



Clark County Parks Advisory Board Meeting Minutes



Tuesday, Friday, July 15th, 2022 10:00 a.m. to 2:00p.m.
In-Person at Luke Jensen Sports Park

Board Members: Jim Kautz, Teresa Meyer*, Donald Meeks*

Clark County Staff: Rocky Houston, Amy Arnold, David Stipe, Amy Wooten, Lynde Wallick, Kevin Tyler

Ex-Officio Members:	School District Liaisons:	Cale Piland (Evergreen)*, Nicole Daltoso (Vancouver)
	Parks Foundation:	Dellan Redjou

Guests and Others:

* Not Present

Special Meeting – Call to Order:

10:02A Rocky Houston started the Special Meeting

TOPIC:

Discussed Parks Advisory Board member vacancies. Jim mentioned that he had spoken to a potential applicant.

Reviewed the Agenda for today’s meeting, indicating which parks we intend to see on our property tour and an overview of the training topics.

Introduced some of the Division’s staff: David Stipe, Amy Wooten, Lynde Wallick, and Kevin Tyler.

Staff provided an overview of the park system, Park Impact Fees, the Parks, Recreation & Open Space Plan, Funding used for the park system and uses, the Natural Areas Acquisition Plan, and District Parks versus Regional Parks.

12:00 PM Lunch

12:30 PM Park Tours

Parks Advisory Board toured the Felida Community Park and Kozy Kamp constructions sites.

1:45 PM Adjourned



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In-Person at Luke Jensen Sports Park

Respectfully submitted, Amy Arnold

DRAFT

Park Impact Fees 101

What are park impact fees?

Park impact fees, or PIFs, are fees assessed on construction of new residential housing to help pay for park acquisition and development. Clark County and the City of Vancouver instituted PIF programs in the 1990s to provide an ongoing revenue source for additional urban parks and natural areas.

The program establishes level of service standards for urban parks, including neighborhood parks, community parks and urban open space. PIFs are collected on residential development to serve future residents, as part of the general philosophy that growth should pay for growth. Level of service standards are adopted through parks, recreation and open space plans.



Park impact fees enable proactive planning for acquisition and development of urban parks and natural areas needed to serve growth.

PIFs are calculated, collected and spent in 10 different park districts. Since the program's inception, PIFs have enabled the acquisition and development of hundreds of acres of parks and natural areas.

Are there state laws that regulate the collection and use of PIF funds?

State statute ([RCW 82.02](#)) authorizes Washington counties and cities to collect impact fees to "ensure adequate facilities are available to serve new growth and development."

Impact fees must be spent on projects that are related to the impacts of new development. They cannot be used to correct pre-existing deficiencies or to pay for maintenance costs. They also cannot exceed a proportionate share of the total cost for system improvements.

Impact fees may be collected for parks, roads, schools and fire protection facilities that are part of adopted capital facilities plans. In 2011, the Washington Legislature extended the period during which impact fees must be spent, from six to 10 years. If impact fees are not spent within 10 years following collection, they must be refunded.

Collecting impact fees is one way that counties and cities generate revenue to comply with a general concept known as "concurrency," which is one of [planning goals in Washington's Growth Management Act](#). Concurrency requires that roads, parks and other facilities needed to serve growth be built roughly the same time, or concurrently, with growth.

The goal for public facilities and services says: "Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards."



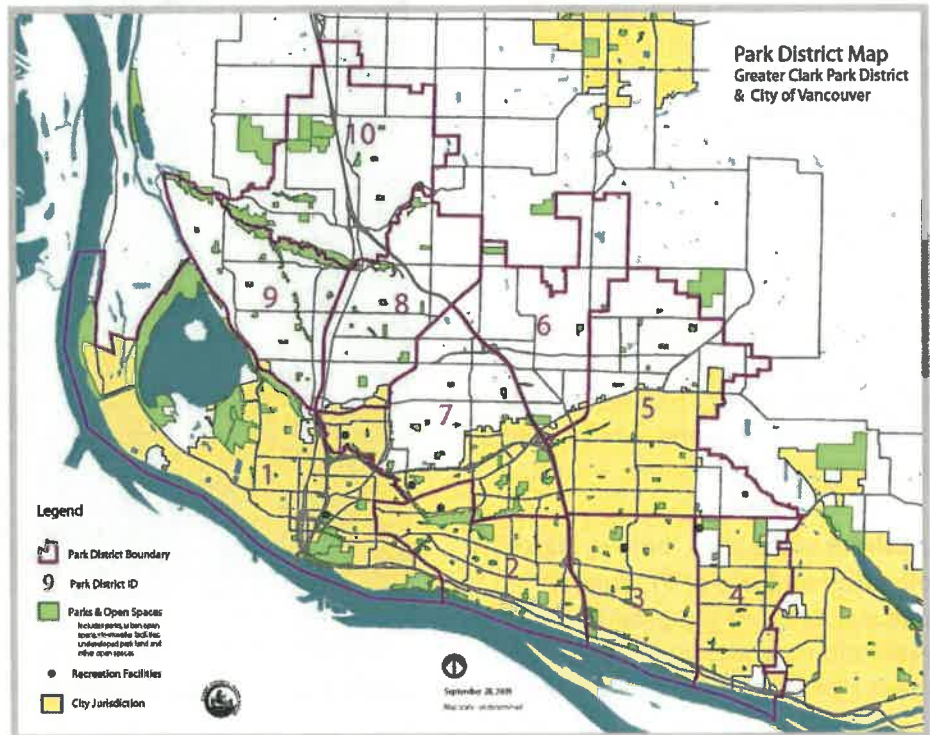
Who pays PIFs?

The developer or builder for single-family or multifamily residential development pays PIFs at the time building permits are issued. The cost is typically passed on to residents, either through a home's one-time selling price or ongoing rent payments. At the discretion of Clark County Parks, developers also can dedicate and/or develop parks within their projects instead of paying PIFs.

What are park impact fee districts?

The Vancouver urban area (including the city and all areas within its urban growth boundary) is divided into 10 PIF districts. Fee calculation, collection, accounting and spending are tracked separately within each PIF district.

The districts were drawn to reflect natural and manmade barriers to circulation, irrespective of jurisdictional boundaries, and automatically adjust following annexations. Districts were designed so sufficient PIF revenue would be generated to support a reasonable level of park acquisition and development. PIF revenue collected in a district must be spent in that district.



How are PIF rates calculated?

PIFs are determined for each district by calculating the cost of acquiring and developing parkland to serve growth. The

calculation includes an “adjustment factor” representing user fees, debt service payments and other payments by new development for park system improvements. Fees are calculated separately for each park district. PIF rates, once established or updated, are fixed until modified by county or city action.

$$\text{(Acquisition Cost + Development Cost) - Adjustment Factor = PIF}$$

How often are rates updated?

In 2007, the county and city jointly revised the Vancouver-Clark Parks & Recreation Comprehensive Parks, Recreation and Open Space Plan. Revisions included removing the PIF fee schedule and district boundaries and transferring them to a separate document, known as the Park Impact Fee Technical Document.

