



PARKS, RECREATION, AND TRAILS

MASTER PLAN
2018 UPDATE



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SECTION 1: INTRODUCTION

The Ferndale Community sees the parks and trails system as a critical element in the overall quality of life of the area, and critical to the long-term economic development of Ferndale. Since livability is a key element in the future growth of the community, the Parks, Recreation, and Trails Master Plan is designed to enhance both quality of life and improve the overall economic development opportunities for Ferndale.

It is the intent of the City Council that this plan shall receive periodic updates to revise the park inventory and 6-Year CIP, and consider changes to the goals, policies, and standards herein. The Parks, Recreation, and Trails Advisory Board (PRTAB) shall present an updated plan to the Planning Commission, to be forwarded to the City Council, at least every two years.

SECTION 2: PARK, RECREATION, AND TRAILS VISION

This plan envisions Ferndale in 2038 and beyond as...

...a community with a high quality Parks, Recreation, and Trails system that meets the needs of all of the citizens of Ferndale. We have major sports and activity areas, special use areas that honor and reflect our rich history, as well as a complete trail system that makes it possible for citizens of all ages to walk or bicycle around town. Our trails interconnect with parks, schools, and other community destination points, are multi-modal and link with the trail systems of both Whatcom County and the City of Bellingham. The City continues to develop recreational opportunities in Ferndale parks for residents and visitors, as well as collaborating with other community members and agencies to offer a variety of events that improve the quality of life in Ferndale.

Our parks and trails are well cared for, properly maintained and are a major draw for newcomers and visitors alike. Our parks are beautiful, are landscaped, and set the tone for enhanced community pride. Our citizens are actively involved with both the construction of new park areas as well as in the ongoing maintenance. The park and trail system is a signature piece of the community's identity.

Our parks provide a safe, comfortable place for children of all ages and present numerous opportunities for visitors to express themselves through various art forms, sports, and special events. Our parks provide opportunities to practice physical fitness, to expand imagination, and to respect nature. Parks provide areas for escape and reflection, but also link diverse elements of the community, allowing opportunities for engagement on many levels in a shared space.



SECTION 3: PARKS, RECREATION, AND TRAILS MASTER PLAN

OBJECTIVES:

The Parks, Recreation, and Trails Master Plan is designed to achieve the following objectives:

1. Deliver the community's long-range vision for Ferndale and provide a high degree of livability for all ages and interests.
2. Establish a system of parks that use trails as a primary access point, and a system of trails that use parks as a primary destination attraction.
3. Create a realistic Six Year Park CIP based on the delivery of the Parks, Recreation, and Trails Parks, Recreation, and Trails Master Plan that allows for annual adjustments, and responsibly addresses acquisition, development, and maintenance/operations costs.
4. Establish a development impact fee that will provide a proportionate share of revenues for the park and trail projects identified in this plan that become necessary as the result of growth.
5. Identify a set of policies, uses, and future plans for every park area.
6. Link the Parks, Recreation, and Trails Master Plan with the Ferndale Historic Downtown and provide for the synergy that strengthens both the Parks, Recreation, and Trails System and the Downtown area.
7. Develop and propose parks, recreation, and trail standards for maintenance and operations that produce a high-quality park system for the community.
8. Identify cooperative relationships with other jurisdictions, citizens and others that lead to the creation of a high-quality Parks, Recreation, and Trails Parks, Recreation, and Trails System. Clarify the roles and responsibilities of all involved.



9. Be a part of the City of Ferndale Comprehensive Plan and as such, provide a basis for the authorization of park impact fees and other funding opportunities.
10. Document a plan to deliver the parks, recreation, and trails elements in accordance with the community vision.
11. Create an implementation strategy for park capital improvements that contains an action plan identifying: priority, year, proposed method of completion, cost, and responsible party(s) or agency(s).
12. Develop a long- term vision for the Park, Recreation, and Trails system that is integrated into the vision statement that accurately represents the desired future of the citizens.
13. Prioritize the improvement of existing park and trail facilities (including connectivity between residential uses and those facilities) to limit the acquisition of new park and trail facilities except in those cases where a deficiency exists.
14. Provide goals and a vision for recreational activities being offered by the City.

SECTION 4: PLAN DEVELOPMENT APPROACH:

The 2018 update to the Ferndale Parks, Recreation, and Trails Master Plan is based in part on previous public processes conducted in 2001 and 2006, and represents a minor update to plans adopted in 2013. These processes were instrumental in establishing an overall vision for the plan.

The 2013 update modified the City's overall parks and trails policy to place an increased emphasis on the efficient use of limited resources, expanding trails and trail connectivity, and retaining existing park locations. A limited number of new park locations are proposed during the planning period, to be established in concert with development in the surrounding area.

Compared to previous plans, the 2013 updates significantly decreased the anticipated 20-year capital costs by emphasizing low-maintenance trails and publicly-accessible private trails.

The 2018 updates maintain the overall philosophies identified in 2013, provide updates to improvements that have been made since that time, and provide updates that are likely to be required over the next six years. An expanded discussion of the City's recreation programs is included.



SECTION 5: STATEMENT OF NEED

Overview

Parks and trails are an essential component of a vibrant urban environment that must be carefully planned and maintained in order to achieve maximum benefit for the community that they serve.

For many years, the City of Ferndale measured the success of its park and trails system based on the number and aggregate size of those facilities. This measurement proved to be unsustainable, as the relative use of parks varies substantially throughout the city, the costs of maintaining large numbers of parks frequently exceeds use benefits, there were an unnecessary number of independently operated parks in close proximity to one another. The planned locations of future parks did not reflect the projected location of future park users and was developed independently of trails. Therefore, one of the primary goals of this plan is to establish a coordinated *system* of parks and trails, rather than a series of independently functioning amenities.

The Nooksack River creates conditions which simultaneously restrict growth and promote recreational activities. As a result, much of the City's current and future parkland will be concentrated adjacent to the Nooksack River in the vicinity of downtown. This parkland currently consists of two large parks, which together account for over half of the total parkland in the city.

While the concentration of parkland within the downtown core results in a disproportionate distribution of total parkland away from most residential areas, the City is not necessarily placed at a disadvantage. Previous updates to the parks plan had sought to rectify this disproportionality through the acquisition of significant additional parkland in other portions of the city, while this update does not.



BNSF BRIDGE FROM VANDERYACHT PARK

Instead, the 2018 update recognizes that the park and recreation amenities delivered by Pioneer and Vanderyacht Parks are unique, depend on large open spaces, take advantage of Ferndale's unique riverfront location, and utilize land that would not otherwise be available for traditional development. In addition, these regional parks are intended to provide an aesthetic appeal and sense of place in areas that are common to all Ferndale residents. In short, these regional parks are intended as destination attractions unto themselves.



These City parks, in combination with Whatcom County's Hovander Park, serve to anchor the historic core of the city while providing services and experiences unique to each area. A fourth regional park, which could be located in the former Riverside Golf Course, would provide additional access to the Nooksack River as well as regional ball fields and cultural attractions that are not found in other urban areas. It is likely that a park or park resources in this area would be created through private-public partnership, possibly as part of a mixed-use development onsite.

The plan further recognizes that the establishment of significant additional parks, even if they are distributed throughout the city, will not inevitably generate the public use and interest that is equal to the cost of acquisition or maintenance. Instead, the parks plan is intended to identify those areas of the city in which parkland is not easily or safely accessible by bicyclists or pedestrians. In such cases, improved connectivity through sidewalks and trails between neighborhoods and existing parks is prioritized and the acquisition of new park space is limited to those areas in which connectivity to existing parkland is not feasible.

While the majority of park and trail activities can be broadly defined as recreational activities, the plan recognizes that organized or planned recreational and volunteer opportunities play a key role in introducing residents and visitors to parks, creating a spirit of stewardship for the parks and the surrounding environment, and re-introducing visitors to existing parks.

Methods of Park and Trail Acquisition and Development

To ensure no reduction in level of service through the twenty-year planning period, the City requires that applicants for residential development projects pay to the City a park development impact fee to the City. The fee reflects a proportionate share of the costs to construct growth-related park improvements and can be utilized

**Improved connectivity
between neighborhoods and
existing parks is prioritized.**

for the acquisition and development of park and trail facilities reflected on the City's 20-year plan, but cannot be utilized for ongoing maintenance and operation of those facilities. This park impact fee will be adjusted on a regular basis for inflation, in order to ensure the buying power of the fee remains constant.

The City also provides developers of new residential projects with the option of dedicating land in lieu of payment of impact fees. This option (for both residential and non-residential developments, through the City's EAGLE program) is restricted to those dedications that would address a legitimate current or future need within the immediate area of service. The City does not anticipate accepting land use dedications in lieu of park fees in those areas that are not projected to require new park or trail space.

In an era of stagnant municipal revenues combined with increased demands on an aging infrastructure, the city will continue to strain to maintain new and existing parkland.

As early as 1982, the City had mechanisms to allow payment of fees in-lieu of land dedication. Ordinance 676 (1982) required the dedication of 1/12th of the total land included in all plats and short plats of 10 acres or more to be dedicated to the City as parkland. The ordinance included a provision

allowing negotiation of an in-lieu fee with the City. To manage these funds, the "In-Lieu Park Fund" was developed in 1989 (Ord. #885). In 1993, the City passed Ordinance 1001 formalizing in-lieu payments with the creation of Park Impact Mitigation Fees to be paid on a per-dwelling-unit basis.

While the acquisition and development of new park and trail space may be achieved through dedication and the payment of fees, the ongoing maintenance and operation of those facilities cannot, by law, be paid by development. Instead, such funding is provided through the City's General Fund and other sources. In an era of stagnant municipal revenues combined with increased demands on an aging infrastructure, the City will continue to strain to maintain new and existing parkland, particularly parks with substantial and/or unique amenities, such as water features, playgrounds, and ball fields. Compared to other cities, the City of Ferndale lacks significant sales tax-generating businesses and as a result must identify other funding sources for park and recreation activities. Without a dedicated and consistent funding source, funding for park projects (and maintenance) will tend to rely heavily on one-time grant opportunities, volunteer efforts, and Park Impact Fees.

The struggle to maintain parkland is considered in contrast to the increasing demands placed on parks by an expanding, aging, and more cost-conscious population, which is projected to seek recreation opportunities that have little or no cost to enter, and which can be accessed via foot, bicycle, or car.

Finally, through public meetings, comments, social media, surveys, and other methods, residents of the City of Ferndale have consistently voiced a clear expectation that parkland and natural areas should be identified and preserved before they are developed for future urban uses. Citizens have also indicated that economic constraints should not be an excuse for a lower level of service for future residents. From a fiscal standpoint, the costs of acquiring undeveloped land are much lower than the costs of acquiring developed land, and on average may even be lower when acquisitions can be included as a condition of development approval.

Based on the preceding statement of needs, continued urban development may outpace Ferndale's ability to maintain the current level of service and improve the quality of the park and recreational experience unless public resources, policies, and funds are coordinated among the City, Whatcom County, Ferndale School District, and private partnerships. The policy directions in the previous plans were updated both to accommodate the impacts of current and projected growth and to be consistent with the City's overall planning efforts under the Growth Management Act.

The State of Washington Growth Management Act (GMA) was amended in 2005 to require the land use element of the city's Comprehensive Plan to consider planning approaches that increase the opportunities for physical activity. Approaches suggested by the GMA to accomplish this include connecting neighborhood commercial nodes to allow walking and cycling to local services, linear parks, and schools. Therefore, it is fitting for Ferndale to have a comprehensive and functioning Parks, Recreation, and

Trails Parks, Recreation, and Trails system that encourages physical activity on the part of all citizens.

A Note on Park Classifications:

While this plan identifies a series of park and trail classifications and amenities, residents should not expect that all types of parks or trails will be provided. This plan emphasizes the establishment of facilities and gradual improvements/ evolution to those facilities over time, rather than the construction of all possible facilities at once.

In 2016, the City launched "Ferndale Fit", a weekly jogging/walking group led by the mayor to encourage healthy outdoor activity. The city plans to expand this effort to include healthy eating and other types of physical activity as it grows.

SECTION 6: FACILITY DEFINITIONS

A quality Parks, Recreation, and Trails system is comprised of many different types of facilities which together create an overall parks and trails experience. Neighborhood and community parks complement and expand the playgrounds and sports fields located on school grounds. In certain areas, neighborhood and community parks are adjacent to or co-located with school facilities. Urban open space sites may or may not be improved but can include informal trails and trailheads, greenways, corridors, community gardens, farmed areas, and areas within community or neighborhood parks if left in their natural states. Many of these open space sites are not accessible to the public and are temporary or transitional in nature. As such, they should not be considered to be permanent features of the park and trail landscape, and will not be included in the overall Level of Service for parks and trails. Existing and proposed sidewalks, alleyways and other paved surfaces may also serve as necessary, all-weather corridors linking park opportunities to their users.

In order to be responsive to the community vision and to deliver that vision through the Parks, Recreation, and Trails system, park and trail classifications are created. The classifications are based on standards historically proposed by the National Recreation and Park Association (NRPA) and modified by the Parks, Recreation, and Trails Advisory Board (PRTAB) to address the needs of the City of Ferndale. In addition to the classification system, NRPA identifies recommended facility development standards. This establishes minimum requirements for a community's Parks, Recreation, and Trails system. It is modified to fit the particular needs of the City of Ferndale today and for the next 20 years.

The classification of Ferndale's Parks, Recreation, and Trails Master Plan defines basic parameters and guidelines for each type of park and facility that may be constructed within the park system. A facility defined in this section does not require that the City include such a facility in a six-year or twenty-year project list. Instead, the classifications provide a common, consistent, and justifiable framework for planning purposes, allowing for an orderly development of the park system that ensures all community needs are fulfilled.

For the purposes of this planning process, the population figure used for the Master Plan is developed by the Washington State Office of Financial management (OFM) and is established as 13,570 as of April 2017.

Park Amenities

Park amenities will vary from park to park, depending on the individual character and sense of place within each facility. The following list is intended to identify a range of potential park and trail amenities, but is not intended to restrict other uses not specifically listed, nor compel the City to construct each amenity. In general, all parks, regardless of classification, should have one or more of the following types of activities:

1. SPORTS COMPLEX: A Sports Complex is a heavily programmed athletic facility often located within a Regional or Community Park. The minimum size for a sports complex will vary depending upon the activities proposed within the park, including associated parking and accessory uses. The Phillips 66 Sports Complex is an example of a park in this designation. Sports complexes may be owned and operated by public or private entities, but must be available to the public at large. The City charges a nominal fee for the use of the ball fields, but these fees do not capture the full cost of operation. However, if the fees were increased to reflect the true cost of operation, it is likely that the usage of the ball fields would decrease. The City anticipates exploring additional partnerships with local businesses, including additional advertising at the ball fields as well as the availability for discounts at these businesses for participants in sporting events.



CONOCO-PHILLIPS SPORTS COMPLEX

2. SPECIAL USE AREAS: Special Use Areas includes a broad range of parks and recreation facilities oriented toward a single purpose use that can be further classified as a City/Regional Park, although the size of such areas may vary. Special Use Areas are those areas designed to accommodate the

needs of the citizens of the community. Special or unique features, such as historic sites, cultural areas and social sites are generally found in this type of park. These parks may also include special amenities such as ADA accessible playgrounds, dog areas, frisbee/disc golf areas, community gardens, and skate parks, which may be either a separate function or designed into any of the other park classifications. Pioneer Park is an example of a park in this classification.

- 3. NATURAL RESOURCE AREAS:** Natural Resource Areas are lands set aside for the preservation of significant natural resources, remnant landscapes, open space, and visual buffering. These areas may be used for offsite wetland mitigation or enhancement. Natural resource areas are not developed with typical parkland amenities, and are left in a natural or wild state to be enjoyed by all. These areas are extremely critical to the long-term health and vitality of the community and may include wildlife viewing stations, decks and platforms for viewing, and interpretive areas that feature agriculture life, birds, plant life, and wildlife. These locations may contain areas designed for classroom and educational purposes. Buffer zones are included in this definition. Passive recreational uses may be permitted in Natural Resource Areas.



- 4. HISTORIC AREAS:** Farms, homes, buildings, historic walks, and plaques documenting areas, structures, or people of historic importance, as well as other resources with historic significance are included in this category of parkland. Given the strong historical resources of the community, some areas may be termed historical areas and provided with special development protections to ensure the long-term enhancement and preservation of these areas. The rose and fern garden at the Bergsma House, a transportation museum, veteran's memorial, and other special amenities that highlight and add value to the historic elements of the community fit into this category.

The plan further recognizes that just as Ferndale's history was not established in its parks, neither should all historic markers or exhibits be placed in the parks. By locating a number of historic markers or plaques in relatively close proximity to one another, the City may be able to establish an informal historic walking tour for visitors and residents.

- 5. EDUCATION:** Displays or exhibits intended to increase visitor's knowledge of the area, natural features and processes, or hands-on learning, may be established at any park. Examples include interpretive signs, educational or activity centers, ropes courses, and more.
- 6. BEAUTIFICATION AREAS:** Areas of special plantings and flowers add value to the overall leisure experience for citizens and visitors and significantly enhance the appearance of the total community. Flower beds utilizing approved plant materials (type and color) and connecting all park and trail areas with the same

or compatible themes are included. Special plant use along major arterials and the entrances into the community are also included, and may be established or maintained by the City or by a public or private organization, subject to prior City approval.

7. **SIGNAGE:** Distinct, clear, and usable signs will be placed at all Parks, Recreation, and Trails areas providing historical information, facility information, and helpful suggestions for area usage. The City shall utilize similar signage at all City owned parks and facilities in order to establish a brand identity that is recognizable to residents and visitors alike. This brand may include identical signage structures, but may be reduced to a common logo in order to provide for variation between parks. Such signage may also be incorporated into, or reference, the City's wayfinding system.



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8. **RESTROOM FACILITIES:** Restroom facilities enable users to experience a park for longer periods of time, particularly when available park amenities include children's playgrounds and sports activities. While regional parks such as Pioneer Park and Star Park will include complete restroom facilities, restrooms in neighborhood and community parks will more appropriately consist of single restrooms, including portable restrooms within permanent structures. Restroom facilities require daily maintenance, and are frequently targets of malicious mischief, graffiti, and other vandalism. The construction of new restroom facilities shall only be considered in parks with uses that necessitate such facilities, and should be based upon the City's ability to adequately maintain the restroom.

