland Comprehensive Plan. However, for obvious reasons, it is preferable to limit where possible the inclusion of material discussed and located elsewhere in the comprehensive plan. As necessary for understanding and to provide needed context, some inclusion of previously mentioned information/data is contained within.

Growth Management Act Planning Requirements

The City of Woodland adopted an updated comprehensive plan in October of 2016. The plan included revised Land Use, Transportation, Housing, Utilities and Capital Facilities elements. The 2016 park and recreation element was a readoption of the 2005 plan, which in turn was the 1996 Woodland Park and Recreation Plan. The GMA requires jurisdictions to include a Park and Recreation Element as part of their Comprehensive Plan. Specifically, the GMA asks for:

"A park and recreation element that implements, and is consistent with, the capital facilities plan element as it relates to park and recreation facilities. The element shall include: (a) Estimates of park and recreation demand for at least a ten-year period; (b) an evaluation of facilities and service needs; and (c) an evaluation

of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand (RCW 36.70A.070(8)).”

In addition, the GMA includes a number of planning goals that jurisdictions are to consider as guides when developing and adopting comprehensive plans. RCW 36.70A.020(9), is of particular relevance to park and recreation planning:

“Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.”

To summarize, the GMA requires:

- Estimates of park and recreation demand for at least a 10-year period
- Evaluation of facilities and service needs
- Evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreation demand
- That the plan be consistent with the Capital Facilities Element

The City of Woodland has included its park and recreation plan as an element of its comprehensive plan since 1996 and this plan has also been designed to meet the GMA requirements. Accordingly, this update of the Woodland Park and Recreation Plan shall be the city’s official park and recreation element of the Woodland Comprehensive Plan.

Washington Recreation and Conservation Office (RCO) Planning Requirements

The Washington State RCO helps finance recreation and conservation projects throughout the state. Once a plan is accepted by the RCO, a jurisdiction becomes eligible for a variety of grant funding opportunities. The RCO requires that a park and recreation plan include the following required elements (at minimum):

- Goals & Objectives
- Inventory
- Public Involvement
- Demand & Need Analysis
- Capital Improvement Program
- Adoption (resolution or ordinance)

Eligibility in most RCO grant programs lasts for six years upon completion (or update) of a park and recreation plan. Therefore, the City of Woodland should consider a subsequent update to its park and recreation plan in 2029, which would also be a logical time to review and update the entire Woodland Comprehensive Plan.



Horseshoe Lake Park

Use of the Plan

This document will ensure that adequate facilities exist for current and future Woodland residents, by providing an updated set of goals, objectives and guiding principles for the prioritizing, funding, acquisition and development and/or rehabilitation of parks and recreational facilities in and around Woodland. Realistically, it may be difficult to accomplish all of the plan objectives and specific projects listed in the Capital Improvement Program in the next six years as the list represents a broad list of potential projects, many of which are dependent on competitive grants and other sources of funding. However, the plan still serves as a valuable budgetary and policy tool that will allow the city to focus its efforts in targeted areas and on specific items identified within the plan. In this regard, the plan serves as a blueprint for acquiring, developing and improving parks and recreational areas in the city. It is designed to represent and meet the needs and desires of the community and to ensure a high quality of life for area residents.

Plan Organization

The next section includes the goals, policies and objectives that will direct park and recreational development in and around Woodland until this plan is subsequently updated. Additional sections include the background information that was used to derive and support the stated goals and policies. A thorough analysis of demand and need is also provided, as is a capital improvement program.

While it may seem more logical to place the goals and policies immediately after discussing demand and need, it is often customary and/or desirable to place the goal/policy section at the front of a plan, since it is viewed most often and is of primary importance to decision makers. Two appendices have also been included with this plan to provide additional details on the update process.

GOALS, OBJECTIVES & POLICIES

Introduction

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

Goals

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

Objectives

1. Develop at least two additional mini-parks and one additional community park by 2020.
2. Complete construction of Scott Hill Park & Sports Complex by 2027.
3. Adopt a Horseshoe Lake Park plan which incorporates a Park Road safety corridor which improves and increased parking; loops city water mains; connects new restroom facilities to sewer; that makes multiple connections to the city's sidewalk system; and incorporates a splash pad and/or other water feature.
4. Work with local owners and organizations to expand recreational opportunities at Horseshoe Lake Park.
5. Remodel kitchen facilities at Horseshoe Lake Park.

Commented [TG1]: The Port's Centennial Park technically counts as one. Jennifer says it is OK to add to the list of assets.

6. Develop partnerships with developers, non-profits and for profits to construct new and maintaining exiting recreational facilities.
- 7.
8. Produce a plan for developing the city-owned property (~10 acre site) adjacent to the Lewis River by 2024.
9. Continue to develop a walking, biking, and jogging trail system throughout the city through construction of additional sidewalks, bike and pedestrian paths throughout the city.

Policies

1. Continue to upgrade all parks to keep pace with changes in recreational demand and citizen needs.
2. Work with Rotary to complete development of Scott Hill Park & Sports Complex. Regularly adjust park impact fees to properly fund capital projects.
3. Continue to cooperate with other public, quasi-public, and private organizations, agencies and groups to jointly provide needed recreation facilities and programs.
4. Pursue development of city-owned land within the Lewis River floodway into a primarily passive recreation area in partnership with state agencies.
5. Explore possible grant programs geared toward water quality improvement projects.
6. Encourage the Washington State Department of Fish and Wildlife and local sportsman clubs to identify, acquire and develop access and boat launch sites along the Lewis and Columbia rivers. (Using the partnership with NW Steelheaders to redevelop Goerig Park as a model.)
7. The city together with Clark and Cowlitz County and other non-profit organizations, should work toward developing additional walking, biking and jogging trails around Horseshoe Lake and throughout the city.
8. Encourage the Woodland School District, private community clubs and organizations to develop swimming facilities.
9. Continue to encourage the development of a "linkage" between the existing downtown business district and Horseshoe Lake Park, with the objective of making the park an active part of the business community.
10. Work with the Woodland Chamber of Commerce to support tourism programs through active facility management and park development.
11. Examine means of obtaining and developing neighborhood parks.
12. Continue to acquire and create more park lands around Horseshoe Lake.

Commented [TG2]: POLICIES usually follow GOALS
Then OBJECTIVES come last???

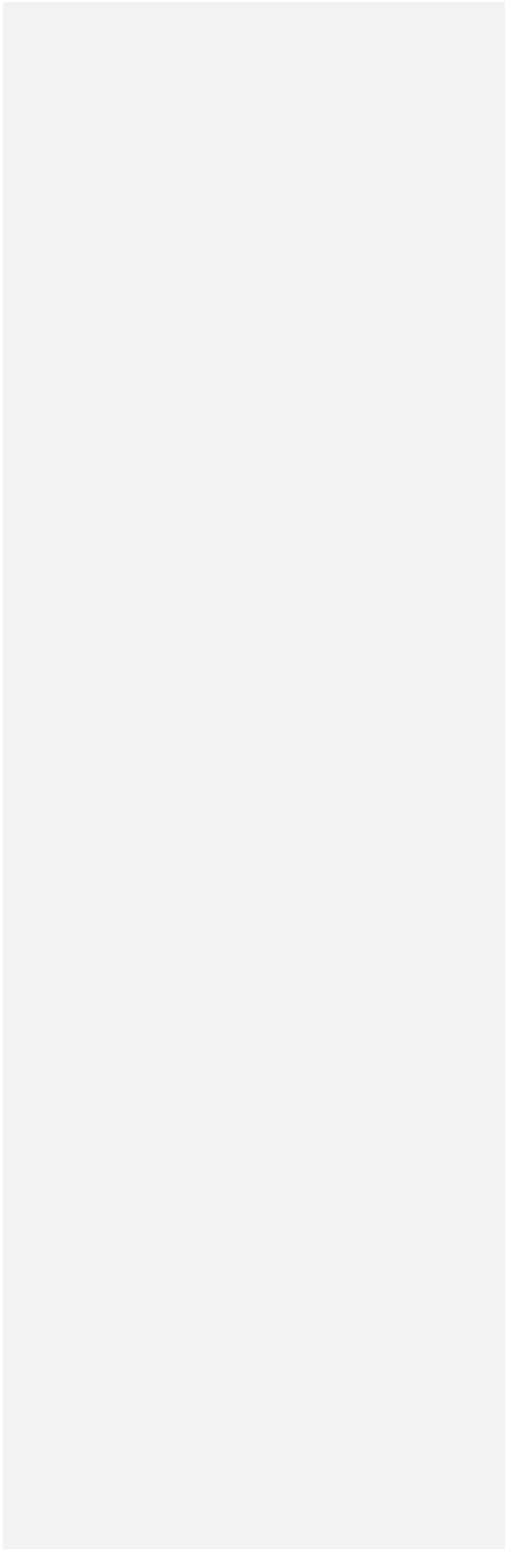
That way it goes...Vision, plan to get there, then steps we need to complete.

Right now it goes vision, steps, plan. (Ready, fire, aim...hmmm)

13. Develop and implement an open space and trail plan along portions of Horseshoe Lake and the Lewis River, and within major developed areas of the city by utilizing city-owned property, land dedication, recreation easements and critical area buffers.
14. Maintain the park land acquisition budget in the proposed Capital Improvements Program and Budget.
15. Encourage the Public Works Department and the Woodland School District to work in concert when purchasing new lands and developing playground activity programs, whenever possible.
16. Amend codes so that all residential single-family subdivisions and multi-family development proponents are required to dedicate land for park areas, provide for improvements to existing facilities in addition to providing monetary compensation (e.g., impact fees) to the city of Woodland for the acquisition and development of park lands or for the needed capital improvements to existing park and recreation areas.

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PLANNING AREA & FACILITY INVENTORY

History

Woodland is one of the oldest communities in the State of Washington. In March of 1845, Adolphus Lee Lewis established a land claim about one mile southeast of the present city of Woodland. Shortly thereafter, Columbia Lancaster and Squire Bozarth established land claims at the site of the present City of Woodland. Woodland was platted on October 4, 1889, the same year Washington gained statehood. Woodland was incorporated in 1906. In 1921, a dike was built to protect the "Woodland Bottoms" from flooding. In a spirit of thankfulness that the dikes might fulfill their promise of opening the bottom lands to farming, the business people of Woodland held a "Planter's Day" celebration on June 30, 1922. It is now Washington State's oldest annual community festival.