This was done to allow future updates without requiring coordination through the comprehensive plan process. A fee indexing methodology was included in the PIF Technical Document for future implementation, at the discretion of Clark County and the City of Vancouver.

County code ([CCC 40.630.010](#)) stipulates that PIFs may be revised periodically based on financial analysis of park system needs or to account for inflation or deflation. The Board of County Councilors must approve all adjustments. Clark County last updated its PIF rates in 2003.

History of the PIF program

- 1990 Clark County:** The Board of County Commissioners establishes park impact fees within the Vancouver unincorporated urban area. Fee collection begins on Jan. 24, 1991. The fee applies only to land acquisition, based on existing land values, a standard of 7.5 acres of urban park land per 1,000 residents and a 5 percent proportionate public share.
- 1994 Clark County:** The county makes significant changes to county code to implement Washington's Growth Management Act. Changes to PIFs include establishing "greenspaces" as the development standard for undeveloped sites, allowing closing costs to be included, codifying 6 acres per 1,000 residents as the acquisition standard and authorizing joint city/county administration of impact fees.
- 1995 City of Vancouver:** The city institutes impact fees for parks, roads and schools. Park impact fees are based on land and development costs; acquisition and development standards of 6 acres and 4.25 acres per 1,000 residents, respectively; and a 5 percent public share.
- 1996 City of Vancouver:** In July, the Vancouver City Council establishes a 0.25 percent real estate excise tax (REET) to fund the city's public share of park development. Revenue generated will be used to address the service level deficit in existing neighborhoods, as state law requires that PIFs be used only to serve new growth.
- Clark County:** On August 6, 1996, Clark County adopts fundamental changes to its PIF program to fulfill its role in the city-county coordinated effort. A PIF for park development is added, new rates are established, acquisition and development standards are set, and a new 0.25 percent REET is enacted for six years to fund the public share of park development.
- 1997 Clark County and City of Vancouver:** The two agencies begin operating a joint parks department, Vancouver-Clark Parks and Recreation.
- 2002 City of Vancouver:** PIF rates are reviewed and updated to reflect increases in acquisition and development costs. The city also decides to continue collecting REET and reallocates a portion to transportation. City REET revenue for parks is primarily devoted to paying off debt from community center construction projects.
- Clark County:** PIF rates are reviewed and updated to reflect increases in acquisition and development costs. Clark County extends REET collection in the urban area for 30 years and redirects 50 percent of the revenue to economic development purposes.
- 2003 Clark County:** Clark County adjusts its development rate to reflect increasing costs.
- 2004 City of Vancouver:** The City of Vancouver updates acquisition and development rates.
- 2007 Clark County and City of Vancouver:** Both agencies jointly update the comprehensive plan to remove the fee schedule and district maps from the plan and readopt them in the PIF Technical Document. A fee indexing methodology also is adopted in the document for future fee adjustments.
- 2014 Clark County and City of Vancouver:** On Jan. 1, the agencies dissolve their 17-year parks partnership.
- Clark County:** On March 1, the county amends county code to provide greater flexibility for PIFs. Future PIFs collected for park acquisition and park development will be deposited in a single fund and can be used for either land acquisition or facility development



CLARK COUNTY PARKS, RECREATION & OPEN SPACE PLAN

2022-2027



Clark County Public Works - Parks & Land Division
4700 NW 78th Street, Vancouver, WA 98665
www.clark.wa.gov/public-works/clark-county-parks



ACKNOWLEDGEMENTS

Clark County Council

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Eileen Quiring O'Brien, Past Council Chair
Temple Lentz, Councilor District 1
Julie Olson, Councilor District 2
Gary Medvigy, Councilor District 4

Parks Advisory Board

Jay Chester, co-chair
Kelsey Potter, co-chair
Dave Weston, secretary
Barbara Anderson
Felix Ruhri
John Spencer
Stacy Kysar
Dellan Redjou, ex-officio, Parks Foundation of Clark County Executive Director
Nicole Daltoso, ex-officio, Vancouver Public Schools representative
Cale Piland, ex-officio, Evergreen Public Schools representative

County Staff

Eva Haney, Public Works Director
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David Stipe, Parks and Lands Planning & Development Manager

Cover Photo Courtesy of the Parks Foundation of Clark County

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Purpose

The Parks, Recreation, and Open Space (PROS) Plan is a six-year plan that anticipates the programming and capital projects necessary to meet the community's needs for parks, recreation, and open space, as well as trails. This plan allows the community to express what recreational opportunities the Clark County should offer in our parks in anticipation of changing needs and growth in park use due to the population increase in the county. This plan identifies local, regional, and national growth trends in recreational activities such as walking, cycling, team sports and picnicking. When new sports or recreational activities such as disc golf or having a space to play with a beloved dog become more popular, the PROS Plan helps the County determine what recreational activities should be developed for the residents of Clark County.

The PROS Plan for Clark County is a functional part of the County's Comprehensive Plan. It provides a six-year strategic plan and policy framework to meet the county's park and recreational needs. The purpose of the plan is twofold – to meet Growth Management Act (GMA) requirements and to set forth a six-year capital facilities program for park development and acquisitions focused on gaps in levels

of service, asset diversity, and diversity, equity and inclusion. This review of our current facilities, facility condition, location and recreation offerings provided in comparison with trends and level service. This comparison assists in the development of goals and objectives that inform a plan of action for the next 6 years for improvement to and development of new facilities. In this way, the PROS Plan helps identify and prioritize needs for capital reinvestment.

The PROS Plan is also required to maintain the county's eligibility for grant funding through the Washington State Recreation and Conservation Office (RCO). RCO funding can be an important resource for addressing park maintenance and renovation projects such as shelter replacement, ballfield renovation and ADA retrofit of facilities. With a current PROS Plan in place, Clark County can request state/federal funding from RCO to enhance our local resources. The Plan also keeps us competitive for other grant programs from both public and private partners.

Process

Public Engagement

Developing a PROS Plan creates a needed and unique opportunity for the public to provide input on our recreation assets, maintenance practices, desires for future levels of service or specific facility offerings. The public engagement effort for the development of this plan was challenged by social distancing requirements brought on by the COVID-19 pandemic. Staff and our consultant support were unable to hold traditional open house or public hearings to engage the public and seek input. Creative technology driven approaches were needed to engage the public in a meaningful conversation about our parks and their vision for the future of the system. In the introduction of the PROS Plan (page 7) you will find an outline and specifics on the community engagement effort that was undertaken for this plan. Additionally, a complete catalogue of the outreach materials and findings can be found in Appendix B, C, D and E of this plan.

System Inventory and Analysis

A critical element of the drafting of this plan was the development of a clear understanding of the demographics of the county and distribution of the population in the various urban and rural areas of the county. An inventory and geographic distribution of the recreation resources Parks and Lands provides, in combination with our various local and state partners is also an important component of the plan as it relates to the demographics and population distribution.