PARKLAND CLASSIFICATIONS*

The City expects to provide a broad range of park amenities, and to establish parks with characteristics unique to each facility. Most parks will include amenities such as active recreation options and sitting or picnic areas. However the services provided by individual parks, both within the same classification and between multiple classifications, will vary from park to park – for example, some neighborhood parks may be entirely “developed” with playgrounds, sitting areas, and landscaping, while other neighborhood parks may be left in a near-natural state to protect wildlife, sensitive

areas, or to engage visitors in creative play and imagination. The majority of parks are also expected to evolve over time based on population growth, demographic changes, and the shifting demand for specific amenities. A broader list of potential park and trail amenities follows the Trail Classifications section of this document. In general, higher parkland classifications may include elements of lower parkland classifications. For example, a neighborhood park may include a tot lot, a community park may include elements of neighborhood parks (but on a larger scale), and a regional park may include elements of all other park classifications.

The Ferndale City Council, through recommendations made by the Parks, Recreation, and Trails Advisory Board (PRTAB) and City staff, will seek to incorporate public input on new parkland or substantial alterations to existing public City parks, in order to identify park needs within the immediate service area. This master plan shall not compel the owners or operators of private parks or other public or quasi-public parks to obtain public comment, unless otherwise required to, or the park is intended to satisfy a park planning or dedication requirement of the City.

* The Level of Service for many park classifications is based in part on walktime “connectivity” calculations. These walk time calculations are derived from the distance from residential lots within the park service area, the existence of City trails and sidewalks, general topography of the area, and the average walktime of the typical adult. Please see Appendix 2 for walktime maps. The calculation is intended to provide a broad assessment of the relative connectivity of individual parks to the residents that they serve, and is not intended as a guarantee that all citizens will be able to make the trip within the projected time frame, in all circumstances, and in all weather conditions.

1. **TOT LOTS:** Tot lots are small parks typically ranging in size between 10,000 square feet and ½ acre (approximately 22,000 square feet) of usable space. Tot lots are intended to accommodate one or more commercial grade play structures with climbing and sliding activities, and swings. Play activities should accommodate pre-school and elementary school aged children. A tot lot shall contain one or more benches, one or more picnic tables, and shade trees, but does not necessarily require parking spaces. Playfields are typically not included. Tot lots are generally owned and maintained by a homeowner’s or neighborhood association, but may also be included as a component of public parks. Tot lots should be installed in areas that have convenient access to the Ferndale trails system. However, tot lots that are installed as an amenity within a development project shall not receive park mitigation credits unless the tot lot, together with other amenities, overall size, and location meets the criteria for neighborhood, community, or regional parks. These restrictions are also intended to apply to tot lots and other open spaces areas that are required by the Ferndale Municipal Code as a condition of development, including Planned Unit Developments.

- 2. NEIGHBORHOOD PARKS:** Neighborhood parks typically range in size from one to five usable acres, and are designed to be located within a ten minute walk of the neighborhoods they serve. Neighborhood parks are connected to the city wide trail system and often contain a children's play area with appropriate play structures and swings. As the most common type of parkland in the city, specific amenities, design, and sense of place within neighborhood parks will vary to reflect the needs of the



BRIDGE AT CEDAR CREEK PARK

neighborhoods that they serve. In many cases, the neighborhood parks may evolve with the neighborhood. These parks are designed to provide a level of service that is 1.0 acres per 1,000 people. Attention should be given to the provision of neighborhood parks in those areas without a park, and whether such areas could be served by existing parks if connectivity were improved. As a disproportionate amount of parkland is located in the central portion of the city, proximity to new residential development

is a significant factor in determining the need for new neighborhood parks. The City will attempt to provide for any deficiencies in these neighborhoods and will own and maintain any new parks added to this classification.

- 3. COMMUNITY PARKS:** Community Parks are larger park areas which offer a wide range of facilities suitable for many activities, and are intended as primary gathering spots within the areas that they serve. Community Parks typically range in size from one to 25 acres in size. A community park offers a range of amenities, and should include informal picnic and sitting areas, shaded children's play equipment, and a covered picnic area. Formal ball fields for softball, baseball, wading pool, soccer, football and other games may also be provided. Major interpretive, historic, or other City-approved themes or attractions may be permitted in place of formal ball fields, provided that the City retains an inventory of such ball fields in close proximity to the surrounding neighborhood. These parks are located within a one-mile radius of the neighborhoods they serve and connect with the city-wide trail system. Community Parks are recommended for areas in the community's north and northeastern areas to meet the needs of new and growing neighborhoods. Additional community parks may be provided as a condition of commercial development within the Main Street Corridor defined by the Main Street Master Plan. Branch libraries, skate parks, swimming pools, and community centers may also be sited and placed in this category of park to meet the varied needs of citizens.

Ferndale School District playground facilities and fields are considered community parks. These spaces complement other community open spaces and allow for expanding the recreational and educational opportunities available to the community. Appropriate school parkland facilities are included in this plan, as they provide for a combination of active and passive uses after school hours. School facilities also provide a safe environment in a setting that is familiar to school-age

children. Where possible, school parkland is connected to the city-wide trail system. The optimum size of a school park is dependent upon its intended use but generally ranges from 1 to 25 acres.

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The community will seek to identify ten or more activities within each community or regional park. While small parks such as tot lots, neighborhood parks and even school parks are single or dual-use environments, community and regional parks are intended to support a wide range of activities at one time.

4. CITY/REGIONAL PARKS: City and regional parks are park facilities that meet the needs of the entire community by providing for major activities and events. This parkland classification is typically designed to complement

the economic viability of the downtown area. Major sports activities, softball and baseball tournaments, soccer, community events, concerts, performances and activity centers are located in this classification of park. City and regional parks typically contain anywhere from 25 to 200 + acres of land and serve as major focal points for community activities. Parks in this category may also include wetlands or habitat areas. They may be developed with facilities for picnics, special events, and other activities. This category of park may also provide for the location of community centers, swimming pools, activity buildings, and museums. City/Regional Parks are designed to provide a level of service that is 3.0 acres per 1,000 populations. The City currently has a significant surplus of regional parkland, and does not expect to utilize public funds to acquire additional regional parkland within the planning period. However, the City may utilize funds, including park impact fees, in order to develop new or existing regional parkland with facilities or amenities that may experience a deficit during the planning period.

5. TRAILS AND LINEAR PARKS: Trails and linear parks are the major connectors between the entire community and the park system. The City has identified the acquisition and development of trails and linear parks as a priority that will result in

increased use of the City's existing parks. The majority of City trails and linear parks are intended as connections between destination points. However, opportunities to create linked trail loops shall also be examined. While the vast majority of linear parks will be on land, there is also the potential to create such parks and amenities on or over wetlands or other water bodies, such as the Nooksack River, provided that environmental elements are protected or properly mitigated.

5a. URBAN PARKS: Urban parks are park facilities that are used by the entire community and region in the course of daily activities. Such facilities may also be utilized for community events, parades, and celebrations, and are in essence the community's collective living room. Urban parks are typically located within, and defined by, the right of way of major streets within the City of Ferndale, typically within the designated pedestrian center/downtown of the City. Parks in this category shall generally feature prominent street trees, benches, and shaded areas and are not necessarily intended to create a natural aesthetic within an urban setting. Privately owned and maintained seating and/or eating areas are also encouraged along the periphery of the urban park. Temporary or semi-permanent banners, flags, flower baskets, or other similar decorations may also be provided.

The City Council has designated Main Street from the Nooksack River bridge to Sterling Avenue an Urban Park.

While there are wide varieties of trails and linear parks, the three most common will be "corridor trails," "connector trails," and "multi-modal roads." These trails are interconnected within the community and the UGA with links to the county and regional trail system. They have durable surfaces, are designed to meander throughout the various neighborhoods of the community, and will be designed to accommodate persons with disabilities to the greatest extent practical, as required by the Americans with Disabilities Act (ADA). These trails and corridors may include sidewalks on a temporary or permanent basis, but cannot consist only of sidewalks. They provide a variety of alternative transportation modes for citizens to utilize. This category of park may also have activity nodes, where additional space may be developed to allow for skating, picnicking, and other activities. Wildlife viewing stations, physical fitness stations, rest areas, and interpretive areas can be a part of this category of park. The City will seek to establish linear parks with distance markers clearly identified for walkers and joggers.

The trail and linear park system is designed so that citizens can walk throughout the community. It is envisioned that these trails and linear parks will also be included along certain utility corridors to serve as a buffer and create a pleasant place to walk.



Elements of the trail system will be created through the land development process, although the City will seek to purchase or convert land in areas where trail connections are unlikely to result from development, such as within neighborhoods that have already been developed. The City will generally seek to create trail space where legitimate and cost-effective opportunities exist, and to rely on existing or future sidewalk facilities should a separated trail system be cost-prohibitive.

- 5b. MULTI-MODAL ROAD:** Multi-Modal Roads provide space for automobiles, bicycles, wheel chairs, pedestrians, strollers, scooters, and more. Such roads will include a paved sidewalk or all-weather trail on both sides of the street and will generally include a parking lane and planting strip on each side as well. Bike lanes, turning lanes, and center medians will be established as appropriate per the Ferndale Development Standards (Chapter 19 of the Ferndale Municipal Code). Sidewalks may be constructed in a meandering fashion along major and minor arterial streets and collector streets, with trees and benches placed within the planting strip to afford maximum safety and separation from traffic. These are designed to create a pleasant and enjoyable experience while adding value to the livability of the community and promote the City's "Tree City USA" designation.
- 5c. CORRIDOR TRAIL:** Corridor Trails are developed away from motor vehicle travel and are designed to interconnect within the community and the UGA with links to the county and regional trail system. Corridor Trails typically serve walkers, joggers, and bicyclists. Specification standards include composite gravel surfacing and a minimum width of ten feet with a preferred width of twelve feet. This type of trail often incorporates linear park features such as rest stations, shade trees, and grass or natural greenbelts. It is the intent of this plan that development in or adjacent to designated trail routes should be designed to include corridor trail segments as appropriate.
- 5d. CONNECTOR TRAIL:** Connector Trails bring neighborhood users to the wider Corridor Trail by principally serving walkers, joggers, and bicyclists. Specification standards include composite gravel surfacing and a minimum width of six feet, with a preferred width of eight feet. This trail can also be incorporated into natural or scenic areas with interpretive opportunities. Connector trails are the primary element of the City's trail system, and are planned to not only connect parks to residential areas, but to create a trail loop throughout the community. The City's trail map identifies the location of existing and potential trail connections; proposed projects may be required to incorporate this trail connectivity as a condition of development.
- 5e. FITNESS TRAIL:** Fitness Trails are typically laid out as walking or jogging courses with designated exercise stations which allow users to exercise at

their own pace. Such trails will generally be oriented in a looped system, and will provide distance markers at regular intervals. The City will seek to establish variety among fitness trails by establishing courses with varying lengths and degrees of difficulty.

5f. WATER TRAIL: Water Trails provide routes between landings or points of interest where boating is possible. Docks with platforms that are less than twelve inches above the water level are optimal for canoe and kayak accessibility. Permanent boat launches, including boat ramps may be considered in specific park areas that are designed to accommodate such a use.

5g. INTERPRETIVE TRAIL: Interpretive Trails are routes that provide access to nature, wildlife, or other special interest areas. Interpretive trails tend to be short walking or hiking trails less than two miles in length with interpretive maps and descriptions that point out information about the natural and man-made environments. These trails can be an important factor in developing knowledge and appreciation of natural resources, historical resources, or the environment.

5h. BIKE LANE: Bike Lanes are typically located on a portion of a public roadway designated by signs and/or pavement markings and maintained for preferential bicycle travel. The minimum width required for bike lanes is five feet.

SECTION 7: FACILITY INVENTORY

The inventory of Parks, Recreation, and Trails areas consists of several components including neighborhood parks, community parks, trails, semi-public facilities and areas, school district facilities, special use parks, sports complexes, and natural resource areas. This section summarizes these areas within the City of Ferndale.

Inventory of Parkland in the City of Ferndale

<i>Park</i>	<i>Acreage</i>	<i>Classification</i>	<i>Development Status</i>
Bender Park	5.0*	Neighborhood	Undeveloped
Cedar Creek	5.3	Neighborhood	Developed
Centennial Riverwalk Park	2.5	Linear Park	Developed
Diamond Lane (Emerald Terrace)	3.1	Nat. Res. Area	—
Flair Park	0.9	Neighborhood	Developed
Glacier View	2.5	Nat. Res. Area	—
Griffintown Park	4.3	Linear Park	Developed
Horizon View	0.6	Neighborhood	Developed
Michael Moore	2.9	Neighborhood	Partially Developed (30%)
Oxford	1.2	Neighborhood	Developed
Shannon	1	Neighborhood	Undeveloped
Vista Ridge	2.1	Neighborhood	Developed
VanderYacht	17.7	Community	Partially Developed (75%)
Pioneer	12.8	City/Regional	Partially Developed (85%)
ConocoPhillips Sports Complex	46.75	City/Regional	Partially Developed (75%)
School District Parkland	17.33	Community	Partially Developed (85%)
Sports Complex NRA	14.75	Nat. Res. Area	—

Source: City of Ferndale Community Development Department and updated by Parks Advisory Board and the Ferndale School District. Partially Developed percentages indicate progress toward completion.

* Bender Park acreage is 6.1 with 1.1 acres dedicated to non-park water utility uses.

NEIGHBORHOOD PARKS

There are currently nine sites which meet neighborhood park requirements. The following is a description of the existing neighborhood parks in the City of Ferndale.

- 1. BENDER PARK:** Bender Park is located at 2641 Thornton Road. It is a 6.1 acre parcel purchased by the city in 1973 for the purpose of providing a site for water storage and a future five-usable acreage park area. The property is currently

undeveloped with one water storage tank in existence. The site had previously been utilized by the City for debris stockpiles and temporary storage of street sweepings. With its elevation and sweeping views future development could include a viewing tower overlooking the city.

The park may be accessed from the north via sidewalks installed on Thornton Street. Future trail connectivity and main park entrance is anticipated from the south, associated with private development to the southeast, and leading to school district properties to the west.

2. **CEDAR CREEK PARK:** Cedar Creek Park is located at 6179 Apollo Drive. The park has resulted from three separate land dedications. These occurred in 1977, 1989 and 1995. This 5.3-acre park is accessed from Apollo Drive, Quail Court and Ryan Court. This neighborhood park features a basketball half-court, children's play equipment that is at or near the end of its useful life,, open grassy areas, picnic tables, mature trees, creek and bridge, and is considered fully developed.



While access points do exist, they are not well marked or maintained, and may not be known to potential visitors. There are few opportunities to access Cedar Creek Park to the east, and such access may be restricted until such time as access is established from Parkland Court or through private properties to the northeast.

3. **FLAIR PARK:** Flair Park is located in southwestern Ferndale at 5610 Poplar Drive and may be reached from Poplar Drive and Tamarac Place. The 0.9-acre park was renovated in 2001 and has a half basketball court; children's play equipment that is at or near the end of its useful life, open grassy areas and picnic tables. Flair Park was



dedicated to the city in February 1971 and is considered fully developed.

Access to the park is sufficient to the west and south, but cedar fencing established by the City along the eastern border limits access to the east.



4. HORIZON VIEW PARK: The Horizon View subdivision was approved in 1972. This included a 0.6-acre parcel identified as a park. The park is located at 6195 Cascade Drive. The property was acquired by the city in 1993 after paying back taxes owed by the developer. In 1994, 1997, and 2014, the notion of selling the property was discussed by the Park Board and City Council. The idea was rejected each time, based on arguments made by surrounding neighbors testifying

to its use and importance to the neighborhood. The park features an open grassy area and variety of trees.

There is no direct access to the park beyond the immediate neighborhood, and the park's location at the end of a road with no outlet likely further limits knowledge that the park exists. Few opportunities to further connect this park exist, beyond public education of its location.

5. MICHAEL MOORE PARK: Michael Moore Park was dedicated to the city in 1999. It is located in southeast Ferndale at 5300 Shields Road, and is accessed from Smith Road. The 4.4-acre partially developed park features a children's play area, a basketball court, a grassy open area, and a meandering paved walkway paralleling West Smith Road.

The park is accessible to residential neighborhoods within this area, and is centrally located to provide access to existing neighborhoods beyond the city limits. However, the relatively large size of the park, combined with the poor drainage of the associated field, has significantly reduced actual use. This plan anticipates that the overall size of the park could be reduced and turned over to private



development, with the revenues derived from this sale used to update the remainder of this and other parks.

6. OXFORD PARK: Oxford Park is located at 6160 Malloy Avenue. This is a 1.2-acre park whose primary features include a half basketball court, picnic table and bench, children's play equipment and an open grassy area. A small creek runs through a portion of the park. Playground equipment in the park is at or near the end of its useful life and the pea gravel surfacing will transition to engineered wood chips as part of the City's surface replacement program initiated in 2017. The property for the park was dedicated to the city in August 1991.



Pedestrian access to Oxford Park is generally via sidewalks along Malloy Road. However, additional access may be provided via City-owned property to the southeast, which connects the park to Shelby Court.

7. SHANNON PARK: Shannon Park is an undeveloped one-acre park located on the west side of the 6000 block of Shannon Avenue. It has been reclassified from part of the Diamond Lane Natural Resource Area in order to address a neighborhood park deficiency. The City intends to preserve and enhance the natural elements of the park by establishing a variety of fruit and nut trees along a scenic pathway, as well as benches and eating areas.

In 1978, land was dedicated to the City as part of the Sunshine Heights subdivision for a nature trail that would connect between Pine Drive and Shannon Park. City-owned properties south of Shannon Park are anticipated as part of a trail system that may be placed on the west side of Schell Creek. While it may be possible to link this trail system with Main Street to the south, environmental and property constraints may result in the trail terminating at a view point north of Ferndale Terrace.

8. VISTA RIDGE PARK: Vista Ridge Park was dedicated to the city in 2001. It is a 2.1-acre park with half basketball court, limited parking and children's play equipment. As with many parks established as a condition of private development, the playground includes only basic elements that may be improved as part of recurring playground improvements recommended by this

plan. The park is located on Fulton Street north of Thornton Road and slightly east of Vista Drive.

The park is linked to Vista Drive and the Vista Ridge neighborhood via sidewalks. As part of the development of this neighborhood, pedestrian access and utility easements were established along the southern and eastern boundaries of the plat. However, no formal trails have been established to link the plat to development (and trails) to the east.



ENTRY TO VISTA RIDGE PARK

COMMUNITY PARKS

There is currently one Community Park and nine school parkland sites in the City of Ferndale. The following is a description of these areas.



