

CHAPTER 7: PARKS AND RECREATION

7.1 Introduction

The Parks and Recreation chapter incorporates Sultan's 2010 Park and Recreation Open Space (PROS) Plan. That plan was adopted in fulfillment of the requirements of the Washington State Recreation and Conservation Office (RCO) and the Growth Management Act (GMA). This chapter strengthens and emphasizes the connection between the PROS plan and this comprehensive plan.

One of Sultan's important assets is its proximity to a rich and unique landscape. Nestled below the Cascade Mountain Range at the confluence of the Sultan and Skykomish Rivers, Sultan is a city with abundant local and regional recreational opportunities. Sultan and the surrounding region offer a variety of passive and active recreational opportunities for residents of different ages and abilities.

Sultan conducted a park survey as part of its PROS plan, confirming that Sultan residents value their parks and recreation facilities. The survey indicated that the facilities are well used by residents and visitors alike with approximately 36 percent of respondents indicating they visited Sultan parks at least once per month and one in six respondents reporting that they use Sultan parks more than twice per week. In another, related, survey, a small majority of residents supported a new sports park proposal at an expected cost \$40.00 per homeowner per year.

As Sultan continues to grow it will become ever more important to plan and provide for local parks, recreation and open spaces. These amenities serve multiple local and regional purposes and contribute to Sultan's high quality of life. The challenge in the coming years will be to operate and maintain existing park properties while acquiring land for a future community park on the plateau above the valley floor.

7.2 Planning Context

Growth Management Act

In 2002 the Washington State Legislature mandated that each city planning under the GMA include in its comprehensive plan a park and recreation element (RCW 36.70A.070). However, the Legislature included a provision that a park and recreation element is not required until the State Legislature provides adequate funding to develop the element. The Legislature has not yet allocated funding for a park and recreation element, so this element, while important to Sultan, is considered optional under the GMA.

Additionally, the GMA added requirements to the state subdivision provisions: before approving either subdivisions or short plats written findings must show that appropriate provisions are made for a range of public facilities including open space, parks and recreation, and playgrounds (RCW 58.17.060 and RCW 58.17.110).

Recreation and Conservation Office

The Washington State Recreation and Conservation Office (RCO) provide public funds to finance recreation and conservation projects throughout the state. To access state grant funds through the RCO, cities must prepare an RCO-approved parks, recreation, and open space plan. Approved plans must comply with both the RCO funding guidelines and the Growth Management Act (GMA) requirements. In order to maintain access to state grants, PROS plans must be updated every five years. With the adoption of the 2010 PROS, Sultan maintains its eligibility through 2015.

7.2 Multi-county Policies for Parks and Open Space

Sultan's Comprehensive Plan must be compliant with the Puget Sound Regional Council's (PSRC) *Vision 2040*. While *Vision 2040* does not specifically address parks and open space policies PRSC's long range plan does include park, recreation and open space-related policies in multiple locations throughout the plan. Sultan's Parks, Recreation and Open Space element is internally consistent with the park and open space-related Multi-County Planning Policies (MPPs) presented in *Vision 2040*. Those policies, as adopted by the Puget Sound Regional Council, are included in Appendix G to this plan.

7.3 Countywide Policies for Parks and Open Space

Sultan's Comprehensive Plan Park, Recreation and Open Space element must also be compliant with Snohomish County's Countywide Planning Policies (CPP). Like *Vision 2040*, the County's CPPs do not specifically address parks and open space policies. But policies throughout the document do relate to parks and open space. The City's Parks, Recreation and Open Space element is consistent with the Snohomish County CPPs. Those policies adopted by Snohomish County are included as Appendix F to this plan.

7.4 Small Group Meeting Recommendations and PROS Plan Public Participation Process Results

The City of Sultan hosted a number of small group meetings throughout the comprehensive planning process to discuss the plan's various elements, resulting in a series of recommendations to the proposed planning policy. The PROS plan also had a public participation process to gather comments and input. The summaries of the small group meetings, as compiled for a September 2010 presentation to the City Council, are included in Appendix D. Some of the small group recommendations included:

Park and Recreation Resources

Sultan should employ effective and efficient methods for creating a comprehensive balanced park system, including acquiring facilities, coordinating with other partners, and accurately distributing costs and benefit. The City of Sultan should work with user groups in designing low maintenance facilities and high capacity facilities. To increase park safety, Sultan should form volunteer neighborhood park watches or other innovative programs.