With a clear understanding of the communities we serve and the inventory of the facilities providing that service, the plan analyzes local and national recreation trends, levels of service and local demand for facilities received through community engagement we can identify gaps or deficiencies in service. complete outline of the process is provided in the Plan starting on page 4 with an inventory of facilities starting on page 11.

Goals and Objectives

Goals and Objectives are a foundation for any recreation plan. To ensure success in serving the public, clearing stated goals with corresponding objectives provide clarity and direction for staff. The goals and objectives in the plan are based on the findings of a complete outreach effort when cross referenced with an accurate inventory and analysis.

Plan of Action

A plan of action informed by the findings, analysis, and feedback is a critical component of any meaningful plan. This plan sets the course for Clark County for the next six years and is based on sound evidence. Establishing realistic capital and operations objectives is a key piece of the Action Plan and informs the overall Capital Improvement Plan for the near future. A summary of the Action Plan and the larger Capital Improvement Plan can be found on page 60 of this plan.

Once adopted, the 2022-2027 PROS Plan will be one of the guiding documents for capital reinvestment for Clark County. It will be the baseline for project planning and staffing year over year and will be the basis for an updated plan in 2028.



The County is responsible for operating and maintaining 7,166 acres of dedicated park land (Figure 7). Ninety five developed parks have been developed across the county. The system is bifurcated into a regional park system and a urban park system. This dual role was created when the GCPD was established.

The regional parks are defined as destination parks showcasing the natural beauty of the county. The urban parks create close to home recreational assets to meet the recreational needs of the unincorporated urban areas north of the City of Vancouver and City of Camas.

	Number of Sites	Developed Acres	Total Acres
Parks			
Regional Parks	13	347.8	2,603.5
Community Parks (VUGA)	14	245.4	478.5
Neighborhood Parks (VUGA)	47	156.3	243.0
Total Developed County Parks	74	749.5	3,325.0
Natural Areas			
Regional Natural Areas	14	53.8	3,028.5
Special Use Areas & Facilities	14	174.3	692.7
Urban Natural Areas (VUGA)	8	0.0	120.1
Total County Parklands	95	977.6	7,166.3

Figure 7. Summary of Clark County Parklands



Goals and Objectives supply the framework for the PROS Plan. The goals were developed by analyzing the current park and trail system and identifying objectives for progress. The extensive input from the community in the surveys, public meetings and engagement with the PAB and County staff were the core to developing these goals and objectives. Plan goals were influenced by the Washington Growth Management Act that encourages retention of open space, development of recreational opportunities, and conservation of fish and wildlife habitat. Furthermore, the Clark County Comprehensive Plan, the prior PROS plan and other county-wide planning policies provide a framework for the goals developed.



Objectives

- 1.1. Develop partnerships with public and private organizations to increase publicly accessible parks and recreation opportunities and to help offset operations and maintenance demands of county park system facilities.
- 1.2. Open discussions with city parks and recreation agencies in the county to identify high priority projects across jurisdictions to jointly seek funding and otherwise collaborate on their implementation.
- 1.3. Collaborate with other agencies in acquiring, developing and operating parks and recreational facilities for the regional population, such as water access, trails, and regional parks.
- 1.4. Foster active partnerships with schools, ports, and utilities to help implement regional trails connections and safe routes to parks.



Objectives

- 2.1. Work to improve access to quality parks, park planning and decision-making by underserved communities.
- 2.2. Continue to use a variety of methods and media to publicize and increase awareness about recreational opportunities available across Clark County.
- 2.3. Continue to support and promote the Parks Advisory Board as the forum for public discussion of park and recreation issues.
- 2.4. Promote Clark County as an outdoor recreation and tourism destination by effectively marketing the County's parks, trails, special facilities, open spaces, and natural resources.
- 2.5. Enhance the County Parks web presence with active engagement of social media.
- 2.6. Engage local media more actively to report on county parks activities, events, volunteer work parties, etc.
Engage
- 2.7. CVTV to produce a series of park and trail stories that serve to inform the community about the variety of outdoor recreation resources available in the county.



Objectives

- 3.1. Proactively seek parklands in gap areas based on funding opportunities including grants, PIFs, and leveraged partnerships.
- 3.2. Prioritize facility development based on demonstrated demand, access by underserved communities, regional appeal, and cost recovery potential.
- 3.3. Develop park sites based on master plans, management plans, or other adopted strategies to ensure parks reflect local needs, community input, recreational and conservation goals, and available financial resources.
- 3.4. Offer parks, trails and sports fields and support services to accommodate the needs of various existing users and future users with population growth and demographic changes.
- 3.5. Continue to engage and support user groups that build and maintain special facilities.
- 3.6. Coordinate with public and private stakeholders to provide additional access for fishing, wading, swimming, and non-motorized and motorized boating where appropriate, including enhancements to water trails.



Objectives

- 4.1. Continue implementing the Regional Trail and Bikeway Systems Plan and the Bike and Pedestrian Master Plan.
- 4.2. Collaborate with Public Works Transportation's sidewalk program to implement safer routes to parks to improve access for all potential users.
- 4.3. Coordinate with public and private stakeholders to develop a trails and bikeways network and collaborate to capture outside funding to close trail gaps.
- 4.4. Prioritize project implementation to leverage the highest valued benefits ("most bang for the buck") such as short gaps between existing built trails to create longer more usable connections.
- 4.5. Connect more residents to urban parks and regional trails through implementation of GCPD local trail projects.

A banner image showing a rural landscape with a wooden fence in the foreground and trees in the background under a hazy sky.

Natural Areas

Goal 5: Conserve significant Natural Areas

Objectives

- 5.1. Preserve the region's scenic beauty through protected natural areas and corridors along with providing outdoor recreation, where appropriate.
- 5.2. Implement and periodically update the Natural Areas Acquisition Plan.
- 5.3. Collaborate actively with the Columbia Land Trust and other conservation organizations to link open spaces and parks.
- 5.4. Connect greenways for riparian conservation and regional trail connections.
- 5.5. Cooperate with other county departments and neighboring jurisdictions to identify and conserve open space.

A banner image showing a close-up of a large, dried, brown leaf on a dirt surface, with a blurred background of a field.

Heritage

Goal 6: Preserve local heritage to reflect County identity

Objectives

- 6.1. Protect and improve historic and cultural features through sustainable design approaches for existing and newly acquired park and trail sites.
- 6.2. Support Heritage Farm business and marketing planning efforts.
- 6.3. Collaborate with area historic preservation agencies.



Objectives

- 7.1. Develop an ADA Transition Plan Clark County Parks, Lands and Trails.
- 7.2. Prepare a Diversity, Equity & Inclusion (DEI) plan as a long-term planning tool, built from culturally relevant outreach and conversations with diverse groups.
- 7.3. Continue to examine accessibility barriers (socio-economic, language, physical, geographic, transportation) to parks and trails. Develop a priority matrix to allocate resources to address known gaps.
- 7.4. Implement signage and information in multiple languages at all parks and trails, and include information about amenities, etiquette, trail length, difficulty, material/accessibility.



