



**CITY OF WASHOUGAL  
CITY COUNCIL WORKSHOP AGENDA  
Monday, May 10, 2021  
5:00 PM**

**MEETING INFORMATION**

Please click the link below to join the webinar:  
<https://us02web.zoom.us/j/85860390105>

**I. CALL TO ORDER**

**II. ROLL CALL**

**III. PUBLIC COMMENTS**

**IV. NEW BUSINESS**

- A. Public Works: Park Impact Fee**
- B. Public Works: 2021 Summer Park and Recreation Guide**
- C. Police: Program Update**

**V. PUBLIC COMMENTS**

**VI. REPORTS AND COMMUNICATIONS**

- A. CITY MANAGER**
- B. MAYOR**
- C. CITY COUNCIL**

**VII. ADJOURNMENT**

**UPCOMING MEETINGS: Monday, May 24, 2021 - Workshop at 5:00 pm and Council at 7:00 pm**

**BUSINESS OF THE CITY COUNCIL**  
**City of Washougal, Washington**

**FOR AGENDA OF:**

5/10/2021

**SUBJECT:**

**MEETING INFORMATION**

Please click the link below to join the webinar:

<https://us02web.zoom.us/j/85860390105>

**DEPT. OF ORIGIN:**

Administration

**REVIEWED AT:**

**TO BE RETURNED TO COUNCIL:**

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**EXPENDITURE REQUIRED:**

**BUDGETED:**

**APPROPRIATION REQUIRED:**

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**SUMMARY STATEMENT**

**RECOMMENDED ACTION**

**Workshop Coversheet**  
**BUSINESS OF THE CITY COUNCIL**  
**City of Washougal, Washington**

**FOR AGENDA OF:**

5/10/2021

**SUBJECT:**

The City of Washougal will provide Park Impact Fee rates for Council's consideration.

**DEPT. OF ORIGIN:**

Public Works

**REVIEWED AT:**

**TO BE RETURNED TO COUNCIL:**

Yes

**ATTACHMENTS:**

- ▯ **City of Washougal Park Impact Fees 2021.pdf**
- ▯ **CAI.Washougal Park Impact Fee Rate Study.DRAFT.2021 0419.pdf**
- ▯ **CAI.Washougal Res and NonRes Calculations Alternative DRAFT.2021 0419.pdf**

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**EXPENDITURE REQUIRED:**

N/A

**BUDGETED:**

**APPROPRIATION REQUIRED:**

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**SUMMARY STATEMENT**

**RECOMMENDED ACTION**

Public Works would like guidance on setting the new Park Impact Fee.

CITY OF WASHOUGAL

# Park Impact Fee Update

May 10, 2021



# Agenda

- Impact Fees: What are they?
- Calculation of Park Impact Fees
- Impact Fee Option: Residential and Nonresidential
- Impact Fee Option: Rates by Type vs Flat Rate
- Impact Fee Option: Phased Implementation
- Choices and Q&A

# Impact Fees: What are they?

## **Definition of an impact fee**

One time payment...

...by new development...

...for capital costs of facilities...

...needed by new development...

# Impact Fees: What are they?

## Reasons governments charge impact fees

**Revenue:** for public facilities

**Policy:** growth pays a portion of costs

**Quality of life:** public facilities keep up with growth



# Impact Fees: What are they?

## What can impact fees pay for?

**CAN** pay for “system improvements” in adopted CFP/CIP that add capacity.

**NOT** pay for “project improvements” (i.e. HOA areas).

**NOT** pay for repair, replacements, renovation that do not add capacity.

# Impact Fees: What are they?

## Rules (State Laws) for Impact Fees

1. "Fair Share"  
= growth yes, deficiency no
2. "Reasonably needed" & "proportional share"  
= fee proportional to impacts
3. "Credits"  
= no double charging
4. "Not rely solely on impact fees"  
= must include some other funding



# Agenda

- Impact Fees: What are they?
- Calculation of Park Impact Fees
  - Growth Forecast
  - Cost per Person
  - Impact Fee Rates
  - Rate Comparison
  - Revenue Forecast
- Impact Fee Option: Residential and Nonresidential
- Impact Fee Option: Rates by Type vs Flat Rate
- Impact Fee Option: Phased Implementation
- Choices and Q&A

# Growth Forecast

## City of Washougal Population (Ex. 2, p. 9)

| Population CAGR |              |             |
|-----------------|--------------|-------------|
| 2015            | 15,170       |             |
| 2016            | 15,560       | 2.6%        |
| 2017            | 15,760       | 1.3%        |
| 2018            | 16,020       | 1.6%        |
| 2019            | 16,500       | 3.0%        |
| 2020            | 16,680       | 1.1%        |
| 2035            | 22,347       | 2.0%        |
| <b>Growth</b>   | <b>5,667</b> | <b>2.0%</b> |

1. Sources:
  - For 2015-2020: Washington State Office of Financial Management.
  - For 2035: City of Washougal 2015-2035 Comprehensive Plan.
2. CAGR = Compound Annual Growth Rate

# Cost per Person

## City of Washougal Park Inventory (Ex. 3, p. 11)

| Type               | Inventory    |
|--------------------|--------------|
| Neighborhood Parks | 17.6         |
| Community Parks    | 33.6         |
| Special Use Areas  | 19.2         |
| Pocket Parks       | 0.3          |
| Waterfront Parks   | 2.5          |
| Natural Parks      | 51.4         |
| <b>Total</b>       | <b>124.6</b> |

Source: 2021 update to the Comprehensive Park & Recreation Plan.

# Cost per Person

## Level of Service Ratio (Ex. 4, p. 11)

| Inventory |   | Current<br>Population | Level of Service Ratio |                         |
|-----------|---|-----------------------|------------------------|-------------------------|
| 124.6     | ÷ | 16,680                | =                      | 7.5 acres per 1,000 pop |

# Cost per Person

## Total Park Acres Needed for Growth (Ex. 5, p. 12)

| Level of Service Ratio    | 2020-2035<br>Growth | Total Park<br>Acres Needed<br>for Growth |
|---------------------------|---------------------|------------------------------------------|
| 7.5 acres per 1,000 pop x | 5,667               | = 42.3                                   |

# Cost per Person

## Park Acres Needed for Growth (Ex. 6, p. 12)

| Total Park<br>Acres Needed<br>for Growth | Reserve<br>Capacity | Net Park<br>Acres<br>Needed for<br>Growth |
|------------------------------------------|---------------------|-------------------------------------------|
| 42.3                                     | - 0.0               | = 42.3                                    |

# Cost per Person

## Park Acquisition and Development Cost per Acre (Ex. 7, p. 13)

|                  | Cost per Acre    |
|------------------|------------------|
| Land Acquisition | \$87,500         |
| Park Development | \$261,678        |
| <b>Total</b>     | <b>\$349,178</b> |

# Cost per Person

## Investment Needed for Growth (Ex. 8, p. 13)

| Park Cost per Acre |   | Park Acres Needed for Growth |   | Investment Needed for Growth |
|--------------------|---|------------------------------|---|------------------------------|
| \$349,178          | x | 42.3                         | = | \$14,781,640                 |

# Cost per Person

## City Investment for Growth (Ex. 9, p. 14)

| Investment<br>Needed for<br>Growth |   | City Share of<br>Investment for<br>Growth |   | City Investment<br>for Growth |
|------------------------------------|---|-------------------------------------------|---|-------------------------------|
| \$14,781,640                       | x | 6.5%                                      | = | \$966,480                     |

# Cost per Person

## Investment to be Paid by Growth (Ex. 10, p. 15)

| Investment<br>Needed for<br>Growth |   | City<br>Investment for<br>Growth |   | Investment to<br>be Paid by<br>Growth |
|------------------------------------|---|----------------------------------|---|---------------------------------------|
| \$14,781,640                       | - | \$966,480                        | = | \$13,815,161                          |

# Cost per Person

## Growth Cost per Person (Ex. 11, p. 15)

| Investment to be<br>Paid by Growth | Growth of<br>Population | Growth Cost<br>per Person |
|------------------------------------|-------------------------|---------------------------|
| \$13,815,161                       | ÷ 5,667                 | = \$2,437.83              |

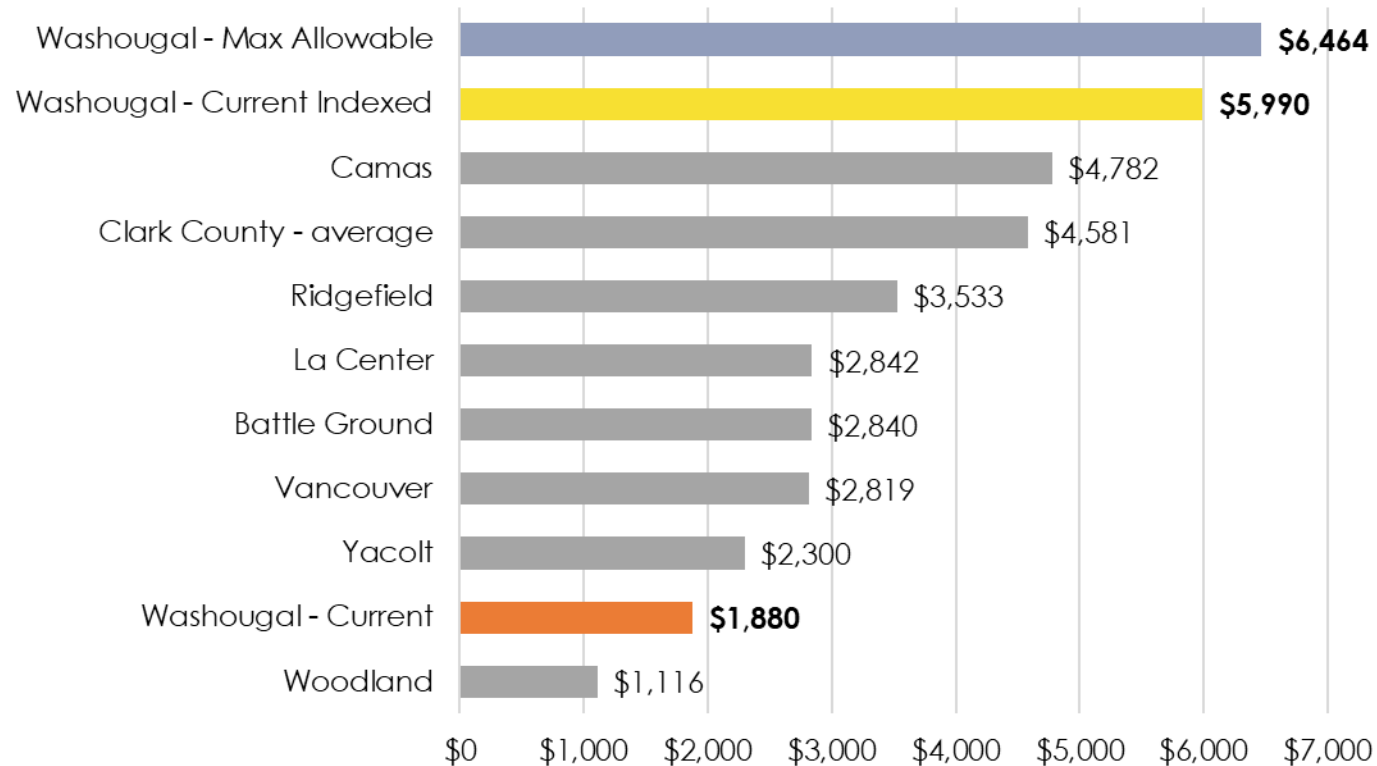
# Impact Fee Rates

## Maximum Allowable Park Impact Fee Rates per Unit (Ex. 14, p. 18)

| Type of Development | Adjusted Growth Cost per Person | Population per Unit |      |                 | Park Impact Fee per Unit |
|---------------------|---------------------------------|---------------------|------|-----------------|--------------------------|
| Single Family       | \$2,437.83                      | x                   | 2.65 | dwelling unit = | \$6,464.19               |
| Multifamily         | \$2,437.83                      | x                   | 1.92 | dwelling unit = | \$4,684.90               |

# Rate Comparison

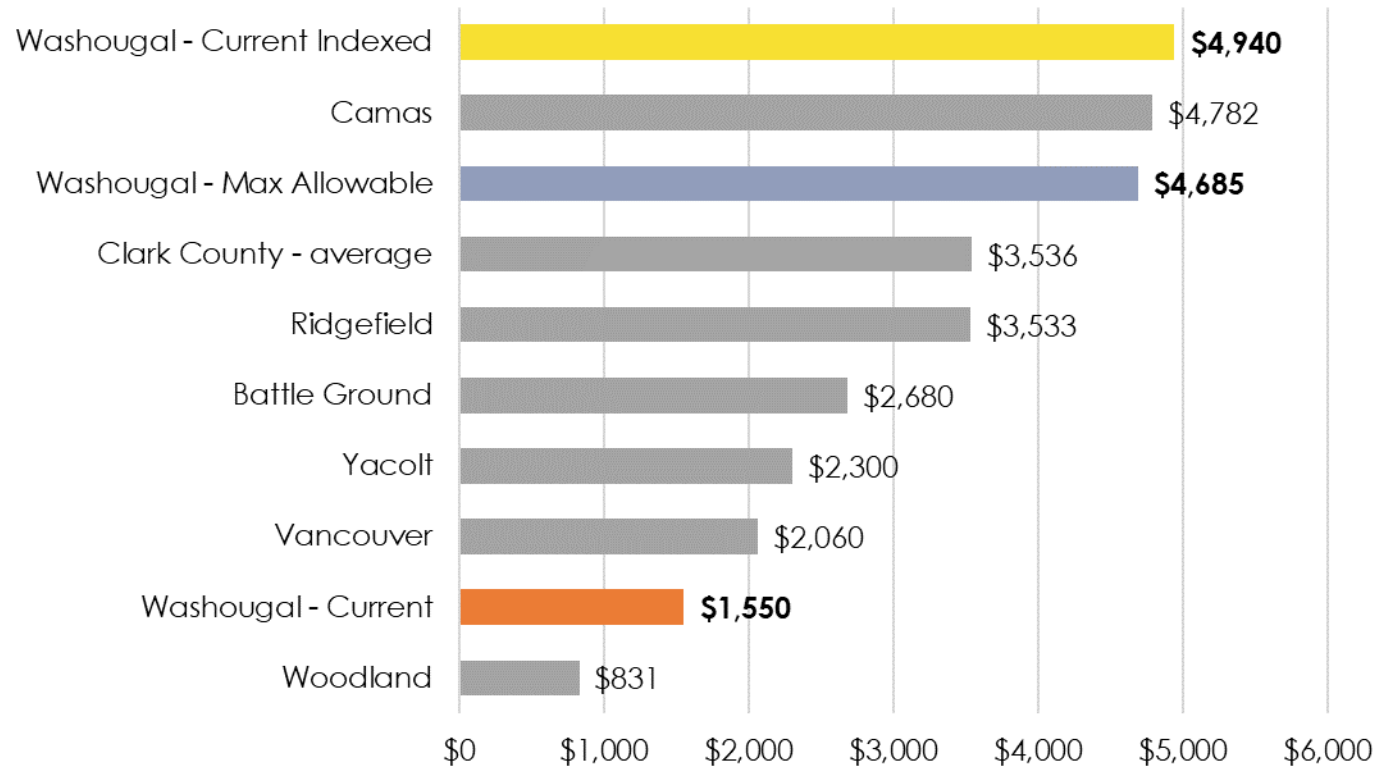
## Impact Fee Comparison by Selected Cities: Single Family DU



Current rates indexed based on the U.S. Census Single Family Houses Construction Cost Index as an example.

# Rate Comparison

## Impact Fee Comparison by Selected Cities: Multifamily DU



Current rates indexed based on the U.S. Census Single Family Houses Construction Cost Index as an example.

## Historic and Forecasted Park Impact Fee Revenue

| Year             | Park Impact Fee Receipts |
|------------------|--------------------------|
| 2006             | \$129,160                |
| 2007             | \$508,509                |
| 2008             | \$205,610                |
| 2009             | \$39,150                 |
| 2010             | \$49,210                 |
| 2011             | \$63,920                 |
| 2012             | \$90,240                 |
| 2013             | \$195,520                |
| 2014             | \$153,830                |
| 2015             | \$181,080                |
| 2016             | \$166,720                |
| 2017             | \$219,220                |
| 2018             | \$160,350                |
| 2019*            | \$220,000                |
| 2020*            | \$220,000                |
| <b>2006-2020</b> | <b>\$2,602,519</b>       |
| <b>2021-2035</b> | <b>\$13,815,161</b>      |

**Total park impact fee** receipts between 2006 and 2020 are \$2.6 million.

This includes the Great Recession and projected receipts for 2019 and 2020 from the 2020 Adopted Budget.

Annual receipts average nearly \$186,000 between 2006 and 2020.

**Forecasted impact fee** revenues, based on the maximum allowable rates between 2021 and 2035 are \$13.8 million.

Annual receipts average \$987,000 between 2021 and 2035.

# Agenda

- Impact Fees: What are they?
- Calculation of Park Impact Fees
- **Impact Fee Option: Residential and Nonresidential**
- Impact Fee Option: Rates by Type vs Flat Rate
- Impact Fee Option: Phased Implementation
- Choices and Q&A

# Impact Fee Option: Residential and Nonresidential

## **Residential and Nonresidential Impact Fee Calculations**

1. Include employment data as well as population data
  - a. Estimated current and forecasted employment
  - b. Current and forecasted employment by industry
  - c. Equivalent population methodology

# Impact Fee Option: Residential and Nonresidential

## **Residential and Nonresidential Impact Fee Calculations**

2. Use equivalent population, which uses both population and employment, to revise calculations
  - a. Equivalent population methodology
  - b. Use current equivalent population to arrive at the level of service ratio
  - c. Use growth of equivalent population to calculate total park acres needed for growth and growth cost per equivalent person

# Impact Fee Option: Residential and Nonresidential

## **Residential and Nonresidential Impact Fee Calculations**

3. Update population per unit to include nonresidential development
  - a. Adjust persons per dwelling unit to equivalent population per unit
  - b. Add equivalent population per square foot for nonresidential development
4. Recalculate fees to develop alternative maximum allowable park impact fee rates

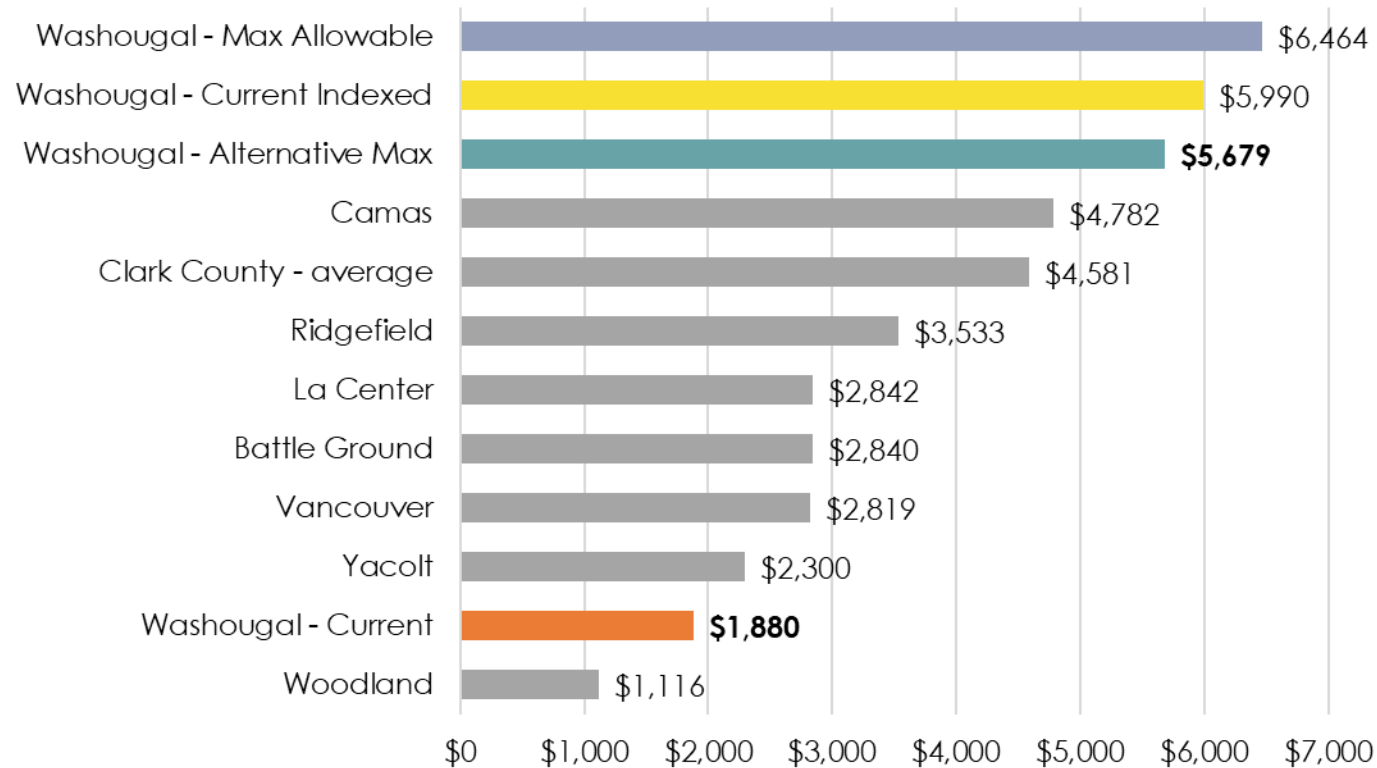
# Impact Fee Option: Residential and Nonresidential

## Maximum Residential and Nonresidential Impact Fee Comparison

| Type of Development | Unit          | Park Impact Fee per Unit<br>(Residential Only) | Park Impact Fee per Unit<br>(Residential and Nonresidential) | \$ Difference | % Difference |
|---------------------|---------------|------------------------------------------------|--------------------------------------------------------------|---------------|--------------|
| Residential         |               |                                                |                                                              |               |              |
| Single Family       | dwelling unit | \$6,464.19                                     | <b>\$5,678.68</b>                                            | (\$785.52)    | 88%          |
| Multifamily         | dwelling unit | \$4,684.90                                     | <b>\$4,115.60</b>                                            | (\$569.30)    | 88%          |
| Nonresidential      | sq ft         |                                                | <b>\$2.27</b>                                                |               |              |

# Impact Fee Option: Residential and Nonresidential

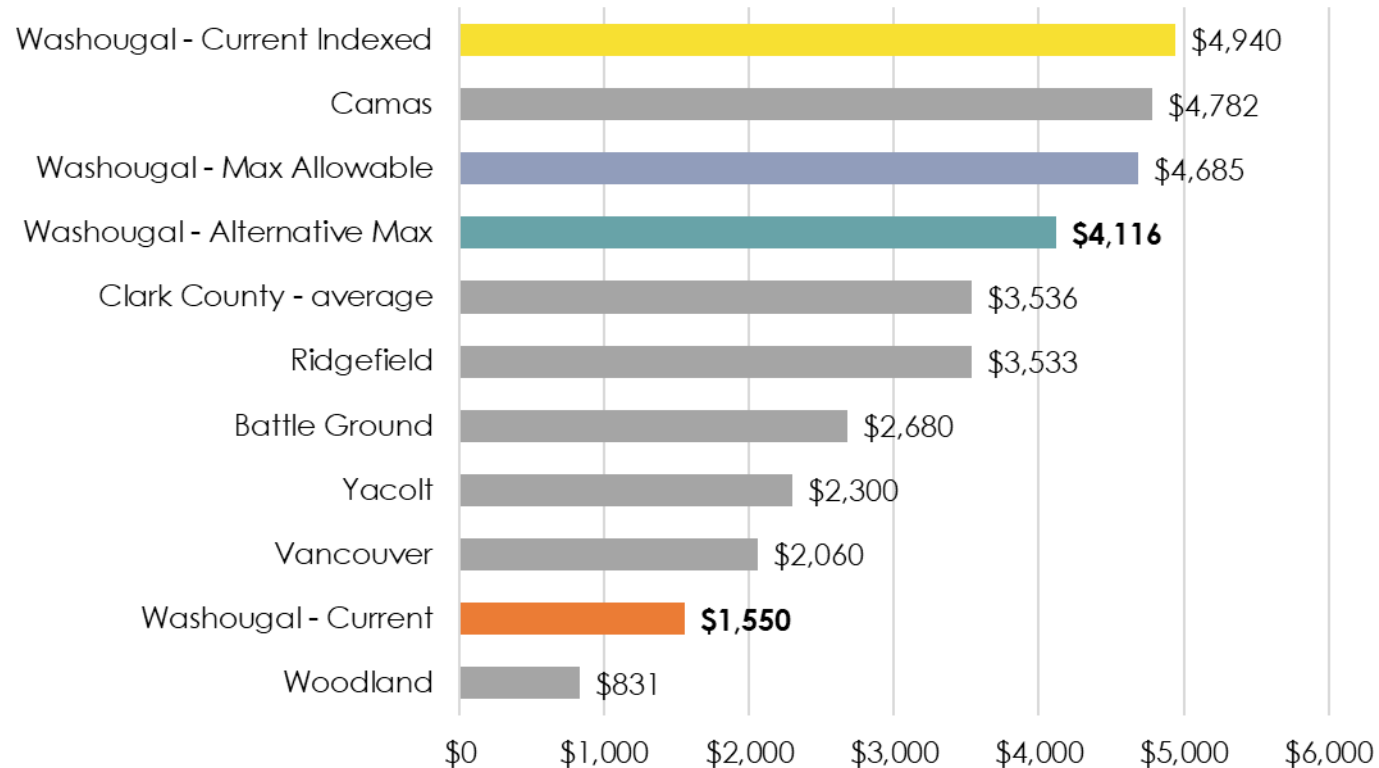
## Impact Fee Comparison by Selected Cities: Single Family DU



Current rates indexed based on the U.S. Census Single Family Houses Construction Cost Index as an example.