Trails and Corridors

Sultan should support efforts to develop a comprehensive system of outdoor trail corridors connecting people with destinations, such as parks, water resources, schools and work. The

small group recognized that trails act as both an important recreational opportunity and a conservation mechanism.

Quality Park and Recreation Facilities

The small group recognized that Sultan has abundant natural surroundings, such as wetlands, shorelines, water resources, woodlands and open spaces that can be used for park and open space to preserve and protect Sultan's natural heritage. New parks, indoor facilities and improvements to existing facilities should develop and improve, where appropriate, facilities to accommodate people of all ages for a variety of uses.

Finance

Sultan should work to reduce costs, increase facility services, retain financial flexibility and balance user benefits and interests. Sultan should consider joint ventures with Snohomish County, the Sultan School District, and other public and private agencies to fund and develop facilities at a level of service acceptable by the community. The City should consider accurately distributing costs of new or improved facilities needed to maintain adopted levels of service as a result of new development, which may include the application of adopted growth impact fees.

7.5 Park Recreation and Open Space Plan (PROS)

The 2010 PROS plan developed by the consulting firm PMC, combined public input with analysis of current and future parks and recreational facilities to create a strategy for Sultan's parks over the next 15 years. Sultan's 2010 PROS plan determines suitable levels of service (LOS), identifies appropriate recreational facilities and general design concerns, and provides planning-level cost estimates for capital improvements and maintenance.

7.5.1 Relationship to Comprehensive Plan

The comprehensive plan provides a blueprint for Sultan's future development, representing the community's view of the future through a comprehensive policy framework. The park and recreation element specifically provides the framework for parks and recreation. The 2010 PROS plan provides the public a way to help determine where parks are needed, how many parks are needed, and what types of amenities should be incorporated into the park system. It also helps City staff to best manage the City's parks resources by providing estimates of the costs to implement and maintain the future park system. The PROS plan includes parks and recreation goals and policies to guide the City in its parks and recreation planning. The policy framework presented in this comprehensive plan overlaps and supports the policies of the 2010 PROS plan. It is also consistent with the goals, policies and programs found elsewhere in this plan. The PROS plan is included as Appendix H of this plan.

7.5.2 Public Workshops and Meetings

At the time the Parks, Recreation and Open Space Plan project started, the City had already been engaged in a lengthy public participation process related to the update of the Comprehensive Plan. Public outreach efforts for this plan were part of and in addition to the larger Comprehensive Plan Update process. Appendix B of the 2010 PROS includes samples of the outreach materials used to solicit feedback for the 2010 Park and Recreation Open Space Plan.

Planning Board Takes the Lead

The City of Sultan's Planning Board decided to take on many of the public involvement tasks. On February 16, 2010, the Planning Board met to discuss the PROS Plan public involvement strategy as presented by the City's consultant, PMC. On March 2nd, the Planning Board discussed the PROS Plan and assigned public outreach tasks to each member. PMC provided the Planning Board with outreach materials including a Project Background Report, a Project Fact Sheet and a Project Questionnaire as well as a PowerPoint presentation. During the month of March, members of the Planning Board presented information on the PROS Plan and solicited comments from the:

- Sky Valley Soccer league
- Cross water Community Church
- Sultan School Board
- Monroe/Sky Valley YMCA
- Friends of the Sultan Library
- Sky Valley Chamber of Commerce
- Early Words Toastmasters
- Sky Valley Eagles (#4149)
- Sultan Boys and Girls Club
- Hillcrest Baptist Church
- Mountain View Christian Fellowship
- Sky Valley Little League
- SCCYFA Pirates Cascade Football Association

The Planning Board also held a small group discussion on the PROS Plan on March 9th. In April, the Planning Board discussed the PROS Plan at its April 6th meeting and at a joint meeting with the City Council on April 27th. Members of the Planning Board met again with the Sultan School Board on May 17th.