Objectives

- 8.1. Develop an operations and maintenance funding plan to help preserve and protect public property, preserve its value, and ensure its intended function or use, life expectancy, safety, security, and appearance.
- 8.2. Consider the maintenance costs and staffing levels associated with acquisition, development, or renovation of parks or natural areas, and adjust the annual operating budget accordingly for adequate maintenance funding of the system expansion.
- 8.3. Develop a revolving replacement fund for capital repairs and replacements over time based on the deferred maintenance backlog.
- 8.4. Incorporate sustainable practices design, development, operations and maintenance.
- 8.5. Investigate the feasibility of incorporating security patrols or a park ranger program to ensure safety of park and trail users with an additional goal of protecting facility infrastructure.

Parkland Acreage	Regional Parks	
County Regional Parks	2,603.5 acres	
Other Providers of Regional-like Parks	6,848 acres	
Total	9,451.5 acres	
Level of Service	2020	2030
Current Service Standard	10.0 acres per 1,000	
Effective Level of Service based on total acreage (acres/1,000 residents)	18.93	16.23
Net LOS to Standard (acres/1,000 residents)	8.93	6.23
Performance to Standard	189%	162%
Acreage surplus (deficit)	4,459	3,628

Figure 27. Need for Regional Parks: Combined with other Providers

The planned development of Camp Bonneville and Brush Prairie regional parks will offset the current LOS deficiency for regional parks.

Other public land agencies in the county provide facilities comparable to regional parks. These include Battle Ground Lake State Park, Paradise Point State Park, Fort Vancouver National Historic Park, Ridgefield Wildlife Refuge and Steigerwald Wildlife Refuge. They provide an additional 6,848 acres of regional parks to the community. The LOS for regional park acreage would be 9,452 acres if these facilities were considered. This would exceed the LOS by 189% in 2020. The county will consider these other facilities as property that contributes to the regional park recreational capacity moving forward. (Figure 27)

Recommendations for Regional Parks

Regional parks in Clark County attract significant outdoor recreation seekers from walkers and runners to picnickers, fishermen, hikers, birders, dog walkers, boaters, and nature lovers.

Plan the development of Camp Bonneville & Brush Prairie Regional Parks

Some regional parks are challenged with visitation that exceeds the park's carrying capacity. Implementing projects to develop currently undeveloped regional parks can provide additional

regional park experiences and improve the regional park's carrying capacity. Master planning of undeveloped regional park sites will incorporate operational costs and cost recovery methods to assist in offsetting the operational and maintenance costs for these parks.

Level of Service Metric

The regional park system metric will be reviewed to transition it from its historic acreage per capital goal to a value more in-line with the current inventory or toward a distribution and access standard that focuses on the recreational capacity of the network of regional parks to serve county residents.

Regional parks will work to provide the basic amenities including:

- Restrooms and parking,
- Trails that access both park features and natural spaces,
- Special outdoor recreation activities can be added where feasible

Undeveloped regional parks will be planned to determine the site's appropriate outdoor recreational development capacity.



Community Parks & Neighborhood Parks Analysis

The county provides community parks and neighborhood parks within the Vancouver urban unincorporated area (VUUA). Due to the overlap, they will be assessed as a single unit of urban parks.

There are 61 neighborhood and community parks totaling over 720 acres, plus nine urban natural areas that protect another 120 acres. Park impact fees have financed park acquisition and development since the 1990s, and real estate excise taxes have supplemented the PIF program to support funding of park development. The Greater Clark Parks District (GCPD) program has provided a property tax-based funding for the maintenance and operations of most new parks in the VUUA since its creation in 2005. The inventory of sport fields has increased with the implementation of the GCPD levy and along with improving trail connections.

Amenity Assessment

The county parks in the VUUA provide a wide range of outdoor recreation. Neighborhood and community parks provide open grass areas for non-programmed play. Playgrounds with structured play equipment and safety fall surfacing are in every developed urban park. Paved walking paths connect amenities within each park and often provide loop alignments and connections to nearby residential neighborhoods. Picnic tables and park

benches are provided, and most newer facilities are ADA-accessible. Community parks typically provide parking and restrooms. Natural areas and woodlands can be components of the park experience as well.