VANDERYACHT PARK: VanderYacht Park is a 17.7-acre community park located west of the Nooksack River at 1945 Washington Street. The park may be accessed at two separate locations. There is a parking area at the north end of the park which may be reached from Portal Way and a second parking area to the south which may be reached from Bass Street. Thirteen acres of the park were purchased in 1993 with the assistance of a Department of Natural Resources grant. An additional three acres were

purchased in 2000, and approximately one quarter acre was acquired by the City through a land donation in 2013. Park amenities include a league certified, nine-hole disc golf course, a large open grassy area, ½ mile loop walking trail with interpretive signs, pond, picnic areas, and river access points. The park is also the City's largest off-leash dog park and includes several dog waste receptacles and bagging areas.

The majority of park users access the park via an unpaved parking lot to the north which is anticipated to be paved early in the planning period. Future pedestrian connectivity to the south via Bass Street is anticipated by this plan.

Further pedestrian connectivity to the west, via Washington Street may be made a condition of development.

SCHOOL DISTRICT: The Ferndale School District operates four elementary schools¹, two middle schools, and one high school within the planning area. The school district also owns property within the Ferndale Urban Growth Area and expects to utilize it as a future school site when necessary. Each school features athletic fields, play equipment, class rooms, and gyms which may be rented. The high school has the only public tennis courts in the city. School district properties available for recreational use total approximately 17.33 acres.

- ♦ **Ferndale High School** includes an extensive trail system, primarily north of the school campus. This trail system is expected to connect to City sidewalks west of the site, with a trail system extending north to Thornton Street.
- ♦ **Skyline Elementary School and Vista Middle School** are adjacent to one another, and are accessed primarily through sidewalks along Thornton Street and Vista Drive. A system of trails extends from Vista Drive through the western portion of both properties, terminating in close proximity to Thornton Street. While there appear to be few opportunities to connect these trails with Shannon Avenue to the west or Sunrise Street/ Artist Drive to the south, the City should explore opportunities to establish such connections.
- ♦ **Eagleridge Elementary School and Horizon Middle School** are adjacent to one another and pedestrian access is primarily via sidewalks along Thornton Street. The two campuses are connected via hard surfaced trails and future trail connectivity may be provided to the east via Bender Park and future residential development. Trail connectivity may also be established to the west and the south as development in those areas occurs.
- ♦ **Cascadia Elementary School** is within walking distance of Pacific Highlands and nearby developments to the west and is connected via a system of sidewalks and crosswalks. The developed nature of the surrounding neighborhood limits the establishment of new walking trails to and from the school, although future trail connectivity may be possible to the north.
- ♦ **The former Mountain View Elementary School campus** is adjacent to several residential neighborhoods, and includes trail connectivity to the southeast and north. Pedestrian sidewalks on the east side of Hendrickson Avenue are

¹ Mountain View Elementary School is scheduled for closure following the 2012-2013 school year. Following this closure, four elementary schools will remain in operation within the City limits.

connected with sidewalks along Main Street. While the Ferndale School District's use of the school ended following the 2013 school year, the school grounds will continue to provide connectivity options. The Primrose Lane trail provides access to the site from properties to the east, and additional trail easements and trail construction linking property to the west will be sought as a condition of development applications.

- ♦ **Central Elementary School** is the only school bordered on all four sides by public streets. However, Central is also in close proximity to a complete sidewalk system and several trails (Centennial Riverwalk, Second Avenue, Sports Fields). Future trail connectivity may include an extension of the riverwalk to Vanderyacht Park, as well as a trail system between Pioneer Park, Cherry Street, and Main Street.

SPECIAL USE PARKS

There is currently one special use park within the City of Ferndale. For the purposes of establishing the City's parkland Level-of-Service (LOS), Special Use Parks are classified as City/Regional Parks.

PIONEER PARK: Pioneer Park is a unique, 12.8-acre park. The park was deeded to the city in 1972 from the Old Settlers Association. A provision of the deed specifies that the park revert to Old Settlers ownership for the annual four-day Pioneer Picnic. Pioneer Park has three developed little league fields, mature trees, two picnic shelters, restrooms, a performing arts stage, and children's play equipment.



The park is also home to Pioneer Village, the largest collection of historic wood slab cabins in the world. These cabins feature a collection of artifacts owned by the Old Settlers Association and maintained by the Ferndale Heritage Society. The Pioneer Pavilion community

center, Chamber of Commerce, and the Ferndale Boys and Girls Club are also located within Pioneer Park. Pioneer Park is located at the end of First Avenue at 2002 Cherry Street.

The Old Settlers Association seeks to continue to acquire historic cabins from around the region and to relocate these cabins to Pioneer Village. In order to protect the cabins themselves, as well as the artifacts within them, a fire suppression system is expected to be installed over the twenty-year planning period.

The City intends to reconstruct the existing stage within Pioneer Village in order to attract a wider variety of musical acts, outdoor theatre, and more. A paved walkway is also planned in order to facilitate all-weather access and ADA accessibility. Future plans also include redevelopment of the front entrance to the park from Cherry Street, including improvements to the shared parking lot.

STAR PARK: Directly south of Pioneer Village is Star Park. Star Park is a 12,000 square foot playground including a variety of play structures and several covered benches. The play area is split into two sections, one for kids age five and younger, and one for kids age six to twelve. Many of the features of the park reflect Ferndale landmarks including Mt. Baker, the railroad bridge, and the Pioneer Park cabins. The playground was constructed in 2016 entirely with volunteer labor, involving 2,000 volunteers from over 300 organizations, combined with a matching grant from the Washington State Recreation and Conservation Office.



SPORTS COMPLEX

There is currently one sports complex within the City of Ferndale. For the purposes of establishing the City's Level-of Service, Sports Complexes are classified as City/Regional Parkland.

PHILLIPS 66 SPORTS COMPLEX: Formerly known as the Tosco Sports Complex, the Phillips 66 complex was acquired by the City in 1997 through the receipt of a donation from the Tosco (now Phillips 66) Refining Company and grant from the Interagency Committee for Outdoor Recreation (now Recreation and Conservation Office). Construction on the 61.5-acre site located adjacent to Pioneer Park was completed in 2008. The completed complex includes six softball fields, three soccer fields, parking areas, and a natural resource protection area with a ponds and interpretive trail.

NATURAL RESOURCE AREAS

The City of Ferndale currently maintains four natural resource areas.

- 1. PHILLIPS 66 SPORTS COMPLEX NATURAL RESOURCE AREA:** The Phillips 66 Sports Complex Natural Resource Area (14.75 acres) is located at the Conoco Phillips Sports Complex site. It features enhanced wetlands and a pond. 3,000 trees were planted on the site in 2001 to reestablish a native forest. The area features an interpretive trail and may accommodate additional wetland mitigation in the future.
- 2. DIAMOND LANE NATURAL RESOURCE AREA:** The Diamond Lane Natural Resource Area is located behind Shannon Avenue, Heather Drive, Diamond Lane and Pearl Lane. It contains approximately 3.1-acres of land in two parcels. It features a creek, mature trees, and ravines, which limit accessibility. This area may be able to accommodate a future trail section that would link the Shannon Park area to lands to the south.
- 3. GLACIER VIEW NATURAL RESOURCE AREA:** The Glacier View Natural Resource Area is a two-section parcel totaling 2.5 acres. The areas are located off of North Beulah and Snowden Avenues. They feature a small, grassy area with views of Mount Baker and natural areas with creek and wetlands. They were dedicated to the City in April of 1993 and improved with the assistance of the developer and Ferndale High School's Future Farmers of America (F.F.A.) program.
- 4. SPRUCE COURT NATURAL RESOURCE AREA:** The Spruce Court Natural Resource Area is located along the Spruce Court cul-de-sac and features a creek and mature trees. It contains approximately 1.1-acres of land. Neighboring private property makes access to the area difficult, although City-owned land has

been reserved, connecting South Bakerview Park Drive (and Church Road) to Spruce Avenue. Adjacent City-owned property east of Spruce Avenue creates the potential for future trail linkages to the proposed Schell Creek trail system, likely as a condition of future private development.

ADDITIONAL PUBLIC RECREATION FACILITIES

There are a variety of park and recreation areas and facilities that are available to the public within the planning area. While the City owns and operates a variety of these facilities, many of them are provided by public or private organizations. These facilities are as follows:

BOYS & GIRLS CLUB: The Ferndale Boys and Girls Club leases a portion of Pioneer Park from the City of Ferndale on an annual basis. The club coordinates youth baseball, basketball and football programs and offers a drop-in facility. The Boys and Girls Club facility was completed in 2009 and is addressed as 2015 Cherry Street.



CORRELL PARK TRAIL AND

CLUBHOUSE: The Correll Park retirement community has an activity clubhouse and nature trail along the Schell Marsh, located to the south of the subdivision.

FERNDALE SENIOR ACTIVITY

CENTER: The Ferndale Senior Activity Center is operated by Whatcom

County Parks and Recreation. The grass areas of the senior center are maintained by the City Public Works Department. The Senior Activity Center is located at 1999 Cherry Street.

GARDINER TERRACE WATER GARDEN AND TRAIL: A park, pond, and trail established by the developer of Gardiner Terrace, maintained by the homeowner's association. The public is not restricted from these facilities, which are accessed through existing sidewalks.

LAKERIDGE ESTATES WALKING TRAIL AND POND: A pond and walking trail established by the developer of Lakeridge Estates, maintained by the homeowner's association. The public is not restricted from these facilities, which are accessed through existing sidewalks.

PACIFIC HIGHLANDS PARK: Homeowners Association neighborhood park and trails. The facilities at Pacific Highlands are restricted to members of the Pacific Highlands Homeowners Association and are not intended to be used by the general public.

PIONEER MEADOWS PARK: Homeowners Association neighborhood park and trails. The facilities at Pioneer Meadows are restricted to members of the Pioneer Meadows Homeowners Association and are not intended to be used by the general public.

YMCA: The Ferndale YMCA is located on Barrett Road, just east of Interstate Five. It features an exercise area and racquetball court. The YMCA is located at 5610 Barrett Road. The YMCA also offers swimming classes through the Super 8 Hotel located at 5788 Barrett Road. The YMCA is not open to the non-member public.

FERNDALE PUBLIC LIBRARY: The Ferndale Public Library is located at 2125 Main Street. The library serves over 200,000 visitors per year, and is one of two libraries in the Whatcom County Library System that are open seven days per week. The library was completed in 2014. The Ferndale Public Library land and facilities are owned by the City of Ferndale.



PIONEER PAVILION: The Pioneer Pavilion acts as a community center and meeting space and is the home to the Ferndale Chamber of Commerce and Visitor's Center. During normal park hours, public restroom facilities are available when the building is not reserved for other

functions. The facility features a recently installed catering kitchen to serve the needs of renters.

CENTENNIAL RIVERWALK FOUNTAIN: The Centennial Riverwalk Fountain is located immediately south of Main Street along the Centennial Riverwalk. The fountain is a popular summer destination for Ferndale residents, and includes public art commissioned by the City. The Ferndale Farmers Market utilizes the riverwalk on Fridays from April through October.

FERNDAL FRIENDSHIP COMMUNITY GARDEN: The City of Ferndale has allowed use of the land east of the Bergsma House, located at 5475 Ferndale Road for a community garden. The community garden is available to the public and is coordinated by the Ferndale Community Service Cooperative, a 501 c3 corporation. The existing Memorandum of Understanding extends through December 31, 2020.



INDOOR RECREATION FACILITIES

TILLICUM HOUSE: The Tillicum House was constructed in 1925. It is located in Pioneer Park adjacent to the Senior Center. The building has capacity for 80 people and features a large open area used for meetings, weddings, parties, and classes, a small kitchen, and a restroom.

PARKS AND RECREATION OFFICE: The former office of the Parks and Recreation Department was located at 5475 Ferndale Road, also known as the Bergsma House (constructed 1908). The Bergsma House was renovated in 2000 and features a kitchen as well as a meeting room with a capacity for 30 people.

PIONEER VILLAGE: Pioneer Village features the largest collection of historic log cabins in the northwest, some of which are nearly 150 years old. The buildings are open for guided tours by docents in period attire on a seasonal basis, feature artifacts owned by the Whatcom Old Settlers Association, and are maintained by the Ferndale Heritage Society.

The Pioneer Village is a unique tourism opportunity, ideal for educational groups, historical buffs and general tourists however it is not widely known outside of Whatcom County. An investment in wayfinding signs as well as a rebranding and marketing campaign could result in a significant increase in park attendance.

Part of the rebranding could include officially renaming the tourism location "Pioneer Village" in order to distinguish it from other regional parks. Currently, there

is a “Pioneer Park” in LaConner, Surrey, Puyallup, Tumwater, and Mercer Island – all cities within a 100 mile radius. The nearest “Pioneer Village” is a museum in Wenatchee and a park in Utah. The state has appropriated funds for new pedestrian walkways in Pioneer Village and is expected to pass the funds in the 2018-2019 budget.

INVENTORY OF SPECIFIC RECREATION FACILITIES

WITHIN THE CITY OF FERNDALE

The following is a summary of specific public and private recreation facilities located within the Ferndale Urban Growth Area:

TRAILS AND BICYCLE PATHS

The City of Ferndale currently maintains the majority of trails within the parks system. There are over 6.37 miles of existing trails and dedicated trail easements within the City of Ferndale, including public and quasi-public trails in various locations throughout the city, as shown in the following table:

Trail Name	Trail Type	Trail Length	Connection Point(s) Current/Future	Other
Pioneer Meadows	Private Trail	.1 miles		
Portal Manor		.13 miles	Current: Portal Way. Future: Potential connections to the north and south will be considered.	
Larsen’s Church Hill Estates		.39 miles	Current: Church Road. Future: Subsequent phases will connect north to Thornton Woods, south to Heron Crest, and west to Bender Park and school sites	
Vanderyacht Park		.63 miles	Current: Bass Street, Washington Avenue, Future: Connection to regional trail through pedestrian bridge to former Riverside Golf Course,	

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			possible acquisition of adjacent private property, redevelopment of Bass Street with walking trail.	
Nooksack Levee and Centennial Riverwalk		.52 miles	Current: Ferndale Road, First Avenue, Main Street. Future: Extension to Vanderyacht Park, possible future connection to Hovander Park.	
Phillips 66 Sports Complex		.68 miles	Current: Second Avenue, Ferndale Road Future: Schell Marsh Boardwalk to Cherry Street, Main Street	
Ferndale High School		.82miles	Current: Existing sidewalks link to western properties on Malloy Road. Future: Trail opportunities may connect trails to Thornton Street	Includes running track
Griffintown Park		.35 miles	Current: Primary trail connectivity via sidewalks along Washington Avenue Future: Sidewalk connectivity extended to the north.	
Cedar Creek Park		.12 miles	Current: Primary trail connectivity via sidewalks to adjacent streets. Future: Improved connectivity to the east.	
Michael Moore Park/ Shields Estates		.25 miles	Current: Connectivity to West Smith Road, Shields Road via sidewalks. Future: Limited additional connectivity possible within City limits.	
Heron Crest		.26 miles	Current: Connectivity to Church Road, Lakeridge Estates, Larsen's Church Hill	

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			Estates, Thornton Woods, Thornton Street. Future: Expansion of eastern connections via trails to Schell Creek.	
Thornton Woods		.25 miles	Current: Thornton Street connections, Larsen's Church Hill Estates and southern subdivisions. Future: connections to the west (Bender Park)	
The Meadows		.47 miles	Current: Interior trails and boardwalks. Future: Connectivity to Thornton Street, public schools, Nubgaard Road, Church Hill Estates trail network.	Privately maintained, open to the public
Douglas Pond		.7 miles	Current: Douglas Road. Future: Douglas Road sidewalks will provide east/west links, future private development may incorporate connectivity to the west	Loop trail around Douglas stormwater pond
Malloy Village			Current: limited connectivity to Malloy Road. Future: Low probability of future connectivity.	
Portal Commons		.26 miles	Current: connection to Trigg Road. Future: trail easement dedicated. Connectivity to north and south dependent on future private development proposals.	Trail easement provided - undeveloped
Gardiner Terrace		.27 miles	Current: Connectivity between Augustine Drive and Gardiner	Privately maintained,

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			Drive. Future expansions limited.	open to public
Primrose Lane		.06 miles	Current: Connectivity between Legoe Avenue and former Mountain View Elementary School Campus. This connectivity will be preserved through a permanent sidewalk in the same location, constructed by private development.	Privately maintained, open to public
Ferndale Village Homes		.11 miles	Current: connectivity between Thornton Street and Malloy Drive	Privately maintained, open to public

Regional Trails and Bicycle Paths

During the last several decades, a variety of regional trail plans have been proposed, including the Nooksack River Trail and the Millennium Trail. These trail plans would link several Whatcom County jurisdictions via pedestrian and bicycle trails, generally utilizing natural features such as the Nooksack River to determine trail routes. While no plan has been finalized or funded, the Nooksack River shoreline through Ferndale is a common element to these regional proposals. This parks master plan assumes that a regional trail will link to existing informal trails through Hovander Park on the east side of the river, and that one or more pedestrian/ bicycle crossings will be considered within the City of Ferndale.

In 2010, an Army Corps of Engineers project was completed in order to remove vegetation along the Nooksack River levee south of Cherry Street. This project included the re-grading of the levee, a potential first step towards the establishment of a permanent trail in this location.

The Centennial Riverwalk was completed and is included in the City's parkland inventory as a linear park. Future trails will ultimately connect Pioneer Park and Vanderyacht Park. The trail will be designed to provide a myriad of recreational opportunities as well as enhance economic development opportunities in the downtown business core of the city. The Riverview Plaza and Trail Plan also seeks to improve public access to the shoreline.

In addition, the City's Comprehensive Plan and Development Standards call for the integration of bicycle facilities with certain street improvements for the purpose of

establishing a linked bicycle network throughout the city. Links to the regional bicycle network are more fully described in the Transportation Element of the City of Ferndale's Comprehensive Plan.

WITHIN THE FERNDAL UGA OUTSIDE THE CITY LIMITS

The Growth Management Act states that any facilities located within the UGA should become a component of each jurisdiction's comprehensive plan. While there are no park facilities within the unincorporated UGA, there are additional lands available for parks and recreation purposes located adjacent to Ferndale's Urban Growth Boundary, which add value to the parks and recreation opportunities to residents and visitors of Ferndale. These lands include 346-acres comprising Hovander Park and Tennant Lake, managed by Whatcom County Parks, and 374-acres of Washington State Department of Fish and Wildlife lands. Both the Whatcom County Parks and the City of Ferndale are interested in pursuing a pedestrian bridge over the Nooksack River to enhance park, recreation, and trail opportunities for residents and visitors to the area. However, such a bridge will likely require private or general fund financing, as it is not directly related to the overall parks level of service.