Horseshoe Lake Park

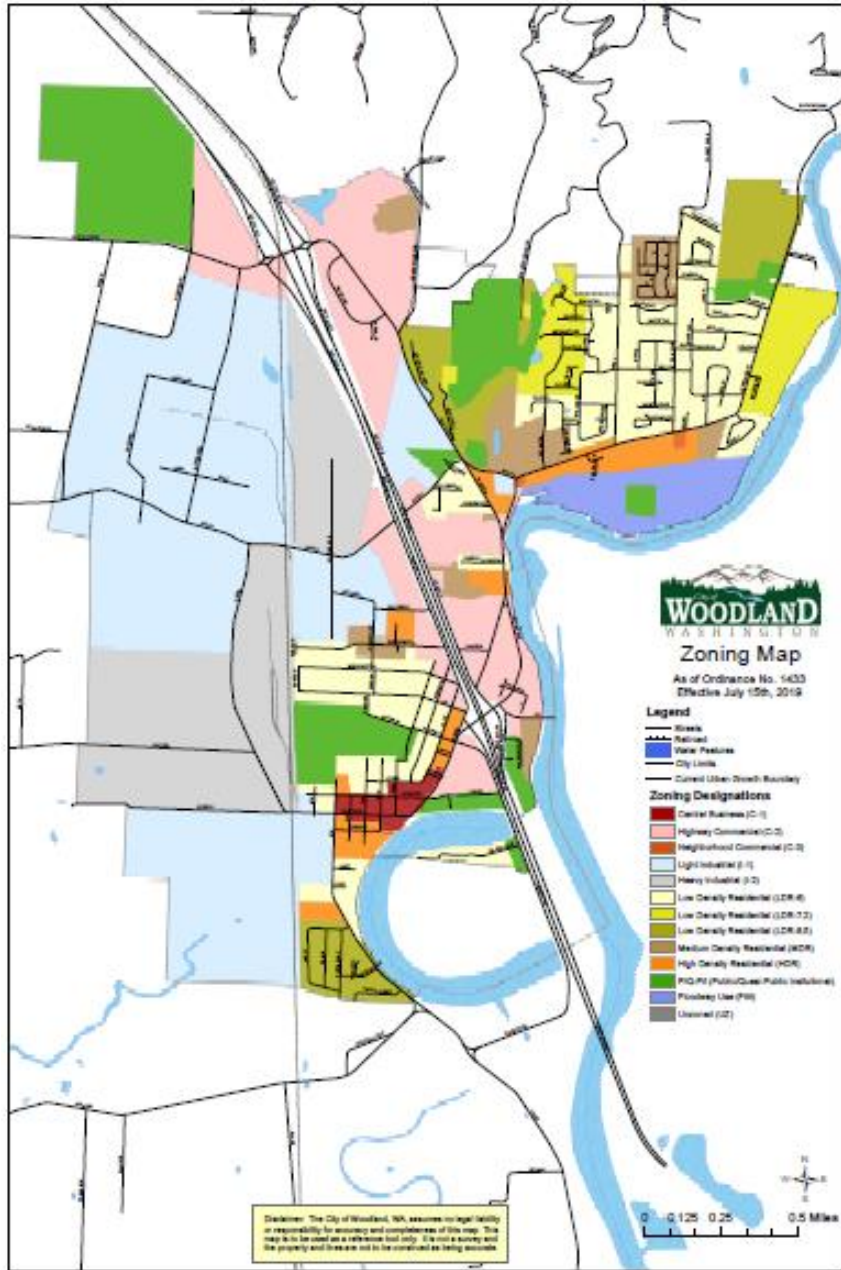
In recent years, Woodland has prospered thanks to a growing economic and residential sector. The Port of Woodland has been instrumental in creating numerous employment opportunities through its investments in primarily industrial and light-industrial properties, buildings and infrastructure. Woodland's proximity to the Portland-Vancouver Metropolitan Area has made it increasingly popular for homebuyers (and homebuilders) and its population has grown significantly in the last decade. Based on recent estimates¹, Woodland is now home to over 6,575 people.

Location

Woodland is located in southern Cowlitz County (and northern Clark County) along the banks of the North Fork of the Lewis River, approximately five miles from its confluence with the Columbia River. The city is 22 miles north of Portland, Oregon, approximately 165 miles south of Seattle, Washington and 19 miles south of the Longview-Kelso urban area. This location places it within easy commuting distance of the Portland-Vancouver urban area via Interstate 5 (Exit 21) and Interstate 205 (Exit 7). Washington State Route 503 provides access up the Lewis River towards the small communities of Ariel, Yale and Cougar and the Mount St. Helens National Volcanic Monument, which is a major tourist destination. Woodland serves as a regional commercial center for the surrounding rural unincorporated areas from Kalama to La Center. The specific planning area for this plan includes the Woodland City Limits and the Woodland Urban Growth Area (UGA). However, additional areas are also discussed and the facility inventory includes a broad examination of nearby locales. Figure 1 is the city zoning map which identifies the City Limits as well as land uses in various areas of the City.

¹ Washington State Office of Financial Management, 2022 Population Estimates.

Figure 1 – City Zoning Map



Economy

Woodland is experiencing growth in light industrial, commercial and residential building activity. Historically, Woodland's economy was mostly dependent on timber extraction and agriculture processing. Today, major employers are manufacturers, retailers, service providers, or distributors. Woodland's economy is on the rise and changing to meet the many demands of its citizens. More information on local economic and socioeconomic conditions can be found in the Land Use Element of the comprehensive plan.

POPULATION & DEMOGRAPHIC TRENDS

The Land Use and Housing elements of the Woodland Comprehensive Plan provide detailed information on population and household characteristics of the Woodland area. A summary of the information contained within those elements is provided below:

Population Growth

Woodland is the fastest growing city in Cowlitz County. The 2020 Census count placed the city's population at 6,531 and the city grew at an annual rate of 1.9% between 2010 and 2020 (Table 1). As previously noted, the city's current estimated population in 2014 is 5,695 people.

Table 1: Woodland and Regional Growth, 1950-2020

Year	Woodland		Cowlitz County		Clark County	
	Population	Annual Rate (%)	Population	Annual Rate (%)	Population	Annual Rate (%)
1950	1,292	2.8	53,369	2.9	85,307	5.5
1960	1,336	0.3	57,801	0.8	93,809	1.0
1970	1,622	2.0	68,616	1.7	128,454	3.2
1980	2,415	4.1	79,548	1.5	192,227	4.1
1990	2,500	0.3	82,119	0.3	228,700	1.8
2000	3,780	4.2	92,948	1.2	345,238	4.2
2010	5,509	3.8	102,410	1.0	425,368	4.0
2020	6,531	1.8	110,730	0.8	503,311	1.8

Source: U.S. Census Bureau

Projected Population

On March 6th, 2023 Woodland City Council voted to set a projected population growth rate of 2.7% (based on historical growth rates since 2000) as part of the 2023 Comprehensive Plan Update. This equates to a 2043 projected population of 11,505 however, because the Parks and Recreation Plan has a 10-year planning horizon, the plan uses a 2033 projected population of 8,814. (See Table 2) This growth rate is lower than the average growth rate from 1990 to 2010 but is higher than the growth rate Woodland has seen since 2010. Growth rates the last 5 years have been around 1.5%. Based on the number of lots available this slower growth rate will most likely continue for the next couple of years until more lots are

developed or until a multi-family residential project is constructed. These activities are expected to cause growth rates more or less in line with the projected average annual rate.

Table 2: Projected Population, City of Woodland

Year	Population
2022	6,575
2023	6,753
2024	6,935
2025	7,122
2026	7,314
2027	7,512
2028	7,715
2029	7,923
2030	8,137
2031	8,357
2032	8,582
2033	8,814
2038	10,070
3043	11,505

Age Distribution of Population

The age distribution of the City of Woodland provides a measure of population characteristics. Age distribution can be a factor when determining (and anticipating) park and recreational demand and need. Overall, the proportion of individuals over the age of 65 in the city is increasing. In 1990, 17% of the city’s population was over the age of 65, which was significantly greater than the state rate of 12%. In 2000, the percentage of the city’s population over the age of 65 was 14% compared to a state percentage of 11%. In 2010, the percentage of the city’s population over the age of 65 matched the state percentage of 12%. Table 3 illustrates the age group distribution for 2000 and 2010 and Table 3a shows that Woodland’s population over 65 has grown significantly to 16.6%.

Table 3: Age Group Distribution, 2000-2010

Age Group	2000		2010		2010
	Woodland Number	Woodland Percentage	Woodland Number	Woodland Percentage	Washington Percentage
0-19	1,213	32%	1,810	33%	26%
20-44	1,351	36%	1,855	34%	34%
45-64	698	18%	1,167	21%	27%
65+	518	14%	677	12%	12%
Total	3,780	100%	5,509	100%	100%

Source: U.S. Census Bureau, percentages may not equal 100% due to rounding.

Table 3a: Age Group Distribution, 2020 Census

Age Group	2020		2020
	Woodland	Washington	Washington
	Number	Percentage	Percentage
0-19	1,952	30.7%	24%
20-44	1,992	31.5%	35.5%
45-64	1,346	21.4%	24.3%
65+	1,058	16.6%	16.2%
Total	3,780	100.2%	100%

Source: U.S. Census Bureau, percentages may not equal 100% due to rounding.

Household Size

Commented [TG3]: This section is updated.

Table 4 highlights household sizes and types in the city in the years 2000 and 2010. Table 4a is the 2020 census information with the limited house sizes collected in 2020. The percentages of household sizes stayed fairly constant throughout that period with about 29% of all households having four or more people in the household. In 2000 the average household size was 2.75 people and in 2010 it was 2.80. By 2020 that number was 2.6 people per household.

According to the 2000 census, the population of Woodland was 50.8 percent female and 49.2 percent male. In 2010 the population was 51.1% female and 48.8% male. In 2020 the trend reversed to 50.8% male and 49.2% female.