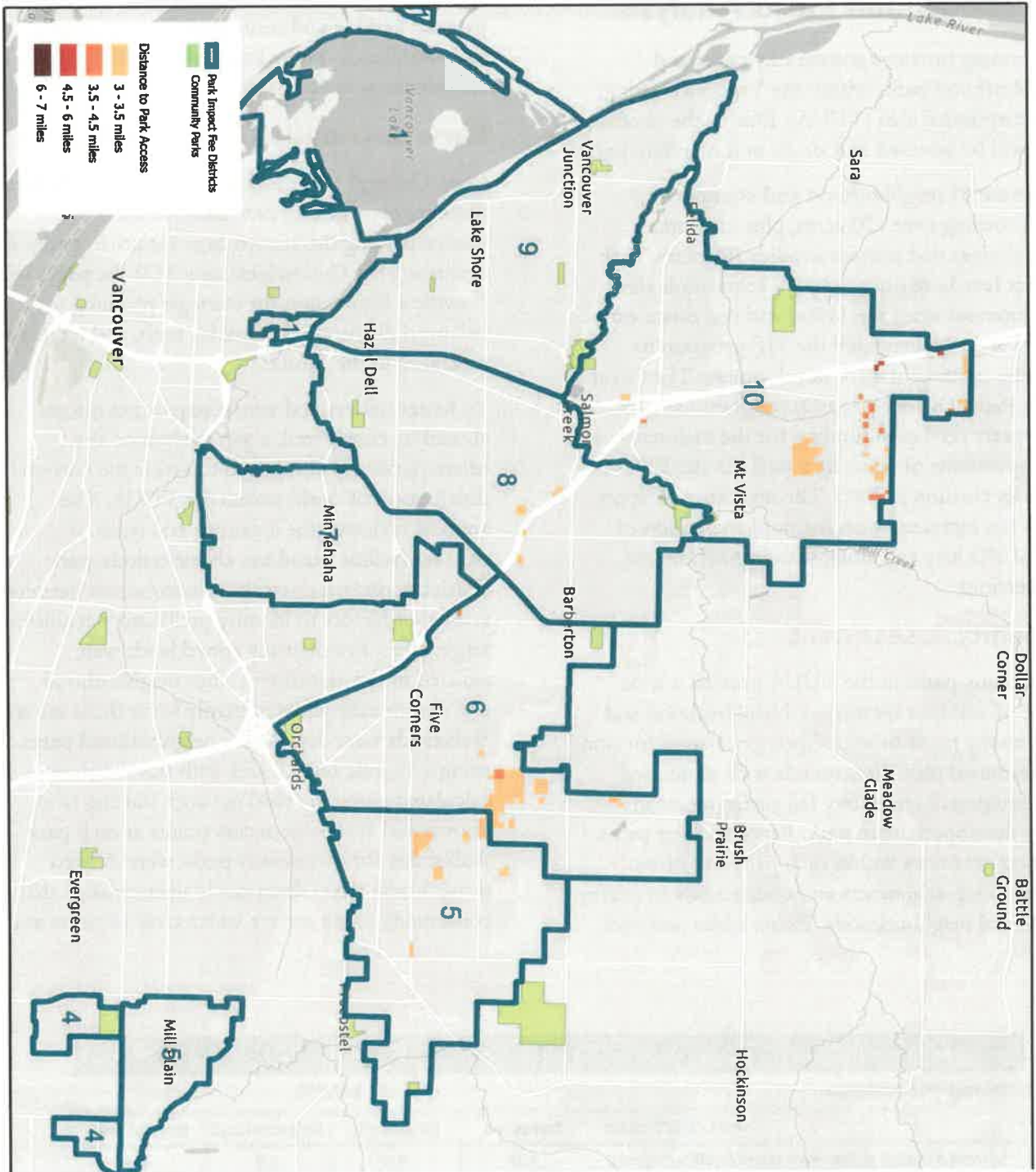
Park Distribution – Gap Analysis

Clark County’s projected growth will place further pressure on access to new recreational lands. Understanding the known gaps for urban parks and evaluating the County’s existing LOS for parks will provide a foundation for strategic planning for a balanced distribution of parks, trails, and recreation amenities in the future.

To better understand where acquisition efforts should be considered, a gap analysis of the urban parks was conducted to assess the current distribution of parks across the VUUA. The analysis reviewed the locations and types of existing facilities, land use classifications, park district boundaries, transportation/access barriers and other factors to identify preliminary acquisition target areas. Residentially zoned lands were isolated in the assessment since neighborhood and community parks primarily serve those areas. Walksheds were defined for neighborhood parks using a ½-mile service area with travel distances calculated along the road network starting from known and accessible access points at each park. Walksheds for community parks were derived using 3-mile travel distances to acknowledge that community parks serve a wider array of users and

Acquisition Level of Service		2020			
Current UUA Population		157,870			
Park Classification	Combined	Community	Neighborhood	Natural Area	
Current Acquisition Standard (acres/1,000 residents)	6.0	3.0	2.0	1.0	
Effective Level of Service based on total acreage (acres/1,000 residents)	5.33	3.03	1.54	0.76	
Net LOS to Standard (acres/1,000 residents)	(0.67)	0.03	(0.46)	(0.24)	
Performance to Standard	89%	101%	77%	76%	
Acreage surplus (deficit)	(105.6)	4.9	(72.8)	(37.8)	

Figure 28. Urban Park System Level of Service to Acquisition Standard



Map 4: Urban Community Park Walkability Map (3-miles)



Acquisition Level of Service		2030			
Projected UUA Population		183,332			
Park Classification	Combined	Community	Neighborhood	Natural Area	
Current Acquisition Standard (acres/1,000 residents)	6.0	3.0	2.0	1.0	
Effective Level of Service based on total acreage (acres/1,000 residents)	4.59	2.61	1.33	0.66	
Net LOS to Standard (acres/1,000 residents)	(1.41)	(0.39)	(0.67)	(0.34)	
Performance to Standard	77%	87%	66%	66%	
Acreage surplus (deficit)	(258.4)	(71.5)	(123.7)	(63.2)	

Figure 29. Urban Park system Level of Service to Acquisition Standard to 2030

driving to such sites is typical.

Maps 4 through 6 illustrate the application of the distribution criteria from existing parks. The analysis shows that approximately 50% of residential areas have reasonable access to parks. Areas with darker color do not have an urban public park within reasonable walking distance of their home.

Striving to provide a neighborhood or community park within a reasonable distance may require acquiring new park properties in currently underserved locations and improving multi-modal transportation connections to allow residents to reach their local park. As the VUUA continues to develop and acquisition opportunities diminish, a strategic approach will be needed to better serve residents. In concert with the search for developable park land, coordination with proposed residential land development projects is needed to ensure consideration of when and how a public

park could be incorporated into the planning of new residential communities.

Potential acquisitions priority areas are identified using Maps 4 through 6. The mapping identifies areas where parks are needed, based off of the denser color. No specific sites or properties are identified, however in reviewing this data and LOS data 21 future park sites have been targeted by park district:

- Park Districts #5: acquisition of 4 sites (estimated as 9-10 acres)
- Park Districts #6: acquisition of 3-4 sites (estimated as 9-11 acres)
- Park Districts #7: acquisition of 2 sites (estimated as 3-4 acres)
- Park Districts #8: acquisition of 4 sites (estimated as 9-10 acres)
- Park Districts #9: acquisition of 3 sites (estimated as 3-5 acres)
- Park Districts #10: acquisition of 5-6 sites (estimated as 15-40 acres)

Park Development Level of Service		2020		
Current UUA Population		157,870		
Park Classification	Combined	Community	Neighborhood	
Current Development Standard (acres/1,000 residents)	4.25	2.25	2.0	
Effective Level of Service based on total acreage (acres/1,000 residents)	2.54	1.55	0.99	
Net LOS to Standard (acres/1,000 residents)	(1.71)	(0.70)	(1.01)	
Performance to Standard	60%	69%	50%	
Acreage surplus (deficit)	(269.2)	(109.8)	(159.4)	

Figure 30. Urban Park System Level of Service to Development Standard



Park Development Level of Service		2030		
Projected UUA Population		183,332		
	Park Classification	Combined	Community	Neighborhood
Current Development Standard (acres/1,000 residents)		4.25	2.25	2.0
Effective Level of Service based on total acreage (acres/1,000 residents)		2.19	1.34	0.85
Net LOS to Standard (acres/1,000 residents)		(2.06)	(0.91)	(1.15)
Performance to Standard		52%	59%	43%
Acreage surplus (deficit)		(377.5)	(167.1)	(210.4)

Figure 31. Urban Park System Level of Service to Development Standard to 2030

These acquisition targets represent a long-term vision for improving parkland distribution across the VUUA and are designed to accommodate additional park sites in the urban unincorporated area. (Figure 28 & 29)

Level of Service Standard

The combined park (community and neighborhood parks) acreage standard within the VUUA is 5 acres per 1,000 population. The park distribution goal is to locate community parks so residents can be within a three-mile drive of a park. For neighborhood parks, the park distribution is based on a 1/2-mile walkshed, as described for the gap analysis.

The VUUA is divided into park impact fee (PIF) districts that also contain the boundaries of the GCPD. As annexation into the City of Vancouver occurs or the growth area expands, the PIF district boundaries also expand. However, the GCPD boundaries are static, unless enlarged through a majority vote of residents within a potential annexation area.

At approximately 842 acres, the current LOS for the urban parks of the VUUA is 5.3 acres per 1,000 people, which exceeds the LOS of 5 acres per 1,000.