# Impact Fee Option: Residential and Nonresidential

## Impact Fee Comparison by Selected Cities: Multifamily DU



Current rates indexed based on the U.S. Census Single Family Houses Construction Cost Index as an example.

# Impact Fee Option: Residential and Nonresidential

## Impact Fee Comparison by Selected Cities: Nonresidential

| City                        | Fee           | Unit |
|-----------------------------|---------------|------|
| Washougal - Alternative Max | \$2.27        | psf  |
| Issaquah                    | \$0.02 - 1.70 | psf  |
| Tukwila                     | \$0.25 - 1.38 | psf  |
| Edmonds                     | \$1.34        | psf  |
| Bothell                     | \$1.09        | psf  |
| Puyallup                    | \$0.87        | psf  |

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- Impact Fees: What are they?
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- **Impact Fee Option: Rates by Type vs Flat Rate**
- Impact Fee Option: Phased Implementation
- Choices and Q&A

# Impact Fee Option: Rates by Type vs Flat Rate

## Maximum Allowable Impact Fee Rate by Type

| Type of Development | Park Impact Fee per Unit of Development |
|---------------------|-----------------------------------------|
| Single Family       | \$6,464 dwelling unit                   |
| Multifamily         | \$4,685 dwelling unit                   |

## Maximum Allowable Impact Fee per Dwelling Unit

| Type of Development | Park Impact Fee per Unit of Development |
|---------------------|-----------------------------------------|
| Residential         | \$6,210 dwelling unit                   |

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- Impact Fees: What are they?
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- Impact Fee Option: Rates by Type vs Flat Rate
- **Impact Fee Option: Phased Implementation**
- Choices and Q&A

# Impact Fee Option: Phased Implementation

## Sample Phased Implementation Schedule

| Type of Development | 2021<br>(50%) | 2022<br>(75%) | 2023<br>(100%) |
|---------------------|---------------|---------------|----------------|
| Single Family       | \$3,232.10    | \$4,848.15    | \$6,464.19     |
| Multifamily         | \$2,342.45    | \$3,513.68    | \$4,684.90     |

**Sample** phased implementation over three years.

- Rates start at 50% of the maximum allowable in year 1, increasing to 100% by year three
- Phasing schedule can use different percentage reductions on the maximum allowable by year
- Phasing period can be shorter or longer
- This sample starts with an increase of 72% over current rates for single family dwelling units and 51% for multifamily dwelling units

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## **Council Preferences**

1. Type of development that pays park impact fees?
  - a. Residential only
  - b. Residential and nonresidential
2. Park impact fee rate structure?
  - a. Type of dwelling unit
  - b. Flat rate

## **Council Preferences**

3. Phased implementation?
4. Effective date of updated park impact fee rates?
  - a. 30 days
  - b. 60 days
  - c. 90 days

# Questions?

*Thank you*



# Rate Study for Impact Fees for Parks, Open Space and Recreation Facilities

City of Washougal

DISCUSSION DRAFT

April 19, 2021

Prepared by:



Prepared for:





*Community Attributes Inc. tells data-rich stories about communities  
that are important to decision makers.*

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## CONTENTS

|                                                                              |    |
|------------------------------------------------------------------------------|----|
| 1. Introduction.....                                                         | 1  |
| 2. Statutory Basis and Methodology .....                                     | 2  |
| 3. Growth Estimates.....                                                     | 9  |
| 4. Park Impact Fees .....                                                    | 10 |
| Appendix A. Inventory of Existing Parks.....                                 | 19 |
| Appendix B. Capital Facilities Plan and Projects that Add Capacity 2021-2035 | 20 |

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# 1. INTRODUCTION

The purpose of this study is to establish the rates for impact fees in the City of Washougal, Washington for parks, open space, and recreation facilities as authorized by RCW<sup>1</sup> 82.02.090 (7). Throughout this study the term “parks” is used as the short name that means parks, open space and recreation facilities, including land and developments.

## Summary Maximum Allowable Impact Fee Rates

Park impact fees are paid by all types of new development.<sup>2</sup> Impact fee rates for new development are based on and vary according to the type of land use. The following table summarizes the maximum allowable impact fee rates for each land use category.

**Exhibit 1. City of Washougal Park Impact Fee Rates**

| Type of Development | Park Impact Fee per Unit of Development |
|---------------------|-----------------------------------------|
| Single Family       | \$6,464 dwelling unit                   |
| Multifamily         | \$4,685 dwelling unit                   |

## Impact Fees vs. Other Developer Contributions

Impact fees are charges paid by new development to reimburse local governments for the capital cost of public facilities that are needed to serve new development and the people who occupy or use the new development. Throughout this study, the term “developer” is used as a shorthand expression to describe anyone who is obligated to pay impact fees, including builders, owners or developers.

Local governments charge impact fees for several reasons: 1) to obtain revenue to pay for some of the cost of new public facilities; 2) to implement a public policy that new development should pay a portion of the cost of facilities that it requires, and that existing development should not pay all of the cost of such facilities; and 3) to assure that adequate public facilities will be constructed to serve new development.

The impact fees that are described in this study do not include any other forms of developer contributions or exactions, such as mitigation or voluntary

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<sup>1</sup> Revised Code of Washington (RCW) is the state law of the State of Washington.

<sup>2</sup>The impact fee ordinance may specify exemption for low-income housing and/or “broad public purposes,” but such exemptions must be paid for by public money, not other impact fees. The ordinance may specify if impact fees apply to changes in use, remodeling, etc.

payments authorized by SEPA (the State Environmental Policy Act, RCW 43.21C); system development charges for water and sewer authorized for utilities (RCW 35.92 for municipalities, 56.16 for sewer districts, and 57.08 for water districts); local improvement districts or other special assessment districts; linkage fees; or land donations or fees in lieu of land.

## Organization of the Study

This impact fee rate study contains four chapters:

- **Introduction:** provides a summary of impact fee rates for land use categories, and other introductory materials.
- **Statutory Basis and Methodology:** summarizes the statutory requirements for development of impact fees, and describes the compliance with each requirement.
- **Growth Estimates:** presents estimates of future growth of population and employment in Washougal because impact fees are paid by growth to offset the cost of parks, open space and recreation facilities that will be needed to serve new development.
- **Park Impact Fees:** presents impact fees for parks in the City of Washougal. The chapter includes the methodology that is used to develop the fees, the formulas, variables and data that are the basis for the fees, and the calculation of the fees. The methodology is designed to comply with the requirements of Washington state law.

## 2. STATUTORY BASIS AND METHODOLOGY

This chapter summarizes the statutory requirements for impact fees in the State of Washington and describes how the City of Washougal's impact fees comply with the statutory requirements.

### Statutory Requirements for Impact Fees

The Growth Management Act of 1990 (Chapter 17, Washington Laws, 1990, 1<sup>st</sup> Ex. Sess.) authorizes local governments in Washington to charge impact fees. RCW 82.02.050 – 82.02.110 contain the provisions of the Growth Management Act that authorize and describe the requirements for impact fees.

The impact fees that are described in this study are not mitigation payments authorized by the State Environmental Policy Act (SEPA). There are several important differences between impact fees and SEPA mitigations. Three aspects of impact fees that are particularly noteworthy are: 1) the ability to charge for the cost of public facilities that are “system improvements” (i.e., that provide service to the community at large) as opposed to “project improvements” (which are “on-site” and provide service for a particular development) whereas SEPA is used only for specific improvements that

mitigate specific adverse environmental impacts of development; 2) the ability to charge small-scale development their proportionate share, whereas SEPA exempts small developments; and 3) the predictability and simplicity of impact fee rate schedules compared to the cost, time and uncertain outcome of SEPA reviews conducted on a case-by-case basis.

The following synopsis of the most significant requirements of the law includes citations to the Revised Code of Washington as an aid to readers who wish to review the exact language of the statutes.

## Types of Public Facilities

Four types of public facilities can be the subject of impact fees: 1) public streets and roads; 2) publicly owned parks, open space and recreation facilities; 3) school facilities; and 4) fire protection facilities. *RCW 82.02.050 (2) and (4), and RCW 82.02.090 (7)*

## Types of Improvements

Impact fees can be spent on “system improvements” (which are typically outside the development), as opposed to “project improvements” (which are typically provided by the developer on-site within the development). *RCW 82.02.050 (4)(a) and RCW 82.02.090 (5) and (9)*

## Benefit to Development

Impact fees must be limited to system improvements that are reasonably related to, and which will benefit new development. *RCW 82.02.050 (4)(a) and (c)*. Local governments must establish reasonable service areas (one area, or more than one, as determined to be reasonable by the local government), and local governments must develop impact fee rate categories for various land uses. *RCW 82.02.060 (7)*

## Proportionate Share

Impact fees cannot exceed the development’s proportionate share of system improvements that are reasonably related to the new development. The impact fee amount shall be based on a formula (or other method of calculating the fee) that determines the proportionate share. *RCW 82.02.050 (4)(b), RCW 82.02.060 (1), and RCW 82.02.090 (6)*

## Reductions of Impact Fee Amounts

Impact fee rates must be adjusted to account for other revenues that the development pays (if such payments are earmarked for or proratable to particular system improvements). *RCW 82.02.050 (1)(c) and (2) and RCW 82.02.060 (1)(b)*. Impact fees may be credited for the value of dedicated land, improvements or construction provided by the developer (if such facilities are

in the adopted CFP as system improvements eligible for impact fees and are required as a condition of development approval). *RCW 82.02.060 (4)*

## Exemptions from Impact Fees

Local governments have the discretion to provide exemptions from impact fees for low-income housing and other “broad public purpose” development, but all such exempt fees must be paid from public funds (other than impact fee accounts). *RCW 82.02.060 (2) and (3)*

## Developer Options

Developers who are liable for impact fees can submit data and/or analysis to demonstrate that the impacts of the proposed development are less than the impacts calculated in this rate study. *RCW 82.02.060 (6)*. Developers can pay impact fees under protest and appeal impact fee calculations. *RCW 82.02.070 (4) and (5)*. The developer can obtain a refund of the impact fees if the local government fails to expend or obligate the impact fee payments within ten years, or terminates the impact fee requirement, or the developer does not proceed with the development (and creates no impacts). *RCW 82.02.080*

## Capital Facilities Plans

Impact fees must be expended on public facilities in a capital facilities plan (CFP) element or used to reimburse the government for the unused capacity of existing facilities. The CFP must conform to the Growth Management Act of 1990 and must identify existing deficiencies in facility capacity for current development, capacity of existing facilities available for new development, and additional facility capacity needed for new development. *RCW 82.02.050 (5), RCW 82.02.060 (8) and RCW 82.02.070 (2)*

## New Versus Existing Facilities

Impact fees can be charged for new public facilities (*RCW 82.02.060 (1)(a)*) and for the unused capacity of existing public facilities (*RCW 82.02.060 (8)*) subject to the proportionate share limitation described above.

## Accounting Requirements

The local government must separate the impact fees from other monies, expend or obligate the money on CFP project within ten years, and prepare annual reports of collections and expenditures. *RCW 82.02.070 (1)-(3)*

## Compliance with Statutory Requirements for Impact Fees

Many of the statutory requirements listed above are fulfilled in calculation of the park impact fee in the fourth chapter of this study. Some of the statutory requirements are fulfilled in other ways, as described below.

### Types of Public Facilities

This study contains impact fees for parks. This study does not contain impact fees for transportation, fire or schools.

In general, local governments that are authorized to charge impact fees are responsible for specific public facilities for which they may charge such fees. The City of Washougal is legally and financially responsible for the parks facilities it owns and operates within its jurisdiction. In no case may a local government charge impact fees for private facilities, but it may charge impact fees for some public facilities that it does not administer if such facilities are “owned or operated by government entities” (*RCW 82.02.090 (7)*).

### Types of Improvements

The public facilities that can be paid for by impact fees are “system improvements” (which are typically outside the development), and “designed to provide service to service areas within the community at large” as provided in *RCW 82.02.090 (9)*, as opposed to “project improvements” (which are typically provided by the developer on-site within the development or adjacent to the development), and “designed to provide service for a development project, and that are necessary for the use and convenience of the occupants or users of the project” as provided in *RCW 82.02.090 (5)*. The impact fees in this study are based on system improvements that are described in the fourth chapter of this study. No project improvements are included in this study.

Impact fee revenue can be used for the capital cost of public facilities. Impact fees cannot be used for operating or maintenance expenses. The cost of public facilities that can be paid for by impact fees include land acquisition and development. The costs can also include design studies, engineering, land surveys, appraisals, permitting, financing, administrative expenses, applicable mitigation costs, and capital equipment pertaining to capital improvements.

## Benefit to Development, Proportionate Share and Reduction of Fee Amounts

The law imposes three tests of the benefit provided to development by impact fees: 1) proportionate share, 2) reasonably related to need, and 3) reasonably related to expenditure (*RCW 82.02.050 (4)*). In addition, the law requires the designation of one or more service areas (*RCW 82.02.060 (7)*).

### 1. Proportionate Share

First, the “proportionate share” requirement means that impact fees can be charged only for the portion of the cost of public facilities that is “reasonably related” to new development. In other words, impact fees cannot be charged to pay for the cost of reducing or eliminating deficiencies in existing facilities.

Second, there are several important implications of the proportionate share requirement that are not specifically addressed in the law, but which follow directly from the law:

- Costs of facilities that will benefit new development and existing users must be apportioned between the two groups in determining the amount of the fee. This can be accomplished in either of two ways: 1) by allocating the total cost between new and existing users, or 2) calculating the cost per unit and applying the cost only to new development when calculating impact fees.
- Impact fees that recover the costs of existing unused capacity should be based on the government’s actual cost. Carrying costs may be added to reflect the government’s actual or imputed interested expense.

The third aspect of the proportionate share requirement is its relationship to the requirement to provide adjustments and credits to impact fees, where appropriate. These requirements ensure that the amount of the impact fee does not exceed the proportionate share.

- The “adjustments” requirement reduces the impact fee to account for past and future payments of other revenues (if such payments are earmarked for, or proratable to, the system improvements that are needed to serve new growth). The impact fees calculated in this study include an adjustment that accounts for any other revenue that is paid by new development and used by the City to pay for a portion of growth’s proportionate share of costs. This adjustment is in response to the limitations in *RCW 82.02.060 (1)(b)* and *RCW 82.02.050 (2)*.
- The “credit” requirement reduces impact fees by the value of dedicated land, improvements or construction provided by the developer (if such facilities are in the adopted CFP, identified as the projects for which impact fees are collected, and are required as a condition of development approval). The law does not prohibit a local government

from establishing reasonable constraints on determining credits. For example, the location of dedicated land and the quality and design of donated land or recreation facilities can be required to be acceptable to the local government.

## **2. Reasonably Related to Need**

There are many ways to fulfill the requirement that impact fees be “reasonably related” to the development’s need for public facilities, including personal use and use by others in the family or business enterprise (direct benefit), use by persons or organizations who provide goods or services to the fee-paying property or are customers or visitors at the fee-paying property (indirect benefit), and geographical proximity (presumed benefit). These measures of relatedness are implemented by the following techniques:

- Impact fees are charged to properties that need (i.e., benefit from) new public facilities. The City of Washougal residential properties are the primary beneficiaries of parks, so the impact fees are calculated only for residential properties.
- The relative needs of different types of growth are considered in establishing fee amounts (i.e., different impact values for different types of land use). The fourth chapter uses different numbers of persons per dwelling unit for residential development.
- Feepayers can pay a smaller fee if they demonstrate that their development will have less impact than is presumed in the impact fee schedule calculation for their property classification. Such reduced needs must be permanent and enforceable (i.e., via land use restrictions).

## **3. Reasonably Related to Expenditures**

Two provisions of Washougal’s municipal code for impact fees comply with the requirement that expenditures be “reasonably related” to the development that paid the impact fee. First, the requirement that fee revenue must be earmarked for specific uses related to public facilities ensures that expenditures are on specific projects, the benefit of which has been demonstrated in determining the need for the projects and the portion of the cost of needed projects that are eligible for impact fees as described in this study. Second, impact fee revenue must be expended or obligated within ten years, thus requiring the impact fees to be used to benefit to the feepayer and not held by the City.

## **4. Service Areas for Impact Fees**

Impact fees in some jurisdictions are collected and expended within service areas that are smaller than the jurisdiction that is collecting the fees. Impact fees are not required to use multiple service areas unless such “zones” are necessary to establish the relationship between the fee and the development. Because of the compact size of the City of Washougal, and the accessibility of

its parks to all property within the City, Washougal's parks serve the entire City, therefore the impact fees are based on a single service area corresponding to the boundaries of the City of Washougal.

## Exemptions

The City's municipal code for impact fees addresses the subject of exemptions. Exemptions do not affect the impact fee rates calculated in this study because of the statutory requirement that any exempted impact fee must be paid from other public funds. As a result, there is no increase in impact fee rates to make up for the exemption because there is no net loss to the impact fee account as a result of the exemption.

## Developer Options

A developer who is liable for impact fees has several options regarding impact fees. The developer can submit data and/or analysis to demonstrate that the impacts of the proposed development are less than the impacts calculated in this rate study. The developer can appeal the impact fee calculation by the City of Washougal. If the local government fails to expend the impact fee payments within ten years of receipt of such payments, the developer can obtain a refund of the impact fees. The developer can also obtain a refund if the development does not proceed and no impacts are created. All of these provisions are addressed in the City's municipal code for impact fees, and none of them affect the calculation of impact fee rates in this study.

## Capital Facilities Plan

There are references in RCW to the "capital facilities plan" (CFP) as the basis for projects that are eligible for funding by impact fees. Cities often adopt documents with different titles that fulfill the requirements of RCW 82.02.050 et. seq. pertaining to a "capital facilities plan." The City of Washougal has adopted, and periodically updates the Parks Capital Facilities Plan element of the City's Comprehensive Plan, which adopts by reference the Comprehensive Park and Recreation Plan. The Comprehensive Park and Recreation Plan contains the City's parks Capital Facilities Plan (CFP). All references to a CFP in this study are references to the CFP and the documents described above.

The requirement to identify existing deficiencies, capacity available for new development, and additional public facility capacity needed for new development is determined by analyzing levels of service for each type of public facility. The fourth chapter of this study provides this analysis.

## New Versus Existing Facilities, Accounting Requirements

Impact fees must be spent on capital projects contained in an adopted capital facilities plan, or they can be used to reimburse the government for the unused capacity of existing facilities. Impact fee payments that are not expended or obligated within ten years must be refunded unless the City Council makes a written finding that an extraordinary and compelling reason exists to hold the fees for longer than ten years. In order to verify these two requirements, impact fee revenues must be deposited into separate accounts of the government, and annual reports must describe impact fee revenue and expenditures. These requirements are addressed by Washougal's municipal code for impact fees and are not factors in the impact fee calculations in this study.

## Data Sources

The data in this study of impact fees in Washougal, Washington was provided by the City of Washougal, unless a different source is specifically cited.

## 3. GROWTH ESTIMATES

Impact fees are meant to have “growth pay for growth” so the first step in developing an impact fee is to quantify future growth in the City of Washougal. Growth estimates have been prepared for population through the year 2035 in order to match the horizon year of the City's most recent Capital Facilities Plan.

Exhibit 2 lists Washougal's population and growth rates from 2015 to 2020 and projections to the year 2035.

| <b>Exhibit 2. Population</b> |                        |             |
|------------------------------|------------------------|-------------|
|                              | <b>Population CAGR</b> |             |
| 2015                         | 15,170                 |             |
| 2016                         | 15,560                 | 2.6%        |
| 2017                         | 15,760                 | 1.3%        |
| 2018                         | 16,020                 | 1.6%        |
| 2019                         | 16,500                 | 3.0%        |
| 2020                         | 16,680                 | 1.1%        |
| 2035                         | 22,347                 | 2.0%        |
| <b>Growth</b>                | <b>5,667</b>           | <b>2.0%</b> |

*Notes: CAGR = Compound Annual Growth Rate. Growth = 2035 Population – 2020 Population.*

*Sources: 2015-2020 population is from the Washington State Office of Financial Management. 2035 population projection from the City of Washougal 2015-2035 Comprehensive Plan.*

It is clear from Exhibit 2 that Washougal expects growth of population in the future, so there is a rational basis for park impact fees that would have future growth pay for parks, open space and recreation facilities that are needed to provide appropriate levels of service to new development.

The total population for the base year (2020) is 16,680, for the horizon year (2035) is 22,347, therefore the growth between 2020 and 2035 is 5,667.

## 4. PARK IMPACT FEES

### Overview

Impact fees for Washougal's parks, recreation facilities and open space use an inventory of the City's existing parks acreage and current population to determine the current level of service ratio for parks. The current level of service ratio is multiplied by the projected population growth to estimate the acres of parks needed to serve growth at the current level of service. The cost of park acquisition and development per acre is multiplied by the number of acres needed to serve growth at the current level of service to arrive at the investment in parks needed to serve growth. The investment needed for growth is reduced by the amount of specific other revenues that are available and the result is the net investment needed to be paid by growth. Dividing the net investment by the growth of population results in the investment per person that can be charged as impact fees. The amount of the maximum allowable impact fee is determined by charging each fee-paying development for the impact fee cost per person multiplied by the number of persons per dwelling unit.

These steps are described below in the formulas, descriptions of variables, exhibits, and explanation of calculations of park impact fees.

### Formula 1: Parks Level of Service Ratio

The current level of service ratio is calculated by dividing Washougal's existing parks acreage by its total current population.

$$(1) \frac{\text{Existing Acres of Parks}}{\text{Current Population}} = \text{Current Level of Service Ratio}$$

Current population was described in the third chapter of this study. There is one new variable that requires explanation: (A) Existing Acres of Parks.

#### Variable (A): Existing Acres of Parks

The acreage of each of Washougal's parks is listed in Appendix A. The total existing parks acreage includes all existing facilities in the following categories: Neighborhood Parks, Community Parks, Special Use Areas,

Waterfront Parks and Natural Areas. Appendix A additionally includes a total of the acreage for each park and the subtotal by category.

The total existing inventory of parks in the City of Washougal is 124.6 acres of parks. Exhibit 3 lists the total existing inventory of parks by category.

**Exhibit 3. Park Inventory by Park Type, Washougal, Acres, 2021**

| <b>Type</b>        | <b>Inventory</b> |
|--------------------|------------------|
| Neighborhood Parks | 17.6             |
| Community Parks    | 33.6             |
| Special Use Areas  | 19.2             |
| Pocket Parks       | 0.3              |
| Waterfront Parks   | 2.5              |
| Natural Parks      | 51.4             |
| <b>Total</b>       | <b>124.6</b>     |

*Sources: City of Washougal Comprehensive Park & Recreation Plan, April 2021, Appendix A.*

Exhibit 4 lists the total existing inventory of parks and divides it by the current population of 16,680 (from Exhibit 2, divided by 1,000) to calculate the current level of service ratio of 7.5 acres of parks per 1,000 population.