Table 4: Household Size, City of Woodland, 2000-2010

Persons in Household	Number of Households		Percent of Total Households	
	2000	2010	2000	2010
1	302	439	22%	22%
2	446	630	32%	32%
3	239	325	17%	17%
4	212	288	15%	15%
5	94	163	7%	8%
6	66	69	5%	3%
7+	17	51	1%	3%
Total	1,376	1,965	100%	100%

Source: U.S. Census Bureau

Table 4a: Household Size, City of Woodland, 2010 vs. 2020

Persons in Household	Number of Households		Percent of Total Households	
	2010	2020	2010	2020
1	439	634	22%	27.2%
2	630	574	32%	24.7%
3	325	428	17%	18.4%
4+	571	692	28%	29.7%

Total	1,965	1,965	100%	100%
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Source: U.S. Census Bureau

Since the overall population characteristics have been summarized, a detailed look at existing facilities within the planning area and immediate surroundings can begin.

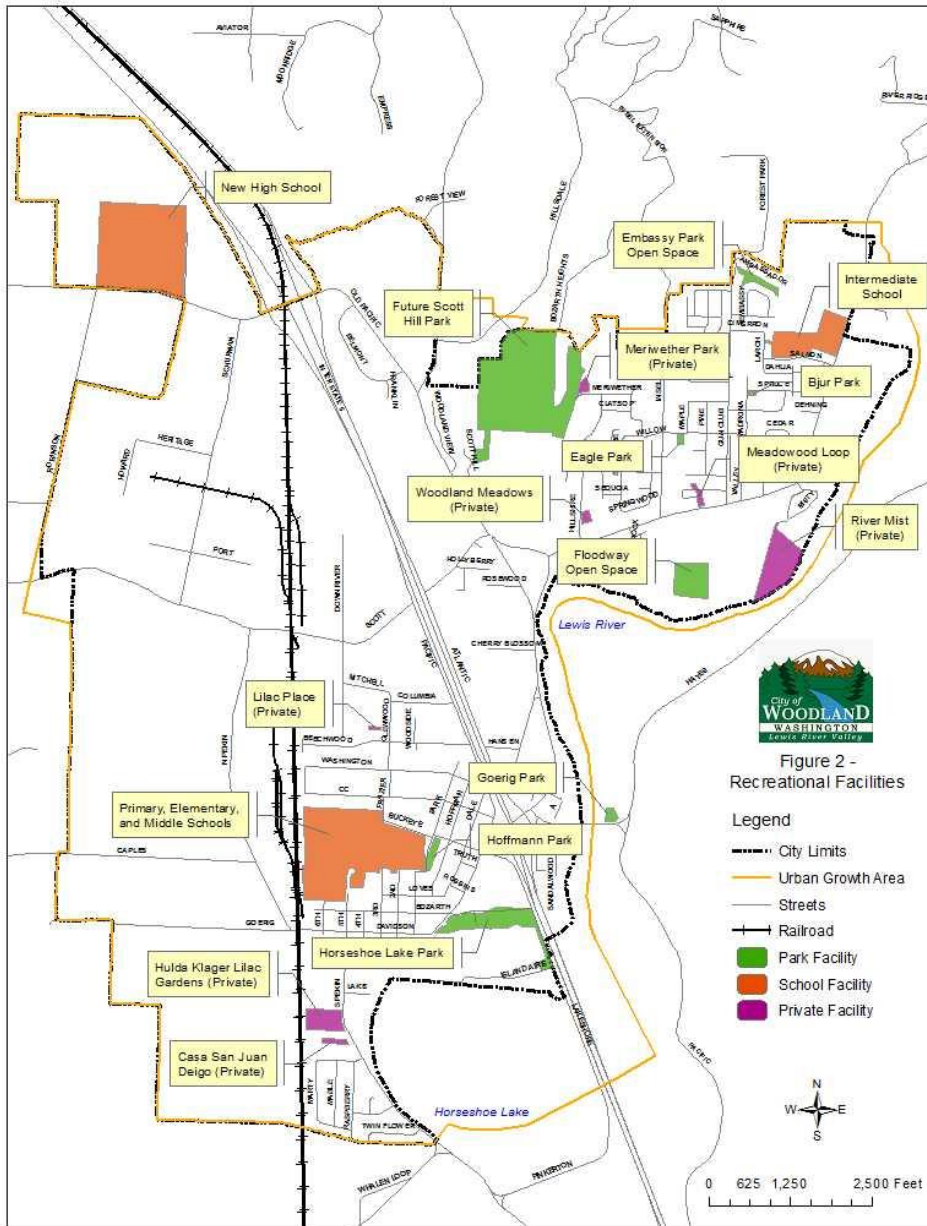
EXISTING FACILITY INVENTORY

The following pages provide a brief summary of recreational opportunities and parks in and around the City of Woodland. The principal facilities highlighted are under the jurisdiction of the City of Woodland. However, other providers including the Woodland School District, Cowlitz County, and the Port of Woodland provide significant recreational opportunities to residents of Woodland. Figure 2 provides a visual overview of existing facilities, including those owned by the Woodland School District and private park facilities. Park classifications are discussed in more detail in the next section.

Mascot Area overlooking
Horseshoe Lake Park

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Figure 2 – City of Woodland Recreational Facilities



City-Owned Facilities

Name:	Horseshoe Lake Park
Location:	200 Park Road: North bank of Horseshoe Lake, east of downtown Woodland
Size:	6.5 acres
Classification:	Community Park
Features Description:	<p>This 6.5 acre park is located on the north bank of Horseshoe Lake, just east of the city’s business district. It is the largest developed city park in Woodland and is used frequently for community events, including Planter’s Days. Facilities include covered picnic areas, gazebo, an open lawn for field games, a playground, skate park, paved walking trail, a beach, restrooms, a parking lot and a boat launch. Adjacent to the park is Hoffmann Memorial Plaza. The lake is open for swimming (no lifeguard on duty), fishing, and boating. The lake is a “no wake” lake. The large covered picnic area can be rented by the general public.</p> <p>Since the last park plan, the skate park and walking trail around the park have been completed. The skate park was constructed in 2007 and the walking trail in 2014. The Fire Department donated a play ground structure. The structure has ADA accessibility. This is inclusive of a swing and picnic tables. New garbage cans have been added in 2021 and 2022.</p> <p>Horseshoe Lake is an important resource for the residents of Woodland and to visitors traveling on Interstate 5. The lake is heavily utilized for recreation, including fishing, boating, and swimming. Surface area is 86 acres, its average depth is around 12 feet and its maximum depth is around 24 feet. Horseshoe Lake was created in 1940 when a meander in the North Fork of the Lewis River was isolated from the river during construction of Highway 99 (now Interstate 5). The watershed of the lake (approximately 339 acres) includes agriculture, residential, and business uses.</p> <p>Since 2018 the park has hosted Hot Summer Nights and Movies in the park. They provide live entertainment, local vendors and project movies during the summer months.</p>
Misc. Notes:	The Horseshoe Lake trail system was partially completed in 1991. The 2.5 mile semi-developed trail loops around the

Horseshoe Lake area. Approximately 1.4 miles of the trail network is within the city, while the remaining segments are outside of Woodland’s City Limits. The developed portion of the trail, which includes a paved path with road striping and one trailhead sign, begins at the intersection of Park Road and Lake Shore Drive, goes south along Lake Shore Drive, west along Pinkerton Drive, and north along South Pekin Road to the Woodland city limit line. The undeveloped portion continues north on 5th Street, east on Davidson Avenue (downtown area), north along Goerig Street, and east on Park Street, terminating at Lake Shore Drive.

Photos:





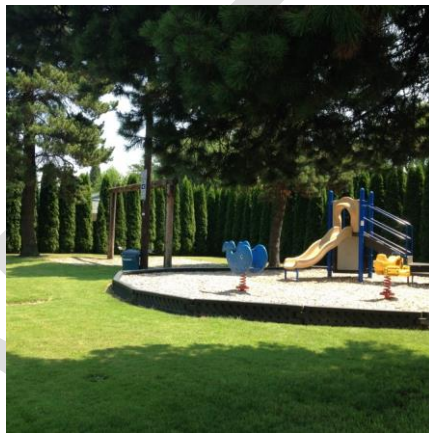
Name:	Hoffmann Park
Location:	782 Park Street; adjacent to Library & Community Center
Size:	.50 acres
Classification:	Neighborhood Park
Features Description:	Hoffmann Park contains the Woodland Community Center, playground equipment, swing set, landscaping, and open/grassy play areas. In 2020 Hoffman Park received a grant from the Port of Woodland, where they updated the park facility to allow for ADA access and swings. The Community Center is located at 782 Park Street and is available for rent. The building includes a full kitchen, has wheelchair-accessible restrooms, and a maximum occupancy of 98 people. The Community center undertook a full interior remodel in 2021 and exterior remodel with new roof in 2022.
Misc. Notes:	Hoffmann Park is located next the Woodland Community Library and across the street from the Woodland School District main complex. Although small by traditional “neighborhood park” standards, Hoffmann Park does serve as a neighborhood park because of its relative location and diverse offerings.

Photos:



Name:	Kenneth Bjur Memorial Park
Location:	2030 Spruce Ave.; Intersection of Spruce and Madrona
Size:	.20 acres
Classification:	Mini-Park
Features Description:	This small park is located in the residential district in the northeast part of the city at Spruce and Madrona streets. The park is equipped with a jungle gym and swing set and there are some limited grassy areas that serve as play areas. Overall, the park primarily serves younger-aged children that live within walking distance of the park. Street parking is available adjacent to the park.