WITHIN THE FERNDAL MARKET AREA

The City's Comprehensive Plan has established the Ferndale Market Area, a geographic area that reflects the Ferndale School District boundaries. While the City does not have regulatory or financial authority over park and trail resources outside of the city limits, this plan seeks to recognize these resources as a complement to those within the City such as Lake Terrell, Hovander Park and Tennant Lake, the marine shorelines of Sandy Point, Neptune Beach, Cherry Point, Lummi Island and Gooseberry Point, and more.

SECTION 8: PARKS, TRAILS, AND FACILITY LEVEL OF SERVICE (LOS)

The City's adopted LOS standard makes an assumption that the actual use of parks (particularly neighborhood and community parks) and trails depends greatly on the manner in which those facilities are connected to their users. With the exception of the City's regional parks and certain facilities that are unique to Ferndale, the majority of park users will be Ferndale residents, and a significant percentage of those users will utilize the trail and sidewalk system to reach their park destination. Therefore, the LOS for trails is directly tied to and influenced by the LOS for parks.

The established LOS is based upon the actual connectivity between the parks and the residents that they serve, as follows:

PARK CLASSIFICATION	ADOPTED LOS	PRIMARY LOS MEASUREMENT	SECONDARY LOS MEASUREMENT
Neighborhood	Connectivity: 70% of Ferndale households shall be within a 10 minute walk of a park	Connectivity: Walk Time < 10 minutes	Carrying Capacity: No more than 1,000 residents per acre of park within 10 minute walk
Community	Connectivity: 70% of Ferndale households shall be within a 20 minute walk of a community park	Connectivity: Walk Time < 20 minutes	Carrying Capacity: No more than 1,000 residents per 1.5 acre of park within 20 minute walk
Regional	Carrying Capacity: At least three acres of regional parkland shall be available per 1,000 Ferndale residents	Carrying Capacity: 3 acres: 1,000 residents	N/A
Trails and Linear Spaces	Carrying Capacity: At least one-half miles of trails shall be available per 1,000 residents	Carrying Capacity: .5 miles: 1,000 residents	N/A

For the purposes of this Parks, Recreation, and Trails Master Plan, the “overall distance” shall be measured by the most direct walking route from a residence to a park entrance, utilizing available and/or potential future sidewalks, trails, or other spaces reserved for non-vehicular travel. Walk time shall be based upon a 3 mile per hour average speed (ten minutes – ½ mile of travel). Drive time shall be based upon the speed limit posted for the affected travel routes. Service area shall be a calculation of all residential households within the Ferndale city limits. Cumulative size shall mean the aggregate total of park acres in each category divided by 1,000. For the purposes of this plan, if a park in any category (neighborhood, community, regional, private), with the exception of tot lots and trails, is within a ten minute walk of a residence and is available for residents to use, the City’s LOS requirements for distance will be met. The City will also seek to ensure that parks within a ten minute walk of large segments of the population are not over-used. The cumulative size limitations have been added to the LOS measurement for this purpose.

The City utilizes estimated walk and drive times as the primary calculation for determining Level of Service, rather than distance measurements. This approach may decrease the service area of certain parks where terrain, elevation, or existing access points may challenge connectivity. However, it will also assist the City in removing obstacles to access.

The location of trails and lineal spaces shall be determined based on those trail projects necessary to achieve linkages between parks and their users. The trail system should also be designed to establish one or more loops, allowing the user to navigate the system without retracing their steps.

The City has created a map that will assist administrators in determining locations where park and trail access is deficient. This map, entitled City of Ferndale Connectivity Map, is found in Appendix 2 of this plan. The map is not intended to identify potential park or trail projects, but rather to highlight those areas that do not meet adopted Level of Service requirements. Administrators will utilize this map, as well as the Park and Trail Needs Assessment Process (Appendix 3), to determine the location of future parks and trails as well as the appropriate mitigation requirements for new developments. For the purposes of this Parks, Recreation, and Trails Master Plan, the April 2017 population estimate of 13,570 that was prepared by the Office of Financial Management (OFM) for the City of Ferndale was used to calculate existing deficiencies in park land and recreation facilities. The 2038 population is estimated at 20,193, based on the 2016 update to the city’s Comprehensive Plan.

Regional Parks

While neighborhood and community parks will generally serve residents within the immediate service area, regional parks, by virtue of their size and the unique amenities/facilities within them are intended to serve the entire community. In some cases, regional parks may serve a larger region beyond residents of the City of Ferndale. In

either case, regional parks are intended as a destination attraction, and the distance from such a park is of secondary importance to the quality of the amenities within the park. As a result, the LOS for regional parks shall be based on the total regional park acres that will be delivered to the community, expressed as three acres per 1,000 residents. This calculation is consistent with previous park master plans.

The Ferndale community has identified the Nooksack River as the primary distinguishing geographic feature in Ferndale. The river provides the community with unique habitats, pristine viewsheds, and significant areas that cannot be built upon due to the risk of flood.

At this time, there are three major parks along the Nooksack River: Pioneer Park, Vanderyacht Park, and Hovander Park which is operated by Whatcom County. Pioneer Park combines local human history with a series of cultural and recreational amenities, including Star Park and the Phillips 66 ball fields. Vanderyacht Park remains relatively undeveloped as a passive walking park, including its use as an off-leash dog park, a stormwater detention facility, and a disc golf course. Hovander Park combines agricultural history with preserved habitat.

The Main Street Master Plan has identified the former Riverside Golf Course as a future location for a fourth major park that could combine wetland mitigation and habitat protection, regional ball fields, outdoor education, and entertainment. However, as of 2018 there are no plans to acquire or redevelop this area by private or public parties.

The combination of all four parks, each serving different but related activities and interests, connected to the city's downtown and commercial areas by walking trails, will create a series of parks that is unmatched in the Pacific Northwest.

The following table (Parkland Levels of Service and Existing Parkland and Trail Deficiencies) provides a broad overview of existing conditions as well as the current need for expansions. The 2036 Parkland Needs Assessment provides similar data, projected to 2036. The City utilizes 2036 population projections provided by Whatcom County to determine future growth, as well as the growth projections utilized by the Ferndale Transportation Element (See Appendix 6 for the Existing and Future Land Use by District Map) to anticipate the location of such growth. The 2036 Parkland Needs Assessment is primarily focused on the carrying capacity of park and trail facilities and/or requirements for new parks when connectivity is not possible.

Parkland Levels of Service and Existing Parkland and Trail Deficiencies						
Classification	Current Inventory (Acres, Miles)	Designated LOS (Connectivity/ per 1,000 population)	Actual LOS	Parkland Required to meet 2018 LOS	Deficient	Amount of Deficiency (2018)
Neighborhood	24	70% of population within 10 Minute Walk of Park	77% Within 10 Minute Walk of Park	N/A: See Trails Below	No	None
Community	35.03	70% of population within 20 Minute Walk of Park	74% Within 20 Minute Walk of Community Park	None	No	None
City/Regional	59.6	3.0 Per 1,000 Population	4.39 Per 1,000 Population	None	No	None
Trails & Linear	6.37 miles	.5 miles per 1,000 Population	.47 miles per 1,000 Population	Yes. The City currently has a trail deficiency of .4 miles, based on 2018 population estimates. It is anticipated that the construction of trails associated public and private initiatives underway in 2018 will reduce or eliminate this deficiency.	Yes	.4 miles
Natural Resource Areas*	21.45					

*Natural Resource Areas are not included in Level of Service calculations

2038 Parkland Needs Assessment: Overall Acreage				
Classification	2018 Inventory (acres or miles)	2018 Deficiency to be Provided by City	2038Need (acres or miles)	Additional to Meet 2038 Need As Adjusted for Deficiency or (Surplus)
Neighborhood	24	0	30	6
Community	35.03	0	48	12.97
City/Regional	59.60	0	60.58	.98
Trails & Linear	6.35	.40	10.1	3.75
Natural Resource Area	21.45	0	N/A*	0
Total Acres	140.08	0	138.58	19.95
Total Miles	6.37	.40	10.1	3.75
*No size criteria established for Natural Resource Areas				

ANALYSIS OF PARK IMPROVEMENTS 2013-2018

Long-range plans are intrinsically forward-looking. In many cases, these plans fail to analyze recent successes or failures. By focusing only on future events the City may actually reduce the effectiveness of long-range plans as these plans rely heavily on developing strong foundations that may not always be obvious, especially in the early years of the plan.

The Parks, Recreation, and Trails Master Plan has existed since the early 1990s, but was substantially modified in 2013. As the 2018 update to this plan maintains the overall philosophy of the 2013 plan, park and trail improvements made since 2013 are listed below.

Star Park: Constructed in 2016, Star Park represents the largest volunteer effort in Ferndale's history. Nearly 1,000 volunteers contributed an estimated 8,000 hours of time to the effort. This, combined with nearly \$200,000 in monetary and in-kind donations from local individuals and businesses and a matching grant of \$231,000 matching grant from the Washington State Recreation and Conservation Office (RCO), reduced the cost to the City for the construction of the project to almost zero. Ongoing maintenance and the 2018 installation of a permanent restroom facility represent additional expenses.

Star Park established a large, centrally-located playground that serves as an attraction for both local and regional residents. Due to its size and relatively recent construction, there is evidence that the playground has resulted in lessened activity within the City's other playgrounds. While Star Park is sufficiently large to accommodate this activity, updating or replacement playground equipment in other parks will likely support the continued operation of those parks.

While Star Park provided an additional amenity to Ferndale's parks system, the park also contributed to a modification in Ferndale residents' perspective of the parks system. Increased volunteer and recreational activities and general support for additional parks-related projects are anticipated to be a legacy of the Star Park build.

The Meadows Trails: The Meadows subdivision, which is located west of Horizon Middle School on Thornton Street, established 2,460 feet (.47 miles) of new trails that are privately maintained but open to the public. These trails surround preserved wetlands and stormwater facilities and were created in exchange for credits against Park Impact Fees.

The cost to the City for acquiring and then developing similar trail areas is estimated at approximately \$276,000, not including maintenance responsibilities.

Ferndale Village Homes Trails: The Ferndale Village Homes subdivision, which is located at the northeast corner of Thornton Street and Malloy Road, established approximately 600 feet (.11 miles) of new trails for the purpose of connecting Thornton Street to Malloy Drive without encroaching on an intersection that may be converted to a roundabout in the future.

Primrose Trail: In 2013, volunteers established a 300 foot trail, including stream culverts, from Legoe Avenue to the former Mountain View Elementary School campus. This connection provides direct access to and between this campus and the growing multifamily area north of Downtown Ferndale. While private development will convert this trail to a sidewalk, the connection between the school property and the larger area will remain in place.

Wood Chips: In 2018, the City established a program to install engineered wood chips in many of its parks and playgrounds. These wood chips serve as a natural cushion for children as well as an aesthetic improvement over gravel or similar surfaces. The wood chips will be replaced on a rolling basis.

Potential Land dedications - Subdivisions: The City has required significant land dedications and/or trail construction for several subdivision proposals that had not been constructed as of the adoption of this plan. If built, these subdivisions would add over half a mile of additional trails as well as dedicate an additional one and half acres of land for future park uses.

Larsens Church Hill Estates Trails: Approximately 800 feet of trails were added as part of the second phase of the Larsen's Church Hill Estates subdivision west of Church Street. These trail extensions will connect to Bender Park and are expected to connect to trails associated with The Meadows subdivision as part of future residential development.

Skyview Ridge Trails: Approximately 600 feet of trails are proposed as part of the Skyview Ridge and Big Sky subdivisions south of Douglas Road. These trails are expected to connect to trails at and around the Southwest Stormwater pond, and may eventually connect to trails associated with Schell Marsh.

Southwest Stormwater Pond: The Southwest Stormwater Pond, located south of Douglas Road and constructed in 2012, has subsequently been developed with approximately .5 miles of trails.

Church Street sidewalks: The reconstruction of Church Street (2014-2015) resulted in the addition of approximately 3,700 feet of sidewalk on each side of the roadway (7,400 feet or 1.4 miles of sidewalk total). The sidewalk provides safe access for residents along Church Street to nearby parks and trail systems. The sidewalk has also completed the "Outer Loop" of pedestrian trails and sidewalks anticipated by this plan and is a

popular course of approximately five kilometers for runners and walkers in the Ferndale area.

BMX Park (Partial): From 2013 to the present, volunteers have utilized a small (half acre) parcel of land north of the Phillips 66 Ball fields and west of the American Legion Hall as an informal BMX park. The City installed a water system for dust control purposes at the all-dirt facility. Volunteers have groomed and maintained the park to reflect a relatively high skill level for bike riders. While the park has proved popular, it is likely that a less-challenging course would attract participation from people of more diverse skill levels.

Veteran's Memorial: Prior to 2010, the City had identified Bender Park as a potential location for a regional Veteran's Memorial. Upon the completion of Griffintown Park, the Veteran's Memorial Committee relocated the memorial to Griffintown Park.

Hovander Trail Connection: In 2013, the City constructed 850 feet (.16 miles) of trails to connect with a Whatcom County trail extension within Hovander Park, along the east bank of the Nooksack River. The County's trail extension extends more than two miles to Slater Road, but is not included in this analysis. The County system also includes a dog park immediately south of the Ferndale City limits.

Pioneer Park Restroom Remodel: 2016 upgrades included toilets, flooring, lighting, mirrors, fixtures, paint, and roof repairs.

Playground Toy Components Addition and Replacement (Various): Age, vandalism, and destruction required the replacement of a variety of toy components at Oxford, Flair, Cedar Creek, Horizon View, and Michael Moore parks from 2013-2018.

Library Interpretive Area: Private grant funding and an Eagle Scout project paid for the establishment of an interpretive area southeast of the Ferndale Public Library.

North Shelter Reconstruction: In 2016, City crews rebuilt the shelter immediately west of the Pioneer Pavilion, pressure washing the entire facility after replacing posts, beams, and the roof.

Eagle Scout Projects: The City has been receptive to a variety of Eagle Scout projects, including signage at the Hanadoori Trail west of Pioneer Park, the installation of an information kiosk at Vanderyacht Park, a walking path from Bass Street to existing trails at Vanderyacht Park, bat boxes at the Southwest Stormwater Pond, and a lending library and picnic table at Vista Ridge Park.

Recreation Program: In 2017, the City re-initiated planned recreational programs within its parks. This program drew hundreds of residents and visitors over the course of the summer and is expected to expand in the future.

Star Park Restroom: In December of 2017 the City installed a restroom facility adjacent to Star Park. The facility has two bathrooms and a drinking fountain available for Star Park guests and users of the ball fields.

PROJECTED COST TO ACHIEVE ESTABLISHED LEVEL OF SERVICE

PARK AND TRAIL LAND ACQUISITION

This Master Plan is not intended to provide project-level analysis, including cost analysis, for individual projects. Instead, the plan provides a planning-level analysis in order to determine general need, location, and associated acquisition and development costs.

Land acquisition and development costs will vary significantly, depending on the location (and relative quality) of the land, the type and number of amenities, and more. In some cases, land and/or amenities may be acquired by the City through voluntary dedications or donations, thereby decreasing overall costs. For the purposes of this analysis, the City seeks to identify conservative estimates of park and trail costs. Project-specific costs will be refined for those projects that are placed on six-year capital improvement lists. Please see the Parks, Recreation, and Trails Project List for more information.

1. LAND ACQUISITION COSTS:

- A. Parkland: Average home prices in Ferndale have increased 32 percent between the first quarter of 2013 and the second quarter of 2018. Thus, for the purposes of this plan, the cost of acquiring one acre of land for park purposes will increase from \$130,000 to \$171,600.
- B. Trails: Utilizing the same price escalation for trails as parks (a multiplier of 1.32), the average acquisition cost for one mile of trails (20-foot wide easement) will change from \$285,000 to \$376,200.

2. DEVELOPMENT COSTS

A. Park Development Costs

Park development deficiency includes existing undeveloped public properties and the development of yet-to-be acquired parkland necessary to achieve the established level of service. There are approximately 30 acres of existing undeveloped parkland, as determined by considering undeveloped and partially developed park sites. The City utilizes third party construction cost indices from Washington State to determine increases or decreases in development costs. These indices suggest that development costs have increased by 14 percent since they were last amended in 2013. Therefore it is estimated that park development costs will increase from \$126,600 to \$144,324.

B. Trail Development Costs

The 2013 update to this plan estimated a total overall cost for one mile of trail development of \$185,400. Utilizing the same cost escalator as was used for park development, the new anticipated cost is \$211,356. This cost includes a contingency of twenty percent in order to address design, permitting, and mitigation costs.

PARK AND TRAIL ACQUISITION AND DEVELOPMENT DEFICIENCY COST

The City must add approximately .4 miles of trails (2,112 lineal feet) to the network in order to provide .5 miles of trails for every 1,000 residents, based on current population projections. As of the date of adoption of this plan, private development projects are required to establish approximately .6 miles of trails, which would cure this deficit.

In addition, certain trail projects are necessary in the short term in order to address connectivity deficiencies between residents and parks. Over the course of the planning period, 3.75 miles of additional trails will also be established to meet 2038 LOS. While many of these trails will be constructed as a condition of development, such development will be credited with the equivalent cost of construction. As a result, this plan must include the construction costs of all trails within its calculation. The total cost for trail acquisition and development is estimated to be \$2,962,000.

It should be noted that as of the date of adoption of this plan, there exist multiple opportunities for new trail corridors in order to provide reasonable and desired connectivity within the City, as a result of further densification. By 2038 it may be appropriate to reconsider the adopted Level of Service that associates trail length with population. This LOS could result in additional trails to meet the LOS, without clear benefit in terms of connectivity. As a consequence, there is the potential that additional trails within the City could create unnecessary redundancies and additional maintenance costs.

This plan further anticipates that two new neighborhood parks and one new community park will be necessary to achieve the adopted 2038 Level of Service. In addition, the City anticipates that, in time, a regional/ special use park will be established, primarily through private funding, at the former Riverside Golf Course. The neighborhood parks are projected within the Douglas and Main Street/ Church Road area, and in the vicinity of Portal Way/ Newkirk Road, with a community park to be built within the unincorporated UGA in the vicinity of Church Road and Aldergrove Road. The plan assumes that the neighborhood parks will be required as a condition of development and that a community park may result from the dedication of land/ as a condition of development in lieu of park mitigation fees.