**Exhibit 4. Level of Service Ratio**

| <b>Inventory</b> | <b>Current Population</b> | <b>Level of Service Ratio</b> |
|------------------|---------------------------|-------------------------------|
| 124.6            | ÷ 16,680                  | = 7.5 acres per 1,000 pop     |

**Formula 2: Total Park Acres to Serve Growth**

Impact fees must be related to the needs of growth, as explained in the second chapter of this report. The first step in determining growth's needs is to calculate the total number of acres needed to serve growth with the same level of service ratio that benefits the current population. The acres of parks needed for growth are calculated by multiplying the level of service ratio by the population growth from 2020 to 2035 (divided by 1,000).

$$(2) \frac{\text{Current Level of Service Ratio}}{\text{Service Ratio}} \times \frac{\text{Population Growth}}{\text{Growth}} = \frac{\text{Park Acres}}{\text{to Serve Growth}}$$

There are no new variables used in Formula 2. Both variables were developed in previous formulas and exhibits.

Exhibit 5 shows the calculation of the total acres of parks needed for growth. The current level of service ratio is calculated in Exhibit 4. The growth in population is calculated in Exhibit 2. The result is that Washougal needs to add 42.3 acres of parks in order to serve the growth of 5,667 additional people who are expected to be added to the City's existing population.

#### Exhibit 5. Total Park Acres Needed for Growth

| Level of Service Ratio    | 2020-2035 Growth | Total Park Acres Needed for Growth |
|---------------------------|------------------|------------------------------------|
| 7.5 acres per 1,000 pop x | 5,667            | = 42.3                             |

### Formula 3. Park Acres Needed for Growth

The park acres needed for growth is calculated by subtracting any existing reserve capacity from the total park acres needed to serve growth.

$$(3) \quad \text{Park Acres to Serve Growth} - \text{Reserve Capacity} = \text{Park Acres Needed for Growth}$$

Total Park Acres Needed for Growth was described in Formula 2. There is one new variable that requires explanation: (B) Reserve Capacity

#### Variable (B): Reserve Capacity

Existing reserve capacity includes any park acres that the City of Washougal has acquired and is holding in reserve to serve the needs of growth. Because the current level of service is based on the current parks system and the current population, there is no reserve capacity (i.e., no unused value that can be used to serve future population growth)<sup>3</sup>.

Exhibit 6 shows the calculation of the acres of parks that are needed for growth. The total acres of parks needed for growth (from Exhibit 5) is reduced by the existing reserve capacity, in this case zero, and the result shows that 42.3 acres of additional parks are needed to serve future growth.

#### Exhibit 6. Park Acres Needed for Growth

| Total Park Acres Needed for Growth | Reserve Capacity | Net Park Acres Needed for Growth |
|------------------------------------|------------------|----------------------------------|
| 42.3                               | - 0.0            | = 42.3                           |

### Formula 4: Investment Needed for Growth

The second step in determining growth's needs is to calculate the total investment in parks needed for growth, or the total cost of parks land acquisition and development to serve growth with the same level of service ratio that benefits the current population. The investment needed for growth

<sup>3</sup> Also, the use of the current park acreage and current population means there is no existing deficiency. This approach satisfies the requirements of RCW 82.02.050 (5) to determine whether or not there are any existing deficiencies in order to ensure that impact fees are not charged for any deficiencies.

is calculated by multiplying the park cost per acre by the number of acres needed to serve growth.

$$(4) \frac{\text{Park Cost per Acre}}{\text{per Acre}} \times \frac{\text{Park Acres Needed for Growth}}{\text{Needed for Growth}} = \frac{\text{Investment}}{\text{Needed for Growth}}$$

There is one new variable used in Formula 4 that requires explanation: (C) Park Cost per Acre.

### Variable (C): Park Cost per Acre

The park impact fees are based on costs per acre for land acquisition and development that will be provided by the City of Washougal. Park acquisition costs are provided by the City of Washougal and park development costs are based on the projected development costs in the CFP, documented in Appendix B. Exhibit 7 details the cost per acre for park land acquisition and development.

#### Exhibit 7. Park Acquisition and Development Cost per Acre

|                  | Cost per Acre    |
|------------------|------------------|
| Land Acquisition | \$87,500         |
| Park Development | \$261,678        |
| <b>Total</b>     | <b>\$349,178</b> |

Exhibit 8 shows the calculations for the investment needed for growth. The total park cost per acre for land acquisition and development (from Exhibit 7) is multiplied by the additional acres of parks needed for growth (from Exhibit 6) resulting in the investment needed for growth. The result is that the City will need to invest nearly \$14.8 million in impact fee eligible parks acquisition and development to serve growth through 2035.

#### Exhibit 8. Investment Needed for Growth

| Park Cost per Acre |   | Park Acres Needed for Growth |   | Investment Needed for Growth |
|--------------------|---|------------------------------|---|------------------------------|
| \$349,178          | x | 42.3                         | = | \$14,781,640                 |

### Formula 5: City Investment for Growth

The City of Washougal has historically used a combination of revenue sources to pay for the cost of park and recreation capital facilities, including REET funding, grants and other state and local revenues sources. The City's plan for the future is to continue using grant revenues and local revenues to pay part of the cost of parks needed for growth. The City's share of investment for growth is calculated by multiplying the total investment needed to serve growth by the City's share of investment for growth.

$$(5) \frac{\text{Investment Needed for Growth}}{\text{City Share of Investment for Growth}} \times \frac{\text{City Share of Investment for Growth}}{\text{City Share of Investment for Growth}} = \frac{\text{City Investment for Growth}}{\text{City Share of Investment for Growth}}$$

There is one new variable used in Formula 5 that requires explanation: (D) City Share of Investment for Growth.

### Variable (D): City Share of Investment for Growth

A detailed analysis was made of the City's Capital Facilities Plan from the April 2021 Comprehensive Park & Recreation Plan in Appendix B. There are a total of \$29.6 million in parks capital costs plus an additional \$2.9 million in capital costs in 2021. Among these parks projects \$30.9 million add capacity, and therefore are considered projects eligible for park impact fee funding. A total of \$2.0 million of the capacity park projects have identified potential funding from grants and local revenues. \$2.0 million is 6.5% of \$30.9 million. Therefore, grants and local revenues will pay for 6.5% of parks projects that add "capacity" to the park system for new development by increasing the value of park and recreation assets.

Exhibit 9 shows the calculation of the City's share of investment in parks to serve growth. The total investment needed for growth is multiplied by the City's share of investment for growth resulting in the City investment in parks and recreation facilities for growth. The result is that the City expects to use nearly \$1 million in grant and local revenues for parks projects for growth.

| Exhibit 9. City Investment for Growth |   |                                     |   |                            |
|---------------------------------------|---|-------------------------------------|---|----------------------------|
| Investment Needed for Growth          |   | City Share of Investment for Growth |   | City Investment for Growth |
| \$14,781,640                          | x | 6.5%                                | = | \$966,480                  |

### Formula 6: Investment to be Paid by Growth

The future investment in parks that needs to be paid by growth may be reduced if the City has other revenues it investment in its parks. The investment to be paid by growth is calculated by subtracting the amount of any revenues the City invests in infrastructure for growth from the total investment in parks needed to serve growth.

$$(6) \frac{\text{Investment Needed for Growth}}{\text{City Investment for Growth}} - \frac{\text{City Investment for Growth}}{\text{City Investment for Growth}} = \frac{\text{Investment to be Paid by Growth}}{\text{City Investment for Growth}}$$

There are no new variables in Formula 6. Both variables were developed in previous formulas.

Exhibit 10 shows the calculation of the investment in parks that needs to be paid by growth. The City investment for growth (from Exhibit 9) is

subtracted from the total investment in parks needed to serve growth (from Exhibit 8). Exhibit 10 shows that growth in Washougal needs \$14.8 million for additional parks to maintain the City's standards for future growth. The City's investment for growth is projected to be \$1 million in grant and local revenues towards this cost for parks. The remaining \$13.8 million for parks will be paid by growth.

| <b>Exhibit 10. Investment to be Paid by Growth</b> |   |                                   |   |                                        |
|----------------------------------------------------|---|-----------------------------------|---|----------------------------------------|
| <b>Investment Needed for Growth</b>                |   | <b>City Investment for Growth</b> |   | <b>Investment to be Paid by Growth</b> |
| \$14,781,640                                       | - | \$966,480                         | = | \$13,815,161                           |

### **Formula 7: Growth Cost per Person**

The growth cost per person is calculated by dividing the investment in parks that is to be paid by growth by the amount of population growth.

$$(7) \frac{\text{Investment to be Paid by Growth}}{\text{Growth of Population}} = \frac{\text{Growth Cost}}{\text{per Person}}$$

There are no new variables used in Formula 7. Both variables were developed in previous formulas.

Exhibit 11 shows the calculation of the cost per person of parks that needs to be paid by growth. The investment in parks needed to be paid by growth (from Exhibit 10), is divided by the growth in population (from Exhibit 2), and the result shows the cost for parks to be paid by growth is \$2,437.83 per person.

| <b>Exhibit 11. Growth Cost per Person</b> |   |                             |   |                               |
|-------------------------------------------|---|-----------------------------|---|-------------------------------|
| <b>Investment to be Paid by Growth</b>    |   | <b>Growth of Population</b> |   | <b>Growth Cost per Person</b> |
| \$13,815,161                              | ÷ | 5,667                       | = | \$2,437.83                    |

### **Formula 8: Adjustment to be Consistent with Washougal's CFP**

Impact fees must be based on and used for projects in the City's CFP or CIP. Impact fees are limited to projects that add capacity to the park system and therefore provide additional parks for growth. Impact fees can only be charged for the portion of the cost of the capacity projects that are not paid for by other funding sources. If the unfunded cost of parks projects that add capacity is less than the investment needed for growth, the impact fee calculations must include an adjustment to limit the fee to an amount that is

consistent with the CFP<sup>4</sup>. If the unfunded cost of parks projects that add capacity is greater than the investment needed for growth, then no adjustment is required.

The adjustment is calculated by dividing the unfunded cost of CFP projects that add capacity by the amount of the investment that is needed for growth. The result is the percentage of the needed investment that is provided by the CFP.

$$(8) \frac{\text{Unfunded Cost of CFP Projects that Add Capacity}}{\text{Investment Needed for Growth}} = \frac{\text{Adjustment}}{\%}$$

There is one new variable used in Formula 8 that requires explanation: (E) Unfunded Cost of CFP Projects that Add Capacity.

#### Variable (E): Unfunded Cost of CFP Projects that Add Capacity

The City of Washougal's CFP has numerous projects for parks. Some of the projects add capacity to the park system by increasing acreage and/or adding improvements.

The City of Washougal uses a combination of state grants, local sales taxes and other local revenue sources to pay for part of the cost of park, recreation and open space capital facilities.

A detailed analysis was made of the City's CFP<sup>5</sup>. There are a total of \$32.5 million of parks system projects, including park projects planned in 2021 and projected parks projects from the CFP. Park projects costing \$30.9 million add capacity to the park system, and therefore are considered projects eligible for impact fee funding. However, \$2.0 million of the park capacity projects have identified potential funding from grants. The remaining \$28.0 million cost of the park capacity projects is unfunded, and therefore only that amount is eligible to be the basis of the park impact fee.

Revenues that are used for repair, maintenance or operating costs are not used to reduce impact fees because they are not used, earmarked or prorated for the system improvements that are the basis of impact fees. Revenues from past taxes paid on vacant land prior to development are not included because new capital projects do not have prior costs, therefore prior taxes did not contribute to such projects.

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<sup>4</sup> If future Capital Facilities Plans increase the projects for growth this adjustment can be revised in future updates of the park impact fee.

<sup>5</sup> The analysis is presented in Appendix B.

The other potential credits that reduce capacity costs (and subsequent impact fees) are donations of land or other assets by developers or builders. Those reductions depend upon specific arrangements between the developer and the City of Washougal. Reductions in impact fees for donations are calculated on a case-by-case basis at the time impact fees are to be paid.

Exhibit 12 shows the calculation of the adjustment percentage. The \$28.0 million unfunded cost of CFP park projects that add capacity is divided by the \$14.8 million investment that is needed for growth in order to provide the current capital value per person to all new residential development. The calculation is that the CFP projects will provide 189.5% of the investment needed for growth for park projects. Because the City of Washougal is planning to provide more capacity projects than needed to serve growth, the adjustment used is 100%, or no adjustment is required.

**Exhibit 12. Adjustment for Consistency with CFP**

| Unfunded Cost of<br>CFP Capacity<br>Projects | Investment<br>Needed for<br>Growth | Adjustment % |
|----------------------------------------------|------------------------------------|--------------|
| \$28,005,500                                 | ÷ \$14,781,640 =                   | 100.0%       |

**Formula 9: Adjusted Growth Cost per Person**

The adjusted growth cost per person is calculated by multiplying the growth cost per person by the adjustment percent to account for the portion of unfunded CFP projects that will add capacity to Washougal's parks system.

$$(9) \frac{\text{Growth Cost per Person}}{\text{per Person}} \times \frac{\text{Adjustment}}{\%} = \frac{\text{Adjusted Growth Cost per Person}}{\text{Cost per Person}}$$

There are no new variables used in Formula 9. Both variables were developed in previous formulas.

Exhibit 13 shows the calculation of the cost per person adjusted for park CFP capacity projects that needs to be paid by growth. The growth cost per person (from Exhibit 11), is multiplied by the adjustment percent, or 100% (from Exhibit 12), and the result shows that cost for parks to be paid by growth is \$2,437.83 per person.

**Exhibit 13. Adjusted Growth Cost per Person**

| Growth Cost<br>per Person | Adjustment<br>% | Adjusted<br>Growth Cost<br>per Person |
|---------------------------|-----------------|---------------------------------------|
| \$2,437.83                | x 100.0%        | = \$2,437.83                          |

## Formula 10: Maximum Allowable Impact Fee per Unit of Development

The amount to be paid by each new development unit depends on the persons per dwelling unit. The cost per unit of development is calculated by multiplying the adjusted growth cost per person by the persons per dwelling unit for each type of development.

$$(10) \frac{\text{Adjusted Growth Cost per Person}}{\text{Cost per Person}} \times \frac{\text{Persons per Dwelling Unit}}{\text{Dwelling Unit}} = \frac{\text{Impact Fee per Unit of Development}}{\text{Unit of Development}}$$

There is one new variable used in Formula 10 that requires explanation: (F) Persons per Dwelling Unit.

### Variable (F): Persons per Dwelling Unit

The number of persons per dwelling unit is estimated from the U.S. Census American Community Survey 5-Year Estimates for the City of Washougal.

Exhibit 14 shows the calculation of the maximum allowable parks impact fee per unit of development. The adjusted growth cost of \$2,437.83 per person for parks from Exhibit 13 is used to calculate the impact fee per unit of development for parks.

#### Exhibit 14. Maximum Allowable Park Impact Fee per Unit of Development

| Type of Development | Adjusted Growth Cost per Person |   | Population per Unit |                 | Park Impact Fee per Unit |
|---------------------|---------------------------------|---|---------------------|-----------------|--------------------------|
| Single Family       | \$2,437.83                      | x | 2.65                | dwelling unit = | \$6,464.19               |
| Multifamily         | \$2,437.83                      | x | 1.92                | dwelling unit = | \$4,684.90               |

## APPENDIX A. INVENTORY OF EXISTING PARKS

Washougal's April 2021 Comprehensive Parks & Recreation Master Plan provides a detailed inventory of existing facilities and acres within the Washougal parks system as of 2021 in Appendix A. The park system in Washougal currently consists of 124.6 acres of parks in total. Washougal has 17.6 acres of Neighborhood Parks, 33.6 acres of Community Parks, 19.2 acres of Special Use Areas, 0.3 acres of pocket parks, 2.5 acres of Waterfront Parks and 51.4 acres of Natural Parks.

**Exhibit 15. Washougal Park Inventory, 2021**

| <b>Park Name</b>                           | <b>Acres</b> |
|--------------------------------------------|--------------|
| Elizabeth Park                             | 1.8          |
| Granite Highlands Park (under development) | 0.0          |
| Hartwood Park                              | 7.0          |
| Hamlik Park                                | 5.0          |
| Oak Tree Park                              | 2.8          |
| River Bend Park                            | 0.6          |
| Riverview Park                             | 0.4          |
| <b>Total Neighborhood Parks</b>            | <b>17.6</b>  |
| Hathaway Park (Lower Level)                | 7.9          |
| Hathaway Park (Upper Level)                | 7.9          |
| Schmid Family Park                         | 17.8         |
| <b>Total Community Parks</b>               | <b>33.6</b>  |
| Camas/Washougal Skate Park                 | 1.4          |
| Downtown Community Garden                  | 0.4          |
| George Schmid Memorial Park                | 4.0          |
| Pedestrian Tunnel                          | 1.0          |
| Reflection Plaza                           | 0.3          |
| Washougal Memorial Cemetery                | 12.1         |
| <b>Total Special Use Areas</b>             | <b>19.2</b>  |
| Beaver Park                                | 0.2          |
| Main Street Park                           | 0.1          |
| <b>Total Pocket Parks</b>                  | <b>0.3</b>   |
| Ninebark Park (under development)          | 0.0          |
| Sandy Swimming Hole                        | 0.9          |
| Steamboat Landing                          | 1.6          |
| <b>Total Waterfront Parks</b>              | <b>2.5</b>   |
| Campen Creek Park                          | 4.5          |
| Eldridge Park                              | 15.5         |
| Kerr Park                                  | 13.7         |
| Lookout Ridge Park                         | 1.1          |
| Lookout Ridge Phase 1C, Tract D            | 0.6          |
| Lookout Ridge Phase 3, Tract B             | 0.5          |
| Oak Heights, Tract 2                       | 0.3          |
| Riverview Terrace Phase 1, Tract 2         | 1.2          |
| Rolling Meadows, Phase 4, Tract D          | 4.4          |
| Rolling Meadows Phase 1, Tract A           | 4.3          |
| Rolling Ridge Phase 2, Tract 3             | 0.7          |
| Summer Slope North, Tract D                | 4.0          |
| Vintage Crest Estates Phase I              | 0.6          |
| <b>Total Natural Parks</b>                 | <b>51.4</b>  |
| <b>Total</b>                               | <b>124.6</b> |

## APPENDIX B. CAPITAL FACILITIES PLAN AND PROJECTS THAT ADD CAPACITY 2021-2035

The Capital Facilities Plan from the April 2021 Comprehensive Parks & Recreation Plan contains 24 projects, plus an additional 2 trail projects currently receiving funding through the transportation impact fee program. Project names are listed in the first column of Exhibit 16. The 2021 planned capital cost of projects in column two totals \$2.9 million. The third column lists the planned capital costs from the Capital Facilities Plan, totaling \$29.6 million. The total capital costs of \$32.5 million for 2021 to 2035 is contained in the third column. The fourth column lists the percent of each project that adds capacity to the park system by increasing acreage and/or adding improvements. These additions increase the value of the park system, and therefore provide value that serves growth. The capacity cost of the projects is determined by multiplying the capacity share in the fifth column by the total cost in the fourth column. The resulting capacity cost is listed in the sixth column, totaling \$30.9 million across all projects. The non-capacity cost is the difference between total cost and the capacity cost, and represents repairs, remodeling, renovations and other costs that take care of current assets, but do not add to the capacity of the assets. The non-capacity costs are listed in the seventh column. Non-capacity costs total \$1.6 million.

The eight, ninth and tenth columns list secured funding for each project, provided by City of Washougal staff. Funds secured from park impact fees are listed in the eighth column. The ninth column sums all other sources of funding secured for each project. The total secured funding, in the tenth column, for all projects is \$2.9 million. Out of this total secured funding \$2.1 million is non-impact fee funding.

The unfunded capacity cost is calculated by subtracting the secured non-impact fee funding in column nine from the total cost in column four. This is calculated by applying the non-impact fee funding to the non-capacity costs (see column 11), then to the capacity costs (see column 13). Any amount of capacity projects that is unfunded is therefore a capacity cost, and it is eligible for impact fees paid by new development. The amounts for each project are listed in column 14, and the total for all projects is \$28.0 million.