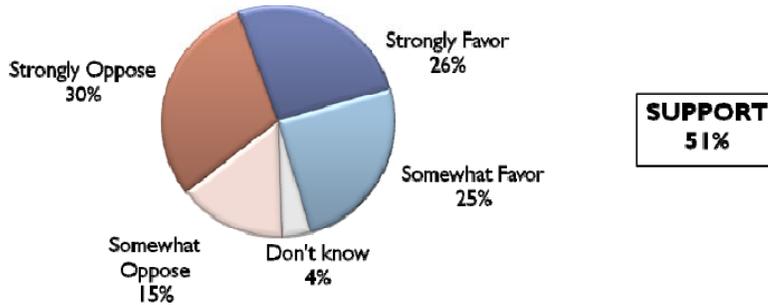
On June 29th, the City held an Open House for the PROS Plan as another joint meeting of the Planning Board and City Council. A public hearing was held at the Planning Board meeting on Tuesday, October 5, 2010. A draft of the PROS plan was presented to the Planning Board on October 19 2010 with a recommendation to forward the plan to the City Council for adoption. The City Council discussed the draft plan on October 28 and November 18, 2010. The City Council adopted the PROS Plan December 2, 2010.

7.5.2 Public Input Surveys

In November 2009, the city conducted a statistically valid phone survey of 300 Sultan residents. The survey included a question about whether residents favored or opposed the development of a new sports park in the Sultan Basin Road area with construction of the park funded by an increase in property taxes of \$.15 per \$1,000 dollars of assessed property value (approximately \$40/year/household). More than 50% of those surveyed supported this proposal, see Figure 7-A below.

Support for Sports Park Proposal

There is a proposal to develop a new sports park in the Sultan Basin Road area. The park would include soccer and softball fields, and picnic facilities. Construction would be funded by an increase in property taxes in the City of Sultan of fifteen cents per one thousand dollars of assessed property value, which is \$40 a year for the average homeowner in Sultan. In general, do you favor or oppose this proposal?



As the survey was conducted among all residents instead of registered voters, it does not necessarily predict how a potential measure would perform on the ballot.

Figure 7-A: Percentage of support for sports park proposal

In order to reach as many people as possible, the City directed PMC to create a survey specifically for the PROS plan. The survey was available as a paper questionnaire, a digital survey hosted on surveymonkey.com and listed on the City’s website. The paper survey used by the Planning Board, asked a brief list of questions related to how Sultan’s parks are used and by whom. The Project Questionnaire included 17 questions, and was distributed to the public at various community venues. An extended digital survey with three additional questions was also available on the City’s web page (www.ci.sultan.wa.us).

The surveys were launched in late February and closed on April 1, 2010. The City received 28 paper copy responses and 120 web-based responses (Appendix A of the 2010 PROS). While the questionnaire results are not statistically valid (not representative of all Sultan residents), they did provide insight to the community’s opinions that were considered, discussed, and ultimately influenced changes to the PROS plan.

7.5.3 Survey Results

Park Use

Sultan’s parks are well used. About half of the survey respondents reported visiting Sultan’s parks at least once per month. About one in six respondents reported visiting Sultan parks more than twice per week. Respondents said the reason they don’t visit more often is not inherent to Sultan’s parks themselves, but instead related to a lack of time. Some respondents reported a preference for parks outside Sultan.