Photos:



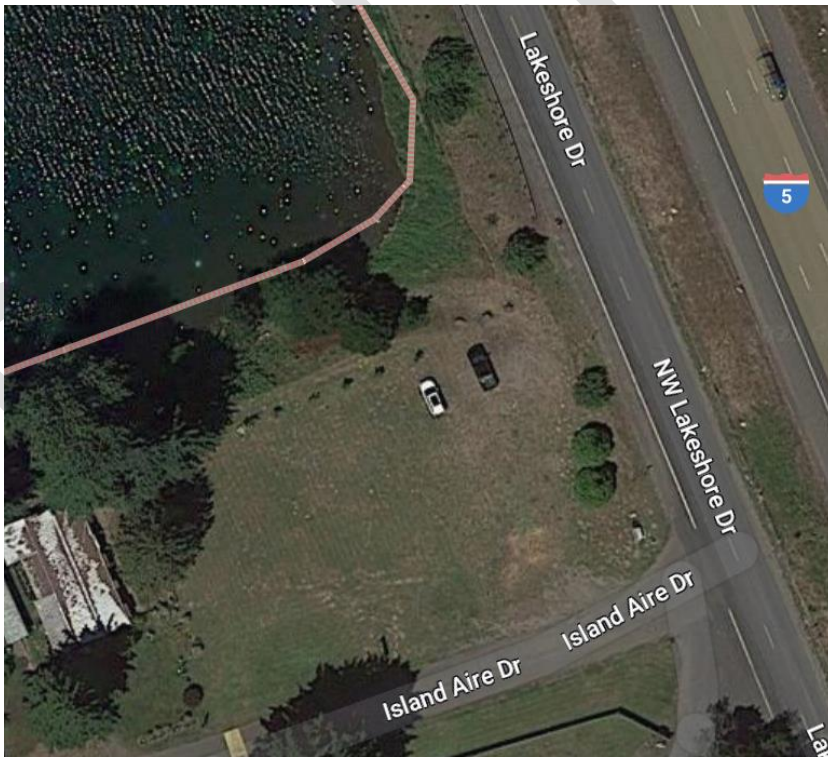
Name:	Eagle Park
Location:	1844 Willow Street (within the River Bend Estates Subdivision)
Size:	.30 acres
Classification:	Mini-Park
Features Description:	This small park is located in the residential district in the northeast part of the city on Willow Street east of Insel Road. The park is equipped with a playground for small kids and there are some limited grassy areas that serve as play areas. There are also some picnic tables and benches. Overall, the park primarily serves younger-aged children that live within walking distance of the park.

Photos:



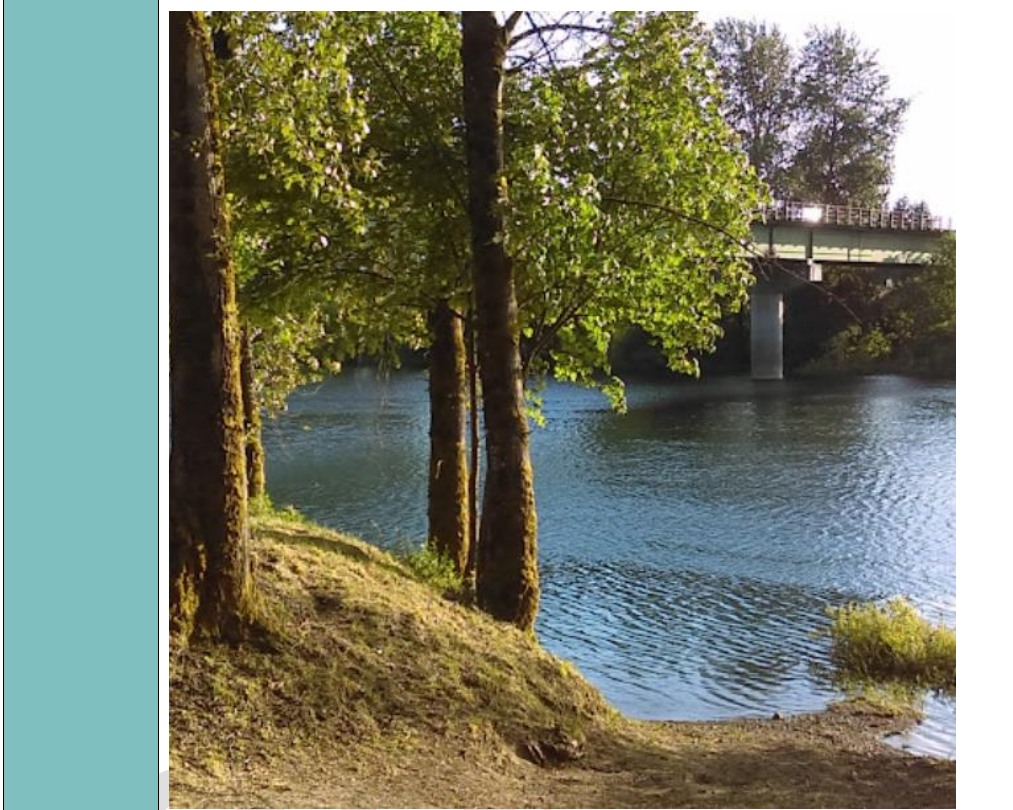
Name:	Horseshoe Lake Park Extension
Location:	East Bank of Lewis River, across Island Aire Drive from 38308 Lakeshore Drive
Size:	0.20 acres
Classification:	Mini Park
Features Description:	This 0.20 acre parcel is located in Clark County off Lakeshore Drive and Island Aire Drive across from the Public Works Shop. It is on the bank of Horseshoe Lake and is owned by the City of Woodland. The site is undeveloped. It does offer some bench seating and an open field for playing. It has adequate parking. The park closes at dusk.
Misc. Notes:	This park is slated for future development. For a splash pad or 3:3 basketball court or artificial turf field. Additionally, restroom facilities, picnic shelter(s) and adequate seating.

Photos:



Name:	Goerig Park
Location:	East Bank of Lewis River, just north of CC Street Bridge in Clark County
Size:	0.40 acres
Classification:	Mini Park
Features Description:	This 0.40-acre parcel is located outside city limits, on the east bank of the Lewis River, just north of the bridge to Clark County and is owned by the City of Woodland. The site has one undeveloped boat launch site and is primarily used for fishing, kayaking and pedestrian access to the Lewis River bank. It has adequate parking for kayak and small boat trailers. It offers benches, picnic tables and a restroom. Dogs are allowed. The park closes at dusk.
Misc. Notes:	The City closed off the area to automobiles in 2013 due to continued vandalism in the area. In 2017 the city partnered with the Northwest Steelheaders Association to take back the park. It reopened to vehicle traffic and is maintained in partnership with the NW Steelheaders. There were two trees planted at the park on behalf of the partnership. They can be seen as you enter the park.
Photos:	







Name:	Scott Hill Park Sports Complex
Location:	330 Scott Hill
Size:	46.7 acres
Classification:	Sports Complex
Features Description:	<p>In 2011, the City of Woodland purchased approximately 40 acres of land on the top of Scott Hill. This land has been designated for use as a park. In 2013 the City obtained an additional 6.7 acres adjacent to the 40 acres to provide a second access point to the park and provide additional park lands.</p> <p>In 2023 Phase #1 is nearing completion and is inclusive of the Entrance, Trail head Restroom, Maintenance building/restrooms, Parking lot #1, Tot Toys Playground #1, Covered shelter - 16'x 16', 1/3 of Paved walking trail, Multi-use field (natural) soccer & softball, Covered event shelter - 40'x 30'.</p> <p>Phase #2 and #3 are still in raising funds stages but will include the following developments:</p> <p>Phase #2 -Parking lot #2, 1/3 Paved walking trail, Artificial turf soccer fields, Restroom Building #1, 1/3 Landscaping</p> <p>Phase #3 - 2 Baseball fields , -2 Softball fields , Two story concession stand/restrooms, Tot Toys Playground #2, Final 1/3 of paved walking trail, Batting cages, Bull Pens, Parking lot #3, Donor monument, Large covered shelter (100'x 60') with kitchen and storage, Restroom Building #2, Roadway & sidewalk to Meriwether Subdivision, Final 1/3 Landscaping</p>
Misc. Notes:	The Rotary Club of Woodland is partnering with the City to build Scott Hill Park to include a sports complex by creating the vision for the park and sports complex, raising funds needed to build the park, overseeing park construction, and will work turn over to the city for sustainable operations and management of the park.

Photos:



Woodland School District Facilities

The Woodland school district complex is located in the central part of the city, between Park Street and the railroad tracks, covering approximately 20 acres. The facilities include three gymnasiums, three tennis courts, two baseball fields, two softball fields, one stadium (football/soccer/track and field), one track (which the school district lights in the evening for track users part of the year), a concession stand and a playground. Although the city does not manage the school grounds, it is recognized that city residents may use the gyms and outdoor facilities for recreation when not in use by the school.

Woodland Intermediate School is located on the northeastern edge of the city and it features large grassy fields, baseball diamonds, a walking path and playground equipment. The approximately four-acre open portion of the site meets some of the recreational needs for area residents and is within walking distance of several neighborhoods.

The new high school opened the fall of 2015. The new school is located at 1500 Dike Access Road in the northwest corner of the city. It includes two gyms, a stadium (football/soccer/track and field), 2 baseball fields, 2 softball fields, and other open space.

Based on results of the Park and Recreation Survey done in conjunction with the park and recreation plan update, the school district facilities are highly used by the public, even outside of organized school/sporting events. In this regard, school district facilities help to meet a portion of the recreational needs of Woodland residents. Further, school sites likely also serve as neighborhood parks for users within walking distance and with abundant parking, school sites may also draw uses from the broader community, including residents from unincorporated Cowlitz and Clark counties.

Miscellaneous Local & Regional Facilities

Paradise Point State Park and Boat Launch

Paradise Point State Park is located three miles south of Woodland off Exit 16 (I-5) outside of La Center. The regional park is located on the south side of the Lewis River and includes RV camp sites, picnic tables, hiking trails, a boat launch, parking and restrooms. The park also provides access to the East Fork Lewis River for swimming, fishing and boating.

Lewis River Golf Course

East of Woodland (5.5 miles), along the Lewis River Road, is the privately owned and operated 18-hole Lewis River Golf Course and club house. Open all year, it attracts golfers not only from the local area, but from the Portland-Vancouver and Longview-Kelso areas.

Lewis River Little League Fields

This facility is located on Green Mountain Road and is owned and operated by Lewis River Little League and includes approximately two acres of developed land west of Green Mountain Road and 11 acres of land to the east. Facilities include one softball, one T-ball, one minor and one major ball field. The ball fields meet an important need in the community, and to a certain extent, help to take pressure off of school district facilities. The proposed baseball and softball fields at Scott Hill Park & Sports Complex will provide additional facilities for Little League once they are built.