### Exhibit 16. Washougal Parks that Add Capacity, 2021-2035

| Park Name                                  | 2021<br>Capital<br>Cost | CFP Capital<br>Cost | Total<br>Capital<br>Cost | %<br>Capacity | Capacity<br>Cost    | Non-Capacity<br>Cost | Impact Fee<br>Funding | Secured<br>Non-Impact<br>Fee Funding | Total<br>Secured<br>Funding | Non-<br>Capacity<br>Portion of<br>Secured Non-<br>Impact Fee<br>Funding | Unfunded<br>Non-<br>Capacity<br>Portion | Secured Non-<br>Impact Fee<br>Funding<br>Available for<br>Capacity<br>Portion | Unfunded<br>Capacity<br>Portion<br>(Eligible for<br>Impact Fee<br>Funding) |
|--------------------------------------------|-------------------------|---------------------|--------------------------|---------------|---------------------|----------------------|-----------------------|--------------------------------------|-----------------------------|-------------------------------------------------------------------------|-----------------------------------------|-------------------------------------------------------------------------------|----------------------------------------------------------------------------|
| <b>Neighborhood Parks</b>                  |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Elizabeth Park                             |                         | \$150,000           | \$150,000                | 25.0%         | \$37,500            | \$112,500            |                       |                                      | \$0                         | \$0                                                                     | \$112,500                               | \$0                                                                           | \$37,500                                                                   |
| Hartwood Park                              |                         | \$2,901,000         | \$2,901,000              | 100.0%        | \$2,901,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$2,901,000                                                                |
| Hamlik Park                                |                         | \$284,000           | \$284,000                | 0.0%          | \$0                 | \$284,000            |                       | \$100,000                            | \$100,000                   | \$100,000                                                               | \$184,000                               | \$0                                                                           | \$0                                                                        |
| Oak Tree Park                              |                         | \$302,000           | \$302,000                | 50.0%         | \$151,000           | \$151,000            |                       |                                      | \$0                         | \$0                                                                     | \$151,000                               | \$0                                                                           | \$151,000                                                                  |
| River Bend Park                            |                         | \$0                 | \$0                      | 0.0%          | \$0                 | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$0                                                                        |
| <b>Total Neighborhood Parks</b>            | <b>\$0</b>              | <b>\$3,637,000</b>  | <b>\$3,637,000</b>       |               | <b>\$3,089,500</b>  | <b>\$547,500</b>     | <b>\$0</b>            | <b>\$100,000</b>                     | <b>\$100,000</b>            | <b>\$100,000</b>                                                        | <b>\$447,500</b>                        | <b>\$0</b>                                                                    | <b>\$3,089,500</b>                                                         |
| <b>Community Parks</b>                     |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Hathaway Park (Upper and Lower Level)      |                         | \$1,596,000         | \$1,596,000              | 50.0%         | \$798,000           | \$798,000            |                       |                                      | \$0                         | \$0                                                                     | \$798,000                               | \$0                                                                           | \$798,000                                                                  |
| Schmid Family Park                         |                         | \$10,640,000        | \$10,640,000             | 100.0%        | \$10,640,000        | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$10,640,000                                                               |
| <b>Total Community Parks</b>               | <b>\$0</b>              | <b>\$12,236,000</b> | <b>\$12,236,000</b>      |               | <b>\$11,438,000</b> | <b>\$798,000</b>     | <b>\$0</b>            | <b>\$0</b>                           | <b>\$0</b>                  | <b>\$0</b>                                                              | <b>\$798,000</b>                        | <b>\$0</b>                                                                    | <b>\$11,438,000</b>                                                        |
| <b>Special Use Areas</b>                   |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Camas/Washougal Skate Park                 |                         | \$75,000            | \$75,000                 | 40.0%         | \$30,000            | \$45,000             |                       |                                      | \$0                         | \$0                                                                     | \$45,000                                | \$0                                                                           | \$30,000                                                                   |
| Downtown Community Garden                  |                         | \$494,000           | \$494,000                | 100.0%        | \$494,000           | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$494,000                                                                  |
| George Schmid Memorial Park                | \$2,889,000             | \$0                 | \$2,889,000              | 100.0%        | \$2,889,000         | \$0                  | \$869,000             | \$2,020,000                          | \$2,889,000                 | \$0                                                                     | \$0                                     | \$2,020,000                                                                   | \$0                                                                        |
| Reflection Plaza                           |                         | \$111,000           | \$111,000                | 100.0%        | \$111,000           | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$111,000                                                                  |
| Washougal Memorial Cemetery                |                         | \$0                 | \$0                      | 0.0%          | \$0                 | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$0                                                                        |
| <b>Total Special Use Areas</b>             | <b>\$2,889,000</b>      | <b>\$680,000</b>    | <b>\$3,569,000</b>       |               | <b>\$3,524,000</b>  | <b>\$45,000</b>      | <b>\$869,000</b>      | <b>\$2,020,000</b>                   | <b>\$2,889,000</b>          | <b>\$0</b>                                                              | <b>\$45,000</b>                         | <b>\$2,020,000</b>                                                            | <b>\$635,000</b>                                                           |
| <b>Waterfront Parks</b>                    |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Sandy Swimming Hole                        |                         | \$1,071,000         | \$1,071,000              | 100.0%        | \$1,071,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$1,071,000                                                                |
| Steamboat Landing                          |                         | \$346,000           | \$346,000                | 100.0%        | \$346,000           | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$346,000                                                                  |
| <b>Total Waterfront Parks</b>              | <b>\$0</b>              | <b>\$1,417,000</b>  | <b>\$1,417,000</b>       |               | <b>\$1,417,000</b>  | <b>\$0</b>           | <b>\$0</b>            | <b>\$0</b>                           | <b>\$0</b>                  | <b>\$0</b>                                                              | <b>\$0</b>                              | <b>\$0</b>                                                                    | <b>\$1,417,000</b>                                                         |
| <b>Natural Parks</b>                       |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Campen Creek Park                          |                         | \$252,000           | \$252,000                | 50.0%         | \$126,000           | \$126,000            |                       |                                      | \$0                         | \$0                                                                     | \$126,000                               | \$0                                                                           | \$126,000                                                                  |
| Kerr Park                                  |                         | \$100,000           | \$100,000                | 0.0%          | \$0                 | \$100,000            |                       |                                      | \$0                         | \$0                                                                     | \$100,000                               | \$0                                                                           | \$0                                                                        |
| <b>Total Natural Parks</b>                 | <b>\$0</b>              | <b>\$352,000</b>    | <b>\$352,000</b>         |               | <b>\$126,000</b>    | <b>\$226,000</b>     | <b>\$0</b>            | <b>\$0</b>                           | <b>\$0</b>                  | <b>\$0</b>                                                              | <b>\$226,000</b>                        | <b>\$0</b>                                                                    | <b>\$126,000</b>                                                           |
| <b>Natural Parks</b>                       |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Granite Highlands Park (Neighborhood Park) |                         | \$0                 | \$0                      | 100.0%        | \$0                 | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$0                                                                        |
| Ninebark Park (Waterfront Park)            |                         | \$0                 | \$0                      | 100.0%        | \$0                 | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$0                                                                        |
| Future Community Park (CP)*                |                         | \$4,000,000         | \$4,000,000              | 100.0%        | \$4,000,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$4,000,000                                                                |
| Future Neighborhood Park 1 (NP1)*          |                         | \$2,000,000         | \$2,000,000              | 100.0%        | \$2,000,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$2,000,000                                                                |
| Future Neighborhood Park 2 (NP2)*          |                         | \$2,000,000         | \$2,000,000              | 100.0%        | \$2,000,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$2,000,000                                                                |
| Future Waterfront Park (WP)*               |                         | \$2,750,000         | \$2,750,000              | 100.0%        | \$2,750,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$2,750,000                                                                |
| New Community Garden*                      |                         | \$50,000            | \$50,000                 | 100.0%        | \$50,000            | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$50,000                                                                   |
| New Off-leash Dog Area*                    |                         | \$500,000           | \$500,000                | 100.0%        | \$500,000           | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$500,000                                                                  |
| <b>Total New Parks and Facilities</b>      | <b>\$0</b>              | <b>\$11,300,000</b> | <b>\$11,300,000</b>      |               | <b>\$11,300,000</b> | <b>\$0</b>           | <b>\$0</b>            | <b>\$0</b>                           | <b>\$0</b>                  | <b>\$0</b>                                                              | <b>\$0</b>                              | <b>\$0</b>                                                                    | <b>\$11,300,000</b>                                                        |
| <b>Total</b>                               | <b>\$2,889,000</b>      | <b>\$29,622,000</b> | <b>\$32,511,000</b>      |               | <b>\$30,894,500</b> | <b>\$1,616,500</b>   | <b>\$869,000</b>      | <b>\$2,120,000</b>                   | <b>\$2,989,000</b>          | <b>\$100,000</b>                                                        | <b>\$1,516,500</b>                      | <b>\$2,020,000</b>                                                            | <b>\$28,005,500</b>                                                        |

*Notes:*

- *Capacity Cost = Total Capital Cost x % Capacity*
- *Non-Capacity Cost = Cost – Capacity Cost*
- *Secured Non-Impact Fee Funding is the sum of all secured funding less impact fee funding provided by City of Washougal staff.*
- *Non-Capacity Portion of Secured Non-Impact Fee Funding = Non-Capacity Cost (if Secured Non-Impact Fee Funding is greater than Non-Capacity Cost)*
- *Unfunded Non-Capacity = Non-Capacity Cost – Non-Capacity Portion of Secured Funding*
- *Secured Non-Impact Fee Funding Available for Capacity Portion = Secured Non-Impact Fee Funding – Non-Capacity Portion of Secured Impact Fee Funding*
- *Unfunded Capacity Portion (Eligible for Impact Fee Funding) = Capacity Cost - Secured Non-Impact Fee Funding available for Capacity Portion – Impact Fee Funding. Impact Fee Funding is subtracted to account only for the capacity cost eligible for future impact fee funding.*

# City of Washougal

## Residential and Nonresidential Maximum Allowable Park Impact Fee Calculations

*DISCUSSION DRAFT  
April 19, 2021*

### GROWTH ESTIMATES

Impact fees are meant to have “growth pay for growth” so the first step in developing an impact fee is to quantify future growth in the City of Washougal. Growth estimates have been prepared for population and employment through the year 2035 in order to match the horizon year of the City’s most recent Capital Facilities Plan.

Exhibit 1 lists Washougal’s population and growth rates from 2015 to 2020 and projections to the year 2035.

| <b>Exhibit 1. Population</b> |                        |             |
|------------------------------|------------------------|-------------|
|                              | <b>Population CAGR</b> |             |
| 2015                         | 15,170                 |             |
| 2016                         | 15,560                 | 2.6%        |
| 2017                         | 15,760                 | 1.3%        |
| 2018                         | 16,020                 | 1.6%        |
| 2019                         | 16,500                 | 3.0%        |
| 2020                         | 16,680                 | 1.1%        |
| 2035                         | 22,347                 | 2.0%        |
| <b>Growth</b>                | <b>5,667</b>           | <b>2.0%</b> |

*Notes: CAGR = Compound Annual Growth Rate. Growth = 2035 Population – 2020 Population.*

*Sources: 2015-2020 population is from the Washington State Office of Financial Management. 2035 population projection from the City of Washougal 2015-2035 Comprehensive Plan.*

In addition to residential population growth, Washougal expects businesses to grow. Business development is included in this methodology because Washougal’s parks and recreation system serves both its residential population and employees. City parks provide places for employees and customers to take breaks from work and shopping, including restful breaks and/or active exercise to promote health living.

Exhibit 2 shows estimated employment in Washougal from 2015 to 2020 and projected growth for the year 2035.

### Exhibit 2. Employment

| Employment CAGR |              |             |
|-----------------|--------------|-------------|
| 2015            | 3,120        |             |
| 2016            | 3,350        | 7.4%        |
| 2017            | 3,230        | -3.6%       |
| 2018            | 3,320        | 2.8%        |
| 2019            | 3,380        | 1.8%        |
| 2020            | 3,210        | -5.0%       |
| 2035            | 6,370        | 4.7%        |
| <b>Growth</b>   | <b>3,160</b> | <b>4.7%</b> |

*Notes: CAGR = Compound Annual Growth Rate. Growth = 2035 Population – 2020 Population. Employment for 2020 is estimated using the share of Clark County employment by City from the U.S. Census Longitudinal-Employer Household Dynamics (LEHD) Employment for 2018, applied to employment estimates for 2020 from the Washington State Employment Security Department Quarterly Census of Employment and Wages for Clark County, 2020. Employment for 2035 is estimated using the total growth projection for Clark County from the 2014 Buildable Lands Report. The share of growth capacity by City from the 2014 Buildable Lands Report is added to 2020 estimated employment by City to arrive at total projected employment in 2035.*

*Sources: U.S. Census LEHD, 2021; Washington State Employment Security Department, 2021; Clark County 2014 Buildable Lands Report, 2014; Community Attributes Inc., 2021.*

Exhibit 3 lists employment by industry in Washougal for 2020 and projections for the year 2035.

### Exhibit 3. Employment by Industry

|                            | 2020         | 2035         | CAGR        |
|----------------------------|--------------|--------------|-------------|
| Construction and Resources | 323          | 611          | 4.3%        |
| WTU                        | 368          | 853          | 5.8%        |
| Manufacturing              | 610          | 479          | -1.6%       |
| Retail                     | 353          | 1,404        | 9.6%        |
| Services                   | 754          | 1,168        | 3.0%        |
| FIRE                       | 158          | 359          | 5.6%        |
| Education                  | 582          | 1,463        | 6.3%        |
| Government                 | 61           | 34           | -3.8%       |
| <b>Total</b>               | <b>3,210</b> | <b>6,370</b> | <b>4.7%</b> |

*Notes: CAGR = Compound Annual Growth Rate. WTU = Wholesale Trade, Transportation and Utilities. FIRE = Finance Insurance and Real Estate. Employment by industry for 2020 is estimated by applying 2014-2018 CAGRS by industry to 2018 employment by industry from the U.S. Census LEHD to estimate 2020 and 2035 employment by industry controlled to total estimated employment for 2020 and 2035.*

*Sources: U.S. Census LEHD, 2021; Washington State Employment Security Department, 2021; Clark County 2014 Buildable Lands Report, 2014; Community Attributes Inc., 2021.*

It is clear from Exhibit 1, Exhibit 2 and Exhibit 3 that Washougal expects growth of population and businesses in the future, so there is a rational basis

for park impact fees that would have future growth pay for parks, open space and recreation facilities that are needed to provide appropriate levels of service to new development.

Population and employment are both expected to grow, but they should not be counted equally because employees and visitors spend less time in Washougal than residents, therefore they have less benefit from Washougal's parks. There is a well-established and widely-used technique for accounting for these differences in impact fees, and it involves "equivalency." Appendix A describes equivalency and explains how the "equivalent population coefficients" were developed for this study of parks impact fees for the City of Washougal. The results allow business to pay its proportionate share of parks for growth based on the "equivalent population" that nonresidential development generates.

Exhibit 4 multiplies the equivalent population coefficients (from Appendix A) by the actual population and employment data from Exhibits 1 and 3 to calculate the "equivalent" population for the base year (2020), the horizon year (2035) and the growth between 2020 and 2035.

**Exhibit 4. Growth of Equivalent Population**

| Land Use Category          | Equivalent Population Coefficient | 2020 Base Year Full Population | 2020 Base Year Equivalent Population | 2035 Horizon Year Full Population | 2035 Horizon Year Equivalent Population | 2020-2035 Growth Full Population | 2020-2035 Growth Equivalent Population |
|----------------------------|-----------------------------------|--------------------------------|--------------------------------------|-----------------------------------|-----------------------------------------|----------------------------------|----------------------------------------|
| Permanent Population       | 0.9375                            | 16,680                         | 15,638                               | 22,347                            | 20,950                                  | 5,667                            | 5,313                                  |
| Retail                     | 2.0038                            | 353                            | 707                                  | 1404                              | 2,813                                   | 1,051                            | 2,106                                  |
| Services                   | 0.5056                            | 754                            | 381                                  | 1168                              | 591                                     | 414                              | 209                                    |
| Manufacturing              | 0.5814                            | 610                            | 355                                  | 479                               | 278                                     | -131                             | -76                                    |
| Education                  | 0.5357                            | 582                            | 312                                  | 1463                              | 784                                     | 881                              | 472                                    |
| WTU                        | 0.6004                            | 368                            | 221                                  | 853                               | 512                                     | 485                              | 291                                    |
| FIRE                       | 0.5056                            | 158                            | 80                                   | 359                               | 182                                     | 201                              | 102                                    |
| Construction and Resources | 0.1986                            | 323                            | 64                                   | 611                               | 121                                     | 288                              | 57                                     |
| Government                 | 0.7060                            | 61                             | 43                                   | 34                                | 24                                      | -27                              | -19                                    |
| <b>Total</b>               | <b>N/A</b>                        | <b>N/A</b>                     | <b>17,801</b>                        | <b>N/A</b>                        | <b>26,256</b>                           | <b>N/A</b>                       | <b>8,455</b>                           |

*Notes: Equivalent Population Coefficient from Appendix A. 2020 Base Year Full Population and 2035 Horizon Year Full Population from Exhibits 1 and 3. Equivalent Population = Equivalent Population Coefficient x Full Population. 2020-2035 Growth Full Population = 2035 Full Population – 2020 Full Population. 2020-2035 Growth Equivalent Population = 2035 Equivalent Population – 2020 Equivalent Population.*

The totals in Exhibit 4 provide the equivalent population for the purpose of development of park impact fees for Washougal. The total equivalent population for the base year (2020) is 17,801 and the horizon year (2035) is 26,256, therefore equivalent population growth between 2020 and 2035 is 8,455.

# RESIDENTIAL AND NONRESIDENTIAL PARK IMPACT FEES

## Overview

Impact fees for Washougal's parks, recreation facilities and open space use an inventory of the City's existing parks acreage and current equivalent population to determine the current level of service ratio for parks. The current level of service ratio is multiplied by the projected equivalent population growth to estimate the acres of parks needed to serve growth at the current level of service. The cost of park acquisition and development per acre is multiplied by the number of acres needed to serve growth at the current level of service to arrive at the investment in parks needed to serve growth. The investment needed for growth is reduced by the amount of specific other revenues that are available and the result is the net investment needed to be paid by growth. Dividing the net investment by the growth of equivalent population results in the investment per equivalent person that can be charged as impact fees. The amount of the maximum allowable impact fee is determined by charging each fee-paying development for the impact fee cost per equivalent person multiplied by the equivalent population per unit for each type of development.

These steps are described below in the formulas, descriptions of variables, exhibits, and explanation of calculations of park impact fees. Throughout the chapter the term "person" is used as the short name that means equivalent population or equivalent person.

## Formula 1: Parks Level of Service Ratio

The current level of service ratio is calculated by dividing Washougal's existing parks acreage by its total current equivalent population.

$$(1) \frac{\text{Existing Acres of Parks}}{\text{Current Equivalent Population}} = \text{Current Level of Service Ratio}$$

Current population was described above and is explained in Appendix A. There is one new variable that requires explanation: (A) Existing Acres of Parks.

### Variable (A): Existing Acres of Parks

The acreage of each of Washougal's parks is listed in Appendix B. The total existing parks acreage includes all existing facilities in the following categories: Neighborhood Parks, Community Parks, Special Use Areas, Waterfront Parks and Natural Areas. Appendix B additionally includes a total of the acreage for each park and the subtotal by category.

The total existing inventory of parks in the City of Washougal is 124.6 acres of parks. Exhibit 5 lists the total existing inventory of parks by category.

**Exhibit 5. Park Inventory by Park Type, Washougal, Acres, 2021**

| <b>Type</b>        | <b>Inventory</b> |
|--------------------|------------------|
| Neighborhood Parks | 17.6             |
| Community Parks    | 33.6             |
| Special Use Areas  | 19.2             |
| Pocket Parks       | 0.3              |
| Waterfront Parks   | 2.5              |
| Natural Parks      | 51.4             |
| <b>Total</b>       | <b>124.6</b>     |

*Sources: City of Washougal Comprehensive Park & Recreation Plan, April 2021, Appendix A.*

Exhibit 6 lists the total existing inventory of parks and divides it by the current equivalent population of 17,801 (from Exhibit 4, divided by 1,000) to calculate the current level of service ratio of 7.0 acres of parks per 1,000 equivalent population.

**Exhibit 6. Level of Service Ratio**

| <b>Inventory</b> | <b>Current<br/>Equivalent<br/>Population</b> | <b>Level of Service Ratio</b> |
|------------------|----------------------------------------------|-------------------------------|
| 124.6            | ÷ 17,801                                     | = 7.0 acres per 1,000 pop     |

**Formula 2: Total Park Acres to Serve Growth**

Impact fees must be related to the needs of growth. The first step in determining growth's needs is to calculate the total number of acres needed to serve growth with the same level of service ratio that benefits the current population. The acres of parks needed for growth are calculated by multiplying the level of service ratio by the equivalent population growth from 2020 to 2035 (divided by 1,000).

$$(2) \frac{\text{Current Level of Service Ratio}}{\text{Service Ratio}} \times \frac{\text{Equivalent Population Growth}}{\text{Growth}} = \frac{\text{Park Acres to Serve Growth}}{\text{to Serve Growth}}$$

There are no new variables used in Formula 2. Both variables were developed in previous formulas and exhibits.

Exhibit 7 shows the calculation of the total acres of parks needed for growth. The current level of service ratio is calculated in Exhibit 6. The growth in equivalent population is calculated in Exhibit 4. The result is that Washougal needs to add 59.2 acres of parks in order to serve the growth of 8,455 additional people who are expected to be added to the City's existing equivalent population.

#### Exhibit 7. Total Park Acres Needed for Growth

| Level of Service Ratio    | 2020-2035 Growth | Total Park Acres Needed for Growth |
|---------------------------|------------------|------------------------------------|
| 7.0 acres per 1,000 pop x | 8,455            | = 59.2                             |

### Formula 3. Park Acres Needed for Growth

The park acres needed for growth is calculated by subtracting any existing reserve capacity from the total park acres needed to serve growth.

$$(3) \quad \text{Park Acres to Serve Growth} - \text{Reserve Capacity} = \text{Park Acres Needed for Growth}$$

Total Park Acres Needed for Growth was described in Formula 2. There is one new variable that requires explanation: (B) Reserve Capacity

#### Variable (B): Reserve Capacity

Existing reserve capacity includes any park acres that the City of Washougal has acquired and is holding in reserve to serve the needs of growth. Because the current level of service is based on the current parks system and the current equivalent population, there is no reserve capacity (i.e., no unused value that can be used to serve future population growth)<sup>1</sup>.

Exhibit 8 shows the calculation of the acres of parks that are needed for growth. The total acres of parks needed for growth (from Exhibit 7) is reduced by the existing reserve capacity, in this case zero, and the result shows that 59.2 acres of additional parks are needed to serve future growth.

#### Exhibit 8. Park Acres Needed for Growth

| Total Park Acres Needed for Growth | Reserve Capacity | Net Park Acres Needed for Growth |
|------------------------------------|------------------|----------------------------------|
| 59.2                               | - 0.0            | = 59.2                           |

### Formula 4: Investment Needed for Growth

The second step in determining growth's needs is to calculate the total investment in parks needed for growth, or the total cost of parks land acquisition and development to serve growth with the same level of service ratio that benefits the current population. The investment needed for growth

<sup>1</sup> Also, the use of the current park acreage and current population means there is no existing deficiency. This approach satisfies the requirements of RCW 82.02.050 (5) to determine whether or not there are any existing deficiencies in order to ensure that impact fees are not charged for any deficiencies.

is calculated by multiplying the park cost per acre by the number of acres needed to serve growth.

$$(4) \frac{\text{Park Cost per Acre}}{\text{per Acre}} \times \frac{\text{Park Acres Needed for Growth}}{\text{Needed for Growth}} = \frac{\text{Investment}}{\text{Needed for Growth}}$$

There is one new variable used in Formula 4 that requires explanation: (C) Park Cost per Acre.

### Variable (C): Park Cost per Acre

The park impact fees are based on costs per acre for land acquisition and development that will be provided by the City of Washougal. Park acquisition costs are provided by the City of Washougal and park development costs are based on the projected development costs in the CFP, documented in Appendix C. Exhibit 9 details the cost per acre for park land acquisition and development.

#### Exhibit 9. Park Acquisition and Development Cost per Acre

|                  | Cost per Acre    |
|------------------|------------------|
| Land Acquisition | \$87,500         |
| Park Development | \$261,678        |
| <b>Total</b>     | <b>\$349,178</b> |

Exhibit 10 shows the calculations for the investment needed for growth. The total park cost per acre for land acquisition and development (from Exhibit 9) is multiplied by the additional acres of parks needed for growth (from Exhibit 8) resulting in the investment needed for growth. The result is that the City will need to invest nearly \$20.7 million in impact fee eligible parks acquisition and development to serve growth through 2035.

#### Exhibit 10. Investment Needed for Growth

| Park Cost per Acre |   | Park Acres Needed for Growth |   | Investment Needed for Growth |
|--------------------|---|------------------------------|---|------------------------------|
| \$349,178          | x | 59.2                         | = | \$20,665,386                 |

### Formula 5: City Investment for Growth

The City of Washougal has historically used a combination of revenue sources to pay for the cost of park and recreation capital facilities, including REET funding, grants and other state and local revenues sources. The City's plan for the future is to continue using grant revenues and local revenues to pay part of the cost of parks needed for growth. The City's share of investment for growth is calculated by multiplying the total investment needed to serve growth by the City's share of investment for growth.

$$(5) \frac{\text{Investment Needed for Growth}}{\text{Investment for Growth}} \times \frac{\text{City Share of Investment for Growth}}{\text{Investment for Growth}} = \frac{\text{City Investment for Growth}}{\text{Investment for Growth}}$$

There is one new variable used in Formula 5 that requires explanation: (D) City Share of Investment for Growth.

### Variable (D): City Share of Investment for Growth

A detailed analysis was made of the City's Capital Facilities Plan from the April 2021 Comprehensive Park & Recreation Plan in Appendix C. There are a total of \$29.6 million in parks capital costs plus an additional \$2.9 million in capital costs in 2021. Among these parks projects \$30.9 million add capacity, and therefore are considered projects eligible for park impact fee funding. A total of \$2.0 million of the capacity park projects have identified potential funding from grants and local revenues. \$2.0 million is 6.5% of \$30.9 million. Therefore, grants and local revenues will pay for 6.5% of parks projects that add "capacity" to the park system for new development by increasing the value of park and recreation assets.

Exhibit 11 shows the calculation of the City's share of investment in parks to serve growth. The total investment needed for growth is multiplied by the City's share of investment for growth resulting in the City investment in parks and recreation facilities for growth. The result is that the City expects to use nearly \$1.4 million in grant and local revenues for parks projects for growth.

| Exhibit 11. City Investment for Growth |   |                                     |   |                            |
|----------------------------------------|---|-------------------------------------|---|----------------------------|
| Investment Needed for Growth           |   | City Share of Investment for Growth |   | City Investment for Growth |
| \$20,665,386                           | x | 6.5%                                | = | \$1,351,182                |

### Formula 6: Investment to be Paid by Growth

The future investment in parks that needs to be paid by growth may be reduced if the City has other revenues it investment in its parks. The investment to be paid by growth is calculated by subtracting the amount of any revenues the City invests in infrastructure for growth from the total investment in parks needed to serve growth.

$$(6) \frac{\text{Investment Needed for Growth}}{\text{Investment for Growth}} - \frac{\text{City Investment for Growth}}{\text{Investment for Growth}} = \frac{\text{Investment to be Paid by Growth}}{\text{Investment for Growth}}$$

There are no new variables in Formula 6. Both variables were developed in previous formulas.

Exhibit 12 shows the calculation of the investment in parks that needs to be paid by growth. The City investment for growth (from Exhibit 11) is

subtracted from the total investment in parks needed to serve growth (from Exhibit 10). Exhibit 12 shows that growth in Washougal needs \$20.7 million for additional parks to maintain the City's standards for future growth. The City's investment for growth is projected to be \$1.4 million in grant and local revenues towards this cost for parks. The remaining \$19.3 million for parks will be paid by growth.

**Exhibit 12. Investment to be Paid by Growth**

| Investment Needed for Growth |   | City Investment for Growth |   | Investment to be Paid by Growth |
|------------------------------|---|----------------------------|---|---------------------------------|
| \$20,665,386                 | - | \$1,351,182                | = | \$19,314,205                    |

**Formula 7: Growth Cost per Equivalent Person**

The growth cost per equivalent person is calculated by dividing the investment in parks that is to be paid by growth by the amount of equivalent population growth.

$$(7) \frac{\text{Investment to be Paid by Growth}}{\text{Growth of Equivalent Population}} = \frac{\text{Growth Cost}}{\text{per Equivalent Person}}$$

There are no new variables used in Formula 7. Both variables were developed in previous formulas.