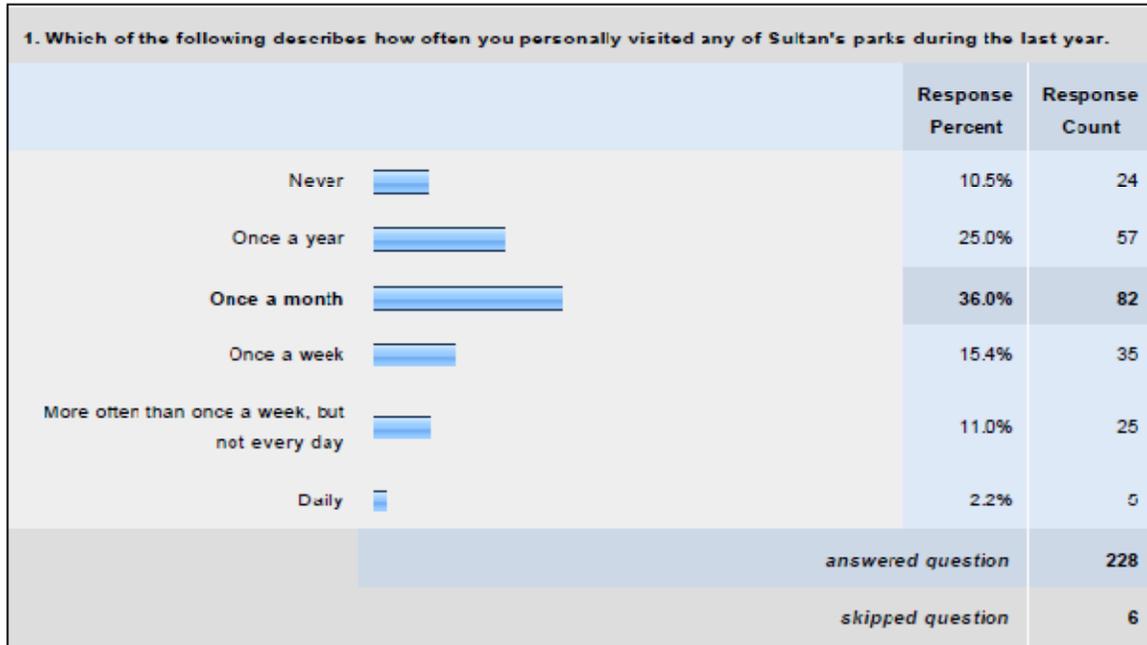


Figure 7-B: Park Visits (source: 2010 PROS)

Most respondents drive to Sultan parks on a monthly basis during the summer. The most utilized parks include Osprey, River, and Sportsman. Respondents would generally like to see more passive, more active and more picnic facilities located within their parks. The most common park activities include walking, hiking, taking children to the playground, and playing/watching soccer.

7. Following is a list of outdoor activities. For each, please identify whether the activity is something you always, often, sometimes, or never do.

	Always	Often	Sometimes	Never	Rating Average	Response Count
Walking	41.5% (93)	37.9% (85)	19.2% (43)	1.3% (3)	1.00	224
Hiking	18.0% (40)	31.1% (69)	38.3% (85)	12.6% (28)	1.00	222
Taking a child to a play-ground	11.9% (26)	18.3% (40)	34.4% (75)	35.3% (77)	1.00	218
Exercising your dog at a park	8.2% (18)	19.2% (42)	21.0% (46)	51.6% (113)	1.00	219
Bicycling	11.0% (24)	20.6% (45)	39.0% (85)	29.4% (64)	1.00	218
Picnicking	6.0% (13)	14.4% (31)	46.5% (100)	33.0% (71)	1.00	215
Playing or watching baseball/softball	9.6% (21)	16.5% (36)	33.5% (73)	40.4% (88)	1.00	218
Playing or watching soccer	12.3% (27)	18.7% (41)	38.8% (85)	30.1% (66)	1.00	219
Skateboarding	6.0% (13)	4.2% (9)	12.0% (26)	77.8% (168)	1.00	216
Off Road vehicle use	9.9% (21)	7.0% (15)	13.6% (29)	69.5% (148)	1.00	213
				Other (please specify)		18
				<i>answered question</i>		228
				<i>skipped question</i>		6

Figure 7-C: Park Activities (source: 2010 PROS)

Current Park Priorities

When asked to define what they felt was most important, the majority of respondents reported a need for increased funding for park maintenance. Almost of equal importance was the need for more multi-use trail networks throughout Sultan and for diverse recreational options for people of all ages and abilities.

Respondents to the surveys assigned a high level of importance to acquiring land for parks and recreational facilities, increased education about park space for young people, increased parks and open space volunteer opportunities, improved public access to parking and parks and recreational facilities and acquiring land for the preservation of open space and natural resources. A survey conducted by the City in November 2009 indicated a majority of residents support (51% Favor; 45% Oppose) a proposal for new sports park, a positive sign that even with a cost, the majority of residents are willing to invest in parks and recreation facilities that meet their needs.

Survey respondents overwhelmingly believed that the financial responsibility for new parks and park maintenance should be shared equally between the City and developers.



Figure 7-D: Financial Responsibility (source: 2010 PROS)

Future Park Priorities

When asked about the need for new recreational facilities, a majority of respondents reported a need for new small parks or tot lots scattered throughout Sultan. In addition to new neighborhood scale parks, respondents requested increased trails, larger parks, more passive use recreational facilities and more active use parks for sports activities.