Lewis River Little League Fields

Hulda Klager Lilac Gardens

The Hulda Klager Lilac Gardens are located at the southern end of the city along South Pekin Road. The site was named after Hulda Klager, the famed "Lilac Lady" of Woodland. The property contains a two story frame house constructed in 1903 by the father of Hulda Klager. A small barn and several outbuildings are located on the northwest corner of the property. The remainder of the property is comprised of the gardens that prominently feature the lilacs Mrs. Klager developed, as well as over 100 other species of trees, shrubs and plants. Through her fifty-five years of work as a horticulturist, Mrs. Klager became nationally recognized as a leading authority on the hybridizing of lilacs. When she died in 1960, she had been credited with developing over 250 new varieties of lilacs. The home and gardens are open to the public for several weeks in the spring and on other occasions. The Hulda Klager Lilac Gardens property is listed on the National Register of Historic Places and on the Washington State Heritage Register.



Cowlitz County

Cowlitz County has limited recreational facilities in the southern extent of the county. The Finn Hall Wayside (Memorial Park) is located a couple miles east of Woodland on SR-503 and is managed as a cultural and historic area. The wayside is four acres in size and includes picnic and open space areas.

DEMAND & NEED ANALYSIS

Introduction

In the context of parks and recreation, demand and need can be assessed in many different ways. From discussing participation trends and evaluating existing facilities to reviewing demographic data, there are many options available to communities of all sizes. The City of Woodland chose to evaluate demand and need and reassess level of service standards by utilizing a hybrid approach that included:

- ❖ Review of demographic information
- ❖ Review of existing level of service from the 2016 Park Plan
- ❖ Review of existing documents and community planning efforts
- ❖ Inventory and informal evaluation of existing facilities
- ❖ Soliciting and dissemination of public comment via online survey and open public comment during council meeting.
- ❖ Informal discussion and personal observations of the Park Board, city staff, public input
- ❖ Discussion by Park Board and public comments received during Board meetings.

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

PARK & RECREATION STANDARDS

Facility standards provide a way to measure the amount of park and recreational space needed to meet the demands of a community. In the 2016 Park and Recreation Plan, park standards were expressed in terms of acres of land and number of facilities per unit of population (known as the “population ratio method”). For example, a community park has a standard of one facility per 10,000 people or a minimum of 5 acres per 1,000 population. These types of guidelines are also known as “level of service” (LOS) standards.

Information such as demographics, participation trends and projections, user characteristics and other considerations can all help jurisdictions tailor standards to ensure that local interests and conditions are a central part of the planning process. The National Recreation and Park Association (NRPA) recommends that jurisdictions set service standards based on localized conditions and need.

This Park Plan utilizes both numerical standards and qualitative statements derived from analysis of population distribution, survey results and other sources of information. These standards are not meant to be inflexible requirements and should be placed in the overall context of the park and recreation plan. It is also crucial to point out that the population used to calculate need, only includes those living within Woodland City Limits and the Urban Growth Area. As demonstrated by the 2007 and 2015 community survey, many non-residents use city recreational facilities regularly.

Commented [TC4]: Need to make sure that with the new population that we have 30 acres of park, and we do with 40 acres being scott hill park alone

Population Assumptions for Demand & Need Analysis

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

- ❖ 2014: (5,695) - baseline year
- ❖ 2020: (6,546) - expected life of 6-year capital improvement program
- ❖ 2025: (7,352) - 10-year estimate required per GMA
- ❖ 2035: (9,274) - long-range estimate consistent with comprehensive plan

Level of Service Standards

Level of service standards are not specifically required by the GMA or the RCO for park and recreation facilities. However, they are often necessary to fulfill the required steps in preparing the Capital Facilities Element of the City Comprehensive Plan. The Capital Facilities Element must estimate capacities and forecast future needs for all facilities covered in the City Comprehensive Plan. The GMA allows communities to tailor service standards based on local needs and preferences. Woodland has chosen to strive to meet the following level of service standards for parks and recreation facilities:

Table 5: Level of Service Standards

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

Currently, the City of Woodland has less than eight acres of accessible and/or developed city-owned park land. With a current city population of 6xxx people, the city currently maintains a level of service standard below the standards outlined above. Based on Table 5, the city should have approximately 35 acres of park land at present.

The city is in need of additional facilities and park improvements. Not only is there not enough park land acreage but there are issues with specific recreational offerings that are offered at each site or their relative location in relation to residential areas (e.g., are they within walking distance?). The city should strive to meet the aforementioned level of service standards.

PARK & FACILITY CLASSIFICATIONS

Commented [TC5]: I don't understand this? We have Scott Hill Park and Horseshoe Lake Park and that is like 48 acres ... why did they not include this in the park plan?

The following general park classifications and service area and size standards were established by examining the 2007 Park Plan. **The community survey was also instrumental in determining latent demand and current and future need.** The listed level of service standard is a population-derived figure (ratio) and is the same as the standards used in the 2007 Park Plan. For a comprehensive list of existing park and recreation facilities and their associated classification, please see pages 15-19.

Mini-Parks (“Pocket Parks”)

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

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

Location Guidelines:

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

Neighborhood Parks

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

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

Location Guidelines:

1. Can be reached by a majority of users without need to cross or use a major arterial, railroad, or highway
2. Priority should be given to lands/facilities that have expansion potential

3. Neighborhood parks serve multiple neighborhoods and usually in excess of 1,000 people per location

Community Parks

Community parks serve more than one neighborhood. They can be of any size but are generally larger than a neighborhood park, usually large enough to include several ball fields, spectator seating and any number and type of other facilities, such as tennis courts, picnic shelters, natural areas and flower gardens and a swimming pool. A community park may be small and limited in what it offers but have a community-wide draw because of location and special features. In Woodland, Horseshoe Lake functions as the city’s only community park and is used heavily by city residents, unincorporated residents and out of area individuals that rent or use facilities for and during various events.

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

Location Guidelines:

1. Should serve the entire City.
2. Should be located within walking distance of older children and adults
3. Should be located with consideration for future expansion
4. Community parks typically serve upwards of 10,000 people per location

Bikeway and Pedestrian Trails (Multi-Purpose)

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

LOS Standard: N/A

Location Guidelines:

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

PROJECTED LAND/FACILITY NEED

Table 6 projects land needs by the City of Woodland. Based on the adopted level of service standards the City of Woodland projects the following land needs:

Table 6: Projected Overall Land Needs

Classification	Total Land Needed (estimated or projected population)			
	2015 (5,829)	2020 (6,546)	2025 (7,352)	2035 (9,274)
Mini-Park	1.5 acres	1.6 acres	1.8 acres	2.3 acres
Neighborhood Park	5.8 acres	6.5 acres	7.3 acres	9.2 acres
Community Park	29.1 acres	32.7 acres	36.8 acres	46.4 acres
Sports Complex				
Total	36.4 acres	40.8 acres	45.9 acres	57.9 acres

Note: Figures represent total overall acres needed based on population. Thus, if 36.4 acres were achieved by 2015, only 4.4 additional acres would be needed by 2020, etc. If the Scott Hill Park & Sports Complex was developed it would take care of the Community and Neighborhood Park needs through 2025.

Based on the projected land needs that are derived from the adopted level of service standards, the city is presently in need of around 29 acres of additional park land when current developed facilities are considered. The Scott Hill Park & Sports Complex and the Floodway Open Space represent undeveloped lands that could provide much of the needed land if developed. Future land needs will increase as the population grows. Changes in population and growth rates will be reflected in subsequent updates to the comprehensive plan and the park and recreation plan/element.