Exhibit 13 shows the calculation of the cost per person of parks that needs to be paid by growth. The investment in parks needed to be paid by growth (from Exhibit 12), is divided by the growth in equivalent population (from Exhibit 4), and the result shows the cost for parks to be paid by growth is \$2,284.36 per person.

**Exhibit 13. Growth Cost per Equivalent Person**

| Investment to be Paid by Growth |   | Growth of Equivalent Population |   | Growth Cost per Equivalent Person |
|---------------------------------|---|---------------------------------|---|-----------------------------------|
| \$19,314,205                    | ÷ | 8,455                           | = | \$2,284.36                        |

**Formula 8: Adjustment to be Consistent with Washougal's CFP**

Impact fees must be based on and used for projects in the City's CFP or CIP. Impact fees are limited to projects that add capacity to the park system and therefore provide additional parks for growth. Impact fees can only be charged for the portion of the cost of the capacity projects that are not paid for by other funding sources. If the unfunded cost of parks projects that add capacity is less than the investment needed for growth, the impact fee calculations must include an adjustment to limit the fee to an amount that is

consistent with the CFP<sup>2</sup>. If the unfunded cost of parks projects that add capacity is greater than the investment needed for growth, then no adjustment is required.

The adjustment is calculated by dividing the unfunded cost of CFP projects that add capacity by the amount of the investment that is needed for growth. The result is the percentage of the needed investment that is provided by the CFP.

$$(8) \frac{\text{Unfunded Cost of CFP Projects that Add Capacity}}{\text{Investment Needed for Growth}} = \frac{\text{Adjustment}}{\%}$$

There is one new variable used in Formula 8 that requires explanation: (E) Unfunded Cost of CFP Projects that Add Capacity.

#### Variable (E): Unfunded Cost of CFP Projects that Add Capacity

The City of Washougal's CFP has numerous projects for parks. Some of the projects add capacity to the park system by increasing acreage and/or adding improvements.

The City of Washougal uses a combination of state grants, local sales taxes and other local revenue sources to pay for part of the cost of park, recreation and open space capital facilities.

A detailed analysis was made of the City's CFP<sup>3</sup>. There are a total of \$32.5 million of parks system projects, including park projects planned in 2021 and projected parks projects from the CFP. Park projects costing \$30.9 million add capacity to the park system, and therefore are considered projects eligible for impact fee funding. However, \$2.0 million of the park capacity projects have identified potential funding from grants. The remaining \$28.0 million cost of the park capacity projects is unfunded, and therefore only that amount is eligible to be the basis of the park impact fee.

Revenues that are used for repair, maintenance or operating costs are not used to reduce impact fees because they are not used, earmarked or prorated for the system improvements that are the basis of impact fees. Revenues from past taxes paid on vacant land prior to development are not included because new capital projects do not have prior costs, therefore prior taxes did not contribute to such projects.

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<sup>2</sup> If future Capital Facilities Plans increase the projects for growth this adjustment can be revised in future updates of the park impact fee.

<sup>3</sup> The analysis is presented in Appendix C.

The other potential credits that reduce capacity costs (and subsequent impact fees) are donations of land or other assets by developers or builders. Those reductions depend upon specific arrangements between the developer and the City of Washougal. Reductions in impact fees for donations are calculated on a case-by-case basis at the time impact fees are to be paid.

Exhibit 14 shows the calculation of the adjustment percentage. The \$28.0 million unfunded cost of CFP park projects that add capacity is divided by the \$20.7 million investment that is needed for growth in order to provide the current capital value per person to all new residential development. The calculation is that the CFP projects will provide 135.5% of the investment needed for growth for park projects. Because the City of Washougal is planning to provide more capacity projects than needed to serve growth, the adjustment used is 100%, or no adjustment is required.

**Exhibit 14. Adjustment for Consistency with CFP**

| Unfunded Cost of<br>CFP Capacity<br>Projects | Investment<br>Needed for<br>Growth | Adjustment % |
|----------------------------------------------|------------------------------------|--------------|
| \$28,005,500                                 | ÷ \$20,665,386 =                   | 100.0%       |

**Formula 9: Adjusted Growth Cost per Equivalent Person**

The adjusted growth cost per person is calculated by multiplying the growth cost per equivalent person by the adjustment percent to account for the portion of unfunded CFP projects that will add capacity to Washougal's parks system.

$$(9) \quad \text{Growth Cost per Equivalent Person} \times \frac{\text{Adjustment}}{\%} = \text{Adjusted Growth Cost per Person}$$

There are no new variables used in Formula 9. Both variables were developed in previous formulas.

Exhibit 15 shows the calculation of the cost per equivalent person adjusted for park CFP capacity projects that needs to be paid by growth. The growth cost per equivalent person (from Exhibit 13), is multiplied by the adjustment percent, or 100% (from Exhibit 14), and the result shows that cost for parks to be paid by growth is \$2,284.36 per equivalent person.

**Exhibit 15. Adjusted Growth Cost per Equivalent Person**

| Growth Cost<br>per Person | Adjustment<br>% | Adjusted Growth<br>Cost per<br>Equivalent Person |
|---------------------------|-----------------|--------------------------------------------------|
| \$2,284.36                | x 100.0%        | = \$2,284.36                                     |

## Formula 10: Maximum Allowable Impact Fee per Unit of Development

The amount to be paid by each new development unit depends on the equivalent population coefficient. The cost per unit of development is calculated by multiplying the adjusted growth cost per equivalent person by the equivalent population coefficient for each type of development.

$$(10) \frac{\text{Adjusted Growth Cost per Equivalent Person}}{\text{per Equivalent Person}} \times \frac{\text{Equivalent Population Coefficient}}{\text{Coefficient}} = \frac{\text{Impact Fee per Unit of Development}}{\text{Unit of Development}}$$

There are no new variables used in Formula 10. Both variables were developed in previous formulas. However, the equivalent population coefficients from Appendix A were combined for all nonresidential categories in order to provide an equitable treatment of all businesses and avoid requiring additional impact fees when changes in use occur in existing buildings. Also, the combined population coefficient is calculated for standard increments of 1,000 square feet, but the impact fee is charged per square foot, therefore the equivalent population coefficient for nonresidential development is divided by 1,000 and the result is used in Exhibit 16.

Exhibit 16 shows the calculation of the maximum allowable parks impact fee per unit of development. The adjusted growth cost of \$2,284.36 per person for parks from Exhibit 15 is used to calculate the impact fee per unit of development for parks.

### Exhibit 16. Maximum Allowable Park Impact Fee per Unit of Development

| Type of Development | Adjusted Growth Cost per Person | Equivalent Population per Unit | Park Impact Fee per Unit |
|---------------------|---------------------------------|--------------------------------|--------------------------|
| Residential         |                                 |                                |                          |
| Single Family       | \$2,284.36                      | x 2.49 dwelling unit =         | \$5,678.68               |
| Multifamily         | \$2,284.36                      | x 1.80 dwelling unit =         | \$4,115.60               |
| Nonresidential      | \$2,284.36                      | x 0.0010 square foot =         | \$2.27                   |

## APPENDIX A. EQUIVALENT POPULATION COEFFICIENTS

### What is “Equivalency”

When governments analyze things that are different than each other, but which have something in common, they sometimes use “equivalency” as the basis for their analysis.

For example, many water and sewer utilities calculate fees based on an average residential unit, then they calculate fees for business users on the basis of how many residential units would be equivalent to the water or sewer service used by business. This well-established and widely practiced method uses “equivalent residential unit” (ERUs) as the multiplier that uses the rate for one residence to calculate rates for businesses. If a business needs a water connection that is double the size of an average house, that business is 2.0 ERUs, and would pay fees that are 2.0 times the fee for an average residential unit.

Another use of “equivalency” that is used in public sector organizations is “full time equivalent” (FTE) employees. One employee who works full-time is 1.0 FTE. A half-time employee is 0.5 FTE. By adding up the FTE coefficients of all part-time employees, the total is the FTE (full-time equivalent) of all part-time employees. Cities like Renton and Redmond charge business licenses on the basis of the number of employees in each business. In order to be fair to businesses with part-time employees, they convert the part-time employee count to FTE, and then pay the fee per FTE.

### Equivalency and Park Impact Fees

Equivalency can be used to develop park impact fees that apply to new nonresidential development as well as residential development. Equivalent population coefficients for park impact fees use the same principles as ERUs or FTEs to measure differences among residential population and different kinds of businesses in their availability to benefit from Washougal’s parks. They document the nexus between parks and development by quantifying the differences among different categories of park users.

The analysis that calculates the equivalent population coefficients takes into account several factors and reports the results as a statistic that allows each category of business to include its share of growth based on the “equivalent population” that it generates. The “equivalency” calculation recognizes that employees and visitors have less time in Washougal to benefit from Washougal’s parks (in the same way that part-time employees spend less time on the job than full-time employees).

The equivalent population coefficients are used in two ways. First, they are multiplied by the number of employees in different types of businesses in Washougal to count all employees and visitors to businesses as “equivalent population” in Washougal. This provides a total population of residents, employees and visitors that will be used to calculate the park value per equivalent population. Second, the adjusted park growth cost per equivalent population is multiplied by the combined equivalent population coefficient for all businesses to calculate the impact fee rate for all nonresidential development. Combining all nonresidential categories into a single impact fee rate provides equitable treatment of all businesses and avoids the need for additional impact fees to be paid when changes in use occur in existing nonresidential buildings.

## **Calculation of Equivalent Population Coefficients for Park Impact Fees**

There are two parts to the equivalent population coefficient: (1) employees, and (2) visitors.

Exhibit 17<sup>4</sup> presents the data for the following factors used in analyzing employees: the number of days per week and hours per day that different types of businesses are typically open, the percent of hours that the employees are typically at the business location, and the resulting number of hours per week that each employee is in their business location in Washougal and therefore proximate to Washougal’s parks.

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<sup>4</sup> The original version of Exhibit 17, Exhibit 18 and Exhibit 19 was developed by Dr. Arthur C. Nelson, a leading scholar and researcher in the field of impact fees. The table appeared in Nelson’s 2004 *Planner’s Estimating Guide*. The underlying employee data has been updated to the 2008 edition of *Trip Generation* by the Institute of Transportation Engineers.

**Exhibit 17. Employee Hours in Location (per Employee)**

| Land-Use Category          | Residents and Employees       |                              |                                 |                                           |
|----------------------------|-------------------------------|------------------------------|---------------------------------|-------------------------------------------|
|                            | Days per Week at Location (1) | Hour per Day at Location (1) | Percent of Time at Location (1) | Employee Hours in Location per Person (2) |
| Permanent Population       | 7                             | 15                           | 75.0%                           | 78.75                                     |
| Retail                     | 7                             | 9                            | 100.0%                          | 63                                        |
| Government                 | 5                             | 9                            | 80.0%                           | 36                                        |
| WTU                        | 5                             | 9                            | 100.0%                          | 45                                        |
| Manufacturing              | 5                             | 9                            | 100.0%                          | 45                                        |
| Education                  | 5                             | 9                            | 100.0%                          | 45                                        |
| Services                   | 5                             | 9                            | 80.0%                           | 36                                        |
| FIRE                       | 5                             | 9                            | 80.0%                           | 36                                        |
| Construction and Resources | 5                             | 9                            | 25.0%                           | 11.25                                     |

*Notes: (1) Assumptions from Planner's Estimating Guide. (2) Hours in Location per Person = (# days per week x # hours per day x % of time at location). WTU = Wholesale Trade, Transportation and Utilities. FIRE = Finance, Insurance and Real Estate.*

Exhibit 18 presents the data for the following factors used in analyzing visitors: the number of days per week that different types of businesses are typically open, the number of hours that visitors are typically at the business location, the number of visitors per employee at different types of businesses and the resulting number of visitor hours per employee that visitors are in the business location in Washougal and therefore proximate to Washougal's parks.

### Exhibit 18. Visitor Hours in Location (per Employee)

| Land-Use Category          | Visitors                     |                           |                                            |
|----------------------------|------------------------------|---------------------------|--------------------------------------------|
|                            | Hour per Day at Location (1) | Visitors per Employee (2) | Visitor Hours in Location per Employee (3) |
| Permanent Population       | N/A                          | N/A                       | 0.0000                                     |
| Retail                     | 1                            | 15.0461                   | 105.3227                                   |
| Government                 | 1                            | 4.6605                    | 23.3025                                    |
| WTU                        | 1                            | 1.0872                    | 5.4360                                     |
| Manufacturing              | 1                            | 0.7668                    | 3.8340                                     |
| Education                  | N/A                          | N/A                       | 0.0000                                     |
| Services                   | 1                            | 1.2948                    | 6.4740                                     |
| FIRE                       | 1                            | 1.2948                    | 6.4740                                     |
| Construction and Resources | 1                            | 1.0872                    | 5.4360                                     |

*Notes: (1) Assumptions from Planner's Estimating Guide. (2) Visitors per Employee from Planner's Estimating Guide. Does not include tourists, which are important for Washougal, but for which no data is available that measures tourists per employee by type of business. (3) Visitor Hours in Location per Employee = (# days per week x # hours per day x # visitors per employee). WTU = Wholesale Trade, Transportation and Utilities. FIRE = Finance, Insurance and Real Estate.*

Exhibit 19 presents the last step in calculating the equivalent population coefficient for different types of businesses. Employee hours are added to visitor hours per employee for each type of business. The total is divided by 84 hours per week. Parks are considered a “daytime” public facility that is assumed to be available 12 hours per day, 7 days per week, for a total of 84 hours<sup>5</sup>

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<sup>5</sup> By way of comparison, police and fire facilities are considered to be “24-hour” public facilities, therefore 24 x 7 = 168 hours for their equivalent population coefficient calculations.

### Exhibit 19. Nonresidential Equivalent Population Coefficients

| Land-Use Category          | Total                                    |               |                                               |
|----------------------------|------------------------------------------|---------------|-----------------------------------------------|
|                            | Total Hours in Location per Employee (1) | Daytime Hours | Daytime Equivalent Population Coefficient (2) |
| Permanent Population       | 78.7500                                  | 84            | 0.9375                                        |
| Retail                     | 168.3227                                 | 84            | 2.0038                                        |
| Government                 | 59.3025                                  | 84            | 0.7060                                        |
| WTU                        | 50.4360                                  | 84            | 0.6004                                        |
| Manufacturing              | 48.8340                                  | 84            | 0.5814                                        |
| Education                  | 45.0000                                  | 84            | 0.5357                                        |
| Services                   | 42.4740                                  | 84            | 0.5056                                        |
| FIRE                       | 42.4740                                  | 84            | 0.5056                                        |
| Construction and Resources | 16.6860                                  | 84            | 0.1986                                        |

*Notes: (1) Total Hours in Location per Employee = Employee Hours in Location per Person + Visitor Hours in Location per Employee. (2) Daytime Equivalent Population Coefficient = Total Hours in Location per Employee ÷ Daytime Hours. WTU = Wholesale Trade, Transportation and Utilities. FIRE = Finance, Insurance and Real Estate.*

For the last step in the impact fee calculation, the equivalent population coefficients for nonresidential development are combined as a single weighted average coefficient that is multiplied by the growth cost per equivalent population to calculate the impact fee rate for nonresidential development. As noted earlier, the single rate provides equity among all types of businesses and avoids the need for impact fees for changes of use of existing buildings.

Exhibit 20 presents the calculation of the weighted coefficient for equivalent population for all nonresidential development. The growth of equivalent employment in each land use category from Exhibit 4 is divided by the total of all growth equivalent employment (3,160) to determine the percent that each land use category is of the total. The percent that each land use is then multiplied by the land use coefficient for that land use (from Exhibit 19) to calculate the weighted coefficient for each land use. Lastly, the sum of the weighted coefficients is calculated as the combined nonresidential coefficient that is used in Exhibit 16 to calculate the impact fee for all nonresidential development.

**Exhibit 20. Weighted Average Equivalent Population Coefficient for  
Nonresidential Development**

| <b>Land Use Category</b>   | <b>Employment<br/>Growth</b> | <b>% Total</b> | <b>Coefficient</b> | <b>Weighted<br/>Coefficient</b> |
|----------------------------|------------------------------|----------------|--------------------|---------------------------------|
| Retail                     | 1,051                        | 33.3%          | 2.0038             | 0.6665                          |
| Government                 | -27                          | -0.9%          | 0.7060             | -0.0060                         |
| WTU                        | 485                          | 15.3%          | 0.6004             | 0.0922                          |
| Manufacturing              | -131                         | -4.1%          | 0.5814             | -0.0241                         |
| Education                  | 881                          | 27.9%          | 0.5357             | 0.1494                          |
| Services                   | 414                          | 13.1%          | 0.5056             | 0.0662                          |
| FIRE                       | 201                          | 6.4%           | 0.5056             | 0.0322                          |
| Construction and Resources | 288                          | 9.1%           | 0.1986             | 0.0181                          |
| <b>Nonresidential</b>      | <b>3,160</b>                 | <b>100.0%</b>  |                    | <b>0.9944</b>                   |

When calculating the impact fee, the coefficient is multiplied by the average number of persons per housing unit by type. Exhibit 21 presents the residential equivalent population coefficients per housing unit by type. For example, a single family dwelling unit has 2.65 persons per dwelling unit, so the equivalent population coefficient is  $0.9375 \times 2.65 = 2.49$ . The number of persons per dwelling unit is estimated from the U.S. Census American Community Survey 5-Year Estimates for the City of Washougal.

**Exhibit 21. Residential Equivalent Population Coefficients**

| <b>Type of Dwelling Unit</b> | <b>Equivalent<br/>Population<br/>Coefficient</b> | <b>Persons per<br/>Dwelling<br/>Unit</b> | <b>Residential<br/>Equivalent<br/>Population<br/>Coefficient</b> |
|------------------------------|--------------------------------------------------|------------------------------------------|------------------------------------------------------------------|
| Single Family                | 0.9375                                           | 2.65                                     | 2.49                                                             |
| Multifamily                  | 0.9375                                           | 1.92                                     | 1.80                                                             |

As noted previously, the equivalent population coefficients are used in two ways. First, they are multiplied by the number of employees in each type of business and the residential population to calculate the total equivalent population in Washougal. Second, the adjusted growth cost per equivalent population is multiplied by the combined equivalent population coefficient for all businesses to calculate the impact fee rate for all nonresidential development.

## APPENDIX B. INVENTORY OF EXISTING PARKS

Washougal's April 2021 Comprehensive Parks & Recreation Master Plan provides a detailed inventory of existing facilities and acres within the Washougal parks system as of 2021 in Appendix A. The park system in Washougal currently consists of 124.6 acres of parks in total. Washougal has 17.6 acres of Neighborhood Parks, 33.6 acres of Community Parks, 19.2 acres of Special Use Areas, 0.3 acres of pocket parks, 2.5 acres of Waterfront Parks and 51.4 acres of Natural Parks.

**Exhibit 22. Washougal Park Inventory, 2021**

| <b>Park Name</b>                           | <b>Acres</b> |
|--------------------------------------------|--------------|
| Elizabeth Park                             | 1.8          |
| Granite Highlands Park (under development) | 0.0          |
| Hartwood Park                              | 7.0          |
| Hamlik Park                                | 5.0          |
| Oak Tree Park                              | 2.8          |
| River Bend Park                            | 0.6          |
| Riverview Park                             | 0.4          |
| <b>Total Neighborhood Parks</b>            | <b>17.6</b>  |
| Hathaway Park (Lower Level)                | 7.9          |
| Hathaway Park (Upper Level)                | 7.9          |
| Schmid Family Park                         | 17.8         |
| <b>Total Community Parks</b>               | <b>33.6</b>  |
| Camas/Washougal Skate Park                 | 1.4          |
| Downtown Community Garden                  | 0.4          |
| George Schmid Memorial Park                | 4.0          |
| Pedestrian Tunnel                          | 1.0          |
| Reflection Plaza                           | 0.3          |
| Washougal Memorial Cemetery                | 12.1         |
| <b>Total Special Use Areas</b>             | <b>19.2</b>  |
| Beaver Park                                | 0.2          |
| Main Street Park                           | 0.1          |
| <b>Total Pocket Parks</b>                  | <b>0.3</b>   |
| Ninebark Park (under development)          | 0.0          |
| Sandy Swimming Hole                        | 0.9          |
| Steamboat Landing                          | 1.6          |
| <b>Total Waterfront Parks</b>              | <b>2.5</b>   |
| Campen Creek Park                          | 4.5          |
| Eldridge Park                              | 15.5         |
| Kerr Park                                  | 13.7         |
| Lookout Ridge Park                         | 1.1          |
| Lookout Ridge Phase 1C, Tract D            | 0.6          |
| Lookout Ridge Phase 3, Tract B             | 0.5          |
| Oak Heights, Tract 2                       | 0.3          |
| Riverview Terrace Phase 1, Tract 2         | 1.2          |
| Rolling Meadows, Phase 4, Tract D          | 4.4          |
| Rolling Meadows Phase 1, Tract A           | 4.3          |
| Rolling Ridge Phase 2, Tract 3             | 0.7          |
| Summer Slope North, Tract D                | 4.0          |
| Vintage Crest Estates Phase I              | 0.6          |
| <b>Total Natural Parks</b>                 | <b>51.4</b>  |
| <b>Total</b>                               | <b>124.6</b> |

## APPENDIX C. CAPITAL FACILITIES PLAN AND PROJECTS THAT ADD CAPACITY 2021-2035

The Capital Facilities Plan from the April 2021 Comprehensive Parks & Recreation Plan contains 24 projects, plus an additional 2 trail projects currently receiving funding through the transportation impact fee program. Project names are listed in the first column of Exhibit 23. The 2021 planned capital cost of projects in column two totals \$2.9 million. The third column lists the planned capital costs from the Capital Facilities Plan, totaling \$29.6 million. The total capital costs of \$32.5 million for 2021 to 2035 is contained in the third column. The fourth column lists the percent of each project that adds capacity to the park system by increasing acreage and/or adding improvements. These additions increase the value of the park system, and therefore provide value that serves growth. The capacity cost of the projects is determined by multiplying the capacity share in the fifth column by the total cost in the fourth column. The resulting capacity cost is listed in the sixth column, totaling \$30.9 million across all projects. The non-capacity cost is the difference between total cost and the capacity cost, and represents repairs, remodeling, renovations and other costs that take care of current assets, but do not add to the capacity of the assets. The non-capacity costs are listed in the seventh column. Non-capacity costs total \$1.6 million.

The eight, ninth and tenth columns list secured funding for each project, provided by City of Washougal staff. Funds secured from park impact fees are listed in the eighth column. The ninth column sums all other sources of funding secured for each project. The total secured funding, in the tenth column, for all projects is \$2.9 million. Out of this total secured funding \$2.1 million is non-impact fee funding.

The unfunded capacity cost is calculated by subtracting the secured non-impact fee funding in column nine from the total cost in column four. This is calculated by applying the non-impact fee funding to the non-capacity costs (see column 11), then to the capacity costs (see column 13). Any amount of capacity projects that is unfunded is therefore a capacity cost, and it is eligible for impact fees paid by new development. The amounts for each project are listed in column 14, and the total for all projects is \$28.0 million.