In addition to new facilities, respondents described the need for increased maintenance of parks. A commonly noted concern was related to safety. Many respondents described a sense of unease or fear when using Sultan parks because of the presence of vagrant groups and obvious signs of vandalism.

Survey respondents also reported a need for upgrades to and improved maintenance of existing parks. Finally, the majority of respondents would like a new park located in northeastern Sultan.

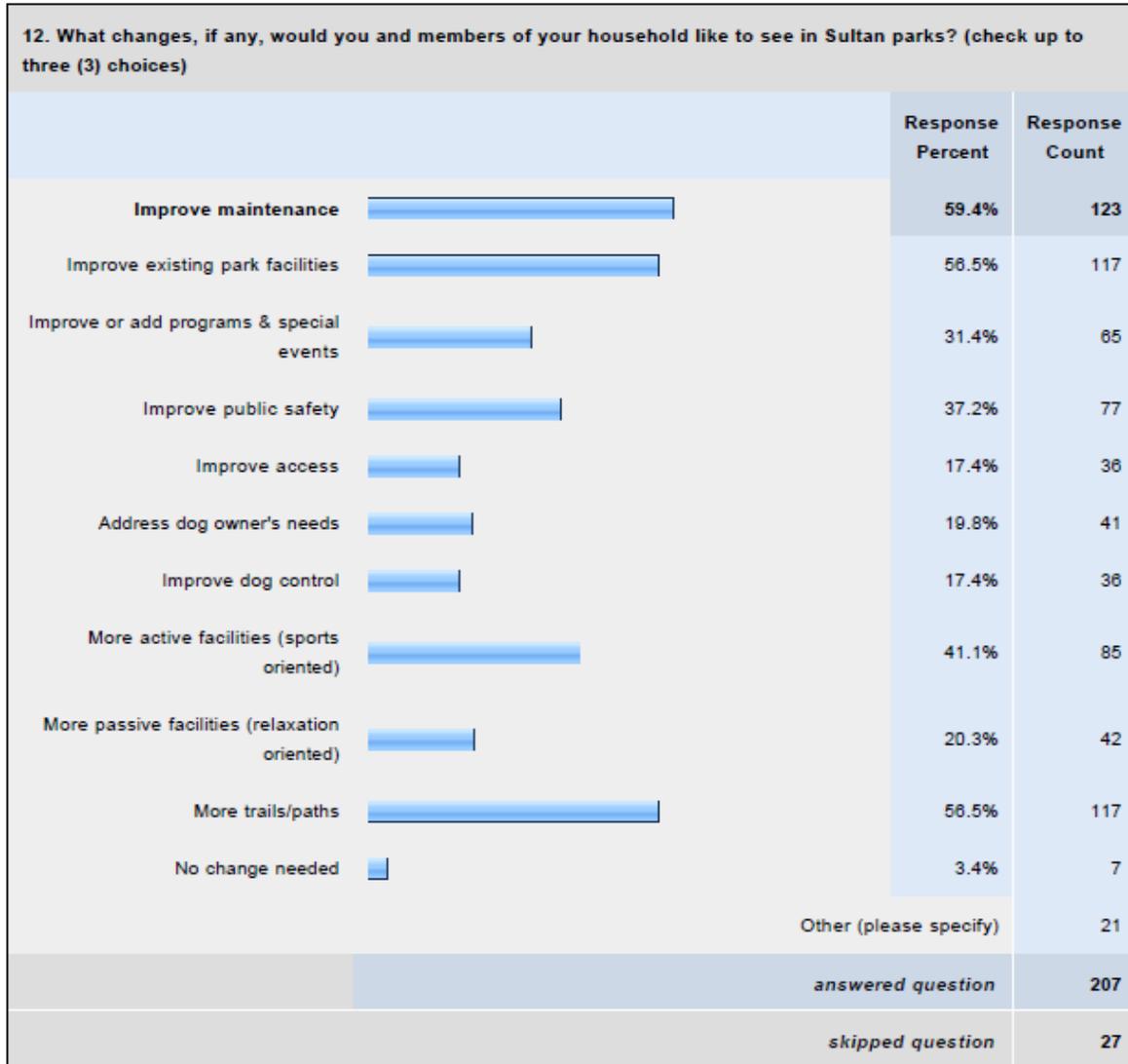


Figure 7-E: Future Park Priorities (source: 2010 PROS)

7.5.4 Stakeholder Groups

It is clear there is a growing community interest in preserving, maintaining and expanding Sultan’s park system. Since 2007 a number of park stakeholder groups have emerged. These stakeholders have stepped up to change the city’s park system from the ground up. It is important for the city to nurture and support these community-based groups in order to meet the expectations of park users and fulfill the city’s long-range goals.

