

TOWN OF WINDSOR AGENDA REPORT

Joint Windsor Town Council, Windsor Redevelopment Successor Agency and Windsor Water District Meeting Date: January 7, 2026

To: Mayor and Town Council
From: Olivia Lemen, Parks and Recreation Director
Subject: David Smith Memorial Park Master Plan

Recommendation to Council:

1. Receive presentation on the final site concept design for the David Smith Memorial Park [formally named Pleasant Oak Park] Master Plan project and document.
2. By motion, approve the conceptual David Smith Memorial Park Master Plan.

Strategic Plan Element:

The recommended action supports the goal of Livability. Goal Statement: Preserve community character by maximizing the use of existing amenities and creating future opportunities that enhance quality of life for all.

Background:

On January 17, 2024, the Town Council approved the Pleasant Oak Park Master Plan consulting agreement with Gates Studio (Gates) and a scope of work which includes the following key tasks:

- Task 1: Data Collection and Review
- Task 2: Outreach and Engagement
- Task 3: Preliminary Site Design
- Task 4: Park Concept and Master Plan

Task 1 was completed in spring 2024. Gates has compiled and reviewed reports, surveys, and plans which referred to Pleasant Oak Park development. Additionally, a topographic survey, tree inventory report, site analysis diagram, and habitat assessment were completed as part of Task 1.

On April 17, 2024, the Town Council approved the renaming of the park to David Smith Memorial Park in memory of local Pomo tribe member and cultural teacher, David Smith, who had a lasting impact on the Windsor community through his music, dance, storytelling, and leadership. A formal renaming ceremony hosted by the Town was held at the park on May 10, 2024.

Community Outreach

Round one of community outreach was completed in May 2024. The project's website (www.pleasantoakparkmp.com) was launched in April 2024 and provides a project description, timeline, past and upcoming engagement opportunities, contact information, and reference documents. The online survey, open from May 1 – 31, collected 367 responses about existing likes and challenges in the park, and ideas for the future design of the site. Consultants collected feedback with input boards at the “Party in the Park” and “Concerts on the Green” events on May 11 and May 30, 2024, respectively. An advisory committee was established consisting of eight people with differing experience and /or expertise related to all-abilities needs and considerations. Three meetings were held

on April 30, May 21 (site visit) and August 26, 2024. Additionally, two meetings with the David Smith Family were held on May 6 and August 28, 2024 to receive feedback and input on the process.

A preliminary site design was developed based on findings from the site assessment, past reports and adopted planning documents, feedback from Town staff and officials, guidance from the Smith Family, and input gathered from the first round of community outreach.

Round 2 of community outreach was completed in October 2024. The preliminary site design was presented to Parks and Recreation Commission on September 11, 2024, to receive input and evaluate priorities. Consultants collected community feedback online via a forum on the project website as well as through input boards at the “Party in the Park” event and a design workshop with the Kindergarten class at Mattie Washburn Elementary School on September 18 and October 2, 2024, respectively. The preliminary design received broad support for its integration of cultural elements, expanded recreation, and thoughtful layout, while feedback from neighbors led to refinements around parking, tree preservation, and minimizing impacts to adjacent homes for the final preferred design.

In January 2025, Town Staff provided all local tribes with a Cultural Review Report of the proposed park plan. This report provided an overview of project purpose and efforts to date and the final preferred site design for review and feedback. As a result of this engagement effort, a Cultural Resource Study (CRS) under the California Environmental Quality Act (CEQA) Guidelines, Section 15064.5 was requested to be conducted prior to review of the concept.