Facility Needs & Physical Barriers

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

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

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

Figure 3 – Service Radii for City Owned Sites

DRAFT

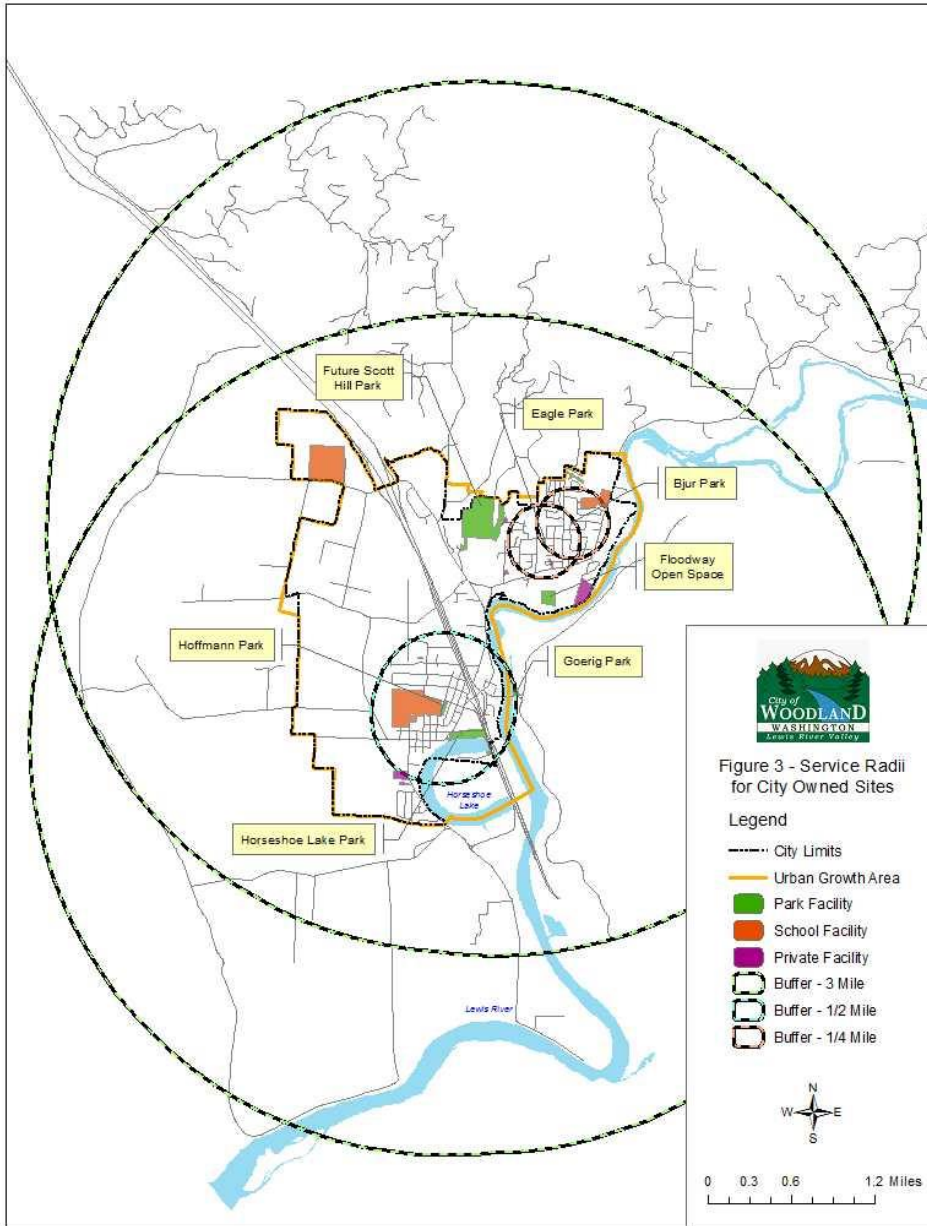
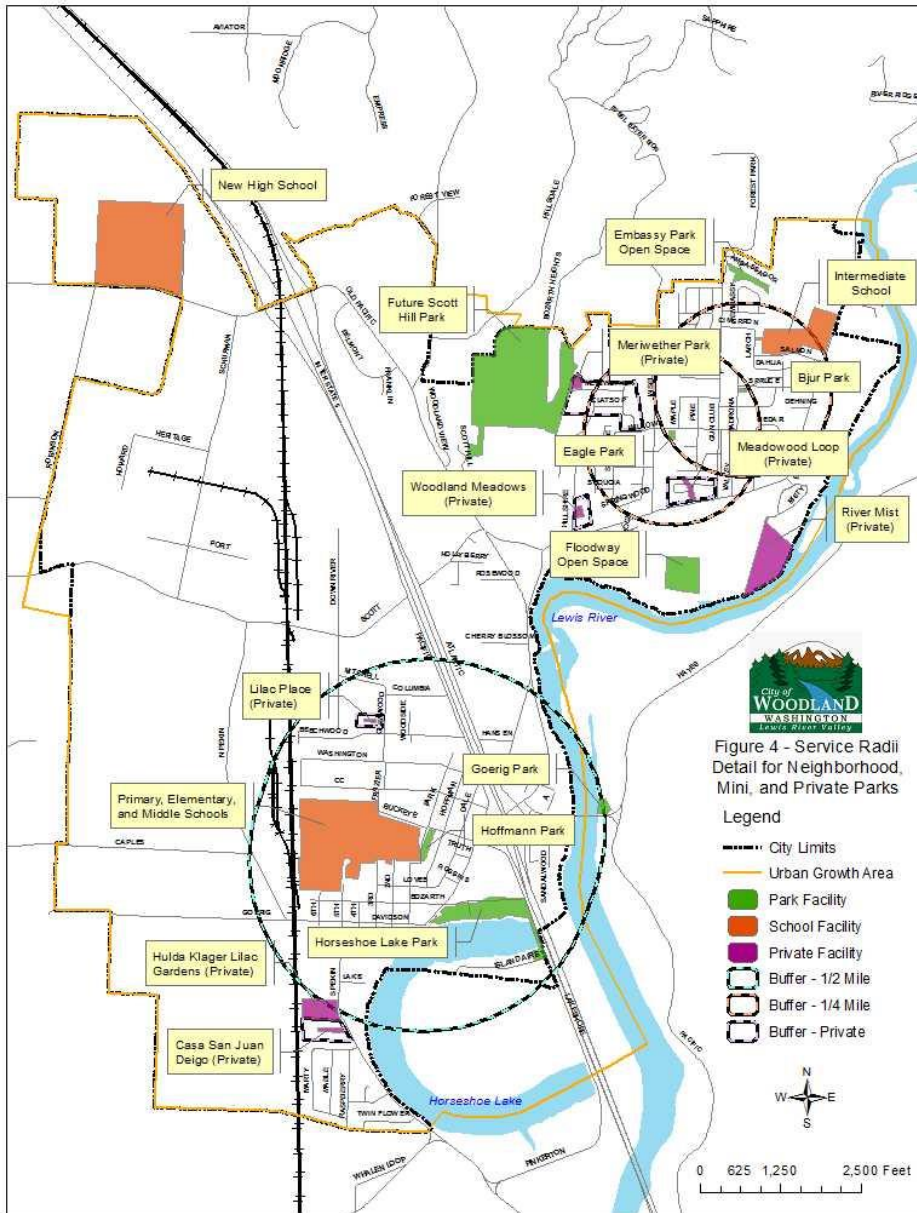


Figure 4 – Service Radii Detail for Neighborhood, Mini, and Private Parks



Significant portions of land adjacent to the Lewis River are designated as floodway and much of this land will likely be left as permanent open space. These open space areas could be utilized to provide trails and linear recreation opportunities and possibly other amenities. If the city-owned property adjacent to the Lewis River was developed into a community park, such a facility could serve many of the needs on the east side of town. The Scott Hill Park & Sports Complex can also provide the Community and Neighborhood park needs of the east side of the City when developed.

Park & Recreation Survey Results -for Amanda to add survey results!

The City of Woodland completed a park and recreation survey in 2015 and 2023 to solicit community input on parks and recreational offerings in and around the city. The survey was available online and a link was placed on the utility bills for location access.. Response to the survey was good, with more than 200 responses in 2015 and XXX responses in 2023. The survey was used in conjunction with the numerical analysis (level of service standards review) to facilitate compilation of plan objectives and the Capital Improvement Program. Appendix A includes the full results of the survey, which are also summarized below:

- ❖ 2015 Horseshoe Lake Park is widely used by area residents and 75% of respondents rate the facility as “good” or better. In the 2007 survey 70% rated the facility as “good” or better.
- ❖ 2015 Ninety-one percent (91%) of respondents rate the overall quality of Woodland park facilities as “fair” or better. In the 2007 survey the response rating was 88%.
- ❖ 2015 When asked why they don’t use facilities, 49% of respondents cited a lack of knowledge regarding facility locations and offerings. 29% responded that parks were not within walking distance from their residence.
- ❖ Respondents engage in a wide variety of recreation activities, with walking, picnicking, bicycle riding, and fishing.
- ❖ The most important facilities to households were multiuse trails for biking and walking. Improving access to the Lewis River and large multi-use community parks tied for second in importance.
- ❖ Most users said they would use the Scott Hill Park & Sports Complex and/or the YMCA swimming pool if they were constructed.
- ❖ Woodland School District facilities are used regularly by area residents outside of organized school-related sporting events.
- ❖ 2015 The bulk of respondents (~70%) have lived in Woodland for 15 years or less and most live east of I-5 (66%).
- ❖ The location of the swimming pool in Horseshoe Lake Park continues to be a controversial topic judging by many of the written responses submitted.

Participation Projections

Another important consideration with planning for park and recreation facilities is future changes in projected recreational participation. The Washington State Interagency Committee for Outdoor Recreation’s 2003 report entitled “Estimates of future participation in outdoor recreation in Washington State,” illustrates some interesting trends. While many of the categories are not applicable to the City of Woodland, several key findings are of some relevance. The growing popularity of trail-related activity including walking, running, bike riding and similar activities is expected to grow significantly in the coming years, as shown in Table 7. Older communities value leisure activities and passive recreation, while younger age groups are looking for more active recreation outlets.



Woodland Community Center

Table 7: Project Increased increases in Outdoor Recreation

Activity	Estimated Participation Increase by 2013	Estimated Participation Increase by 2023
Walking	+23%	+34%
Hiking	+10%	+20%
Outdoor Team and Ind. Sports	+06%	+12%
Bicycle Riding	+19%	+29%
Picnicking	+20%	+31%
Nature Activities	+23%	+37%
Motor Boating	+10%	N/A
Sightseeing	+10%	+20%

Note: Adapted from RCO 2003: Estimates of Future Participation in Outdoor Recreation in Washington State. Percent increase is from the study year of 2003.

The 2015 Woodland Park and Recreation Survey demonstrated high participation rates for many of the activities listed above. In particular, walking, bicycle riding, picnicking and boating all had high levels of participation. The estimated increases in participation lend further support to many of the proposed improvements outlined throughout this park and recreation plan, including many projects supported by respondents of the community survey.

Intergovernmental Coordination Opportunities

Intergovernmental coordination is a means by which the provision of parks and recreational opportunities can be coordinated to potentially reduce costs, improve offerings and redundancy and limit the duplication of services. In the Woodland area, the main purveyors of recreation are the City of Woodland and the Woodland School District. As noted previously, Cowlitz County and Clark County have few or no facilities in the Woodland area. The Port of Woodland has limited recreational facilities that are located a considerable distance from the city.

Coordination with the Woodland School District is especially beneficial as the school's facilities function as neighborhood and community parks to a certain extent. Indeed outside of Horseshoe Park and the Lewis River Little League fields, school sites provide some of the only large areas to engage in such sports as baseball, softball, soccer, football and others. To facilitate intergovernmental coordination the City of Woodland will continue to work cooperatively with any government agency in the pursuit of increased recreational opportunities for area residents.

Available Undeveloped City Property

Floodway Open Space – The City of Woodland also owns 6.2 acres located in the Lewis River Floodway east of I-5 and south of Lewis River Road. Because it is in the floodway no permanent structures can be built and there are environmental restrictions related to habitat buffers from the Lewis River. But passive recreation and uses such as trails may be a possibility. The park and recreation survey highlighted strong public support for trails, boating facilities and improved access to the Lewis River. The City has a 30' access easement from SR 503 to this property, but there currently is no access road within this easement. Currently there is a developer application in house that will be required to provide access to this area.

Summary of Recreational Needs

To summarize the results of the analysis conducted in this section, the City of Woodland is in need of the following recreational improvements:

- ❖ Additional parks are needed on the east side of I-5. Multiple parks could be supported by the existing population and the spatial distribution of residents.