GCPD / UUA Metrics	District 5	District 6	District 7	District 8	District 9	District 10
Per Capita LOS by Classification						
Neighborhood Parks: Performance to Standard (2 ac/000)	75.7%	49.0%	77.8%	69.9%	68.7%	110.1%
Neighborhood Parks: LOS Grade	B	C	A	B	B	A+
Community Parks: Performance to Standard (3 ac/000)	88.7%	149.6%	70.6%	69.6%	108.3%	117.6%
Community Parks: LOS Grade	A	A+	B	B	A+	A+
Natural Areas: Performance to Standard (1 ac/000)	0.0%	0.0%	39.2%	87.6%	73.6%	307.1%
Natural Areas: LOS Grade	F	F	D	A	B	A+
Parkland Access (within walksheds)						
Population within Service Area*	35,567	25,745	15,876	28,880	30,189	21,613
Percent Service Area with Access to Neighborhood Parks	60.8%	41.3%	64.7%	48.5%	54.6%	27.7%
LOS Grade	B	D	B	C	B	F

* Note: The percentage of land area covered by service area walksheds is a proxy for the population within the residential portion of the District.

Figure 32. Current Acquisition Level of Service (2020) by PIF District



Urban park development is performing at 60% of the adopted standard, providing 2.5 acres of developed parkland per 1,000 population compared to the standard of 4.25 acres per 1,000. (Figure 30) A current deficit of 269 acres exist for developed parkland across the entire VUUA.

With the projected population growth in the VUUA, future need for urban parkland will grow to approximately 258 acres to meet the acquisition standard and 378 acres to meet the park development standard. (Figure 31)

The analysis identifies a need for neighborhood parks, rather than community parks, to serve the VUUA. This demand for additional parkland will need to be balanced with ensuring existing urban park facilities are maintained adequately, given typical fiscal constraints.

Community Parks

Since the 2015 PROS Plan, community parkland acreage has increased from a total acreage of 335 acres (150 developed acres) to the current total of 478 acres (245 developed acres). Community park acreage increased by 42% and developed community park acreage increased by 63%. This increase in acreage across the VUUA has resulted in community parks meeting the current acquisition LOS. However, individual park districts may not meet the LOS for that district. Developed community park areas require 109.8 acres to meet

the 2.25 acres per 1,000 population LOS. The demand for community park acreage will increase over the next decade as the population is estimated to increase by over 13%. The projected acreage and developed park acreage to meet the LOS in 2030 is an additional 71.5 acres acquired and 167.1 acres developed.

Neighborhood Parks

The county-managed neighborhood parks in the VUUA total 243 acres (156 acres developed). Since the last PROS Plan in 2015, neighborhood parks have increased 24% from 194.6 acres (125.7 acres developed). The current level of service for neighborhood park acreage is 1.54 acres per 1,000 population across the VUUA. For developed neighborhood parks, the current LOS is 0.99 acres per 1,000 population. The neighborhood park classification currently performs at 77% of LOS for acreages. For developed neighborhood park acres, the performance is at 50% of LOS. To meet the LOS in 2030 an additional 123.7 acres acquired and 210.4 acres developed is needed.

Urban Parks Level of Service by PIF District

The LOS has been calculated for each PIF district using population figures calculated for each district. In the shared districts (Districts #5 & #7), only the county portion is considered in the assessment. PIF districts #1 and #4 have been excluded since

	2030 Population Projection	2020				2030			
		Community Parks		Neighborhood Parks		Community Parks		Neighborhood Parks	
		Surplus / (-Deficit)		Surplus / (-Deficit)		Surplus / (-Deficit)		Surplus / (-Deficit)	
		Acquired	Developed	Acquired	Developed	Acquired	Developed	Acquired	Developed
Park District #5	40,311	(12.1)	(1.1)	(17.3)	(33.9)	(68.0)	(37.7)	(26.8)	(43.3)
Park District #6	29,179	38.3	12.1	(26.3)	(38.7)	(4.1)	(49.1)	(33.1)	(45.6)
Park District #7	17,994	(14.0)	(35.7)	(7.1)	(15.2)	(43.9)	(40.5)	(11.3)	(19.4)
Park District #8	32,732	(26.3)	(45.0)	(17.4)	(31.1)	(37.9)	(53.6)	(25.1)	(38.8)
Park District #9	34,227	7.5	(21.6)	(18.9)	(23.3)	(4.6)	(30.7)	(27.0)	(31.4)
Park District #10	24,496	11.4	(18.4)	4.4	(22.3)	(43.3)	(24.9)	(1.4)	(28.1)

Figure 33. Current Acquisition Level of Service (2020) by PIF District

GCPD / UUA Metrics	District 5	District 6	District 7	District 8	District 9	District 10
Per Capita LOS by Classification						
Neighborhood Parks: Performance to Standard (2 ac/000)	52.4%	24.9%	52.2%	46.2%	61.4%	48.4%
Neighborhood Parks: LOS Grade	C	F	C	D	B	D
Community Parks: Performance to Standard (2.25 ac/000)	98.6%	120.9%	0.0%	30.8%	68.1%	62.1%
Community Parks: LOS Grade	A	A+	F	F	B	B

Figure 34. Current Park Development Level of Service (2020) by PIF District

these are predominantly the City of Vancouver areas and the county-owned parks in these districts provide a high level of service today. The assessment also calculates any shortfalls to reveal the need for additional parkland acreage within each park classification and the needs for additional developed park areas.

The current park impact fee program for the VUUA is structured as a tool to pay for new residential growth. Figure 32 aims to highlight the current LOS by park classification for each of the primary VUUA PIF districts. The chart uses color-coding to illustrate performance to the adopted standards and uses a letter grading system to simplify the snapshot of current conditions by PIF district.

For today's population and current acreage, PIF district #10 shows the strongest performance to the LOS, however parkland distribution in that district is poor. Each of the remaining PIF districts shows relatively good performance to the LOS. All PIF districts are projected to turn to acreage deficits by 2030. Figure 33 shows the projected change in acreage need between 2020 and 2030 for each PIF district.

The county's capacity to improve or meet the LOS for both park classifications will be strongly tied to the ability to pay for the additional operations and maintenance demands of any growth in the park system.

Going Beyond Acreage Standards

Using a service standard for park acreage tied to a community's population provides a common measure for guiding the amount of desired parkland. However, the acreage of parkland per capita provides only a limited measure of the value of recreational access and park amenities in demand for public uses. As the park system matures with increasing residential density, other assessment techniques should be incorporated going forward to gauge the community's need for additional lands, facilities, and amenities, which include the following:

Park Pressure

Park pressure refers to the potential demand on a park. One method of exploration examines the proximity of residential populations to a park and assumes that the residents in a 'parkshed' use the park closest to them and that people visit their closest park more often than those farther away.