The David Smith Memorial Park Master Plan project was paused from February through July 2025 to complete a CRS to identify any California Register of Historical Resources (CRHR) listed or eligible resources or unique archaeological resources that could be impacted by the proposed project. The CRS was completed by Evans & DeShazo, Inc. Principal Archaeologist, Sally Evans, M.A., RPA (#29300590), with the assistance of Archaeologist Bee Thao, M.A, RPA (#236688549), both of whom meet the SOI Professional Qualification Standards in Archaeology (36 CFR Part 61). The methods used to complete the study included a record search at the NWIC/CHRIS, a buried archaeological site sensitivity desktop analysis, a Native American Sacred Lands inventory, Tribal outreach, a reconnaissance field survey, and an Extended Phase One (XPI) survey that was completed with a Tribal monitor from the Federated Indians of Graton Rancheria (FIGR).

Results of the study recorded that it appeared no historical resources will be impacted by the Project in accordance with Section 15064.5 of the CEQA Guidelines; however, Project-specific recommendations are warranted to address the potential to encounter precontact period artifacts and/or significant archaeological resources during Project-related, ground-disturbing activities.

The David Smith Memorial Park Master Plan project resumed in July 2025 following the final report. A copy of the Cultural Resource Report was distributed to all requesting tribes for review and feedback. Town Staff also held a number of meetings with the requested tribes to further discuss the project.

Preferred Site Design

The preferred site design (Attachment 1) responds to the desires to incorporate inclusive access and recreation opportunities, highlight the natural features of the park, and celebrate the indigenous culture of our local tribes and the late David Smith. The proposed improvements to this beloved community space provide a variety of passive and active recreational opportunities, offer spaces for community events and gatherings, and enhance the overall visitor experience.

Bordered by an elementary school, private residences, and a primary roadway, the park’s edges are

buffered by trees and berms to provide both visual and noise screening. The parks active uses that generate higher ambient sound levels are set back towards the inside of the park and are naturally insulated by the creek while the ceremony space is screened by trees and berms to help mitigate sound to nearby residences. The goals of this design are to appropriately honor park namesake, reflect local indigenous culture, address the needs of all users, ensure recreational uses are harmonious, and create an internal park circulation network that is intuitive, efficient, and accessible. The finalized design is presented in the Master Plan, which provides a narrative discussion of how the park celebrates indigenous culture, prioritizes accessibility, and compliments the adjacent school uses. Park improvements shown in the preliminary site design were shaped by community feedback, the comprehensive site assessment, and prior planning efforts by the Town. The proposed amenities include:

- All-Abilities Play/Nature Play. The new play area is a combined space featuring all-abilities and nature play amenities for children aged 2 to 5 and 5 to 12, as well as multi-generational play elements. The play area features accessible safety surfacing and is bordered by a low height fence with two-way entry-egress gates on the north and south sides. The play area offers various shaded seating opportunities with companion seating for all abilities. The design of the play area incorporates cultural play features such as climbable baskets, flicker bird feather styled benches, acorn themed play elements, and surfacing that replicates the traditional basket design from David Smith's family lineage. Given its central location in the park, play activities are safely shielded from the roads while sound levels are buffered for neighboring residences.
- Water Play. The water play area is tucked across from the all-abilities/nature play area along the park's primary walkway. It features a variety of interactive water elements, as well as seating walls along the edges of the space for supervising caretakers. This space is combined with a nearby picnic area that can be expanded into the space during the off-season. The theme for the water play area will be highlighting our coastal region and fishing as it relates to the traditional indigenous practices in the Russian River Watershed all the way out to the ocean.
- Event Lawn. The event lawn features a curved stage with an overhead trellis for events. It is tucked into the northeast corner of the park, buffered by the natural vegetated drainage area, which softens sound levels from other active-use amenities (such as the play area and dog park) as well as ambient traffic noise along Old Redwood Highway. It is easily reached from the Sugar Maple Lane parking lots and connected to the main promenade walkway. A secondary meandering pathway routes visitors behind the stage and along all edges of the space to reduce the likelihood of passersby cutting through.
- Flex Zones. The southeast open lawn area is divided with a walkway to accommodate multiple simultaneous uses, such as pick-up soccer games and picnics. A smaller flex zone to the north pairs with one of the park's three picnic areas and can be used to expand the event lawn space during large events.
- Dog Park. The dog park is divided into small and large dog areas with the primary entry point, accessible from Pleasant Avenue, and secondary entry point, accessible from within the park, hosting double-gated staging space for each area. The existing kiosk is preserved, alongside the addition of new picnic tables and a drinking fountain.
- Picnic Areas. There are three picnic areas placed strategically throughout the park that are available for daily public use as well as event rentals. Two of the picnic areas directly serve the all-abilities/nature play and water play areas, while the third area is located north by the accessible