For the purposes of this plan, neighborhood parks are projected to be three acres in size and community parks fifteen acres in size (both projections are 60% of the maximum size anticipated for that category of park). The regional park is expected to be built on sixty acres of land, although non-park activities (including preservation of existing vegetation) may result in reductions. In order to eliminate future deficiencies, a total of twenty-four acres of parkland will need to be acquired and constructed, at a total cost of \$6,750,000.

EXPANSION/ REDEVELOPMENT OF EXISTING FACILITIES: COSTS

In addition to the acquisition and development costs for new facilities, this plan identifies several projects within existing parks that become necessary in order to accommodate new growth, to develop existing undeveloped areas, and to upgrade or remodel existing facilities. These park redevelopment projects are anticipated to cost approximately \$4,110,000.

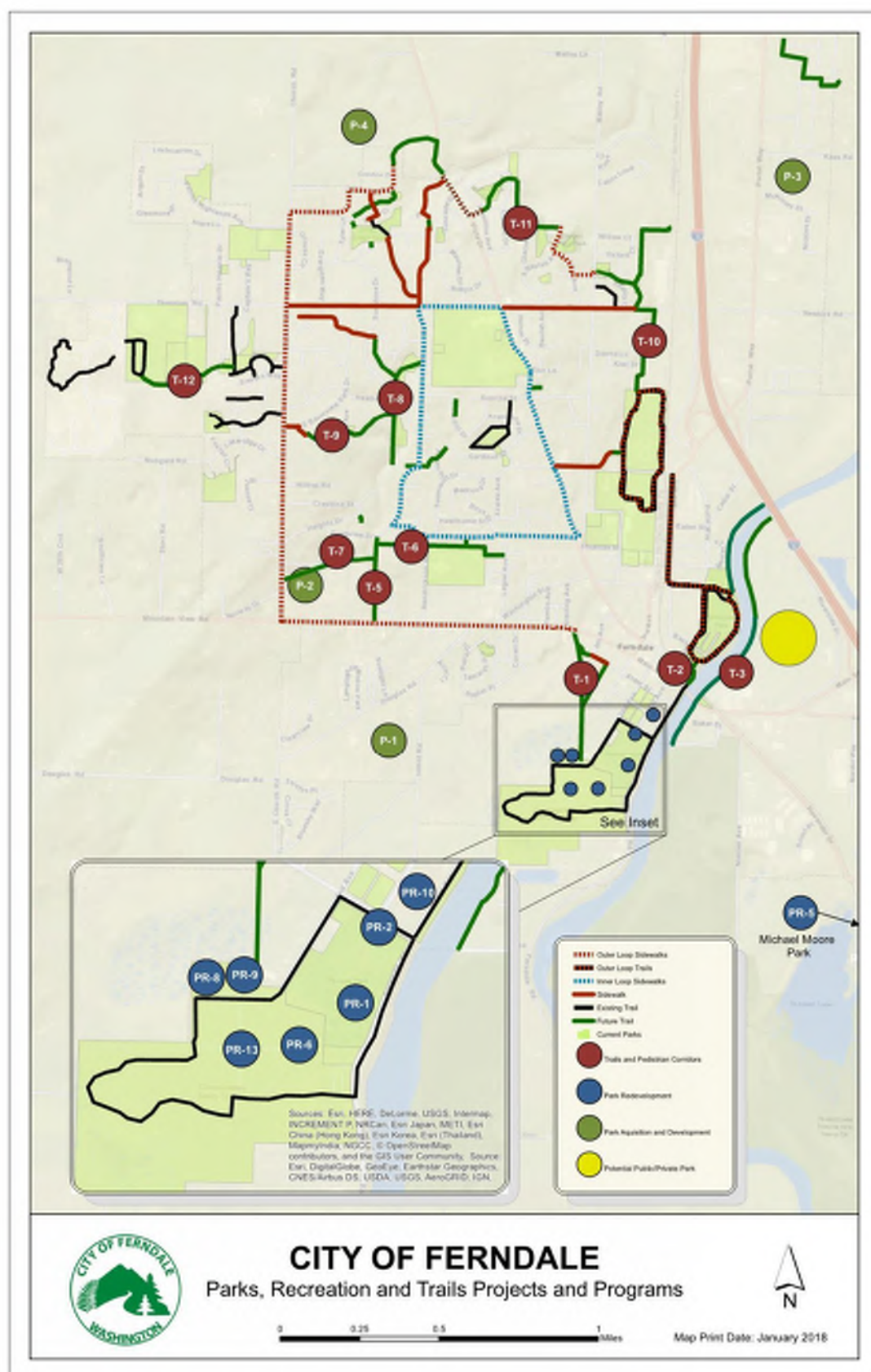
OVERALL PARKS, RECREATION AND TRAIL COSTS

This plan estimates that the following total costs for Parks, Recreation, and Trails projects.

TRAILS AND PEDESTRIAN CORRIDORS	\$2,962,000
PARK REDEVELOPMENT	\$4,110,000
RECREATION PROGRAMS	\$220,000
PARK ACQUISITION AND DEVELOPMENT	\$6,750,000
CITYWIDE PROGRAMS	\$4,957,699
TOTAL	\$18,999,699
CITY ONLY	\$12,249,699

PROPOSED AREAS FOR NEW PARKS AND TRAILS

The “Ferndale Park & Trail System: 2038” map provides a conceptual reference point to determine the approximate location for future parks and trails. The letter/number designations shown on the map are reflected by the Parks, Recreation, and Trails Project List. The map should be interpreted by staff and decision makers based on service area radius, connectivity criteria, and environmental conditions to determine appropriate locations for park and trail facilities. In situations where no suitable alternative exists, specific land parcels will be identified for future acquisition and development. In general, staff and other decision makers should either first seek land dedications and easements that are necessary for park or trail projects identified in capital improvement plans, second to identify onsite dedications and easements that were not previously identified but which have a realistic benefit, or third to require the payment of development impact fees when land dedication, development, or easements have little or no practical benefit to the property or surrounding areas. Please see the Park and Trail Needs Assessment Process in Appendix 3.



SECTION 9: RECREATIONAL ACTIVITIES PROGRAM

Recreational activities, organized and promoted by the City, are an essential component of a successful parks system. The goal of the City is to organize high quality recreational programs and services throughout the community that provide fun, educational,

accessible, and safe environments for people of all ages and abilities.



To ensure the recreational offerings align with the community's interests, especially in the light of rapid population growth and demographic shifts in Ferndale, the City annually seeks out feedback from the public on what programs to offer and when is the best time to offer them. These efforts include, but are not limited to, online surveys, focus groups conducted by the Parks, Recreation, and Trails Advisory Board, an annual parks audit, and in-person surveys at events.

Currently, the community benefits from a number of organized sports activities provided by third party

organizations such as the YMCA, the Boys and Girls Club, and other youth leagues. The City seeks to offer alternative events that do not include traditional sports. Many of these activities reflect a lower capital cost to the city, as they are one-time or periodic events.

2017 Pilot Program

In 2017, the City approved a modest budget (\$3,000) and staff time for recreational activities in the parks to be coordinated by City staff and the Parks, Recreation, and Trails Advisory Board. After soliciting public feedback, they confirmed a slate of eight events under the branding of "Summer of Fun".

Funding was provided by the City, but augmented by private sponsorship from local businesses and a grant from the Whatcom Community Foundation.

Ferndale Parks SUMMER OF FUN
Free - Open to the Public

- GLOW IN THE DARK CROQUET**
Griffintown Park - Starting at Dusk
Thurs/Fri. April 6th & 7th
- BIRDWATCHING ON THE NOOKSACK**
Centennial Riverwalk Park - 10am
Wed. May. 10th
- STAR PARK ANNIVERSARY**
Star Park - 5:30pm
Live Music, Food Trucks, Celebration
Fri. June 2nd
- THE GREAT FERNDALE TREASURE HUNT**
City-wide Scavenger Hunt
July 1st - July 30th
- FLICKS IN THE PARK**
Pioneer Park - 4pm
Fri. July 14th Hosted by Ferndale Chamber of Commerce
- FIELD GAMES**
VanderYacht Park - 1pm
Tug-a-war, Egg Toss, and more!
Sat. July 22nd
- MUSIC IN THE PARK**
Pioneer Park - 4pm
Sat. August 12th Sponsored by
- STORYTELLERS IN THE PARK**
Pioneer Park - 1pm
Young Children Welcome!
Wed. August 23rd
- LAST BITE OF SUMMER**
Star Park - 5:30pm
Fri. September 1st
More info at www.cityofferndale.org/parks

The recreational activities for 2017 were selected to appeal to a wide selection of Ferndale residents and increase awareness of the City's park system.

For instance, the Great Ferndale Treasure Hunt was a city-wide scavenger hunt where participants searched for eight treasure chests in six different parks. This generated significant interest from the community, and introduced many community members to neighborhood parks that do not normally enjoy high visitation rates.

Some events were geared towards a specific demographic. For instance, the Birdwatching on the Nooksack started at the Ferndale Senior Center and was promoted directly to that group. The Storytellers in the Park was designed with young children in mind and promoted through the Ferndale Moms group.

All the events were provided to the public at no charge, in locations accessible by public transit and open to all ages.

There was an impromptu event added to lineup halfway through the summer: a viewing event for the solar eclipse that drew an unexpectedly large crowd of 1,600 attendees on a weekday morning. While the solar eclipse was a unique occurrence, the event drew to Ferndale from as far as Seattle and the Lower Mainland of British Columbia, confirming that when there are unique or important events in Ferndale, the potential audience is significant.

By the end of the summer, over 2,200 people had participated in the events offered by the City.

2018 and Beyond

The City seeks to expand its recreational programming in 2018 and beyond. Proposed activities include weekly playdates at neighborhood parks, a 10k run, more concerts, and expanded partnerships with other organizations, such as the Ferndale Chamber of Commerce and the Boys and Girls Club. There is a growing interest in private sponsorship of these activities, which will help support a growing recreation budget.

As this program grows and expands, the City will keep the focus on providing opportunities for residents to connect with each other, to enjoy the natural beauty of Ferndale's parks, and to practice a healthy lifestyle of physical activity.

The City projects to have 4,000 annual participants in its recreational activities by 2022, with 50 volunteers.

SECTION 10: CAPITAL IMPROVEMENT PROGRAM

The Capital Improvement Program proposes the planned improvements to the Park, Recreation, and Trails system between 2018 and 2038. A six-year Capital Improvement Program shall be adopted annually. All capital projects included in the six-year improvement program must be included in this section as well. The total cost estimates provided in this table are intended to be consistent with (and generally less-than) the overall capital project costs described in Section 8.

Project-Specific Analysis

The City's Level of Service provides Ferndale with the ability to adopt development impact fees as a funding source for growth-related projects. The City's LOS and State-required concurrency regulations also require that the City identify and complete projects within a given period of time. In any jurisdiction, projects may also be identified that are not predominately associated with growth or level of service – these are projects that are included within a plan less as the result of need, and more to complete the City's overall vision. Frequently, these projects are significant, both in cost and in scope, and depending upon their success following construction may yield substantial revenues (or substantial deficits) to the City and community.

Six such projects are briefly analyzed in this plan: "Riverplace" regional park at the former Riverside Golf Course, improvements to the Phillips 66 Ball fields at Pioneer Park, a community swimming pool in a location to be determined, the development of a boardwalk between the Ferndale Library and Pioneer Park, creation of a skate park, and development of Bender Park.

Update and Completion of Phillips 66 Ball fields (Project PR-6 and PR-13): The Phillips 66 ball fields were established from 2000 to 2005, utilizing grants from Tosco (now Phillips 66) and the Washington State Recreation and Conservation Office (RCO). As original planned, the ball fields would include additional soccer or lacrosse fields, parking, and lighted basketball courts. Due to budget constraints, the City did not complete all of the original work.

The ball fields have proven to be a popular regional attraction for baseball and softball teams and tournaments. However, the ball fields require significant maintenance and are not all-season or multi-sport facilities.

This plan anticipates re-surfacing at least two of the four ball fields with field turf or similar material, allowing for all-season activities on the ball fields. It may also be possible to reconfigure some of these ball fields to allow additional or different sporting events on the all-weather surface.

Riverplace (Potential Private Project – Not Included in Capital Plans): In 2010, the former Riverside Golf Course was purchased by private interests who proposed redeveloping the area to establish up to seven soccer fields capable of supporting regional tournaments plus trails, outdoor sports courts, a variety of recreation elements, and outdoor education facilities. Adjoining private development would include mixed residential/commercial retail development lodging, and associated uses.

As of 2018, the project has been abandoned due to lack of private funding. The City's planning-level cost estimates project that acquisition and development costs are approximately \$16,230,000, including development costs of \$8,430,000. As the majority of the site that could be used for trail and park purposes is in an area with significant environmental challenges, acquisition costs may be more variable than in a typical development scenario.

Conceptual project designs included a walking trail along the eastern bank of the Nooksack River that would link to existing City trails as well as the potential regional trail system. Trail development costs may be funded in part through development impact fees, as part of the City's trail level of service measurements (overall trail carrying capacity).

Development of Bender Park (Project PR-7): The City currently owns Bender Park, an undeveloped area of land that is adjacent to a City water tank and three residential developments.

Recognizing that the park's adjacency to Eagleridge Elementary School and its playground makes an additional playground in the same vicinity redundant, the Parks, Recreation, and Trails Advisory Board has recommended the construction of a Viewing Tower as part of Bender Park's development.



The tower would provide a unique view of Mount Baker, as well as an opportunity for environmental education with the installation of plaques identifying local birds and in-place viewing binoculars.

If constructed, a viewing tower and any other park development at Bender Park would necessarily follow the removal of construction debris at the park resulting from its use as a storage area for City materials.

Community Pool (Not included in Capital Plans): For a number of years, citizens have rated a community pool high on parks and recreation wish-lists. However, the projected construction and operational costs associated with the regional facilities that have been informally proposed to the City far exceed direct revenues or anticipated park and trail funding. The Ferndale City Council has determined that no City funding or land will be made available for the construction or operation of such regional facilities, and that these facilities are not a part of the 20-year parks and trails plan for the City. Partnerships with existing public or quasi-public organizations such as the YMCA will be considered, as will privately funded proposals.

Regional Trail (Not included in Capital Plans): This plan references several draft plans for a regional trail network, but notes that no final corridor location or governing organization has been established. The Nooksack River plays a primary role in many of these plans, and while river trail corridors are not a required element of the City's adopted Level of Service for parks and trails, such corridors are an essential component of the overall identity of this community. This plan anticipates that Ferndale will play a lead role in establishing a regional trail system through the city, and that components of this trail will be established/ improved through public and private contributions, and through the increased, informal use of trail corridors. Nothing in this plan shall discourage the extension of trail corridors on both the east and west sides of the Nooksack River, provided that all necessary permits are in place, as well as life/safety and environmental protections.

Skate Park (Project PR-8): In response to repeated requests from community members, the City established a skatepark fund in 2007, and later authorized the temporary use of Hastings Park for that purpose. Bleachers and several skate ramps were acquired by local volunteers whose costs were reimbursed by the City. No additional improvements were made to the park, and the City considered relocating it to Cherry Street, to ensure close proximity with the Boys and Girls Club.

The skatepark concept is retained in this plan with a location proposed within or in close proximity to Pioneer Park and the Phillips 66 ball fields. In order to establish a facility that will support the popularity of the sport and provide an attraction sufficient to draw skaters from throughout the community, the City cannot depend on temporary improvements that are replicated in existing infrastructure. Instead, a permanent skatepark will require a coordinated system of ramps and other elements.

Many skateparks are established in depressions or bowls, and it is possible that the construction of a skatepark within the 100-Year Floodplain of the Nooksack River may serve a dual purpose of increasing the flood storage capacity of the river.

SECTION 10: FUNDING:

There are a wide variety of funding sources for the Parks, Recreation, and Trails Parks, Recreation, and Trails System. Because the City is limited in the types of sources for funds to support the delivery of services, this plan only deals with those funding sources that stand the greatest opportunity of being of service to the community.

Generally, the City will be working to use a variety of funding mechanisms to assist in the delivery of the Parks, Recreation, and Trails Master Plan. Because of local funding limitations, a careful strategy will be implemented that will include the following:

1. City General Fund and Bond issues and other voter approved methods approximately 34%.
2. Developer impact fees approximately 34%.
3. Community donations and fund raising efforts approximately 7%.
4. Use of volunteer labor and donated materials approximately 6%.
5. Grants (IAC, Recreation and Conservation Office, Conservation Futures and others both public and private) approximately 14%.
6. Partnerships with other jurisdictions approximately 5%.

The following resources, in a balanced approach, are deemed most favorable for the delivery of the desired park system in Ferndale.

1. **City General Fund:** The General Fund receives monies for the City from property and sales taxes and other sources where the City has maximum flexibility in the use of the funds. This source should be utilized for the basic maintenance and operations elements of the Parks, Recreation, and Trails System.
2. **Special Park Construction Fund:** This fund holds approved dollars for specifically authorized park projects once approved by the City Council. Funds come from general taxes, bond issues, debt financing, grants, loans, and other sources, but are placed in this fund to pay for major projects.
3. **Park Mitigation Fund (Park Impact Fees):** Park Mitigation Assessments (Impact Fee) Funds in alignment with GMA requirements are assessed from developers for use in creating or building development-related new parks, trails, and facilities in accordance with the Park Master Plan and the City's Comprehensive Plan as updated. Use of these funds is limited by state law to the "impact" created by new development. The City has determined that the park impact fees and/or development dedications shall generate 50% of the

development-related costs of new park and trail space. For reference, draft impact fee calculations are provided in Appendix 5 of this document. Park impact fees must be adopted separately.

In some cases, land use applicants may wish to dedicate land, time, or materials to establish parks or trails that are described within this plan. The applicant shall first indicate to the City their desire to mitigate their impacts through “sweat equity” and shall include the number of hours to be worked, the equipment and materials that will be available for use, and any other relevant information, including the construction or contribution of facilities or other amenities, such as playground equipment. The City shall use standard hourly rates for volunteer time, valued at \$15.00 per hour (2017) according to the Washington State Recreation and Conservation Office (RCO)². If approved by the City, all work shall be completed prior to the time mitigation impact fees would be due. If work is not completed, the City shall require the balance of fees paid.

Note: the City shall only provide “sweat equity” credits to those park and trail projects that are impact fee-eligible; the City shall only provide credits to those park and trail projects for which the applicant and their volunteers are specifically responsible– the applicant shall not be permitted to take credit for work completed by larger groups, in which they were only a part.