Using GIS, the 'parkshed' is defined by a polygon or a park service area containing all households having the given park as their closest park. The population within this park service area can then be calculated, providing an estimate of the number of nearby potential park users. The acreage of the subject park is then used to calculate the number of park acres available per 1,000 people within the parkshed. This measure of probable park use and population pressure identifies the adequacy of the park land (in acres per 1,000) rather than simply the location and 'walkability' determined by the park accessibility metric. Depending on the amenities and attractions within the park, the higher the population within a parkshed will result in greater use and potential increased maintenance and wear.

Funding Streams & Rules of Use

REET—2 Excise Tax collected by County to be used for Parks & Transportation Projects	PIF Park Improvement Fee charged for new development within GCPD	General Fund General Tax dollars collected by the County	Conservation Futures Countywide Levy used for natural areas	GCPD Funds Excise Tax collected within the GCPD boundary to assist with O&M of parks in district
<u>Uses</u> <ul style="list-style-type: none"> • Development • Major Maintenance 	<u>Uses</u> <ul style="list-style-type: none"> • Development • Major Maintenance • Acquisition 	<u>Uses</u> <ul style="list-style-type: none"> • Limits set by Council 	<u>Uses</u> <ul style="list-style-type: none"> • Acquisition • O&M 	<u>Uses</u> <ul style="list-style-type: none"> • O&M • Preventative Maintenance
<u>Access</u> <ul style="list-style-type: none"> • Annual Budget • Committee Reviews & Recommends Annual Allocation • Can be used at any Park Property • Needs to be part of Capital Plan 	<u>Access</u> <ul style="list-style-type: none"> • Annual Budget • Use only within District of GCPD funds collected • 10 year use period • Needs to be part of Capital Plan 	<u>Access</u> <ul style="list-style-type: none"> • Annual Budget • Generally limited to regional parks or programs without dedicated funding 	<u>Access</u> <ul style="list-style-type: none"> • Annual Budget • Natural Areas Acquisition Plan Id'd or Council Direction • Can be used by other jurisdictions, NGOs, etc. to acquire property • 10 year use period 	<u>Access</u> <ul style="list-style-type: none"> • Annual Budget • Committee Reviews & Recommends Annual Allocation • Can be used at any Park Property



2022-2027 NATURAL AREAS ACQUISITION PLAN LEGACY LANDS PROGRAM



Clark County Public Works - Parks & Land Division
4700 NE 78th Street, Vancouver, WA 98665
564.397.2285
www.clark.wa.gov/public-works/clark-county-parks

November 2021

Preface

Clark County is blessed with a great abundance of natural beauty and resources. The county has some of the best tree-growing ground in the world, productive farmland, habitat for migratory birds in the heart of the Pacific Flyway, and healthy rivers flowing right out of the Cascades. In the coming decades Clark County will grow and change. In the face of this growth, maintaining core natural resources and areas is of great importance.

This plan guides the County's efforts to preserve Clark County's important natural areas, places to recreate, and critical areas that provide us with clean air and water. The plan is designed to support coordination across county departments and with external partners, provide valuable information for project development and grant solicitation, and maximize the ability to leverage precious public and private dollars. The plan puts a priority on using conservation projects to achieve multiple benefits, including recreation and public access, wildlife habitat protection, watershed and shoreline protection for clean water, as well as compliance with environmental regulations. The implementation of this plan will help Clark County remain an amazing place to live, work, and experience our natural environment.

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Chapter 1 Introduction

“Clark County contains a diverse mixture of natural resources, parklands, and open spaces. Of the county’s 656 square miles, almost half is in forest and agricultural lands, and surface water. Air, water and land resources are essential to the very existence of human development. They influence every aspect of quality of life from the local climate to the availability of drinking water to flood control and drainage patterns to recreational opportunities and to the habitat that we share with plants and animals.”

- Clark County’s 20-Year Comprehensive Growth Management Plan

1.1 OVERVIEW

Clark County possesses a rich variety of landscapes and natural resources that enhance the quality of life for all Clark County residents. Our natural resources range from the Columbia River to the Cascade Mountains and include a diversity of streams and lakes, marshes, wetlands, shorelines, meadows and forests. These land and water resources provide critical habitat for fish and wildlife, and provide opportunities for hiking, canoeing, picnicking, swimming, and other outdoor recreation activities.

Our open spaces also continue to include significant tracts of highly productive farm and forest lands. Clark County’s Comprehensive Growth Management Plan notes that these natural resources are a component of the economy, “providing jobs, tax revenue and valuable products and materials for local use and export.” Moreover, “farmlands and forests also provide aesthetic, recreational and environmental benefits to the public while contributing to the diverse character of the county.”

Historically, Clark County has placed a high value on preserving its landscapes and natural resources and has used various methods to accomplish this goal. These include regulatory programs such as critical areas ordinances; incentive programs such as current use taxation; and acquisition programs such as Conservation Futures. While these efforts have met with substantial success, there is a continuing need to explore opportunities to preserve, enhance, and steward our high-quality landscapes and natural resources.

The Natural Areas Acquisition Plan provides a vision for preserving and enhancing a countywide system of natural lands, including greenways, habitat, farm and forest resource lands. The plan identifies specific project opportunities to pursue over the next six years, identifies high-value natural lands, and highlights a variety of funding mechanisms that can support project implementation. The specific project opportunities represent acquisition projects, but by design most of these projects also include future opportunities for park development, trail creation, and restoration opportunities. The plan prioritizes projects that meet multiple benefits, expand on the existing system, and are aligned with other county plans (i.e. trails plans) and priorities. The plan also encourages the development of partnerships between public and private agencies that have supported the development of the natural areas for over 35 years.

1.2 PROGRAM HISTORY

Clark County’s Conservation Futures program has been a central focus for the acquisition and enhancement of natural areas and open space lands over the past 35 years. The Clark County

Council enacted this program in October 1985, instituting a conservation futures property tax levy on all property within the county at a rate not to exceed 6 ¼ cents per thousand dollars of assessed value. Per the enabling statute, RCW 84.34, conservation futures funds are dedicated to the acquisition of farm, forest, and open space lands. In 2006 the Clark County Council renamed the program the Legacy Lands program. In 2005, an amendment to the statute enabled a limited amount of each year's levy revenue, equivalent to no more than 15% of the prior year's levy collection, to be used for operations, maintenance and stewardship of natural areas. The enabling legislation was amended again in 2017 to increase the amount that could be dedicated to operations, maintenance and stewardship up to 25% of the prior year's levy revenue.

Since the enactment of the conservation futures levy, the Legacy Lands program has helped acquire almost 5,000 acres of high-quality shorelines, greenways, open space, and fish and wildlife habitat. Acquisitions include property on almost every lake and river system in the county and include such notable sites as Camp Currie, Fallen Leaf Lake, Eagle Island, Frenchman's Bar, Lucia Falls, East Biddle Lake, and substantial properties within greenway systems on the East Fork Lewis River, Salmon Creek, Burnt Bridge Creek, and the Washougal River. Extensive acquisitions have occurred throughout the county, both inside and outside urban areas and city limits. Conservation futures funds have provided an important source of local revenue to seek and secure millions of dollars of matching grants and partnership resources.