### Exhibit 23. Washougal Parks that Add Capacity, 2021-2035

| Park Name                                  | 2021<br>Capital<br>Cost | CFP Capital<br>Cost | Total<br>Capital<br>Cost | %<br>Capacity | Capacity<br>Cost    | Non-Capacity<br>Cost | Impact Fee<br>Funding | Secured<br>Non-Impact<br>Fee Funding | Total<br>Secured<br>Funding | Non-<br>Capacity<br>Portion of<br>Secured Non-<br>Impact Fee<br>Funding | Unfunded<br>Non-<br>Capacity<br>Portion | Secured Non-<br>Impact Fee<br>Funding<br>Available for<br>Capacity<br>Portion | Unfunded<br>Capacity<br>Portion<br>(Eligible for<br>Impact Fee<br>Funding) |
|--------------------------------------------|-------------------------|---------------------|--------------------------|---------------|---------------------|----------------------|-----------------------|--------------------------------------|-----------------------------|-------------------------------------------------------------------------|-----------------------------------------|-------------------------------------------------------------------------------|----------------------------------------------------------------------------|
| <b>Neighborhood Parks</b>                  |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Elizabeth Park                             |                         | \$150,000           | \$150,000                | 25.0%         | \$37,500            | \$112,500            |                       |                                      | \$0                         | \$0                                                                     | \$112,500                               | \$0                                                                           | \$37,500                                                                   |
| Hartwood Park                              |                         | \$2,901,000         | \$2,901,000              | 100.0%        | \$2,901,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$2,901,000                                                                |
| Hamlik Park                                |                         | \$284,000           | \$284,000                | 0.0%          | \$0                 | \$284,000            |                       | \$100,000                            | \$100,000                   | \$100,000                                                               | \$184,000                               | \$0                                                                           | \$0                                                                        |
| Oak Tree Park                              |                         | \$302,000           | \$302,000                | 50.0%         | \$151,000           | \$151,000            |                       |                                      | \$0                         | \$0                                                                     | \$151,000                               | \$0                                                                           | \$151,000                                                                  |
| River Bend Park                            |                         | \$0                 | \$0                      | 0.0%          | \$0                 | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$0                                                                        |
| <b>Total Neighborhood Parks</b>            | <b>\$0</b>              | <b>\$3,637,000</b>  | <b>\$3,637,000</b>       |               | <b>\$3,089,500</b>  | <b>\$547,500</b>     | <b>\$0</b>            | <b>\$100,000</b>                     | <b>\$100,000</b>            | <b>\$100,000</b>                                                        | <b>\$447,500</b>                        | <b>\$0</b>                                                                    | <b>\$3,089,500</b>                                                         |
| <b>Community Parks</b>                     |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Hathaway Park (Upper and Lower Level)      |                         | \$1,596,000         | \$1,596,000              | 50.0%         | \$798,000           | \$798,000            |                       |                                      | \$0                         | \$0                                                                     | \$798,000                               | \$0                                                                           | \$798,000                                                                  |
| Schmid Family Park                         |                         | \$10,640,000        | \$10,640,000             | 100.0%        | \$10,640,000        | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$10,640,000                                                               |
| <b>Total Community Parks</b>               | <b>\$0</b>              | <b>\$12,236,000</b> | <b>\$12,236,000</b>      |               | <b>\$11,438,000</b> | <b>\$798,000</b>     | <b>\$0</b>            | <b>\$0</b>                           | <b>\$0</b>                  | <b>\$0</b>                                                              | <b>\$798,000</b>                        | <b>\$0</b>                                                                    | <b>\$11,438,000</b>                                                        |
| <b>Special Use Areas</b>                   |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Camas/Washougal Skate Park                 |                         | \$75,000            | \$75,000                 | 40.0%         | \$30,000            | \$45,000             |                       |                                      | \$0                         | \$0                                                                     | \$45,000                                | \$0                                                                           | \$30,000                                                                   |
| Downtown Community Garden                  |                         | \$494,000           | \$494,000                | 100.0%        | \$494,000           | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$494,000                                                                  |
| George Schmid Memorial Park                | \$2,889,000             | \$0                 | \$2,889,000              | 100.0%        | \$2,889,000         | \$0                  | \$869,000             | \$2,020,000                          | \$2,889,000                 | \$0                                                                     | \$0                                     | \$2,020,000                                                                   | \$0                                                                        |
| Reflection Plaza                           |                         | \$111,000           | \$111,000                | 100.0%        | \$111,000           | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$111,000                                                                  |
| Washougal Memorial Cemetery                |                         | \$0                 | \$0                      | 0.0%          | \$0                 | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$0                                                                        |
| <b>Total Special Use Areas</b>             | <b>\$2,889,000</b>      | <b>\$680,000</b>    | <b>\$3,569,000</b>       |               | <b>\$3,524,000</b>  | <b>\$45,000</b>      | <b>\$869,000</b>      | <b>\$2,020,000</b>                   | <b>\$2,889,000</b>          | <b>\$0</b>                                                              | <b>\$45,000</b>                         | <b>\$2,020,000</b>                                                            | <b>\$635,000</b>                                                           |
| <b>Waterfront Parks</b>                    |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Sandy Swimming Hole                        |                         | \$1,071,000         | \$1,071,000              | 100.0%        | \$1,071,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$1,071,000                                                                |
| Steamboat Landing                          |                         | \$346,000           | \$346,000                | 100.0%        | \$346,000           | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$346,000                                                                  |
| <b>Total Waterfront Parks</b>              | <b>\$0</b>              | <b>\$1,417,000</b>  | <b>\$1,417,000</b>       |               | <b>\$1,417,000</b>  | <b>\$0</b>           | <b>\$0</b>            | <b>\$0</b>                           | <b>\$0</b>                  | <b>\$0</b>                                                              | <b>\$0</b>                              | <b>\$0</b>                                                                    | <b>\$1,417,000</b>                                                         |
| <b>Natural Parks</b>                       |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Campen Creek Park                          |                         | \$252,000           | \$252,000                | 50.0%         | \$126,000           | \$126,000            |                       |                                      | \$0                         | \$0                                                                     | \$126,000                               | \$0                                                                           | \$126,000                                                                  |
| Kerr Park                                  |                         | \$100,000           | \$100,000                | 0.0%          | \$0                 | \$100,000            |                       |                                      | \$0                         | \$0                                                                     | \$100,000                               | \$0                                                                           | \$0                                                                        |
| <b>Total Natural Parks</b>                 | <b>\$0</b>              | <b>\$352,000</b>    | <b>\$352,000</b>         |               | <b>\$126,000</b>    | <b>\$226,000</b>     | <b>\$0</b>            | <b>\$0</b>                           | <b>\$0</b>                  | <b>\$0</b>                                                              | <b>\$226,000</b>                        | <b>\$0</b>                                                                    | <b>\$126,000</b>                                                           |
| <b>Natural Parks</b>                       |                         |                     |                          |               |                     |                      |                       |                                      |                             |                                                                         |                                         |                                                                               |                                                                            |
| Granite Highlands Park (Neighborhood Park) |                         | \$0                 | \$0                      | 100.0%        | \$0                 | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$0                                                                        |
| Ninebark Park (Waterfront Park)            |                         | \$0                 | \$0                      | 100.0%        | \$0                 | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$0                                                                        |
| Future Community Park (CP)*                |                         | \$4,000,000         | \$4,000,000              | 100.0%        | \$4,000,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$4,000,000                                                                |
| Future Neighborhood Park 1 (NP1)*          |                         | \$2,000,000         | \$2,000,000              | 100.0%        | \$2,000,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$2,000,000                                                                |
| Future Neighborhood Park 2 (NP2)*          |                         | \$2,000,000         | \$2,000,000              | 100.0%        | \$2,000,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$2,000,000                                                                |
| Future Waterfront Park (WP)*               |                         | \$2,750,000         | \$2,750,000              | 100.0%        | \$2,750,000         | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$2,750,000                                                                |
| New Community Garden*                      |                         | \$50,000            | \$50,000                 | 100.0%        | \$50,000            | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$50,000                                                                   |
| New Off-leash Dog Area*                    |                         | \$500,000           | \$500,000                | 100.0%        | \$500,000           | \$0                  |                       |                                      | \$0                         | \$0                                                                     | \$0                                     | \$0                                                                           | \$500,000                                                                  |
| <b>Total New Parks and Facilities</b>      | <b>\$0</b>              | <b>\$11,300,000</b> | <b>\$11,300,000</b>      |               | <b>\$11,300,000</b> | <b>\$0</b>           | <b>\$0</b>            | <b>\$0</b>                           | <b>\$0</b>                  | <b>\$0</b>                                                              | <b>\$0</b>                              | <b>\$0</b>                                                                    | <b>\$11,300,000</b>                                                        |
| <b>Total</b>                               | <b>\$2,889,000</b>      | <b>\$29,622,000</b> | <b>\$32,511,000</b>      |               | <b>\$30,894,500</b> | <b>\$1,616,500</b>   | <b>\$869,000</b>      | <b>\$2,120,000</b>                   | <b>\$2,989,000</b>          | <b>\$100,000</b>                                                        | <b>\$1,516,500</b>                      | <b>\$2,020,000</b>                                                            | <b>\$28,005,500</b>                                                        |

*Notes:*

- *Capacity Cost = Total Capital Cost x % Capacity*
- *Non-Capacity Cost = Cost – Capacity Cost*
- *Secured Non-Impact Fee Funding is the sum of all secured funding less impact fee funding provided by City of Washougal staff.*
- *Non-Capacity Portion of Secured Non-Impact Fee Funding = Non-Capacity Cost (if Secured Non-Impact Fee Funding is greater than Non-Capacity Cost)*
- *Unfunded Non-Capacity = Non-Capacity Cost – Non-Capacity Portion of Secured Funding*
- *Secured Non-Impact Fee Funding Available for Capacity Portion = Secured Non-Impact Fee Funding – Non-Capacity Portion of Secured Impact Fee Funding*
- *Unfunded Capacity Portion (Eligible for Impact Fee Funding) = Capacity Cost - Secured Non-Impact Fee Funding available for Capacity Portion – Impact Fee Funding. Impact Fee Funding is subtracted to account only for the capacity cost eligible for future impact fee funding.*

**Workshop Coversheet**  
**BUSINESS OF THE CITY COUNCIL**  
**City of Washougal, Washington**

**FOR AGENDA OF:**

5/10/2021

**SUBJECT:**

The City of Washougal has completed its first 2021 Summer Park and Recreation Guide.

**DEPT. OF ORIGIN:**

Public Works

**REVIEWED AT:**

**TO BE RETURNED TO COUNCIL:**

No

**ATTACHMENTS:**

▯ **2021 Summer Parks and Recreation Guide.pptx**

---

**EXPENDITURE REQUIRED:**

**BUDGETED:**

**APPROPRIATION REQUIRED:**

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**SUMMARY STATEMENT**

**RECOMMENDED ACTION**

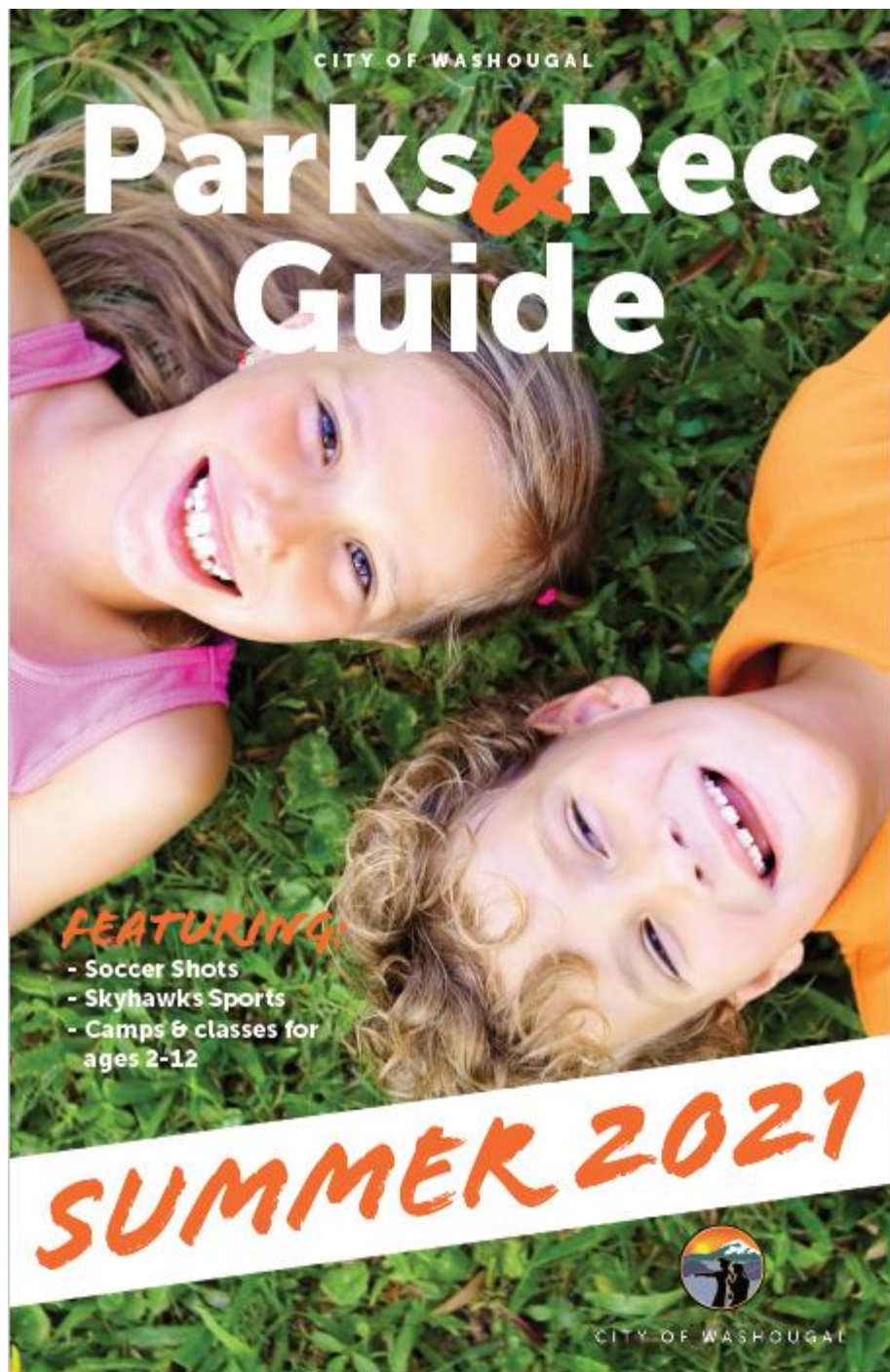
# 2021 Summer Park and Recreation Guide

Presented by Michelle Wright



**City of Washougal**

*Our mission is to provide leadership and effective, fiscally responsible services that achieve our community's vision.*



# Front Cover



- |                                                        |                                                    |
|--------------------------------------------------------|----------------------------------------------------|
| 1 Beaver Park<br>1200 A St                             | 13 Kerr Park<br>4600 Gifford Pl                    |
| 2 Campen Creek Park<br>1820 42nd Ct                    | 14 Lookout Ridge Park<br>2900 W 5th St             |
| 3 Capt. William Clark Regional Park -<br>3333 Index St | 15 Oak Tree Park<br>350 W Y St                     |
| 4 Cottonwood Beach -<br>3333 Index St                  | 16 Reflection Plaza<br>1703 Main St                |
| 5 Dogwood Park<br>121 West Dogwood St                  | 17 River Bend Park<br>1099 4th St                  |
| 6 Downtown Community Garden<br>2036 Main St            | 18 Riverview Park<br>2501 37th St                  |
| 7 Eldridge Park<br>2211 49th St                        | 19 Sandy Swimming Hole<br>550 N Shepherd Rd        |
| 8 Elizabeth Park<br>811 14th St                        | 20 Schmid Family Park<br>1403 32nd Street          |
| 9 George Schmid Memorial Park<br>4855 Evergreen Way    | 21 Steamboat Landing Park<br>82 Washougal River Rd |
| 10 Hamlik Park<br>4285 Addy St                         | 22 Washougal City Hall<br>1701 C St                |
| 11 Hartwood Park & Disc Golf Course<br>2251 49th St    | 23 Washougal Memorial Cemetery<br>3329 Q St        |
| 12 Hathaway Park & Pickleball Courts<br>799 25th St    | 24 Washougal Waterfront Park -<br>700 S A St       |

• Clark County Park • Part of Camas-Washougal Park

## Mission

To provide life enhancing recreation experiences to promote a healthy community. This is accomplished by providing safe, attractive, and well-maintained parks, facilities, trails and open spaces, as well as, creative recreation programs for the enjoyment of Washougal citizens of all ages.

## About

The City of Washougal has over 120 acres of park land, ranging from parks, playgrounds, sports fields, and open space. Washougal's 19 parks include special use areas, including several riverfront sites that enhance Washougal's Park system.

## Contact Us

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360.835.2662

**EMAIL**  
parks@cityofwashougal.us

**ONLINE**  
cityofwashougal.us/Parks  
1 WashougalGov

**PUBLIC WORKS  
ADMINISTRATION**  
1615 C Street  
Washougal, WA 98671

**HOURS**  
M-F, 8am-5pm



CITY OF WASHOUGAL

# Parks & Rec Guide SUMMER 2021



Dear Washougal  
Community Members,

This past year has been filled with many ups, downs and challenges. As we finally look forward to getting back to normal, The City of Washougal Parks Division has created this inaugural Parks & Rec guide to present new opportunities to get you safely back outside to enjoy our beloved parks.

We're excited to partner with Soccer Shots, Skyhawks and United States Youth Disc Golf Association to bring youth sport classes and camps to Washougal parks this summer. Scholarships funds are available and COVID safety protocols will be followed.

Around Washougal parks, you'll notice we've made a lot of improvements over the last year including new signage, picnic tables and benches. We've also added a 16-hole disc golf course at Hartwood Park—fun for the whole family!

The City is pleased to inform you that our efforts to secure grant funding to revitalize many Washougal parks and have been very successful! Perhaps most exciting is the Community Development Block Grant we have received to renovate Hamlik Park by replacing the playground equipment, adding a half-court basketball court, fixing portions of the bike park, and repairing the baseball dugout. We've also been awarded a Clark County Parks Foundation grant, along with community contributions from the Columbia River Pickleball Club, to resurface the pickleball courts at Hathaway Park.

Celebrate getting outside again by signing up for the youth summer camps and classes listed on the following pages and by enjoying the all of the new amenities at Washougal parks!

*Molly Boston*  
Molly Boston, Mayor



**Soccer Shots** is a program that positively impacts children's lives on and off the field through best-in-class coaching, communication and curriculum.

**REGISTRATION**  
pdx.soccershots.com

**LOCATION**  
Hathaway Park  
732 25th St

## **SOCCER-CLASSIC**

Soccer Shots Classic utilizes creative and imaginative games to focus on basic soccer skills like dribbling, passing and shooting, while highlighting a positive character trait each session such as respect, teamwork and appreciation.  
**AGE:** 3-4 & 4-5 | **COST:** \$199  
**LOCATION:** Hathaway Park  
**SUN, 6/13-8/22/2021, 9:45-10:20AM (AGES 3-4)**  
**SUN, 6/13-8/22/2021, 10:35-11:20AM (AGES 4-5)**  
**(NO CLASS ON JULY 4TH)**

## **SOCCER-MINI**

Soccer Shots Mini is a high-energy program introducing children to fundamental soccer principles, such as using your feet, dribbling and the basic rules of the game. Through fun games, songs and positive reinforcement, children will begin to experience the joy of playing soccer and being active. (Parent/guardian participation is required for Mini programs so group sizes are limited to six children per class. For health reasons, only one parent/guardian can participate with each child.)  
**AGE:** 2-3 | **COST:** \$199  
**LOCATION:** Hathaway Park  
**SUN, 6/13-8/22/2021, 9-9:30AM (NO CLASS ON JULY 4TH)**

## **SOCCER-PREMIER**

Soccer Shots Premier focuses on individual skill, fitness and sportsmanship, providing an opportunity for children to be challenged through fun games and team interaction. Children will also be introduced to competition in a developmentally appropriate manner.  
**AGE:** 5-8 (K-2nd) | **COST:** \$199  
**LOCATION:** Hathaway Park  
**SUN, 6/13-8/22/2021, 11:35AM-12:20PM (NO CLASS ON JULY 4TH)**

## **SOCCER-PREMIER CAMP**

Soccer Shots Premier Camp focuses on individual skill, fitness and sportsmanship, providing an opportunity for children to be challenged through fun games and team interaction. Children will also be introduced to competition in a developmentally appropriate manner.  
**AGE:** 5-8 (K-2nd) | **COST:** \$199  
**LOCATION:** Hathaway Park  
**M-TH, 7/12-7/15/2021, 9AM-12PM**  
**M-TH, 8/16-8/19/2021, 9AM-12PM**



Skyhawks offers 10+ different sports camps and programs, providing countless ways for your child to grow.

**REGISTRATION**  
skyhawks.com

**LOCATION**  
Various parks throughout Washougal

## **BEACH VOLLEYBALL**

Skyhawks Volleyball takes the energy and excitement of this great team sport and puts it all together into one fun filled program. All aspects of the game are taught through drills and exercises that focus on bumping, setting, spiking, hitting and serving. This program is designed for the beginning to intermediate player.  
**AGE:** 6-12 | **COST:** \$159  
**LOCATION:** William Clark Park  
**M-F, 7/19-7/23/2021, 9AM-12PM**

## **CHEERLEADING CAMP**

This class teaches young athletes the essential skills to lead the crowd and support the home team! Each participant will learn cheers, proper hand/body movements and jumping techniques. There is no stunting, just a big focus on fun while each cheerleader learns important life skills such as teamwork and leadership. The program concludes with a final cheer performance.  
**AGE:** 6-10 | **COST:** \$159  
**LOCATION:** Hathaway Park  
**M-F, 6/28-7/2/2021, 9AM-12PM**



## **FLAG FOOTBALL CAMP**

Experience the excitement of football with Skyhawks Flag Football Fueled by USA Football. Using a curriculum developed by USA Football, coaches teach skills like passing, receiving, kicking and flag pulling while gaining confidence and learning life lessons in a fun, positive environment.  
**AGE:** 7-12 | **COST:** \$199  
**LOCATION:** Schmid Family Park  
**M-F, 6/28-7/2/2021, 9AM-3PM**

## **MINI-HAWK (BASEBALL)**

This baseball program was developed to give children a positive first step into athletics. Sports are taught in a safe, structured environment filled with encouragement and fun. Through exciting games and activities, campers explore balance, hand/eye coordination and skill development at their own pace.  
**AGE:** 4-6 | **COST:** \$159  
**LOCATION:** Hamlik Park  
**M-F, 6/21-6/25/2021, 9AM-12PM**  
**M-F, 8/9-8/13/2021, 9AM-12PM**

## **MINI-HAWK (SOCCER)**

Young athletes will gain the technical skills and sport knowledge required for their next step into soccer. Areas of focus are dribbling, passing, shooting and ball control. By the end of the program, the athletes will have learned new life skills such as teamwork and sportsmanship, made new friends and improved their soccer skills.  
**AGE:** 4-6 | **COST:** \$159  
**LOCATION:** Hathaway Park  
**M-F, 8/23-8/27/2021, 9AM-12PM**

## **MULTI-SPORT (BASEBALL, BASKETBALL, SOCCER)**

Multi-Sport programs are designed to introduce young athletes to a variety of different sports in one setting. Athletes will learn the rules and essential skills of each sport, along with vital life lessons such as sportsmanship and teamwork.  
**AGE:** 7-12 | **COST:** \$199  
**LOCATION:** Lower Hathaway Park  
**M-F, 6/21-6/25/2021, 9AM-3PM**

## MULTI-SPORT CAMP (ULTIMATE FRIS-BEE, DISC GOLF)

Multi-Sport programs are designed to introduce young athletes to a variety of different sports in one setting. Athletes will learn the rules and essential skills of each sport, along with vital life lessons such as sportsmanship and teamwork.

**AGE:** 6-12 | **COST:** \$139

**LOCATION:** Hartwood Disc Golf Park  
**M-F, 7/5-7/9/2021, 9AM-12PM**

## OUTDOOR BASKETBALL CAMP

This fun, skill-intensive program is designed for beginning to intermediate players. Using our progressive curriculum, we focus on the whole player - teaching sportsmanship and teamwork. Boys and girls will learn the fundamentals of passing, shooting, ball handling, rebounding and defense through skill-based instruction and small-sided scrimmages.

**AGE:** 6-12 | **COST:** \$199

**LOCATION:** Oak Tree Park  
**M-F, 8/9-8/13/2021, 9AM-3PM**

## PICKLEBALL CAMP

Skyhawks Pickleball takes the energy and excitement of this great team sport and puts it all together into one fun filled program. All aspects of the game are taught through drills and exercises that focus on the game. This program is designed for the beginning to intermediate player.

**AGE:** 6-12 | **COST:** \$159

**LOCATION:** Hathaway Park  
**M-F, 7/26-7/30/2021, 9AM-12PM**

## SOCCER

Young athletes will gain the technical skills and sport knowledge required for their next step into soccer. Areas of focus are dribbling, passing, shooting and ball control. By the end of the program, the athletes will have learned new life skills such as teamwork and sportsmanship, made new friends and improved their soccer skills.