parking lot. Singular and sets of picnic tables are placed throughout the park site and ceremony space to be accessible for general use without reservation.

- Pathways. The design includes several arterial promenades as well as meandering pathways, which provide efficient access to all amenities as well as exercise and passive walking opportunities. The arterial pathway provides a close connection to the existing bus stop and bridges across the natural creek area in three locations. Benches and pedestrian nodes existing along the pathway. An additional pathway was provided south of the playground to offer users an alternative route away from the active play space.
- Restroom. The new restroom, next to the dog park and southeast flex zones, is well-connected to picnic and play amenities by the park's pathway network. It includes family and accessible stalls as well as a storage space.
- Parking Lots. A northwest accessible parking lot has been added with two entry/egress routes and provides a convenient connection to the adjacent picnic area, flex zone, and pathways. The existing northeast parking lot, shared with WUSD, is expected to be utilized as extra parking during high-occupancy times.
- Cultural Experiences. The park features several characteristics that honor the late David Smith. These include elements previously noted for the event lawn and play area, as well as an educational walk along the creek which provides an interactive educational experience for visitors to learn about the seasonal journey from the coast inland by our local Indigenous people. Native planting is incorporated in the preserved open space that features plants and trees specially harvested for medicinal uses.

The plan was presented to the Parks and Recreation Commission on November 12 and was unanimously recommended for approval by the Town Council.

Discussion:

The project purpose is to provide the Town of Windsor with a park master plan that provides all-inclusive access to play and nature, as well as celebrates the indigenous history of our region and the memory of the late David Smith. The master plan will be used to garner funding from grants and other sources to implement the design and construction phase of the project.

The David Smith Memorial Park Master Plan document is complete, ready for review and final approval. It includes an executive summary followed by four chapters:

- Chapter 1: "Introduction" – Project background, existing conditions, and site assessment.
- Chapter 2: "Community Outreach" – Summary of community outreach and results.
- Chapter 3: "Concept Plan" – Preferred site design and recommendations.
- Chapter 4: "Implementation" – Cost estimate and funding opportunities

The appendix includes public presentations and results from the community outreach effort, design guidelines and considerations, full cost estimate breakdown, Tree Inventory Report conducted by Horticultural Associates in March 2024, and Habitat Assessment conducted by PCI Ecological in June 2024.

Fiscal Impact:

No change to current appropriations is required. However, implementation may result in future

operating or capital expenditures that are not yet fully known or quantifiable.

Environmental Review:

The recommended action is not subject to Environmental Review at this time. Future actions related to the creation of David Smith Memorial Park (previously Pleasant Oak Park) Master Plan may be subject to Environmental Review, at which time the appropriate environmental documents, prepared in accordance with the requirements of the California Environmental Quality Act (CEQA), will be presented to the Council for consideration prior to any action being taken.

Attachment(s):

- 1. [DSMP Master Plan_FinalDraft Nov 2025](#)
- 2. [DSMP Appendix_Final Draft Nov 2025](#)
- 13.1 [PowerPoint - David Smith Memorial Park \(Distributed 2026.01.06\)](#)
- 13.1 [Correspondence Received \(Distributed 2026.01.06\)](#)
- 13.1 [Correspondence Received \(Distributed 2026.01.07\)](#)

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Approved by:

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