In terms of community-supported planning, Clark County established a clear, comprehensive vision for preserving and enhancing high-value natural areas. In the late 1980s, the Clark County Council established the Clark County Open Space Commission to help consider the need for open space protection. The commission addressed five charges:

1. To define open space and consider those qualities, values and physical characteristics that make it something to be preserved;
2. To evaluate the extent to which open space is now being protected in Clark County and the effectiveness of existing programs;
3. To evaluate the need to protect additional open space in Clark County;
4. To identify and evaluate methods that might be used to preserve open space; and
5. To recommend policy guidelines that reflect community values and develop an action program for preserving open space in Clark County.

The Open Space Commission Report, completed in August 1992, is a primary document guiding the preservation of open space in the county.

Since the Open Space Commission Report, a variety of community-based plans and resource documents have identified the need to preserve and maintain our high-quality natural resources. These include Clark County's 20-Year Comprehensive Growth Management Plan; Comprehensive Parks, Recreation, and Open Space Plan; Regional Trail and Bikeway Systems Plan; Shorelines Management Master Program; Lower Columbia Salmon Recovery and Fish and Wildlife Subbasin Plan; and the Conservation Areas Acquisition Plan, which was originally adopted by the Board of Commissioners in December, 2004 and updated in 2014.

1.3 MANAGEMENT AND IMPLEMENTATION

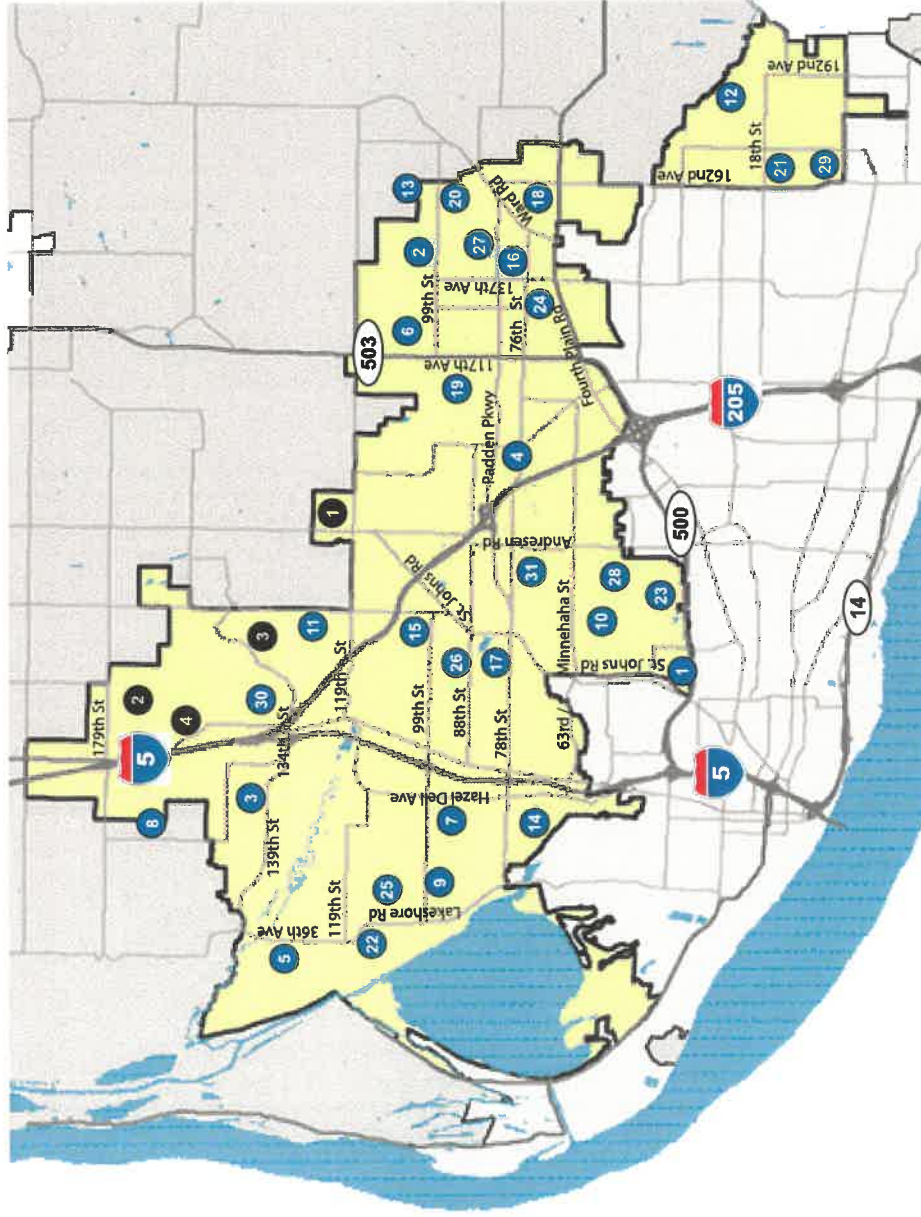
A departmental reorganization in Clark County in 2016 aligned the Clark County Legacy Lands program in the Public Works Department, Parks and Lands Division.

Contact information for the Legacy Lands program and the Natural Areas Acquisition Plan is as follows:

Legacy Lands
Attn: Program Coordinator
Clark County Public Works, Parks and Lands Division
4700 NE 78th Street
Vancouver, WA 98665
(564) 397-1652

Greater Clark Parks District

August 2018



Completed

1. Bosco Farm Neighborhood Park
2. Cherry Neighborhood Park
3. Chinook Neighborhood Park
4. Covington Neighborhood Park
5. Sgt. Brad Crawford Neighborhood Park
6. Dogwood Neighborhood Park
7. Eisenhower School Neighborhood Park
8. Fairgrounds Community Park
9. Jack Z. Fazio Neighborhood Park
10. Douglas Carter Fisher Neighborhood Park
11. Greyhawk Neighborhood Park
12. Harmony Ridge Neighborhood Park
13. Hockinson Meadows Community Park
14. Jorgenson Woods Neighborhood Park
15. Kate and Clarence Lalonde Neighborhood Park
16. Little Prairie Neighborhood Park
17. Luke Jensen Sports Park
18. Oak Grove Neighborhood Park
19. Orchards Highlands Neighborhood Park
20. Otto Brown Neighborhood Park
21. Pacific Community Park
22. Raspberry Fields Neighborhood Park
23. Road's End Neighborhood Park
24. Sifton Neighborhood Park
25. Sorenson Neighborhood Park
26. Tenny Creek Neighborhood Park
27. Tiger Tree Neighborhood Park
28. Tower Crest Neighborhood Park
29. Vandervort Neighborhood Park
30. Vista Meadows Neighborhood Park
31. Walnut Grove Neighborhood Park

Upcoming

1. Curtin Creek Community Park
2. Kozy Kamp Neighborhood Park
3. Pleasant Valley Community Park
4. Salmon Creek Community Club Neighborhood Park

Greater Clark Parks District

Completed

Upcoming