**AGE:** 7-12 | **COST:** \$199

**LOCATION:** Lower Hathaway Park  
**M-F, 8/23-8/27/2021, 9AM-3PM**



## Disc Golf

The City of Washougal has just completed the city's first 16-hole disc golf course at Hartwood Park.

Disc golf is a sport where players complete a hole by throwing a disc from a tee pad or area toward a target, throwing again from where the previous throw landed, until the target is reached. Usually, the number of throws a player uses to reach each target is tallied, and players seek to complete each hole in the lowest number of total throws.

### REGISTRATION

[www.usydga.com](http://www.usydga.com)

### LOCATION

Hartwood Park Disc Golf Course

## YOUTH DISC GOLF SUMMER CAMP

This fun camp is hosted by the United States Youth Disc Golf Association (USYDGA). Kids will enjoy learning the game of disc golf in small socially distanced groups (masks will be required). They will spend part of the day practicing different skills, then a snack break, and they will get to put those skills to use by playing a round of disc golf each day.

**AGE:** 8-18 | **COST:** \$149

**LOCATION:** Hartwood Park Disc Golf Course  
**M-F, 7/12-7/26, 9AM-12PM**

# NEW! BIKE SAFETY ON THE JEMTEGAARD TRAIL



Always wear a helmet when riding your bike.



Activate the flashing crossing system at Sunset View and Sunset Ridge Dr, then walk your bike across the crosswalk.



Look both ways and make eye contact with drivers approaching in both directions.



Watch for wet/icy spots on the paved trail and bridge during fall, winter and spring months.



Be courteous to pedestrians and other bicyclists on the trail system. It's a shared bike/ped path.



Once you reach the end of the path, look both ways before crossing the main driveway into the parking lot.



Last Page



City of Washougal

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Get neighborhood updates on Nextdoor.

**cityofwashougal.us**  
We're also on  

**WASHOUGAL, WA**

**LUNCH MONEY**  
INDOOR SKATE PARK  
WASHOUGAL, WASHINGTON

**WWW.LUNCHMONEYSKATEPARK.ORG**  
Skater: Porter Henriksen

## WASHOUGAL PARKS & RECREATION



### YOUTH SPORTS SKILL-BASED PROGRAMS

*Skyhawks Sports Academy provides sports programs where children discover and develop athletic skills and social values, such as teamwork, respect and sportsmanship. We offer children a positive sports experience while promoting a healthy, active lifestyle.*

#### SUMMER 2021

| (course)                                                   | (dates)     | (days) | (time)                 | (ages) | (fee) | (location)              |
|------------------------------------------------------------|-------------|--------|------------------------|--------|-------|-------------------------|
| <b>MINI-HAWK CAMP (BASEBALL &amp; SOCCER)</b>              |             |        |                        |        |       |                         |
| SSA128811                                                  | 6/21 - 6/25 | M-F    | 9:00 a.m. - 12:00 p.m. | 4-6    | \$159 | Hamlik Park             |
| <b>MULTI-SPORT (BASEBALL, BASKETBALL &amp; SOCCER)</b>     |             |        |                        |        |       |                         |
| SSA128812                                                  | 6/21 - 6/25 | M-F    | 9:00 a.m. - 3:00 p.m.  | 7-12   | \$199 | Lower Hathaway Park     |
| <b>CHEERLEADING CAMP</b>                                   |             |        |                        |        |       |                         |
| SSA128813                                                  | 6/28 - 7/02 | M-F    | 9:00 a.m. - 12:00 p.m. | 6-10   | \$159 | Hathaway Park           |
| <b>FLAG FOOTBALL CAMP FUELED BY USA FOOTBALL</b>           |             |        |                        |        |       |                         |
| SSA128814                                                  | 6/28 - 7/02 | M-F    | 9:00 a.m. - 3:00 p.m.  | 7-12   | \$199 | Schmid Family Park      |
| <b>MULTI-SPORT CAMP (DISC GOLF &amp; ULTIMATE FRISBEE)</b> |             |        |                        |        |       |                         |
| SSA128815                                                  | 7/05 - 7/09 | M-F    | 9:00 a.m. - 12:00 p.m. | 6-12   | \$159 | Hartwood Disc Golf Park |
| <b>OUTDOOR BEACH VOLLEYBALL CAMP</b>                       |             |        |                        |        |       |                         |
| SSA128816                                                  | 7/19 - 7/23 | M-F    | 9:00 a.m. - 12:00 p.m. | 6-12   | \$159 | William Clark Park      |
| <b>PICKLEBALL CAMP</b>                                     |             |        |                        |        |       |                         |
| SSA128817                                                  | 7/26 - 7/30 | M-F    | 9:00 a.m. - 12:00 p.m. | 6-12   | \$159 | Hathaway Park           |
| <b>OUTDOOR BASKETBALL CAMP</b>                             |             |        |                        |        |       |                         |
| SSA128818                                                  | 8/09 - 8/13 | M-F    | 9:00 a.m. - 3:00 p.m.  | 6-12   | \$199 | Oak Tree Park           |
| <b>BASEBALL CAMP</b>                                       |             |        |                        |        |       |                         |
| SSA128819                                                  | 8/09 - 8/13 | M-F    | 9:00 a.m. - 12:00 p.m. | 4-6    | \$159 | Lower Hathaway Park     |
| <b>SOCCER CAMP</b>                                         |             |        |                        |        |       |                         |
| SSA128820                                                  | 8/23 - 8/27 | M-F    | 9:00 a.m. - 12:00 p.m. | 4-6    | \$159 | Lower Hathaway Park     |
| SSA128821                                                  | 8/23 - 8/27 | M-F    | 9:00 a.m. - 3:00 p.m.  | 7-12   | \$199 | Hathaway Park           |



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**Sunday mornings from June 13th**  
**Summer Camp week Mon-Thur starting July 19th**

Sibling and Scholarship (for reduced incomes) discounts available

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City of Washougal



# Disc Golf Summer Camps

Presented by the **USYDGA**  
(United States Youth Disc Golf Association)

July 12th - July 16th 9am to 12pm

Cost: \$149

Location: Hartwood Park (Washougal)

Coach: Andy Boyle

Email: [usydga.cameras@gmail.com](mailto:usydga.cameras@gmail.com)

Cell: 314-677-9985

Signups at [www.usydga.com](http://www.usydga.com)



City of Washougal

# Thank you and any questions!!



**City of Washougal**

**Workshop Coversheet**  
**BUSINESS OF THE CITY COUNCIL**  
**City of Washougal, Washington**

**FOR AGENDA OF:**

5/10/2021

**SUBJECT:**

**DEPT. OF ORIGIN:**

Police

**REVIEWED AT:**

**TO BE RETURNED TO COUNCIL:**

No

**ATTACHMENTS:**

- ▢ Police Program Evaluation Presentation 051021.pdf
- ▢ Police Program Evaluation 2020.pdf

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**EXPENDITURE REQUIRED:**

**BUDGETED:**

**APPROPRIATION REQUIRED:**

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**SUMMARY STATEMENT**

**RECOMMENDED ACTION**

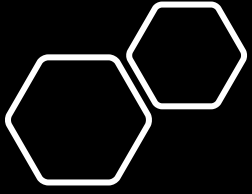
# Police Program Evaluation

Presented by Chief Wendi Steinbronn



**City of Washougal**

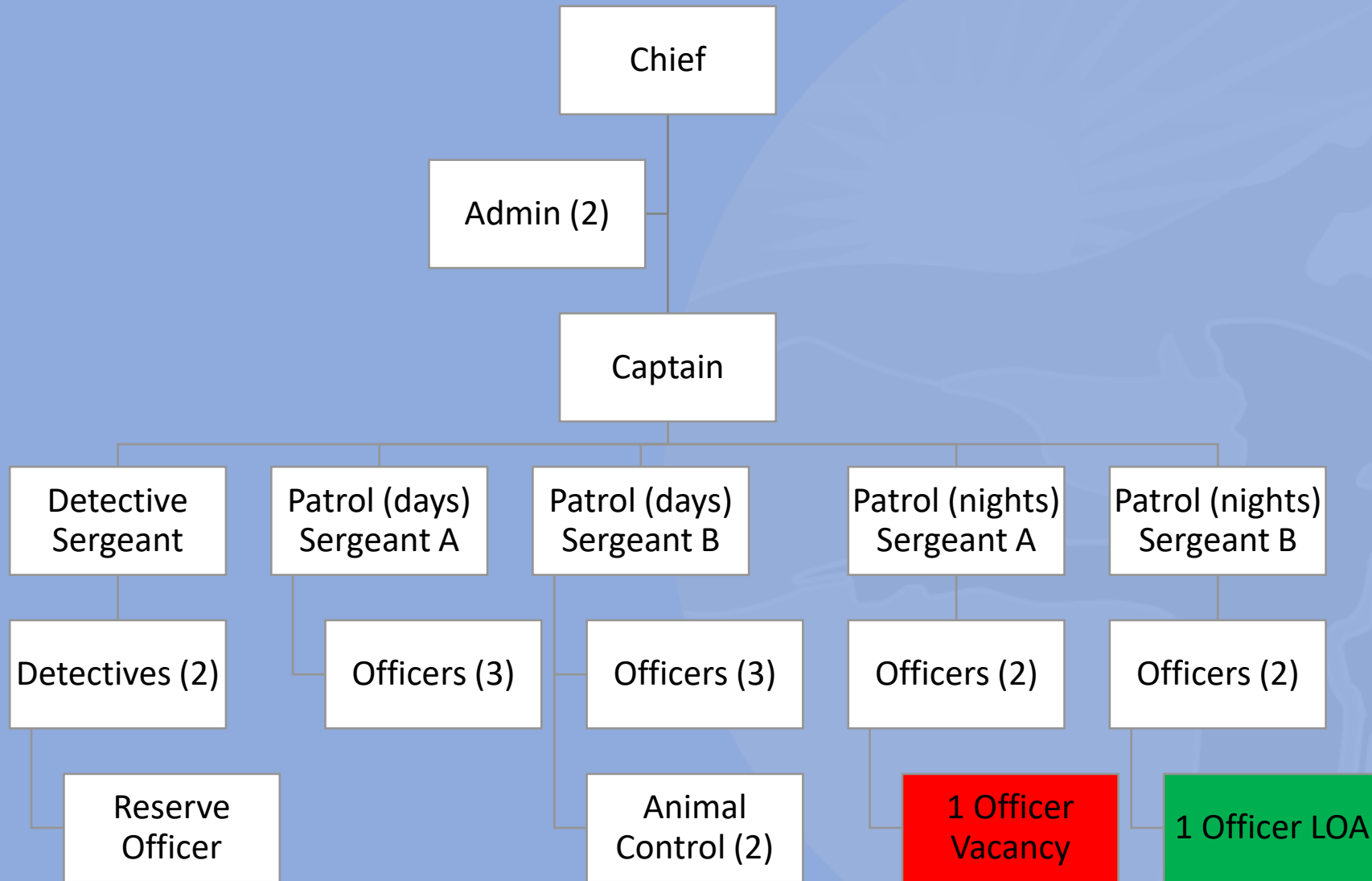
*Our mission is to provide leadership and effective, fiscally responsible services that achieve our community's vision.*



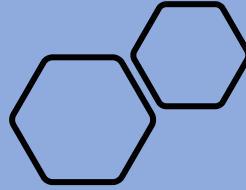
# Agenda

- Organizational Structure
- Staffing
- Facilities
- Vehicles & Equipment
- Benchmarks





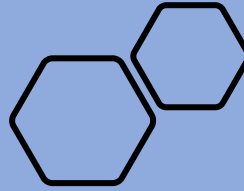
# Staffing



- Authorized Sworn FTE = 21
- Current = 19 (1 vacancy and 1 officer on LOA)
- Our SRO is currently on nights due to vacancy/leave of absence
- 1 detective will retire September 2021



# Patrol Operations



- Officers work 4-11 hour shifts with 4 days off.
- 3<sup>rd</sup> shift covers the increase in call load between 9 AM and 8 PM
- Supervisors work 6 AM to 5 PM and 4 PM to 3 AM



**Table 1***2019 Community-generated CFS by hour*

| Hour           | JAN  | FEB | MAR | APR | MAY | JUN | JUL | AUG | SEP | OCT | NOV | DEC |     |
|----------------|------|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|-----|
| Midnight to 1  | 11   | 15  | 14  | 12  | 20  | 9   | 26  | 27  | 19  | 9   | 8   | 19  | 189 |
| 1 to 2         | 12   | 13  | 15  | 16  | 17  | 29  | 15  | 23  | 20  | 16  | 14  | 11  | 201 |
| 2 to 3         | 24   | 13  | 13  | 18  | 21  | 15  | 18  | 13  | 12  | 15  | 19  | 16  | 197 |
| 3 to 4         | 13   | 11  | 15  | 11  | 15  | 8   | 14  | 5   | 12  | 11  | 8   | 10  | 133 |
| 4 to 5         | 13   | 14  | 19  | 8   | 6   | 6   | 13  | 6   | 7   | 12  | 10  | 7   | 121 |
| 5 to 6         | 6    | 8   | 10  | 8   | 4   | 4   | 10  | 6   | 12  | 8   | 10  | 9   | 95  |
| 6 to 7         | 9    | 4   | 16  | 3   | 10  | 9   | 16  | 10  | 11  | 6   | 8   | 7   | 109 |
| 7 to 8         | 22   | 15  | 17  | 12  | 16  | 15  | 13  | 15  | 11  | 11  | 20  | 12  | 179 |
| 8 to 9         | 29   | 14  | 28  | 31  | 37  | 16  | 19  | 31  | 18  | 26  | 27  | 35  | 311 |
| 9 to 10        | 41   | 37  | 39  | 42  | 49  | 42  | 39  | 49  | 32  | 42  | 36  | 45  | 493 |
| 10 to 11       | 54   | 43  | 41  | 28  | 45  | 35  | 31  | 45  | 46  | 39  | 37  | 46  | 490 |
| 11 to 12       | 43   | 33  | 45  | 30  | 46  | 44  | 49  | 53  | 36  | 39  | 44  | 41  | 503 |
| 12 to 1 PM     | 47   | 40  | 40  | 45  | 52  | 43  | 41  | 56  | 35  | 45  | 33  | 33  | 510 |
| 1 to 2         | 50   | 39  | 33  | 46  | 42  | 53  | 57  | 49  | 52  | 45  | 43  | 37  | 546 |
| 2 to 3         | 35   | 28  | 49  | 46  | 38  | 47  | 45  | 37  | 44  | 51  | 29  | 35  | 484 |
| 3 to 4         | 36   | 24  | 49  | 43  | 44  | 52  | 47  | 34  | 43  | 45  | 56  | 42  | 515 |
| 4 to 5         | 37   | 29  | 51  | 38  | 46  | 53  | 58  | 45  | 37  | 51  | 56  | 35  | 536 |
| 5 to 6         | 32   | 30  | 31  | 26  | 42  | 37  | 39  | 39  | 32  | 38  | 30  | 29  | 405 |
| 6 to 7         | 26   | 29  | 31  | 41  | 32  | 31  | 52  | 40  | 33  | 41  | 26  | 30  | 412 |
| 7 to 8         | 34   | 34  | 26  | 38  | 42  | 30  | 39  | 34  | 47  | 46  | 34  | 38  | 442 |
| 8 to 9         | 23   | 38  | 31  | 47  | 38  | 35  | 34  | 49  | 46  | 44  | 30  | 26  | 441 |
| 9 to 10        | 29   | 28  | 33  | 26  | 38  | 27  | 68  | 36  | 31  | 30  | 22  | 26  | 394 |
| 10 to 11       | 24   | 28  | 29  | 21  | 24  | 36  | 60  | 34  | 26  | 35  | 15  | 35  | 367 |
| 11 to Midnight | 31   | 19  | 23  | 18  | 18  | 20  | 35  | 34  | 15  | 16  | 28  | 17  | 274 |
| Sub Total      | 681  | 586 | 698 | 654 | 742 | 696 | 838 | 770 | 677 | 721 | 643 | 641 |     |
| Grand Total    | 8347 |     |     |     |     |     |     |     |     |     |     |     |     |
| Days           | 4892 |     |     |     |     |     |     |     |     |     |     |     |     |
| Nights         | 3455 |     |     |     |     |     |     |     |     |     |     |     |     |



Minimum officers for assignment to each shift to manage 2019 workload

| Shift                                           | CFS     | 25%   | Total (CFS +25%) |
|-------------------------------------------------|---------|-------|------------------|
| Days                                            | 4892    | 1223  | 6115             |
| Nights                                          | 3455    | 864   | 4319             |
| Total Time (using 30 minutes average call time) |         |       |                  |
| Shift                                           | Minutes | Hours |                  |
| Days                                            | 183450  | 3058  |                  |
| Nights                                          | 129563  | 2159  |                  |

| Shift  | Hours | Officers Required |
|--------|-------|-------------------|
| Days   | 3058  | 0.76              |
| Nights | 2159  | 0.54              |

| Performance Standards (this is flexible) |      |
|------------------------------------------|------|
| CFS                                      | 33%  |
| Self-initiated                           | 33%  |
| Administrative                           | 33%  |
|                                          | 100% |

| Shift                 | Officers required to fulfill calls for service | Officers required to meet performance objectives                    |
|-----------------------|------------------------------------------------|---------------------------------------------------------------------|
| Days                  | 0.76                                           | 2.28                                                                |
| Nights                | 0.54                                           | 1.61                                                                |
| Shift                 | Officers required to fulfill calls for service | Number of officers needed for assignment to each shift (rounded up) |
| Days                  | 5.71                                           | 6                                                                   |
| Nights                | 4.03                                           | 5                                                                   |
| Total Patrol Officers |                                                | 11                                                                  |



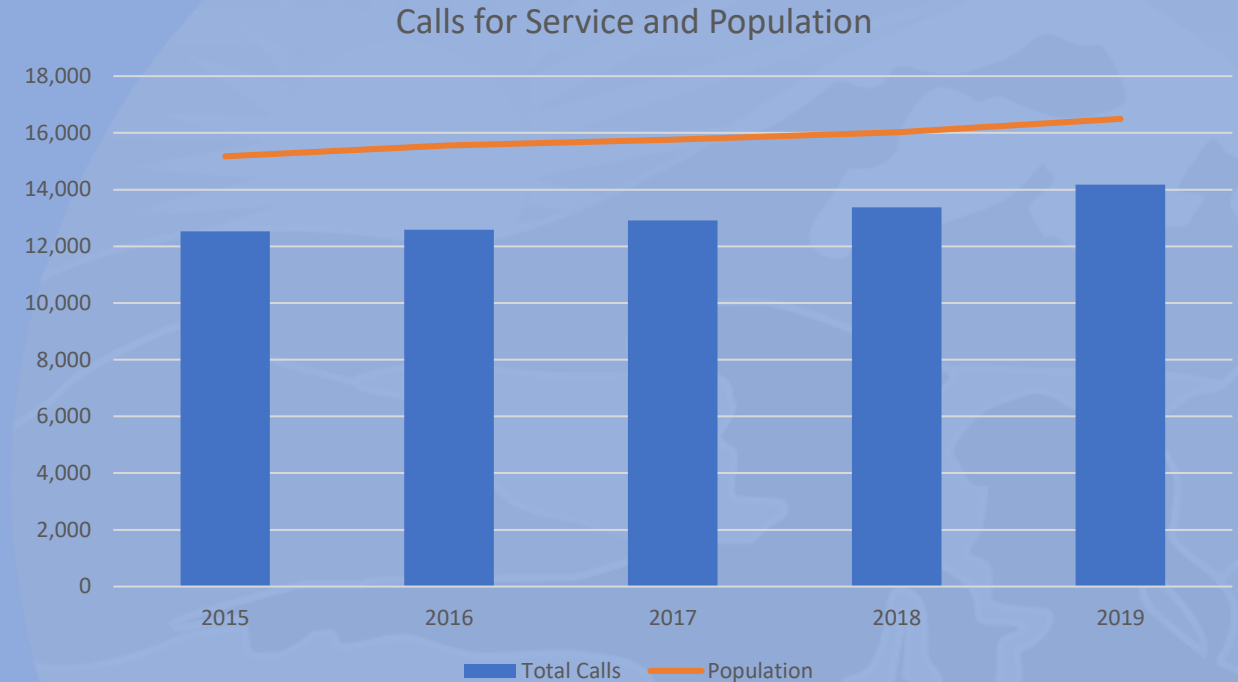
# Department Statistics: Overview

12 officers assigned to patrol in 2019

14,178 calls and a population of 16,500

1,182 calls per patrol officer in 2019

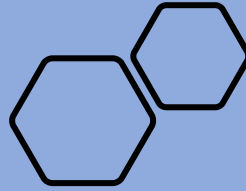
2020 census data will be valuable for forecasting the next five years



|             | 2015   | 2016   | 2017   | 2018   | 2019   | % change<br>(2015-<br>2019) |
|-------------|--------|--------|--------|--------|--------|-----------------------------|
| Total Calls | 12,523 | 12,588 | 12,913 | 13,379 | 14,178 | 13.22%                      |
| Population  | 15,170 | 15,560 | 15,760 | 16,020 | 16,500 | 8.77%                       |



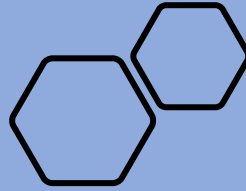
# Investigations



- One detective sergeant (also our current K9 officer).
- Two detectives
- One detective works M-Th & every other Friday (days)
- One detective works rotating 8.75 hours (afternoons)



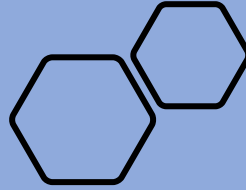
# Animal Control



- Two animal control officers
- One works rotating 8.75 hours (days)
- One works two days of days/two days of afternoons.



# Administrations



- Two administrative staff
- Both manage the office and process concealed pistol licenses
- One is the records manager and evidence custodian, currently cross-training



# Strategic Planning

- Police reform policies may result in increased costs of training.
- Administrative staff is stretched.
- Body worn cameras
- Population growth, building permits and calls for service



Thank you! Any  
questions?



**City of Washougal**

Washougal Police Department

# Police Program Evaluation

2020

Chief Wendi Steinbronn  
12-9-2020

## **EXECUTIVE SUMMARY**

The Washougal Police Department provides 24/7 law enforcement services for the City of Washougal. Services include patrol, investigations, animal control, school resource officer, K9, records management and property/evidence control.

The crime rate in Washougal is low and the city is ranked 17<sup>th</sup> in the top 20 safest cities in Washington state (Edwards, 2020). The department is committed to providing community-oriented policing by demonstrating compassion, professional behavior and a positive attitude.

The department is, for the most part, trained in basic areas despite the challenges in 2020 with limited opportunities due to COVID. All commissioned employees, including the reserve officer, have met or exceeded the 24-hour minimum required by the Criminal Justice Training Center (CJTC). The limited-commission and non-commissioned staff have missed out on training this year that is necessary for their jobs, but not currently available in a virtual format.

The recommendations in this report are designed to strengthen the department and observations are intended to be constructive.

Topics discussed in this report include staffing, facilities, and to the community's desires based on the results of the latest community survey.

## **ORGANIZATIONAL STRUCTURE**

The department made several personnel changes in 2019-20 in addition to a new chief, new lateral patrol officer and a new administrative assistant. The current organizational chart is shown in **Figure 1**. The department reorganized in response to changing needs. In April 2020, the commander rank was changed to captain and a promotional process was conducted. The role of administrative sergeant was converted to detective sergeant and an interview process was conducted. The department selected a new SRO for the 2020-21 school year. The department conducted a promotional process for the rank of patrol sergeant and selected a new detective. All changes took place this year and are in place for 2021. One member was on military leave for the entire year and will be back to work in January 2021. As of December 1, 2020, the department had twenty (20) commissioned, two (2) limited commission, and two (2) non-commissioned members with one (1) commissioned vacancy.

## **PATROL STAFFING**

This patrol staffing model is based on 2019 calls for service (CFS). There are several ways to approach staffing. The per capita approach is one method. When community policing models first came into practice there was a rule of thumb of 2 officers per 1000 population. Using a City of Washougal estimated population of 16,500 and a target of 2 officers per thousand, this model recommends 33 officers.

Another method is the minimum staffing model. With this model, the writer estimated the minimum number of officers/supervisors that must be on duty at any one time in order to maintain officer safety and an adequate level of protection to the public. The department currently has a minimum staffing requirement of 2, which can be a combination of two officers, or one sergeant and one officer.