Adopt a Park

Adopt-a-park is an opportunity for businesses, community groups, families and civic-minded individuals to lend a hand in the preservation and beautification of Sultan’s parks. The adopt-a-park program helps educate the community about the importance of providing clean and safe parks and trails for everyone to enjoy. Clean parks attract people and improve quality of life for the entire community.

The Sultan adopt-a-park program is currently an informal group of city residents and park users who volunteer their time to clean and maintain the city's parks including Traveler's Park, Reese Park, Sportsman's Park, River Park and Osprey Park. The adopt-a-park program is an outgrowth of the city's successful adopt-a-street program. The Sultan City Council is considering a proposal to formalize the adopt-a-park program. Whether the adopt-a-park program is formal or informal, the partnership between city hall and park volunteers is necessary to ensure a successful park system.

Park Patrol

The park patrol program was started in 2010 by the Sultan Police Department in partnership with members of the Sultan Block Watch Program. Park Patrol members work in pairs to walk park trails and facilities. Park Patrol members also educate visitors about park resources, programs, facilities, and rules. Park Patrol members observe and report safety issues, incidents, and emergencies; and foster positive relationships among park users.

Park patrol volunteers receive basic observation and report training. Upon completion of training, each park patrol volunteer is issued a park patrol vest identifying them as a member of the city's park patrol program.

Equestrians

Sultan has a long history as an equestrian community. However, horses have been banned from park properties and trail systems in Sultan since the 1970's. During development of the PROS plan, horse owners expressed interest in developing joint equestrian/pedestrian trails in Osprey Park. As a result of the PROS plan outreach effort, several local equestrians formed a stakeholder group to evaluate formal and informal trails in Osprey Park. The purpose of the evaluation was to determine if there were trails within the park that could support joint equestrians and pedestrians use. The City Council is considering a pilot project to test several shared equestrian/pedestrian trails in Osprey Park. The equestrian group is working with other park volunteers to explore the feasibility of a new equestrian/pedestrian trail connection between River Park and Osprey Park.

Dog Owners

As a rural city surrounded by agricultural and forest resources, Sultan residents have plenty of open space and wooded areas to walk their canine companions off-leash. There is a leash law in effect within the city limits which is enforced when non-compliance is observed. However, Sultan parks and trails are rarely crowded and dog-owners frequently allow their pets off leash. This habit will likely change as Sultan's population increases and more residents use the park system.

During development of the 2010 PROS plan, the city received a requests to create an off-leash dog park. In the last few years, the demand for off-leash dog parks has increased dramatically nationwide. Off-leash dog parks are a relatively new phenomenon, and philosophies and standards regarding best practices for developing, operating, and maintaining such facilities, vary and are still evolving through trial and error. Substantive discussion needs to precede the creation of single purpose dog parks, or dedicating areas within existing parks, exclusively for off-leash play. City staff and the Sultan city council will need to carefully monitor local demand and support for off-leash play areas for dogs. The city may want to consider off-leash areas when

renovating current park facilities or during acquisition and development of the community park to serve new residents.

Youth Athletic Organizations

Youth athletic organizations are an important stakeholder group for the city's park system. In the past, Sultan has worked with these groups on an informal basis. Sultan has several active youth athletic organizations that use the sports fields in Reese and Osprey Park. The planning board met with several of these groups during the public participation process to get their input on the PROS plan needs analysis.

Reese Park tends to attract baseball teams especially since field lighting was installed in 2007. Currently a youth football league, the Sultan Pirates, reserves the fields at Osprey Park for practice and league games. The Sultan High School Soccer Team uses the fields at Osprey Park for practice.