- ❖ Although the city has a community park at Horseshoe Lake, additional land and types of recreational offerings are needed. Construction of Scott Hill Park & Sports Complex is working towards providing a new sports complex that will help serve the neighborhood park needs of eastside residents and provide citizens with a broader array of activities.
- ❖ Additional mini-parks are needed to meet the needs of residents, particularly in underserved neighborhoods. The two areas most in need are the south end of town (Raspberry Park) and the neighborhood east of I-5 around E. Scott Ave. and N. Goerig.
- ❖ Additional trails are needed and the Lewis River Floodway provides an ideal location for such improvements along with the area surrounding Horseshoe Lake.
- ❖ Improved and additional access (e.g., boat launch) to the Lewis River is strongly supported.
- ❖ Numerous smaller-scale park improvements should be implemented including those related to access, parking, landscaping, and facility offerings.
- ❖ The city can assist and coordinate with groups including the Woodland Rotary, Woodland School District, Lewis River Little League, Northwest Steel Headers and other partnerships to meet community needs for other types of facilities.

The above list is meant to summarize the results of the needs analysis detailed above. It does not represent a conclusive or complete list of all recommended projects. Please refer to the stated “objectives” listed on pages 5-6 and the Capital Improvement Program outlined in the next section for additional information and a more detailed scope of proposed projects and improvements.

CAPITAL IMPROVEMENT PROGRAM

This section provides a summary of projects that the city of Woodland anticipates undertaking from 2023-2028 as outlined in the Capital Improvement Program on the next two pages and in the “objectives” portion of the park and recreation plan. The Capital Facilities Element of the Woodland Comprehensive Plan should be generally consistent with the Capital Improvement Program outlined below and in [Table 8](#) on the next page. All monetary figures are estimates and are subject to change. The years of development could also change depending on funding and opportunities that may arise for the different projects. In addition, some of the previously stated objectives are not necessarily “capital” projects and will not appear below. For instance some of the stated objectives outlined above include minor projects, administrative items and other similar actions.

Six-Year Capital Improvement Program

1) Scott Hill Park & Sports Complex

Scott Hill Park & Sports Complex is designed to be a 46.7-acre sports complex that includes walking trails and play areas. It is located on property already owned by the City. The estimated cost to develop this park is \$21.5M. The Woodland Rotary organization signed an MOU with the City to complete funding and development of the park with the City's assistance. In 2023 Phase #1 is nearing completion and is inclusive of the Entrance, Trail head Restroom, Maintenance building/restrooms, Parking lot #1, Tot Toys Playground #1, Covered shelter - 16'x 16', 1/3 of Paved walking trail, multi-use field (natural) soccer & softball, Covered event shelter - 40'x 30'. To date approximately \$3.25M has been spent.

Phase #2 and #3 are still in fund raising stages but will include the following developments; Phase #2 - Parking lot #2, 1/3 Paved walking trail, Artificial turf soccer fields, Restroom Building #1, 1/3 Landscaping; Phase #3 - 2 Baseball fields , -2 Softball fields , Two story concession stand/restrooms, Tot Toys Playground #2, Final 1/3 of 10ft wide paved walking trail, Batting cages, Bull Pens, Parking lot #3, Donor monument, Large covered shelter (100'x 60') with kitchen and storage, Restroom Building #2, Roadway & sidewalk to Meriwether Subdivision, Final 1/3 Landscaping. The goal for completion of the park is 2025.

2) Southwest Woodland Mini-Park

A mini-park is needed in southwest Woodland for that residential area. Land needs to be secured for this park. There are a few undeveloped lots left in this area. City should look at possibly purchasing property in 2025 for this park. This could host a 3:3 basketball court.

3) East-Central Mini-Park

A mini-park is needed in east-central Woodland for that residential area. The north end of the City Property at 300 E. Scott Avenue could be used as the park property. This could host a 3:3 basketball court.

4) Horseshoe Lake Park (HSL) and Horseshoe lake Extension Improvements

There is limited parking for the activity at HSL. We will design Park Road to be a parking corridor and safe pedestrian access. We could include a splash pad, irrigation in the field, ADA fishing dock, additional restroom facility, work out stations or other desired improvements.

5) Lewis River Recreational Development (Trails, Floodway Open Space, boat launch)

The 2015 & 2023 surveys completed indicated a high demand for access to the Lewis River. This capital project could include a number of items from completing a boat launch, to gaining legal access to the floodway open space the City owns, to completing walking trails along the river.

6) Development of Recreational Trails

This project would include development of recreational trails not associated with the Lewis River. This could be around Horseshoe Lake, along the bottom of Scott Hill, or other potential areas.

7) Hoffman Park

Hoffman Park used to house a tennis court. It was taken out due to deterioration. There is a need for a basketball court in Woodland. This park could include a 3:3 basketball court.

Table 8. Woodland Parks and Recreation Six-Year Capital Improvement Program

Project	Possible Funding Source(s)	Facility Type	2023	2024	2025	2026	2027	2028
1) Scott Hill Park & Sports Complex (eastside community/ neighborhood park)	Rotary, CY, RCO	SC	\$4M	\$5M	\$4M	\$2M	0	0
2) SW Woodland mini-park	RCO, CY, P, CV	MP			\$450K			
3) East Central Woodland mini-park	RCO, CY, P, CV	MP		\$250K	\$150K			
4) Horseshoe Lake Park and Park Extension Improvements (CY, RCO, P	CP		\$1.8M	\$750K			
5) Lewis River Recreational Project (Trail, Floodway Park, and boat launch)	CY, RCO, CV, TAP, WDFW	T, SU			\$150K	\$75K		
6) Development of recreational trails	CY, RCO, CV, TAP	T			\$250K			

Funding Source: CY – City CV – Civic Organization P – Private Individual/Organization CC – Cowlitz County RCO – RCO Outdoor Rec. Grants WDFW – State Fish and Wildlife TAP – Transportation Alternatives Program

Facility Type: CP – Community Park T – Trail NP – Neighborhood Park MP – Mini-Park SU – Special Use SC – Sports Complex

Funding Options

The previous table above identified possible funding sources for projects listed on the improvement plan. A brief discussion is warranted so that these sources and alternative funding mechanisms can be identified as specific projects are implemented and other sources of funding are required. Although there are other methods of funding specific projects, the possibilities listed below represent the most common sources of funding. Funding strategies include local, state and federal funding sources.

The Washington Recreation and Conservation Office (RCO) is a state agency that provides a variety of grant and funding-assistance programs. One of the planning requirements for many of the grants is completion of a Comprehensive Park Plan. This plan satisfies that requirement.

The RCO administers several grant programs (generally on a matching basis) for recreation and habitat conservation purposes. Depending on the program, eligible project applicants can include municipal subdivisions of the state (cities, towns, and counties, or port, utility, park and recreation, and school districts), Native American tribes, state agencies, and in some cases, federal agencies and nonprofit organizations. Grants are awarded based on a public, competitive process which weighs the merits of proposed projects against established program criteria.

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 un-reclaimed marine fuel taxes), off-road vehicle funds, and more recently, Washington Wildlife and Recreation Coalition funds (a separate summary has been prepared for the WWRP program). More information on various grant programs appears below:

Aquatic Lands Enhancement Account (ALEA)

The ALEA program provides grants that may be used for the acquisition, restoration or improvement of aquatic lands for public purposes and for providing and improving public access to aquatic lands and associated waters. Funds for this program are derived from the leasing of state-owned aquatic lands and from the sale of aquatic land resources such as sand, gravel and shellfish. Local governments, tribes and state agencies may apply for funding, provided that they are legally authorized to acquire and develop public open space, habitat, or recreational lands. Applicants must provide a minimum 50% local match. The maximum grant amount is \$1,000,000.

Youth Athletic Facilities Program

The Youth Athletic Facilities Program provides grants to develop, equip, maintain and improve youth and community athletic facilities. Washington voters approved the program as part of Referendum 48, which provided funding for the Seattle Seahawks stadium. The program provides funding for three types of projects: 1) acquisition and development of new facilities; 2) improvements to current facilities; and 3) maintenance of existing facilities. The funding is split equally between the three categories. Cities, counties and qualified non-profit organizations can apply for funding. Grant recipients must provide at least 50% matching funds in cash or in-kind contributions. Local governments (cities, counties, ports, etc.) can apply for funding along with tribes, state agencies, private marinas open to the public and non-profit organizations. The maximum grant amount is \$150,000 for each project.

Boating Infrastructure Grants (BIG) Program

The RCO manages the Boasting Infrastructure Grants (BIG) program to help local communities address the needs of boaters. The program provides funding for recreational transient boating facilities, targeting the needs of recreational boats 26 feet and larger. Grant recipients are required to provide 25% matching funds in either cash or in-kind contributions. Funding is provided by a portion of the federal Aquatic Resources Trust Fund as administered by the U.S. Fish and Wildlife Service.

Washington Wildlife and Recreation Program (WWRP)

The WWRP provides funding for the acquisition and development of local and state parks, water access sites, trails, critical wildlife habitat, natural areas, and urban wildlife habitat. Grants are divided into the following main categories: critical habitat, local parks, natural areas, riparian habitat (special funding source), state parks, trails, urban wildlife and water access. Local governments are all eligible to apply for funding. A minimum 50% match of funds is required for local governments.

Boating Facilities Program (BFP)

The BFP was created in 1965 by a voter-approved initiative. The program provides grants for projects that acquire, develop and renovate boating facilities, including launching ramps, transient moorage and support facilities on both freshwater and saltwater. Funding is divided equally between state and local agency projects. A 25% match is required and can come in the form of cash or in-kind contributions. The grant cap is \$1,000,000.

Land and Water Conservation Fund (LWCF)

The LWCF provides grants to buy land and develop outdoor facilities, including parks, trails and wildlife lands for the public. Local governments, tribes and state agencies are eligible to apply and grant recipients must prove at least 50% matching funds in either cash or in-kind contribution. Indoor facilities, as well as maintenance and operation costs are not eligible under the program. The grant cap is \$500,000.

Impact Fees

The City of Woodland enacted park and recreation impact fees in the fall of 2005. The fees are provided by developers of residential structures and all monies collected are directed to fund needed improvements. Collection of impact fees is authorized by the GMA. Impact fees were used as part of the grant match for construction of the Horseshoe Lake Park Trail.