Requests for consideration of the City accepting land in-lieu of fees shall be submitted to the City for review by the Community Development Director and the Public Works Director, with final approval granted by the City Council.

4. **Grants:** The availability of public, private, and foundation grants has been reduced from historic levels. This, combined with the increased competition for these scarce funding sources, has caused the City to reduce its expectations for grant funding. The City does expect to identify projects in which a park or trail component is a secondary element of a larger project that may be grant-eligible, and shall aggressively pursue grant opportunities through the Recreation and Conservation Office and similar public or private agencies.
5. **Transient Room Tax:** Funds collected from this source come from motel, hotel, and Bed and Breakfast rentals and can be used to enhance the tourism attractiveness of the community.

² The RCO allows for standard labor rates for certain skilled labor that is donated.

6. **Volunteer Efforts:** Volunteer effort is designed to be a major component of this plan. Major effort must be given to develop city-wide and neighborhood level volunteer efforts to build, maintain, and enhance the Park, Recreation, and Trails system. The City will seek to partner with individuals, businesses, non-government organizations, the Ferndale School District, and others to establish volunteer programs meeting the following needs:

A. Adopt-a-field/ Adopt-a-park/ Adopt-a-trail: The responsibility for the maintenance of certain neighborhood parks and trails is assumed by interested individuals or organizations. This program fosters a sense of pride and ownership in park and trail facilities in the City. In many cases, volunteers are without a place at home to pursue hobbies such as gardening. The shared maintenance of community parks and trails also serves to build a sense of place and community within individual neighborhoods.

Guidelines:

- All maintenance operations must comply with City of Ferndale guidelines.
- All chemicals, including lime and fertilizer, must be applied by a certified licensed applicator, approved by the Ferndale Public Works Department.
- Adoption periods are a maximum of one year and subject to renewal. Consecutive adoption periods may continue if both parties agree.
- The Adopt-a-Park program is a maintenance agreement and entitles participants to perform only maintenance activities.
- No additions or changes to park facilities may be undertaken without written request and approval of the Ferndale Public Works Department.

B. In-kind Donations: One of the most significant cost items, besides labor, is material costs. The City of Ferndale accepts in-kind donations of beauty bark, pea gravel, engineered wood chips, and landscaping materials on a rolling basis.

C. Ferndale Food Bank Community Garden: Provided that land is made available for such a use, a Ferndale Food Bank Community Garden will include land available for citizen volunteers to raise and cultivate crops that will be made available to the Ferndale Food Bank at no charge. Citizen volunteers will be required to maintain the community garden,

purchase supplies (including seeds and plant starts), harvest the garden, and transport the product to the Ferndale Food Bank. The Community Garden is an existing contributor to the food bank.

D. Work Parties: On a regular basis the City will identify specific locations throughout the community at which volunteer “work parties” will gather to establish trails, improve parks, or other similar projects that are referenced in this document. In 2017, the City organized and carried out four volunteer work parties at Flair Park, Oxford Park, the Water Tank at Vista Drive and Thornton Street. These events drew over 100 volunteers to participate in the cleanup.



to

7. **Community Donations:** Private party donations to help pay for specific projects keyed to the Parks, Recreation, and Trails Master Plan.
8. **Real Estate Excise Tax (REET):** A tax upon the transfer of real estate limited by state law to two 0.0025% increments. Funds from this source must be used for facility development and cannot be used for operations and maintenance.
9. **SEPA Process:** The City is authorized to require that mitigation be provided for the impacts anticipated as a result of development. This mitigation is often in the form of specific improvements or mitigation measures placed on the land, such as the establishment of buffers, the dedication of land, etc. – but mitigation may also be provided in the form of fees. These fees are separate, and in addition to park impact fees paid for by developers, may be applied to non-residential land uses. However, development which is in an area requiring new park or trail space, the developer may dedicate land in lieu of fees, and will receive credit equal or less than the park impact fees owing.
10. **EAGLE Program:** The City has established an indicator-based program that is a required element of major (20,000 square feet or greater) retail construction. Though not specifically required, project applicants may elect to provide land, funding, amenities and/or other resources that may be utilized to achieve the goals of the Parks Plan.

Non-Traditional Funding Sources

In addition to identifying new sources of funding, including in-kind sources such as volunteerism and dedications, the City will also seek to identify processes in which the efficient use of City funds can be prioritized, and redundant services provided by multiple agencies can be reduced.

1. **Efficiency Review:** The City will continue to examine each process to identify alternative methods that will increase efficiencies and reduce costs. Wherever practical, cost savings will be re-directed to address issues that require additional funding.
2. **Inter-Local Agreements:** Ferndale should work with Whatcom County, the City of Bellingham, the Ferndale School District, and the Lummi Nation to determine an effective means whereby the provision of parks, recreation and trails can be provided in a highly coordinated and efficient manner in areas where jurisdictions or agencies are in close proximity, where a duplication of services or resources is unnecessary, and/or where maintenance and operations costs can be reduced without a reduction in service.

Given the limited resources of the City and the severity of the need, only listed resources should be utilized to fund this plan over the next five to seven years.

Section 10.1: Maintenance and Replacement Costs

The majority of this Parks, Recreation, and Trails master plan is necessarily focused on the need for new park and trail facilities and the overall vision for parks, trails, and recreation services. However, a significant component of the delivery of these services depends on the degree to which ongoing maintenance is funded.

Since the Ferndale Parks Department was dissolved, the City's Public Works Department has overseen ongoing maintenance and replacement costs. As of 2018, the City funds two full time parks maintenance employees, as well as seasonal labor during the summer months. The City also includes limited budget for non-parks employees to assistance in parks maintenance.

Not including seasonal labor, the City dedicates approximately 5,300 hours per year to parks and park maintenance. This is equal to 2.5 full-time employees. The City budgets a total of \$362,014 for all parks labor to maintain the approximately 140 acres of parks

for which the City has responsibility. This equals a budget of approximately \$2,585 per acre of parkland, which is significantly less than nationwide standards.

The following is a comparison of the City of Ferndale's parks services, compared to the average park and recreation services nationally (Information provided by the National Recreation and Park Association, 2016 Analysis, and the 2018 City of Ferndale Budget):

	NATIONAL AVERAGE	CITY OF FERNDALE	PERCENT OF NATIONAL AVERAGE
PARKLAND PER 1,000 RESIDENTS	9.5 ACRES	10.29 ACRES	108%
PARK FUNDING PER CAPITA	\$76.44	\$26.57	35%
STAFF PER 10,000 RESIDENTS	7.4	2	27%
NUMBER OF PARKS PER RESIDENT	ONE PARK FOR EVERY 2,277 RESIDENTS	1 PARK FOR EVER 1,047 RESIDENTS	217%

The City anticipates that the combination of twenty-four acres of new parkland (a 17% increase) and 3.08 acres of new trails (a 62% increase) will result in an overall increase in maintenance responsibilities by approximately 25%. If all such projects were completed immediately, this would require an increase to the annual parks and park maintenance budget of approximately \$94,000 in order to maintain the existing maintenance level of service.

The Expansion/ Redevelopment of Existing Facilities that are listed in Section 9 must be considered separately from both capital improvements and typical maintenance costs, though individual projects may include elements of both. These projects may become necessary due to damage, gradual deterioration over time, partial expansions, or some other reason. Projects are typically a one-time expense that may or may not be anticipated. This plan recommends that a dedicated fund be identified for both planned (such as roof replacement) and unplanned (such as the replacement of vandalized playground equipment not covered by insurance) costs.

Section 10.2: Funding Analysis/ Revenue Gap

This section includes a discussion of the overall maintenance and capital improvement costs, as well as the anticipated revenues from various park-eligible sources. If there is a gap between costs and revenues, the City will need to determine whether projects should be eliminated, reduced, or if additional revenue sources (higher fees, park bonds

and levies, etc.) should be considered to close the gap. The City is not required to demonstrate that it has or will have cash on hand, but must show that it has made reasonable assumptions to fund the projects.

The City has the following anticipated expenses in order to complete and maintain level of service for parks and trails. Expenses are overall expenses unless otherwise noted:

IMPROVEMENT TYPE	TOTAL COSTS
Park and Trail Capital Projects	
Park Acquisition and Development	\$6,750,000
Trail Capital Projects	\$2,962,000
Park Redevelopment	\$4,110,000
Subtotal Capital Projects	\$13,822,000
Park and Trail Maintenance Programs	
Maintenance and Operations	\$8,000,000
Repair and Replacement	\$200,000
Recreation Program	\$220,000
Subtotal M & O and Recreation Programs	\$8,420,000
Existing Debt Service (Impact Fee Eligible)	\$957,699 (January 2018)
Total Costs	\$23,199,699

Capital projects necessary to support adopted levels of service are required only if anticipated residential growth occurs. In turn, that residential growth is expected to be responsible for 50% of the total costs of such projects. Therefore, park mitigation fees (and associated dedications) are intended to raise up to \$6,900,000, based on anticipated growth. Should less growth occur, the need for capital projects will also diminish. Ideally, sufficient funds will be available incrementally throughout the planning period to address the needs for capital projects – and variations within the planning period will be addressed in annual 6 year Capital Improvement Project (CIP) assessments. Should significant trends be identified, this plan will also be updated.

The remaining \$6,900,000 for capital projects must be raised through other sources described above. Of this remainder, 60% (or 30% of the total costs) are anticipated to be funded from the General Fund, which is also the primary source for maintenance, labor, recreation, non-growth related development, and playground replacement expenditures. This means that the general fund, including bond revenues, will be required to account for overall costs of approximately \$12.2 million (including \$8 million associated with recurring maintenance and operations salaries and equipment). This results in an average annual General Fund cost to the City of \$1.63 million per year.

Volunteer donations, including labor, equipment, monetary donations, and land donations that are separate from development activities, are expected to equal almost \$1.2 million over the twenty-year period, or average \$60,000 per year. This plan anticipates that annual donations will likely ebb and flow over the planning period, and may be closely tied to specific capital campaigns or specific projects. As an example, nearly \$300,000 in community donations were received as part of the Star Park project in 2016. However, it should be noted that a significant portion of donations will likely be the result of park and recreation projects that are not directly tied to capital projects necessary to meet Level of Service requirements. In turn, these projects may also be more attractive and visible to the general public than LOS-related projects. Thus, it will be necessary for the City to aggressively publicize general capital facility projects throughout the planning period.

Lastly, grant opportunities (14% of total costs) are anticipated to equal \$2.7 million over the twenty-year period, or approximately \$135,000 per year.

This plan also assumes an average annual cost of \$10,000 for the repair and replacement of various park facilities not covered by insurance. Depending upon the level of maintenance and other factors, this annual cost may fluctuate from year to year.

APPENDIX 1: GOALS AND POLICIES

Goals and Policies: Citywide Park and Trail Facilities

Goal A. Overall Vision: Provide a unique, varied high quality Parks, Recreation, and Trails experience for Ferndale residents and visitors of all ages.

Policies:

1. The adopted Parks, Recreation, and Trails Master Plan represents the vision of the City of Ferndale for Park, Recreation, and Trails over a twenty year period. If the projects within this plan are completed and maintained, Goal A (above) will be achieved.
2. The adopted Parks, Recreation, and Trails Master Plan will be utilized as the primary planning document to identify future capital projects and park vision.
3. The Parks, Recreation, and Trails Advisory Board will advise the City Council and City staff on certain decisions associated with long-range parks planning.
4. The Ferndale City Council shall retain the final authority on long-range parks planning, including the authorization of park funding.
5. The City of Ferndale will utilize this plan and related comprehensive plans as a basis for seeking additional funding from other sources.
6. Capital projects that are not reflected in this plan will not be considered for City funding. Where appropriate, this plan shall be amended to include capital projects that are not specifically listed.

Goal B. Accessibility and Safety: Parks and Trails should be visibly accessible to enhance safety, reduce vandalism, and increase use.

Policies:

1. Parks should be developed with public street frontage, unless otherwise noted.

2. The primary entrance to parks shall not be accessed primarily through trails, easements, private drives, or “flag lot” arrangements, unless otherwise noted.
3. Parks at corners of intersecting streets are preferred, unless otherwise noted.
4. Parks visible and accessible from multiple rights-of-way are preferred, unless otherwise noted.
5. Parks shall not be located primarily behind residential parcels, unless otherwise noted.
6. Constructed facilities such as play structures and picnic shelters shall be located so as to be highly visible from adjacent rights-of-way, unless otherwise noted.
7. Constructed facilities such as play structures and picnic shelters shall be constructed of durable materials that are resistant to vandalism.
8. Advertising within neighborhood parks shall be prohibited, with the exception of community events within parks approved by the City, and/or the display of the names of community groups who have sponsored a park.
9. Park and trail access points should include consistent, identifiable markings and/or signage.
10. Constructed facilities such as play structures and playground equipment shall be made of durable materials with an anticipated lifespan of twenty years or more. The City expects to utilize the State bid list for approved playground vendors.

Goal C. Environmental Impacts: Parks shall limit impacts on the natural environment

Policies:

1. Parks shall utilize recycled or natural materials for sport court surfaces, playground fall absorbent surfaces, etc. to the greatest extent feasible.

2. Vegetation in parks shall primarily be native to the Pacific Northwest.

Goal D. Durable construction. Parks shall be constructed to encourage lifelong use of the park.

Policies:

1. With City approval, individual parks may include not only playgrounds but benches, activity centers, community gardens, or sport courts.
2. All neighborhood parks shall be named. If the park is dedicated to the City by an individual, business, or other entity, that entity may propose names, subject to City Council approval. Corporate or business names are discouraged, while names that have local meaning are encouraged.
3. The establishment of new neighborhood parks shall include a consideration of the costs necessary to maintain and operate the park.

Goal E. Encourage Lifelong Physical Activity, Education, and Mental Well-Being.

Policies:

1. Offer recreational activities in Ferndale Parks that encourage physical activity, engaging with the natural world and healthy living.
2. Ensure that residents have access to recreational activities without regard to income level, level of education, or mobility.
3. Strengthen ties between neighbors through joint participation in community events that encourage interactions and finding common experiences with those around them.
4. Provide trails that comply with the Americans with Disabilities Act (ADA) where required.
5. Permit and clearly mark authorization for multiple uses of trails and facilities – walking, running, bicycling, etc.
6. Utilize interpretive materials to identify and describe historical points of interest, native vegetation, unique views, trail names, mileage markers, and more.

5. Provide adequate opportunity for quiet rest and contemplation.
6. Provide adequate opportunity for self-directed physical fitness, including distance markers, outdoor exercise equipment, and more.

Goal F. Promote community involvement and volunteerism: Parks and trails not only shape the community; they are shaped by the community.

Policies:

1. Actively engage the community in park planning efforts
2. Describe and promote volunteer opportunities
3. Establish adopt-a-park and adopt-a-trail programs.
4. Establish interlocal agreements with Ferndale School District, Whatcom County, Port of Bellingham, and other local, state, federal, or other private and public agencies.
5. Identify community and corporate partners who may provide funding assistance.
6. Expand Community Cleanup Day to include parks and trails.
7. Establish the Parks, Recreation, and Trails Advisory Board as the initial coordinating body for volunteer events.

Goal G. Re-establish a permanent parks department to oversee the elements of this plan. The coordination of multiple elements of Parks, Recreation, and Trails, including programming, capital projects, maintenance, fundraising, and best management practices will be most effectively managed by dedicated parks personnel.

Policies:

1. A permanent Parks Department must be provided with sufficient and consistent resources that would enable it to remain effective for the foreseeable future.
2. A permanent parks department should not be re-established until sufficient and consistent resources are available.

3. Sufficient and consistent resources for a parks department must include permanent administrative and maintenance staff, equipment, office space, and budget.

Neighborhood Parks Goals and Policies

Goal A. Proximity to residents: Neighborhood parks should be within walking distance of the homes in the neighborhoods they serve.

Policies

1. Neighborhood parks shall be located no more than a ten minute walk from the dwelling units they serve, and when feasible shall be located within a five minute walk or less from those dwelling units. Non-vehicular access will predominate.
2. Where Community or Regional Parks exist in a Neighborhood Park service area, they may substitute for the Neighborhood Park when appropriate facilities exist in the Community or Regional Park.
3. New Neighborhood Parks shall be dedicated/developed as new residential areas are approved for development, if no existing park facilities are available within the service area.
4. Trail connections will be utilized to connect Neighborhood Parks to the communities they serve and increase non-motorized connectivity to those parks.
5. Updates and improvements to neighborhood parks should be considered before the establishment of new parks within existing service areas, unless delays in parkland acquisition will significantly increase costs.
6. Surrounding neighborhoods should be aware of nearby parks through the use of appropriate signage and other means and volunteer opportunities should be made available to those residents, in order to foster a sense of ownership.
7. The City should monitor the number of residents within walking distance of a neighborhood park and ensure that the carrying capacity of individual parks is not exceeded. The carrying capacity for neighborhood parks is typically assumed to be 1,000 residents per one acre of park land. No parks were determined to be at or near carrying

capacity limits in 2013, but a carrying capacity analysis should be performed prior to construction new parks, if parks become unavailable to the public, and/or if there is significant population growth in the areas surrounding certain parks.

Goal B. Activities: Neighborhood Parks should provide basic park activities that can be enjoyed on a daily basis.

Policies.

1. Neighborhood parks should generally provide space for active and passive activities, and should include playgrounds and picnic areas.
2. Some neighborhood parks may be defined by natural features and vegetation, without significant improvements for play structures or formal picnic areas.

Community Parks Goals and Policies

Goal A. Proximity to residents: Community Parks should be located within a five minute drive (or twenty minute walk) of the neighborhoods that they serve. These parks shall include elements of a neighborhood park, and may include the functions of a neighborhood park, but should generally include additional elements that depend on greater land area, such as ball fields or similar amenities.

Policies

1. Community parks shall be located within a one-mile radius of the neighborhoods that they serve.
2. Non-vehicular access to community parks should be promoted and encouraged through the use of trails and establishment of bicycle racks, but due to the nature of activities within parks, motorized vehicles will likely remain the primary mode of travel, varying from park to park.
3. Natural features such as streams, bluffs, forested areas, and wetlands are encouraged on and adjacent to community park dedications consistent with the provisions of the natural resource area dedications.

4. The establishment of new community parks shall include a consideration of the costs necessary to maintain and operate the park.

Goal B. Park Size: Community Parks shall be of sufficient size to accommodate the immediate service area, as well as a larger area that may be attracted to unique attractions or events within the park.