A third model is the authorized level approach which uses a budget allocation to specify how many officers are allowed. This model, along with minimum staffing, is what the department uses.

A more comprehensive approach to determining appropriate workforce levels considers actual workload. This requires modeling current activity to see if the department needs more staff, less staff, or needs to make better use of current resources (Wilson & Weiss, 2014).

To calculate this, the writer took all calls from 2019. The writer removed field contacts and traffic stops, since these are largely self-initiated activities. The writer took the remaining calls (referred to as community generated CFS) and broke out the number of calls per hour by month for all of 2019.

As shown in **Table 1**, the peak hours for calls for service are between 9:00 AM to 9:00 PM. To address this, the department has a mid-shift which starts at 10:00 AM.

In order to calculate the number of officers required to adequately respond to CFS as well as have time for follow-up, report writing, self-initiated activity, administrative tasks (pre-flight checks, meetings, email, Lexipol, break-time, etc.) the writer estimated the time spent on calls and established performance objectives in the form of percentage of time spent on these tasks. This performance objective percentage is flexible. For example, if the community desired the department to spend more time on community events, a higher percentage of time would need to be allocated in that area.

The basic model is broken into thirds, 33% spent on CFS, 33% spent on self-initiated and 33% of time spent on administrative tasks. During an 11-hour shift, this means officers should spend about 3 hours and 45 minutes (give or take) in each area. If a shift is particularly busy where officers are running call-to-call, there is less time for other tasks.

The other part that goes into the model is time away from the job. This includes days off, vacation time, sick time, etc. This assumes that each person takes all the time off each year that they are entitled to. From this one can calculate a shift relief factor. As shown in **Table 2**, the shift relief factor is 2.5, which means that in order to staff one person the department needs to have 2.5 people available to work without incurring overtime to backfill.

Using the community driven CFS, an estimated performance objective percentage, and the relief factor, the writer calculated the minimum officers required per shift to meet these standards.

As shown in **Table 3**, the minimum number of officers required to staff patrol is 11. This is what the department currently has. This is the minimum recommended staffing based on the estimated performance objective percentages. If calls for service rise significantly, this will require an upward adjustment if the performance objective remains the same. If the average amount of time spent on a call rises, the model would require an adjustment.

If the performance objective changes, like a model where patrol does more of the follow-up investigations (say a 25% CFS, 25% self-initiated, 25% admin, 25% criminal investigation follow-up), this would require an upward adjustment of staffing.

All of this will need to be looked at each year to forecast how many officers the department will need to hire in the future. One can assume that a growth in population will lead to a rise in CFS. If the City continues to build new construction and the Clark County growth rate continues, the department can expect a need to hire more officers or suffer a reduction in service levels.

### **INVESTIGATIONS STAFFING**

As mentioned previously, the department reorganized staffing in investigations in order to better focus on chronic nuisance properties, particularly long-term drug houses. The administrative sergeant's position was converted to a detective sergeant position. The detective sergeant was selected mid-year and the department entered into an agreement with the U.S. Marshal's service that gives this supervisor access to a vehicle, equipment, training and additional resources to focus on investigations.

For example, since entering into this agreement, the department has been able to serve search warrants on two high-profile locations that have been the source of numerous neighborhood complaints. Having the additional resources from the U.S. Marshals and regional SWAT made this possible. The new independent investigation team (IIT) requirements, mandated by the state legislature, also pointed towards a need to strengthen the detective unit.

## **ANIMAL CONTROL**

According to dispatch records, 752 CFS for animal problems went to animal control and 78 calls went to police in 2019. Of those 752 calls, 552 of them originated in Washougal. The addition of a second animal control officer shifted the call load from police to animal control and allowed for better coverage to the two cities.

The partnership with West Columbia Gorge Humane Society (WCGHS) has changed towards a model that will eventually benefit both the City and WCGHS but the relationship-building is still ongoing. The writer does not recommend any changes to animal control. Tyler Rossmiller still needs to complete training as his academy was cancelled the night before he was scheduled to start due to COVID and the training has not been re-scheduled.

## **SUPPORT SERVICES**

In late 2019, the department added a second administrative assistant, for a total of two, to replace Tyler Rossmiller, who had moved into animal control in July 2019. The administrative staff is responsible for running the office, processing concealed pistol licenses, completing firearms transfer paperwork, records management, and property/evidence control.

Currently, the department has a backlog of 2981 records from 2013 and 2014 that need to be purged based on current retention schedules. Support staff responded to 185 public records requests (PRR) and 245 outside agency records requests year-to-date.

Staff has processed 186 concealed pistol license (CPL) requests and has processed an average of 56 firearms transfers per month down from a high point in March 2020 of 88 firearms transfers. Dealing with these two tasks takes time away from working on records and the property room.

The property/evidence room has 2222 items in storage. At the beginning of October 2019, there were 2100 items of inventory. A complete inventory count should be conducted once per year. The amount on hand would require at least 185 items counted per month, 46 per week. The current average time spent on property/evidence control is one hour or less per week. The Loaned Executive Management Assistance Program (LEMAP) review that was conducted in 2019 indicated that the department property room suffers from “inattention resulting in some

serious but correctable deficiencies (WASPC, 2019, p. 58). The writer recommends a level of inventory no higher than 1200 pieces. To get to this level may take up to a year, depending on how much time is allocated to support the property/evidence work. The writer recommends a reduction of 20% in Q1 2021 which will require purging over 400 items. This will require dedicating whole days towards working on the backlog.

In order to achieve accreditation status, the property/evidence control issues are probably the largest area that needs to be addressed. The writer believes that utilizing overtime will be necessary to move the items in evidence to a more manageable level.

The department had Clark County Sheriff's Office conduct an audit of the property room in late 2019 and give a price quote for managing all or part of the property/evidence function. The price for managing 2100 items starts at \$53,794.85 annually and would comprise 5% of all of Clark County's property/evidence inventory. Partnering with Clark County to manage our property/evidence control is not a desirable option.

### **A TYPICAL DAY**

**Figure 2** depicts a typical workday by position description. It should be noted that detectives do fill in on patrol on days where shifts may be short-handed due to a patrol officer being out of service for an extended time or if too many calls come in at the same time. The detective sergeant also serves as the department's K9 officer.

### **FACILITIES**

The current building was constructed in 2004 as a purpose-built police station. The building is well-maintained and in good condition. The bond issued for the construction matures in February 2022. The department currently has a Conex box which is being used to store evidence. The Conex box is not temperature controlled and is unacceptable for use for property/evidence storage. Once the property/evidence room reduces inventory items to make room, the writer recommends this Conex box be removed or used as a utility shed only.

The department has outgrown the space. Two detectives were sharing an office meant for one person. The department moved one detective to an interview room that was converted into an

office due to COVID concerns. Both animal control officers share a small room near the property/evidence room as their office. Due to COVID, they are not able to occupy the space at the same time.

The existing training room is not large enough to hold a department-wide training and is cramped on training days where half the department is available. A larger training room would give the department the ability to host training. Departments that host training often receive free registration to the classes in return.

The Live Scan fingerprint machine is located just inside the secure area of the department. The LEMAP committee recommended moving this machine to a space in the lobby to prevent access by non-department personnel. Moving this machine will require a remodel. For now, the department uses a security wand to screen fingerprint candidates and has an officer present while staff processes them.

The property/evidence room is full. Early next month, staff will be implementing property/evidence purge days to reduce inventory and make room for the evidence currently stored in the Conex box.

An investment needs to be made in order to make better use of space. In order to follow the recommendations from the LEMAP and CCSO audit, more high-density shelving, new locking drawer cabinets, a dedicated laptop with scanner, and a locking locker that will accommodate rifle boxes are some of the recommended purchases. The estimated cost for purchasing these items is \$3495.00.

## **VEHICLES & EQUIPMENT**

The department has seven (7) vehicles dedicated to patrol use. Prior to the partnership with the U.S. Marshals, one of those vehicles was a dedicated K9 vehicle. Now that the Marshals have provided a vehicle, that vehicle was re-purposed back to patrol. Prior to that the department had 6 vehicles with up to three (3) people sharing. This has resulted in a higher than normal usage rate for those vehicles. The 7 vehicles have been re-assigned so now only two (2) people

are sharing. Patrol vehicles are on a six (6) year replacement and unmarked vehicles such as command staff and detectives are on a ten (10) year replacement.

Ideally, in an agency of this size, the department would build the fleet out to provide individually assigned or take-home vehicles. Some studies, such as a comprehensive study done by the City of Tacoma in the late 1990s and peer reviewed in 2007 (Lauria, 2007) support take-home vehicles. Moving to a seven (7) year rotation and individually assigning vehicles with a properly managed take-home vehicle policy can result in less wear and tear and a higher salvage value on each vehicle. A take-home vehicle also eliminates the pre-flight checks between shifts and allows people to dress and report directly from home. Take-home vehicles would be most beneficial for night shift sergeants, as their shift ends at 3:00 AM and if they are called back to work before the morning shift sergeant arrived, they could respond to the scene directly. The writer would support a take-home vehicle program for the department if funding allows. If a take-home vehicle policy is not possible, then the writer recommends an assigned vehicle policy rather than the current motor pool method.

The writer switched vehicle service and fueling from Hi-Way Fuel to Westlie Ford and Jubitz Fuel, respectively. The fuel cost was lower through Jubitz and the vehicle service provided by Hi-Way was less than desirable. For example, brakes were installed incorrectly and basic oil/lube/filter services did not include multi-point inspections or tire rotations. As a result, there was a high rate of tire failure at the beginning of 2020. The writer discovered that the manufacturer recommended maintenance was not being done which added to the wear and tear on the vehicles and can create a safety issue. Westlie has been “catching” the fleet up on all manufacturer recommended services.

The department had Tasers that were two generations back, out of warranty, and not every commissioned member had their own. With the assistance of finance, the department was able to purchase new, up-to-date Tasers, at the end of 2020.

The department does not have body cameras. In the current climate of increased police scrutiny and accountability, introducing a body camera program is desirable but is prohibitively expensive for the department. The writer obtained a quote from Axon when purchasing the

Tasers to possibly bundle the purchase. The quote for 21 cameras alone was over \$220,000 over five (5) years. In addition to the cost of the cameras, another cost would be the administrative assistant's time to process additional records requests. For these reasons, body cameras are not feasible for the department.

## **BENCHMARKING**

The writer looked to comparable cities for staffing deployment examples. The writer chose the cities based on population size, similar crime rate, and department size. There are other cities with similar populations, but they were excluded due to their higher crime rates.

The cities selected include East Wenatchee, Ferndale, Lynden, and West Richland. The writer also included Camas. The writer used the National Incident-Based Reporting System (NIBRS) Group A crimes as a benchmark. Group A crimes include all person crimes and most property crimes. Coincidentally, all these cities appear in the top 20 safest cities in Washington state list (Edwards, 2020).

## **COMMISSIONED STAFFING FOR BENCHMARK AGENCIES**

The writer believes that current police staffing is adequate for the estimated population and crime rate. **Table 4** shows the comparable agencies and demonstrates that Washougal Police Department has a higher officer per 1000 population and a lower crime rate than the four other agencies.

## **LIMITED COMMISSION AND NON-COMMISSION STAFFING EXAMPLES FOR BENCHMARK AGENCIES**

East Wenatchee employees three (3) administrative staff. There is one (1) administrative assistant, one (1) records manager and one (1) records specialist/evidence custodian. They do not have animal control as the local humane society employs the animal control for the two counties as well as East Wenatchee and the city of Wenatchee.

Ferndale employees one (1) animal control officer and three (3) administrative staff. The 3 administrative staff are cross-trained and take care of the office, records and evidence control.

Lynden has three (3) administrative staff and one (1) animal control officer. The admin staff is made up of one (1) records manager and two (2) records clerks/evidence who also run the office.

West Richland has three (3) administrative staff and one (1) animal control officer who also serves as a code compliance officer. The admin staff is made up of one (1) administrative assistant, one (1) records supervisor and one (1) records specialist who also serves as a property/evidence technician.

The role of administrative assistant can include a variety of duties. The writer's opinion is that the current staff has too many duties to be split among just two people. The writer interviewed one employee from West Richland whose job duties include records specialist and evidence technician. She reported that she manages an inventory of 1200 items and spends about thirty (30) hours a month managing the property room. This equates to nearly eight (8) hours per week. The writer recommends continuing to pursue cross-training opportunities for the administrative staff which was cancelled this year due to the COVID shutdown and the department will likely have to settle for online training only.

## **DEPARTMENT SURVEY**

The writer sent out a department-wide survey that was open for about a month and 18/24 people responded. The majority responses to the questions rating the different programs were good to very good. Some areas that represent an area to improve upon which the writer mentioned previously are vehicles and equipment (over half of the respondents rate them as poor to fair) and facilities (6 rated them poor to fair). This is consistent with the writer's observations. Another area that needs improvement is first-line supervision. The lack of in-person training is discouraging but all supervisors were sent through an online basic supervisor course available online through WCIA which ended December 2<sup>nd</sup>. Once CJTC begins in-person training the department will send the new sergeant to the supervisor's course there. The link to the survey is <https://www.surveymonkey.com/results/SM-23WVPKRZ7/>

## **COMMUNITY SURVEY**

The community survey conducted this past year showed that the quality of police services is high (78%) compared to the region (70%) and the U.S. (68%) (ETC Institute, 2020). The survey also indicated that the top areas the community wants the department to engage in are crime prevention, visibility, and traffic enforcement (ETC Institute, 2020). The writer reviewed traffic stop data for 2020 to date and found that there is a wide disparity among patrol officers as far as traffic enforcement activity. The highest number of citations per officer, year-to-date is 160 with the lowest being 1. Clearly, one traffic ticket in a year is not meeting the expectations of the writer or the community. The writer recognizes that the officer who wrote just one traffic citation has other qualities that they bring to policing and that this officer may not prefer to engage in traffic enforcement, but this is not consistent with what the community desires.

There is evidence to suggest visible patrol of hot-spot areas can prevent crime (Braga et al., 2019). As the writer had stated earlier, Washougal is a very safe community as evidenced by Group A crime rate and the overall feeling of safety in the city (ETC Institute, 2020). As such, the writer is not able to identify any true hotspots using crime analysis due to the smaller sample size. The writer believes that emphasizing traffic enforcement, whether a warning or citation is issued, at locations that are the subject of many traffic complaints, will help increase the visibility that the community desires. The addition of the detective sergeant in investigations will also help focus on any emerging crime trends.

## **CONCLUSION**

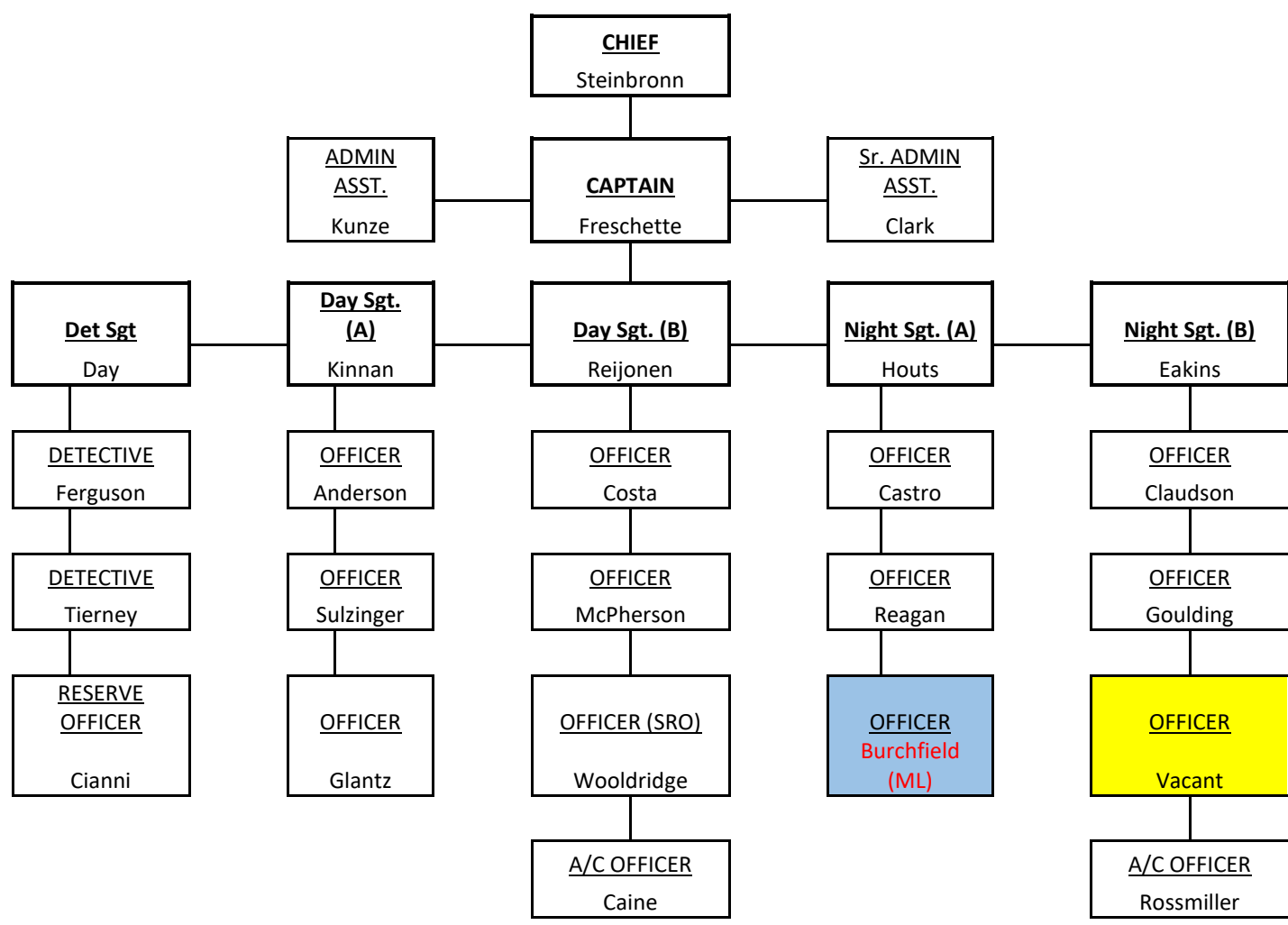
The writer met individually with each member of the department in December 2019 and January 2020. Throughout the year, the writer has spent time on each shift and has had longer conversations with detectives, supervisors, and support staff. The overall feeling of the department culture is positive. The writer reviewed personnel and internal affairs files and detected no pattern of misconduct or systemic issues.

The writer immediately recognized a high level of commitment and esprit de corps within the department and felt accepted within a short period of time. The department is a good place to work and the writer's vision is to make the Washougal Police a department of choice.

That said, there are tasks to be completed in order to bring the department to a level worthy of accreditation. The writer has noted a lack of direction and sense of urgency in some areas. A strong leadership team including the chief, the captain, first-line supervisors and the accreditation committee will need to work together at an aggressive pace in order to be approved for accreditation in October 2021. The writer has seen a lot of progress over the last year and is confident the department will be successful.

**Figure 1**

*2020 Washougal Police Department organizational chart*



**Figure 2***Typical work shift by position*



**Table 2***Shift relief factor*

| Category            | Time off (hours) |
|---------------------|------------------|
| Personal time       | 40               |
| Vacation            | 132              |
| Holiday             | 80               |
| Sick leave          | 96               |
| Training            | 72               |
| Regular days off    | 2007.5           |
| Total               | 2427.5           |
| Shift Relief Factor | 2.5              |

**Table 3***Minimum officers for assignment to each shift to manage 2019 workload*

| Shift                                           | CFS     | 25%   | Total (CFS +25%) |
|-------------------------------------------------|---------|-------|------------------|
| Days                                            | 4892    | 1223  | 6115             |
| Nights                                          | 3455    | 864   | 4319             |
| Total Time (using 30 minutes average call time) |         |       |                  |
| Shift                                           | Minutes | Hours |                  |
| Days                                            | 183450  | 3058  |                  |
| Nights                                          | 129563  | 2159  |                  |

| Shift                                    | Hours | Officers Required |
|------------------------------------------|-------|-------------------|
| Days                                     | 3058  | 0.76              |
| Nights                                   | 2159  | 0.54              |
| Performance Standards (this is flexible) |       |                   |
| CFS                                      |       | 33%               |
| Self-initiated                           |       | 33%               |
| Administrative                           |       | 33%               |
|                                          |       | 100%              |

| Shift  | Officers required to fulfill calls for service | Officers required to meet performance objectives |
|--------|------------------------------------------------|--------------------------------------------------|
| Days   | 0.76                                           | 2.28                                             |
| Nights | 0.54                                           | 1.61                                             |

| Shift                 | Officers required to fulfill calls for service | Number of officers needed for assignment to each shift (rounded up) |
|-----------------------|------------------------------------------------|---------------------------------------------------------------------|
| Days                  | 5.71                                           | 6                                                                   |
| Nights                | 4.03                                           | 5                                                                   |
| Total Patrol Officers |                                                | 11                                                                  |

**Table 4***Benchmark cities by population and agency size*

|                | Population* | Agency Size | Sworn | Non-Sworn | Sworn per 1000 | Group A Crimes per 1000 |
|----------------|-------------|-------------|-------|-----------|----------------|-------------------------|
| Camas          | 24,418      | 34          | 27    | 7         | 1.11           | 16.42                   |
| East Wenatchee | 14,219      | 24          | 21    | 3         | 1.48           | 35.87                   |
| Ferndale       | 14,897      | 22          | 18    | 4         | 1.21           | 38.53                   |
| Lynden         | 15,223      | 21          | 17    | 4         | 1.12           | 32.12                   |
| Washougal      | 16,107      | 25          | 21    | 4         | 1.30           | 27.26                   |
| West Richland  | 15,075      | 23          | 19    | 4         | 1.26           | 40.20                   |

\*census.gov estimates as of July 1, 2019

**Table 5***Group A crimes 2020 YTD*

| Group A Crimes (includes attempts)       | Camas | East Wenatchee | Ferndale | Lynden | Washougal | West Richland |
|------------------------------------------|-------|----------------|----------|--------|-----------|---------------|
| Homicide                                 | 0     | 0              | 0        | 0      | 1         | 0             |
| Sex Offenses                             | 1     | 10             | 3        | 11     | 12        | 8             |
| Robbery                                  | 1     | 3              | 0        | 1      | 2         | 0             |
| Assault Offenses                         | 7     | 66             | 70       | 61     | 24        | 82            |
| Kidnapping/Abduction                     | 0     | 3              | 1        | 1      | 0         | 0             |
| Human Trafficking Offenses               | 0     | 0              | 0        | 0      | 0         | 0             |
| Burglary/Breaking & Entering             | 21    | 12             | 51       | 28     | 25        | 47            |
| Arson                                    | 3     | 0              | 2        | 0      | 0         | 1             |
| Larceny/Theft                            | 176   | 167            | 217      | 181    | 182       | 134           |
| Motor Vehicle Theft                      | 21    | 18             | 20       | 9      | 16        | 9             |
| Extortion/Blackmail                      | 2     | 0              | 2        | 0      | 0         | 0             |
| Counterfeiting/Forgery                   | 3     | 21             | 19       | 10     | 7         | 0             |
| Fraud                                    | 93    | 18             | 41       | 89     | 41        | 174           |
| Embezzlement                             | 0     | 0              | 0        | 0      | 0         | 0             |
| Stolen Property Offenses                 | 1     | 3              | 7        | 9      | 8         | 5             |
| Destruction/Damage/Vandalism of Property | 56    | 78             | 90       | 62     | 53        | 81            |
| Drug/Narcotic Offenses                   | 12    | 48             | 36       | 10     | 60        | 30            |
| Pornography/Obscene Material             | 0     | 0              | 0        | 1      | 0         | 4             |
| Gambling                                 | 0     | 0              | 0        | 0      | 0         | 0             |
| Prostitution Offenses                    | 0     | 0              | 0        | 0      | 1         | 0             |
| Violation<br>NoContact/ProtectionOrders  | 0     | 41             | 13       | 11     | 1         | 27            |
| Bribery                                  | 0     | 0              | 0        | 0      | 1         | 0             |
| Weapons Law Violations                   | 4     | 21             | 2        | 5      | 3         | 2             |
| Animal Cruelty                           | 0     | 1              | 0        | 0      | 2         | 2             |
| Total                                    | 401   | 510            | 574      | 489    | 439       | 606           |

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