Park Land Dedication or Fee in Lieu of Land Dedication, Impact Mitigation through SEPA

Under state code, cities can require subdivision developers to dedicate land for park use. Under the Revised Code of Washington (RCW) Chapter 82.02, a developer can voluntarily submit a fee instead of land dedication. Under the State Environmental Policy Act (SEPA), if a development (e.g. an apartment complex) will have an impact on the park system that can be demonstrated, the city can require the developer to provide mitigation such as land dedication, park improvements or fees.

User Fees

User fees can be charged for a wide range of activities, including parking, and special park uses such as corporate picnics, camping, regattas, and other special events. While some user fees are implemented to reduce vandalism and control park usage, some user fees could generate additional revenues to implement other elements of the Comprehensive Parks, Recreation, and Open Space Plan.

Community Development Block Grants

These are federal funds from the U.S. Department of Housing and Urban Development that are administered in Woodland by Clark County Community Services. They may be used for community facilities such as community centers and properties by the jurisdiction must demonstrate a definite benefit to local low-to-moderate income households. Often CDBG funds can be used as a match with other state or federal dollars for a public purpose project. A CDBG grant was the primary funding for the Horseshoe Lake Park Trail constructed in 2014.

Donations

Individuals may choose to make additional land available for public use by donating their land to the city. Donations can be used as match for additional acquisitions through state grant programs, effectively doubling the size of most donations.

Park and Recreation District

RCW 36.69 allows for the formulation of park and recreation districts for the purpose of providing recreational facilities and activities. Citizens of the Woodland area voted to form the Woodland Swimming Pool and Recreation District. The district could pursue voter-approved funding for new park facilities and/or maintenance and operation of park facilities.

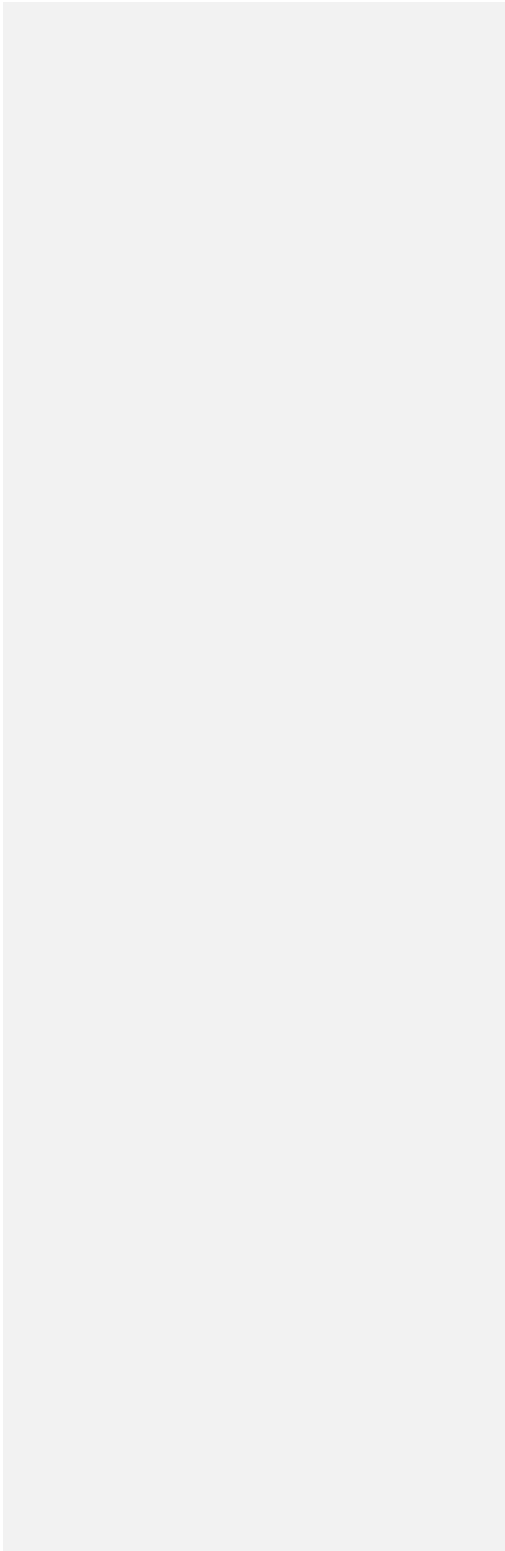
Transportation Alternatives Program (TAP)

The Transportation Alternatives Program (TAP) was authorized under Section 1122 of Moving Ahead for Progress in the 21st Century Act (MAP-21) and is codified at 23 U.S.C. sections 213(b), and 101(a)(29). Section 1122 provides for the reservation of funds apportioned to a State under section 104(b) of title 23 to carry out the TAP. The national total reserved for the TAP is equal to 2 percent of the total amount authorized from the Highway Account of the Highway Trust Fund for Federal-aid highways each fiscal year. (23 U.S.C. 213(a))

The TAP provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

TAP funding is distributed to the local Regional Transportation Planning Organization (RTPO), which then has a call for projects every couple years from eligible agencies. For Woodland the RTPO is the CWCOG. Typically the amount of money requested is much higher than the funds available so the grants are very competitive.

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PUBLIC INVOLVEMENT & PLAN ADOPTION

By nature and very often by statute (as is the case with the GMA), community-planning efforts represent a public process that is designed to fully incorporate the general public in the decision-making process. The RCO requires that all park plans submitted for grant consideration specify how public comment was solicited and incorporated into the plan.

The GMA further requires that jurisdictions ensure public participation by establishing “a public participation program identifying procedures providing for early and continuous public participation in the development and amendment of comprehensive land use plans. (RCW 36.70A.140).” Woodland City Council approved a public participation plan on 4//23 for the 2023 Comprehensive Plan Update. The City of Woodland has provided information and encouraged public participation throughout the park plan update process. In addition, the city’s comprehensive plan clearly outlines the process for comprehensive plan amendments and the opportunity for public comment and participation.

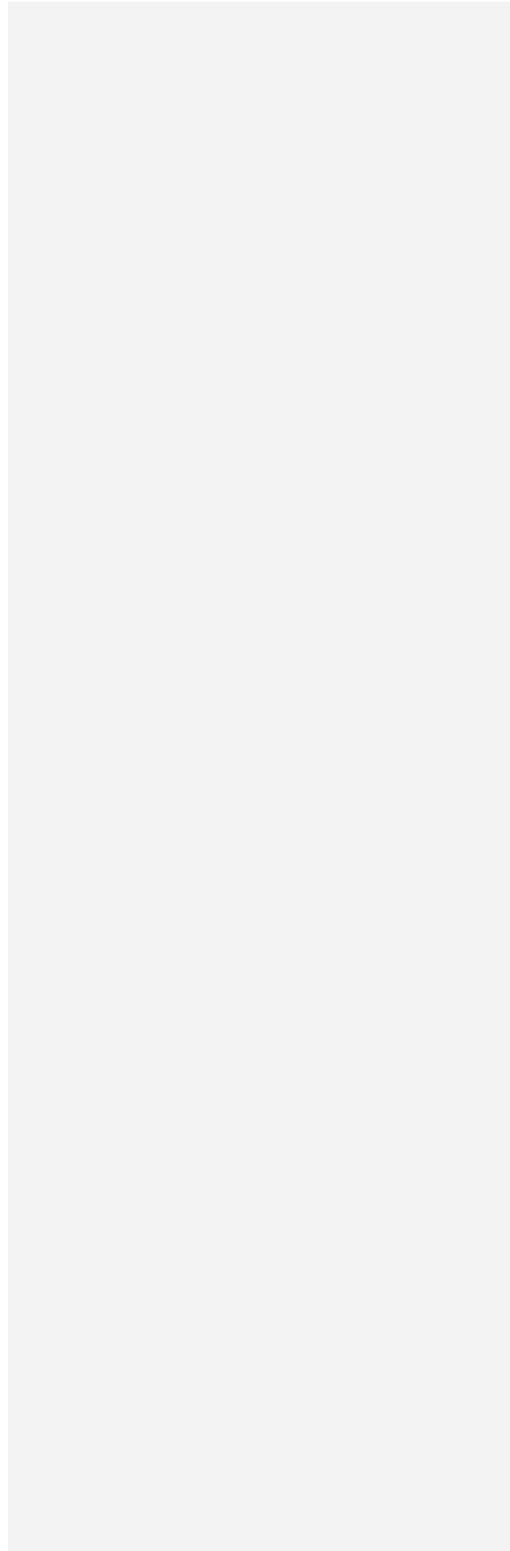
The Woodland Park Board is the advisory body charged with developing the park and recreation plan. The public involvement process consisted of numerous opportunities for public comment and review. Monthly Park Board meetings were open to the public, although turnout was generally light during the course of the update process. The Woodland Park Board discussed elements of the park and recreation plan update at the following meeting: April 12, 2023 and the Woodland Planning Commission discussed on March 16, 2023 before recommending Woodland City Council for approval. The Planning Commission will discuss the Park and Recreation Plan at an open house on April 6th and held a public hearing on the Plan on April 20, 2023. City Council discussed the Park and Recreation Plan at a City Council meeting on April 23, 2023.

The Park and Recreation Plan was reviewed by the City of Woodland under the State Environmental Policy Act (SEPA). A determination of non-significance was published on TBD. Under SEPA the Park and Recreation Plan was sent to the Washington State Department of Commerce for comment and review. The review period ended on TBD.

The bulk of public involvement relative to this plan was provided via a community-wide survey that included the distribution of printed surveys in utility billing stuffers and an online survey for interested residents. Community response to the park and recreation survey was fairly high, with over TBD April 14, 2023 households responding (see Appendix A for copies of the survey and the survey results).

Following adoption, official approval documents will be available upon request and will be included with the official transmittal to the state. Upon acceptance from the state (RCO), the City of Woodland will be eligible to compete for grants in a variety of programs for six years.

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APPENDIX A – WOODLAND PARK & RECREATION SURVEY RESULTS

There is a survey on the city website @ <https://www.ci.woodland.wa.us/>. Please take the survey. The survey results will be added on April 14, 2023 for review, modifications to the plan and attachment.

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