Policies:

1. Community parks will generally range from one to twenty-five acres or more in size.
2. Community park dedications should provide adequate area with appropriate topography to accommodate the facilities required in such parks.
3. Whenever feasible, a minimum of 3 acres of generally level land shall be available for development into formal ball fields and open play fields.
4. Community park dedications should be located along property lines to accommodate future land dedications which link to create a larger overall park site.

Goal C. Park Amenities: Each Community Park shall provide a range of amenities, attractions, and other activities.

Policies:

1. Community parks should include activities for each age group and level of ability.
2. Opportunities for formal or informal walking trails should be considered.
3. Natural and historic features should be identified.
4. Where appropriate and funding is available, art should be incorporated into community park facilities. Such art may consist of sculpture, benches, railings, lighting, buildings, or other park amenities.

5. Recreation activities unique to each community park, such as disc golf, rugby, ball fields, skate parks, educational programs, or other attractions may be considered.
6. Where appropriate, natural features such as wetlands, mature vegetation and trees, views unique to Ferndale, or other elements should be retained in their natural form to the greatest extent practical.

Goal D. Adequate parking

Policies:

1. Parking shall be provided in proportion to the park area and the recreation facilities developed.
2. Parking shall be distributed around park areas as appropriate.

Regional Parks: Goals and Policies

Goal A. Regional Draw: Regional Parks should not only include recreation activities and amenities available to the surrounding area, but should also provide amenities, including open space, that are unique or of significant size to attract visitors throughout the city and beyond.

Policies:

1. Regional parkland may be considered for acquisition prior to the identification of regional amenities only when development pressures necessitate immediate acquisition.
2. The development of new regional parkland should be based in part on the need for specific amenities within the park, and not only on a need for additional park acreage.
3. Regional parks shall be designed to accommodate overflow parking and shuttle services during events with high attendance.
4. In those regional parks that support a variety of amenities and events, parking, restrooms, and other facilities should be shared and distributed throughout the site that is convenient to each activity.
5. The City shall seek to partner with other agencies to fund development and maintenance costs of regional parks that support events with an impact on the larger region.

Linear Parks and Trails: Goals and Policies

Goal A. Connectivity and Access: Trails and linear areas are intended as transitory spaces through which pedestrians, bicyclists and others can travel to and from their residences, parks, schools, and other locations.

Policies.

1. The effective use of trails and linear spaces will depend on the public expectation that such spaces provide connectivity in a safe environment. In order to foster the sense of connectivity, existing trails and sidewalks will be utilized to establish connectivity wherever possible.
2. Where practical and cost effective, new trails will be constructed as an alternative corridor to sidewalks in order to complete non-motorized connections.
3. Trail connectivity should include access to school and public bus stops wherever possible.
4. Trail development should consider expansions to connect to regional trail facilities, particularly trail expansions along the bank of the Nooksack River.

Goal B. Safety: Linear Parks and Trails should provide a feeling of safety for users

Policies:

1. Trails shall have entry and exit points at least every five hundred feet whenever feasible.
2. Trails shall not be vegetated to the extent that they resemble an enclosed space with no visible entry or exits
3. Trail use shall be discouraged at night unless adequate lighting is provided.
4. When trails cross public right of ways (streets), signs indicating pedestrian crossings shall be posted, a crosswalk shall be established when vehicular traffic volumes warrant one, and the entry and exit points for the trail shall be clearly marked.

5. Uniform trail markings shall be utilized in order to clearly designate trailheads, wayfinding, and other functions of the system.

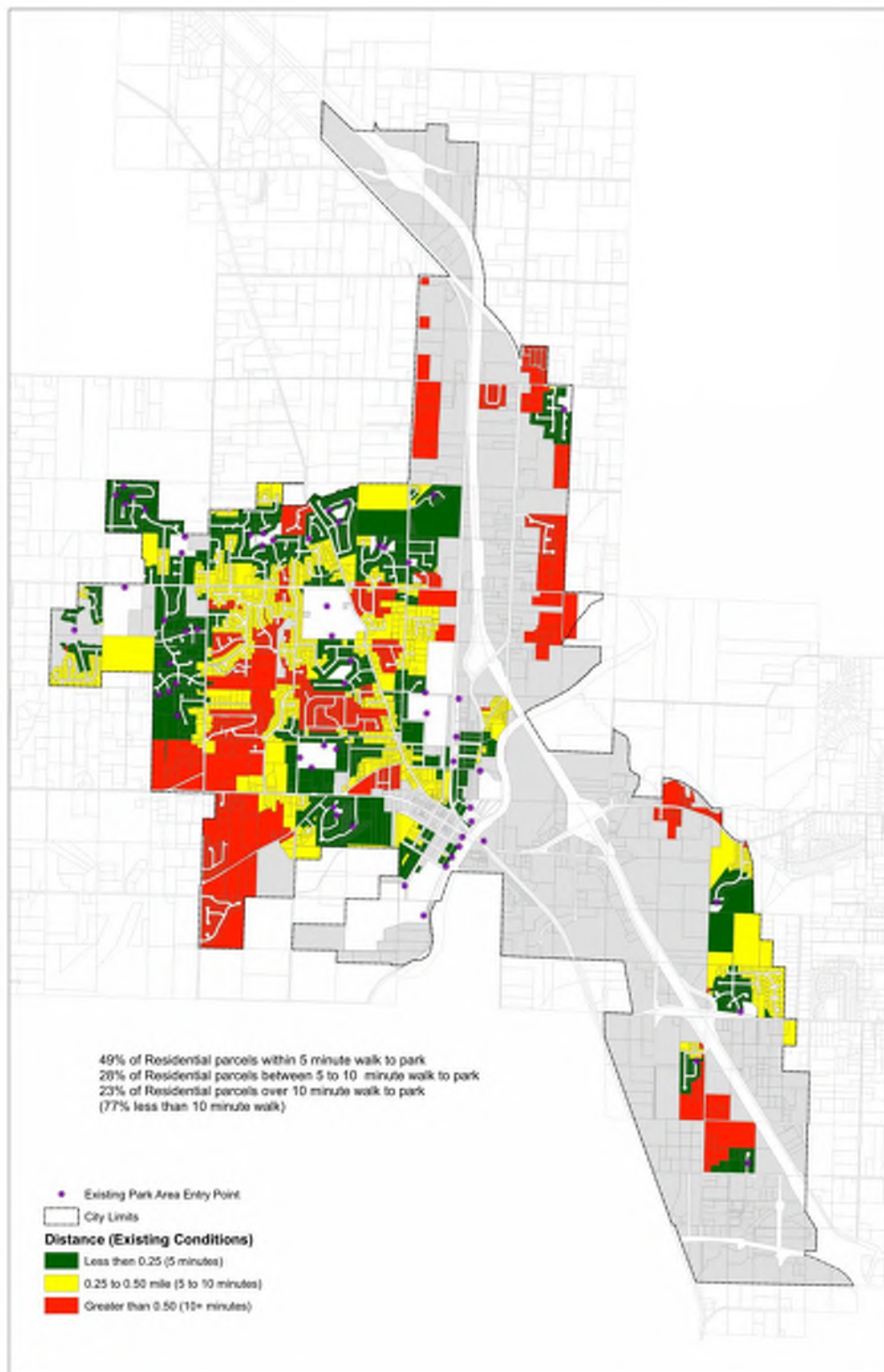
Goal C. Preservation of Open Space, Views: Linear Parks and Trails should provide visual access to open space, natural areas, and views.

Policies:

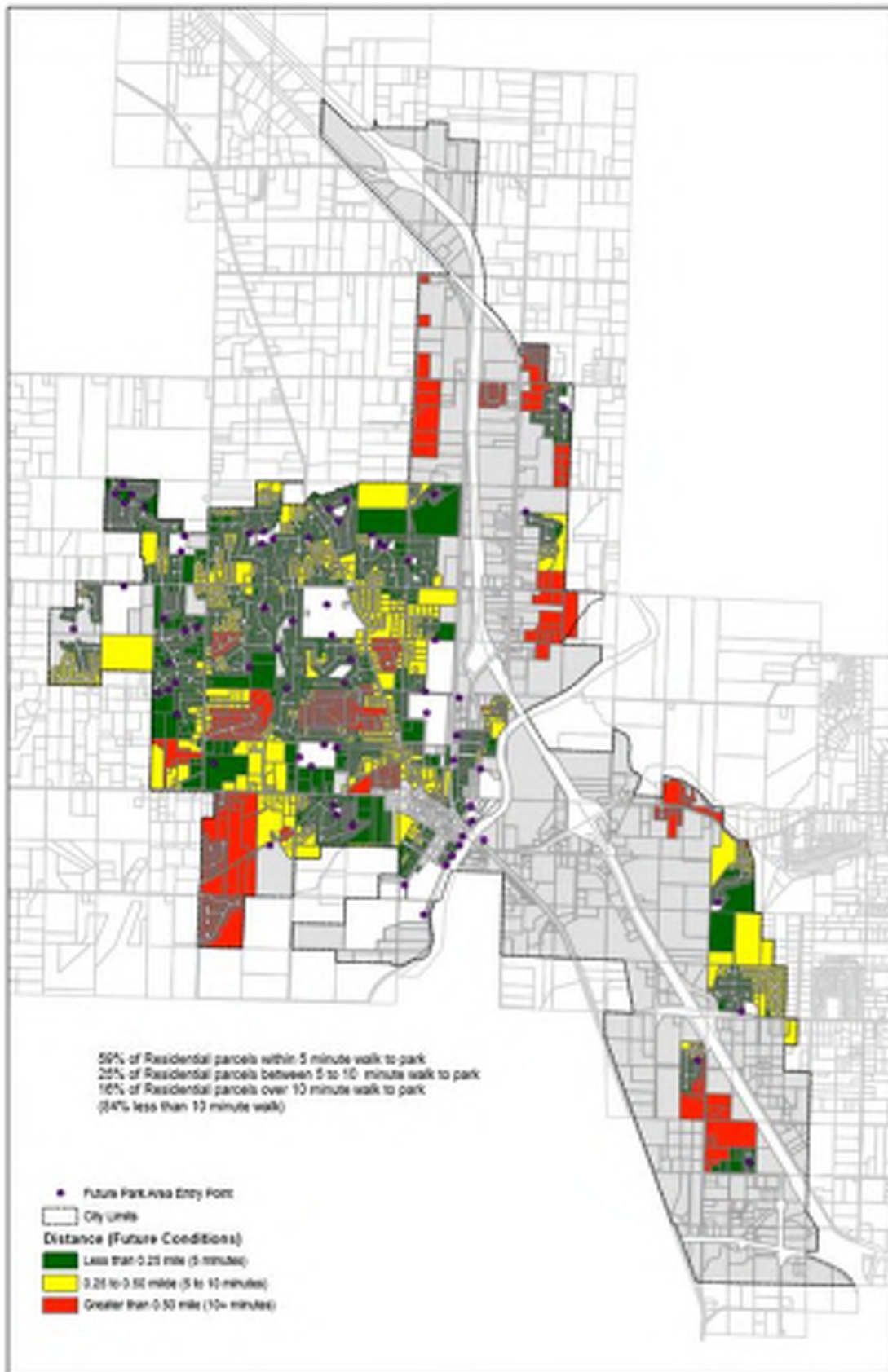
1. To conserve land, trails are encouraged within and adjacent to critical areas, buffers, parks, stormwater facilities, utility corridors, alleyways, and community open space.
2. Trails in regulated wetlands and buffers are permitted when impacts are mitigated as required in the City of Ferndale Critical Areas Ordinance. In such areas, trail width may be reduced in order to avoid or reduce impacts.
3. Where trails are not located adjacent to critical areas, parks, and open space the trail corridor should average 15 feet in width.
4. Trails are encouraged on ridgelines or other high ground or slopes with views.
5. Trail corridors in alleys and similar spaces should be well-lit, and should include an exit/ entrance at least every 150 feet.
6. Linear parks and trails shall comply with Americans with Disability Act (ADA) requirements where feasible.

APPENDIX 2: PARKS AND TRAILS CONNECTIVITY MAPS

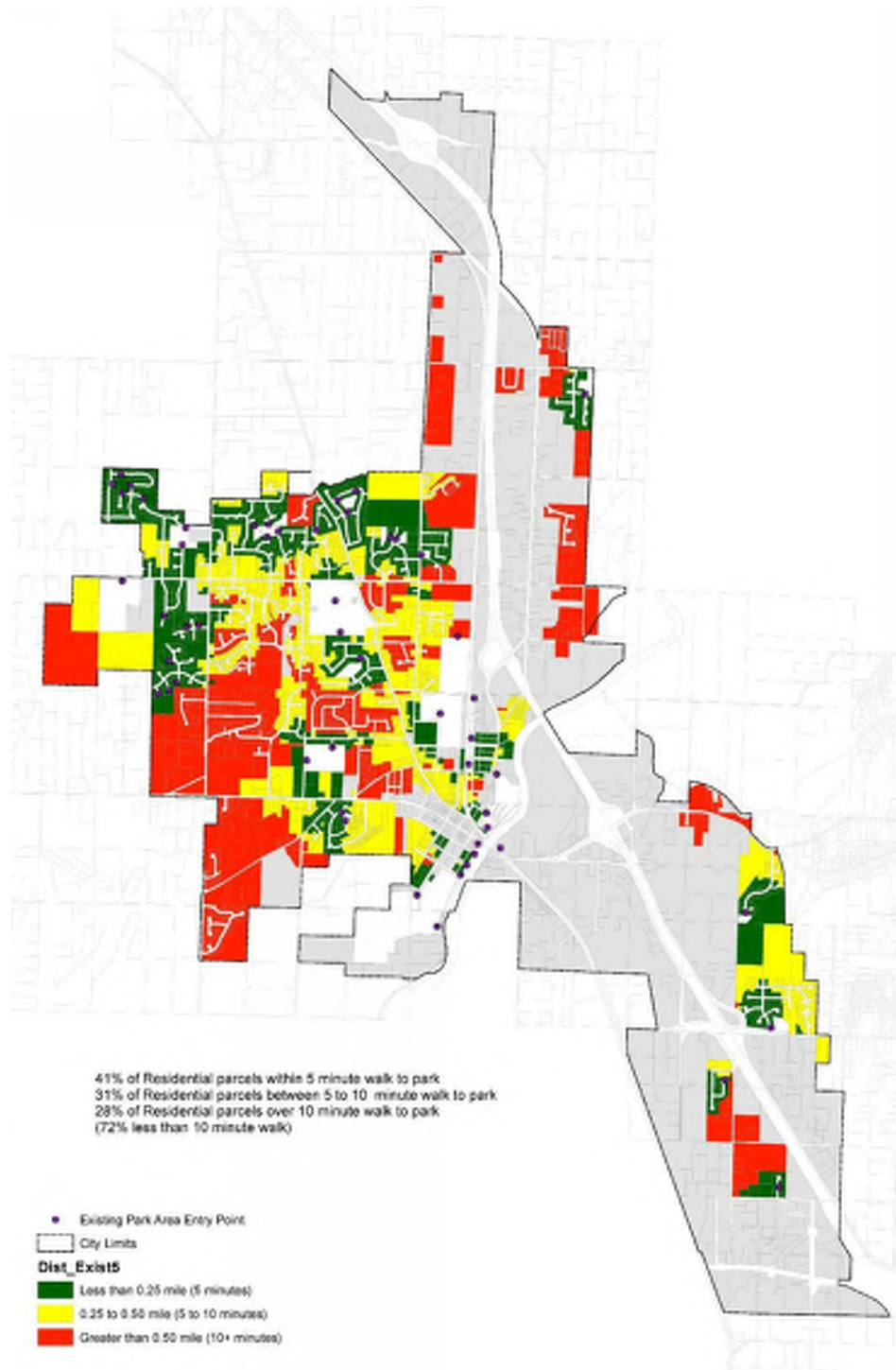
MAP 1: EXISTING (2018) CONNECTIVITY



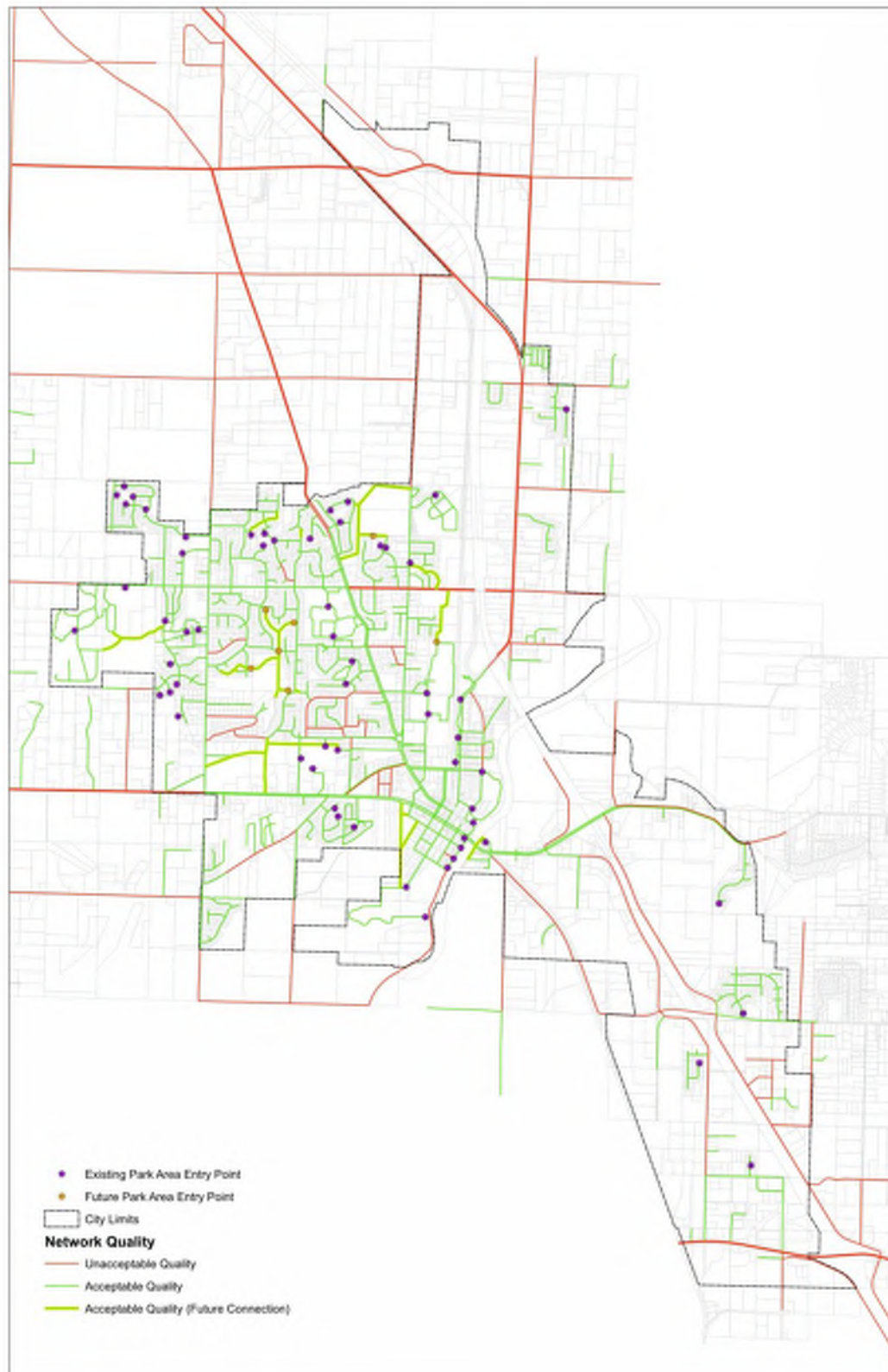
MAP 2: FUTURE CONNECTIVITY



MAP 3: PREVIOUS (2013) CONNECTIVITY



MAP 4: NETWORK ASSUMPTIONS



The Parks and Trails Connectivity Map (Current) is intended to assist staff and the general public in identifying the need and location for future park and trails projects.

The map was created with the assistance of the City's transportation consultant (the Transpo Group), based on the connectivity requirements in the City's adopted Level of Service (LOS), utilizing the Transpo Group's ViaCity evaluation methods. Since 2013, the level of connectivity has increased from 72% to 77% of households within a 10-minute walk of a park. The Parks and Trails Connectivity Map (Future) includes a number of trail improvements identified in this plan. If these improvements are completed, over 80% of households will be within a ten minute walk of parks.

Periodic analysis will be required to determine actual LOS, as "infill" growth will tend to increase the percentage of residents in close proximity to parks, while growth in outlying areas will tend to reduce this percentage. The Future connectivity map does not include potential new parks, but does further demonstrate the potential need for such parks in those areas that lack connectivity now and in the future, as is discussed in more detail below.

Methodology

ViaCity examines the non-motorized transportation network in order to identify potential obstacles that may limit accessibility and connectivity. For example, the lack of a sidewalk along a busy roadway will limit the ability of residents to walk from their home to a destination (such as a park or school). Crosswalks (or the lack of them) may increase or decrease pedestrian mobility, and significant elevation changes may also reduce the distance a pedestrian may be able to walk within a given timeframe.

Additional limitations, such as overhanging vegetation, broken sidewalks, lack of street lighting and more may further limit mobility. These limitations are not factored into the ViaCity model, but will be monitored through the administration of this plan and in coordination with sidewalk improvement efforts, vegetation control, and walk to school programs. The City will also seek to confirm whether statistical obstacles (such as the lack of sidewalks) represent an actual impediment to pedestrian mobility, especially in those neighborhoods with low to moderate street traffic, wide shoulders or other factors that may allow for walking even when infrastructure is not available.

The Connectivity Map identifies the access points of all public parks, school facilities, and private parks. Rather than identifying a radius around each access point, the map measures the actual walking distance along adjacent streets, based on the average walking speed of ½ mile in ten minutes. Areas that are within a five minute walk of a park are shown in green, areas with a walk time of 5-10 minutes are shown in yellow, and areas with a walk time greater than ten minutes are shown in red. Only those areas zoned for residential uses are shown.

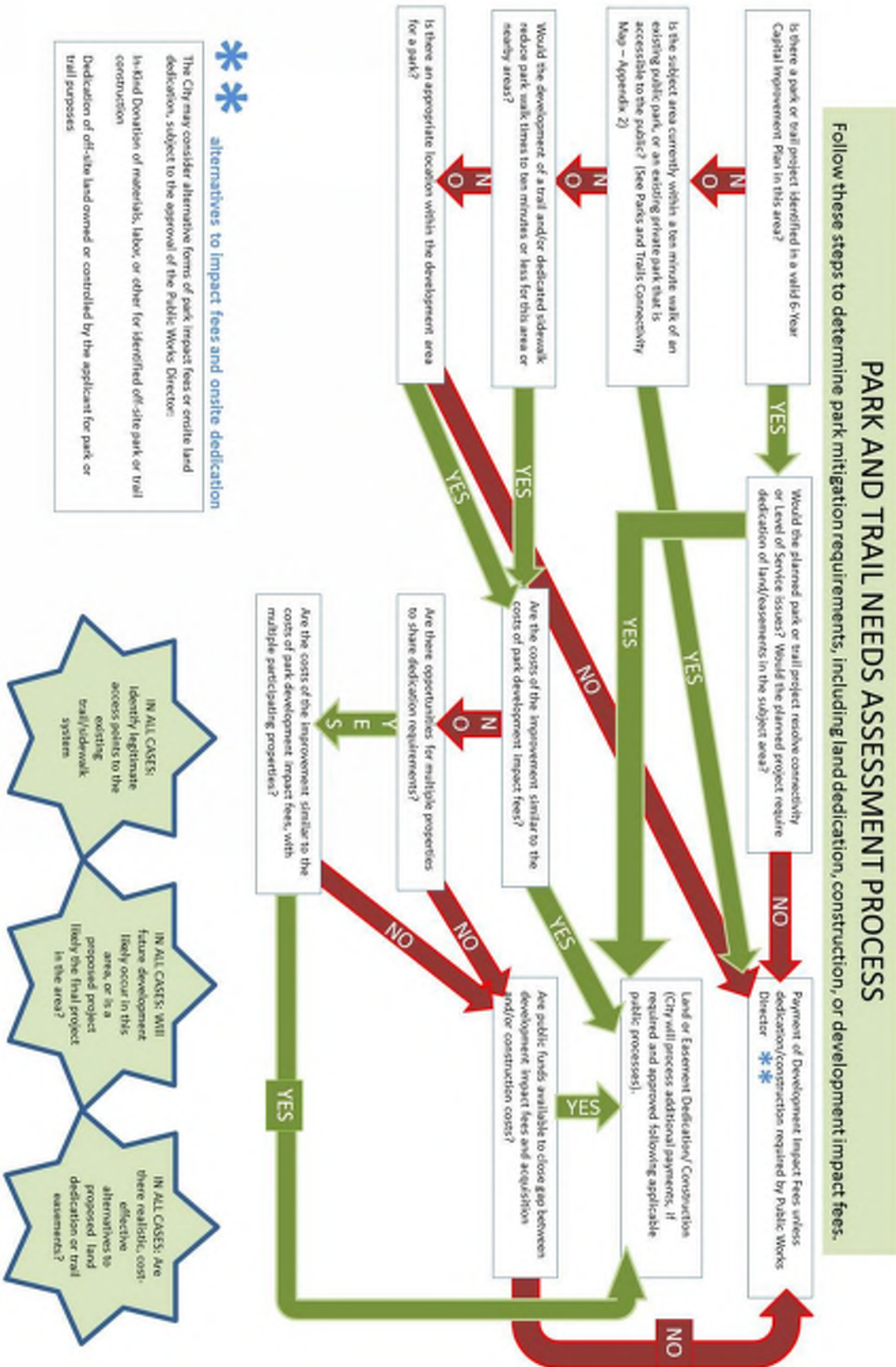
Areas with mobility obstacles (lack of sidewalks, crosswalks, etc.) are assigned varying degrees of delay. In those situations where a sidewalk is not present, the model assumes lack of access. For example, the east side of Vista Drive does not include a sidewalk and are generally shown in red. However, many of these properties are in close proximity (in some cases directly across the street) from park or school properties. This plan recognizes that residents in this area can in many cases safely cross Vista Drive and arrive at a park destination within ten minutes. However, the volume of traffic along Vista Drive does not make this an ideal situation for walkers. Conversely, areas of Maureen Drive north of Thornton Street (as an example) also lack sidewalks, but street traffic is far less than Vista Drive, and the lack of sidewalks is not a significant obstacle. City administrators will consider these factors when identifying future park and trail projects.

Overall, the largest areas with mobility/connectivity issues are found between Shannon Avenue and Church Road, generally south of Heather Drive, and in residential areas to the east of Portal Way. The Church/Shannon area has relatively steep topography and includes several neighborhoods that were established without parks or trail access. It is unlikely that parks or trails can be developed within the center of these neighborhoods, due to acquisition costs and other factors. Instead, the area will likely benefit from the creation of new parkland north of Main Street as well as improvements in connectivity in and around the Spruce Court area.

The Portal Way area had not been built out at the time this plan was adopted. The linear nature of the neighborhood limits compliance with Level of Service connectivity goals, as the existing park within the Portal Commons neighborhood would exceed a ten-minute walktime for residents in other areas, such as the Whiskey Creek neighborhood. As new neighborhoods are established, the City will seek to identify a centralized neighborhood park, and to promote a linked trail network that may ultimately link Trigg Road to the Nooksack River and a regional trail system, parallel to Portal Way.

2038 Parkland Needs Assessment: Connectivity						
	<u>2013</u>	<u>Deficit Locations</u>	<u>Projects Necessary to Achieve LOS</u>	<u>2038</u>	<u>Deficit Locations</u>	<u>Projects Necessary to Achieve LOS</u>
<u>Households within .25 mile of park - not measured per LOS(%)</u>	<u>49%</u>	<ul style="list-style-type: none"> - Thornton Street east of Church - Malloy Road south of Thornton - Vista Drive south of Seamount - Vista Drive west of Third 	<u>Thornton Street improvements (sidewalks)</u>	<u>Variable – see below</u>		
<u>Households within .5 mile of park – LOS requirement</u>	<u>77%</u>	<ul style="list-style-type: none"> - Douglas Road - Vista Drive (East) - Newkirk Road - Ferndale Terrace/Seamount west of Vista Drive - Main Street west of Douglas 	<ul style="list-style-type: none"> - Shannon Avenue Park Development - Douglas Road sidewalks and trail connectivity to Southwest Pond - Portal Way sidewalks 	<u>~75%</u>	<ul style="list-style-type: none"> - Portal Way - Church Road north of existing City limits - Vista Drive north of existing City limits - Malloy Road north of existing City limits - LaBounty Drive south of Smith Road 	<ul style="list-style-type: none"> - Newkirk or Kaas Road neighborhood park dedicated as condition of development - North Church/Vista community park dedicated as condition of development - Western bank of Nooksack shoreline trail north of Vanderyacht Park to City limits

APPENDIX 3: PARK AND TRAIL NEEDS ASSESSMENT PROCESS



APPENDIX 4: GLOSSARY OF TERMS

Capital Project: means a project that purchases or constructs facilities owned by the City. Such projects are distinct from maintenance projects, which do not involve an expansion of City facilities.

Capital Improvement Program (CIP) (also 20-year Capital Improvement Program): means the City of Ferndale Parks Capital Improvement Program. The CIP consists of those Park, Recreation, and Trails projects that have been identified by this plan as becoming necessary within the twenty-year planning period, including capital and maintenance projects. In some cases, these projects may be reflected on both the Parks CIP and the Public Works CIP for road and sidewalk projects.

Carrying Capacity: means the anticipated use (expressed in number of residents within a park's service area) that a park can support without becoming over-used. In 2018, no parks were determined to be at or near capacity overall, although some amenities within parks may require expansion.

Six Year Park CIP: means those projects contained within the 20-year Capital Improvement Program that are anticipated to be constructed within six years. These projects are typically assumed to be partially or fully funded, are necessary to prevent a reduction in the City's adopted Level of Service, and/or are required maintenance projects.

Parks, Recreation, and Trails Parks, Recreation, and Trails Master Plan: means a document approved by the Ferndale City Council and adopted by reference to the Ferndale Comprehensive Plan. The plan establishes an overall vision for parks and trails within the City of Ferndale, adopts a minimum Level of Service for such facilities, and is the basis for the City's Parks Capital Improvement Program and park impact fees.

Urban Growth Area (UGA): means the existing City limits as well as that area in which the City could expand over the twenty-year planning period.

Ferndale Comprehensive Plan: means the State-required twenty year plan for the City of Ferndale. The Comprehensive Plan consists of several elements, including Land Use, Housing, Transportation, Capital Facilities, twenty-year utility plans, and additional information. The plan contains the City's overall vision, and is the basis for decision-making within the City of Ferndale.

Growth Management Act (GMA): means the Washington State Growth Management Act (36.70a RCW).

Critical Areas Ordinance: means the City of Ferndale Critical Areas Ordinance (FMC 16.08)

LOS: means the City's adopted Level of Service for parks and trails. The Level of Service represents the minimum expectations of the City for the delivery of parks and recreation services to the community, expressed by residents' relative proximity/connectivity to parks and trails, as well as the amount of park and trail space necessary to accommodate the overall population.

Walktime: means an expression of the distance between park users and their destination, described as the time required for an average adult to walk from their residence to nearby park(s) in good weather conditions.

Connectivity: means the extent to which park users can gain entry to parks through the City's trail system, as a contributing factor to walktime calculations. For example, increased connectivity between a residence and a nearby park will likely result in reduced walktimes and increased park use.

Usable Space: means that area within a park that can be reasonably utilized for park-related activities, and does not typically include park areas dedicated to landscaping, vegetation, critical or sensitive areas.

APPENDIX 5: DRAFT DEVELOPMENT IMPACT FEES

The City of Ferndale Park Development Impact Fees (Mitigation Fees) are based upon the total costs of growth-related capital projects, the overall share of those costs to be borne by development, and the anticipated population increase during the planning period. The calculations result in a cost per resident, and then re-calculated based on the average number of residents per single family or multifamily residence, as shown at right, and further documented below.

Park Capital Costs: \$6,492,000

(Two neighborhood parks, one community park)

+

Growth-Related Amenity Improvements: \$500,000

(Pioneer Park playground expansion, misc. additional improvements)

+

Growth-Related Trail Capital Improvements: \$2,079,168

+

Existing Debt Service: \$1,293,128

(Griffintown and Riverwalk Parks)

Total Twenty-Year Cost: \$10,364,306

Developer Share of Total Costs @ 30%: \$3,109,292

Developer Share of Total Costs @ 50%: \$5,182,153

Population Growth Assumption 2013-2034:

8,315

Per Capita Share of Growth:

(Developer Share divided by growth assumption)

@30% = \$373.94

@50% = \$623.23

Single Family Persons Per Unit: 2.77

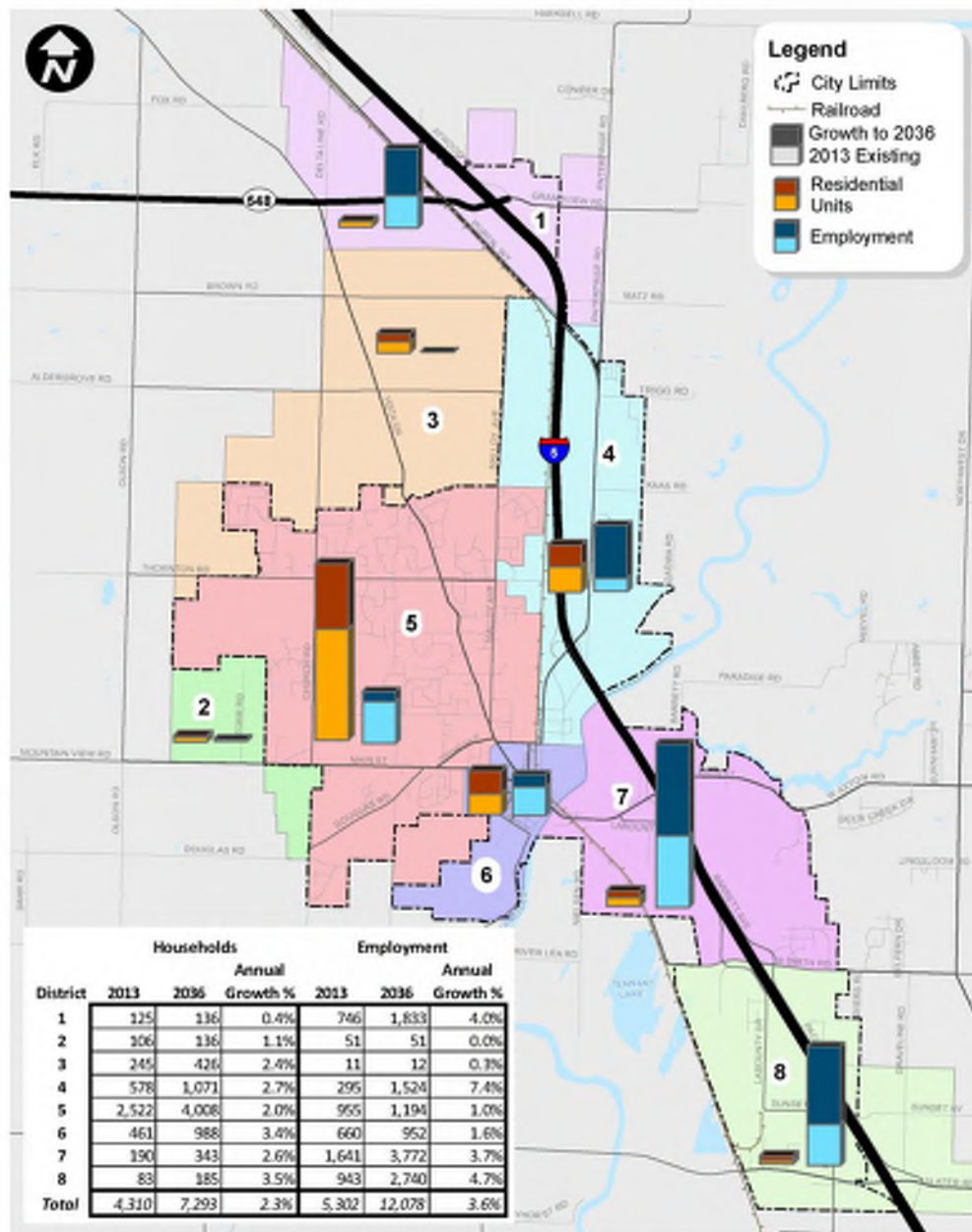
Multifamily Persons Per Unit: 1.82

Multi Family Fees

@30% = \$680.57

@50% = \$1,134.28

APPENDIX 6: EXISTING AND PROJECTED FUTURE GROWTH (FROM FERNDALE TRANSPORTATION ELEMENT)



Existing & Future Land Use by District

City of Ferndale Transportation Element Update

transpogroup

FIGURE
8

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