Over the life of the 2010 PROS plan the city is seeking to build closer partnerships with private youth sports organizations who utilize the city's fields and facilities for practices and games. There may be opportunities to work with youth sports leagues to partner on development and funding for the proposed community park.

7.5.5 Sultan's Parks, Recreation Resources and Programs

The character of Sultan's parks and recreation system is greatly influenced by the recreation interests and participation of residents in Sultan. Sultan residents play sports, picnic, walk, and play in the City's parks most often during the spring and summer months. Recreation programming opportunities are abundant and well attended by a wide range of Sultan residents, primarily children, youth, and seniors.

Recreational Program Inventory

The City of Sultan owns and operates various recreational assets available to Sultan residents including Osprey Park, River Park, Sportsman's Park and Reese Park that have both passive and active amenities. Youth leagues and sports programs, offered through the Sultan School District, use the city's park facilities for practice and league games. In addition to such public recreational options, local private organizations offer various recreational programs to the community. Two such local organizations are the Sultan Boys and Girls Club and the local Volunteers of America.

There is no formal level of service assigned to recreational programs. The purpose in examining them here is to understand how recreational facilities are used and to determine which programs are available to whom. This information was used to assist the City in creating goals and policies to promote and increase recreational programming for all residents of all ages, abilities and recreational needs.

Sultan's Boys and Girls Club

The Sultan Boys and Girls Club has been offering a range of recreational programs to Sultan's youth for several years. The Boys and Girls Club is located within close proximity to Sultan's public schools. The Boys and Girls Club offers a range of sports programs including basketball, volleyball, baseball, and flag football. They also offer a leadership program, cooking classes,

child care and a pre-school program. One of the more popular programs offered is the Drop in World Club which provides various after-school activities to Sultan youth. The Club offers programs to children 5-18 years of age, and currently has an enrollment of approximately 400 children. Activity fees are modestly set to accommodate various income levels. The Club offers a sliding scale fee system and provides scholarship awards for qualifying low-income households. DSHS funds are accepted for the child care program. All members must pay a \$35 dollar general annual membership fee. Sports program fees range from \$65-\$95 per activity/season and full-time child care costs are approximately \$280 per month. The Boys and Girls Club offers services and programs year-round, and provides all services from its location at 705 1st Street.

Volunteers of America

Located centrally at 617 1st Street and 701 1st Street, Volunteers of America (VOA) has been offering a wide range of community services to the Sultan area for over sixty years. In addition to providing various community resources such as the Sky Valley Family and Community Resource Center, the VOA currently runs and operates a community outdoor swimming pool with an associated aquatics program. It also provides meeting space in the Community Resource Center, a resource commonly used by the Sky Valley Seniors. The VOA Safe Stop program, held on Saturdays at the Sultan Middle School, provided safe, fun and educational programs to 325 Sultan youth in the 2009-2010 fiscal year. The VOA sponsors various community events such as annual Thanksgiving dinners and Giving Tree programs. They also offer a hunter-safety program out of the center as well as a boat launch in the County located within the City's urban growth area.

Regional Recreational Opportunities

The Sultan community is served by other regional recreational programs and opportunities. For example, the nearest YMCA facility is only 10 miles from downtown Sultan, in the neighboring city of Monroe. The Monroe YMCA offers numerous community programs to various user and age groups. While the exact number is not known, according to YMCA staff, due to the facility's easy access and close proximity to Sultan, many of its members are Sultan residents. The YMCA offers various programs including aquatics classes for pre-school to senior clientele, various sports programs, a popular teen program and organized youth sports.

Additionally, the City of Sultan is surrounded by various public lands that provide a host of outdoor recreational opportunities to area residents including hiking, biking, rock climbing, and fishing/hunting.

7.5.6 Parkland and Facility Inventory

The parks and recreation system in the City of Sultan is well used by residents and visitors alike. Approximately 36% of respondents to the city's park survey indicated they visit Sultan parks at least once per month. The variety of passive and active recreational opportunities in Sultan's parks and open space system provides opportunities for residents of different ages and abilities to recreate.

The majority of Sultan's park and recreation opportunities are located adjacent to the Sultan and Skykomish Rivers to the west of the city's historic town center. Existing park properties have been acquired through donation (Reese Park), grants and city funds (Osprey Park and River Park), and joint use agreements with other agencies (Traveler's Park and Sportsman's Park).

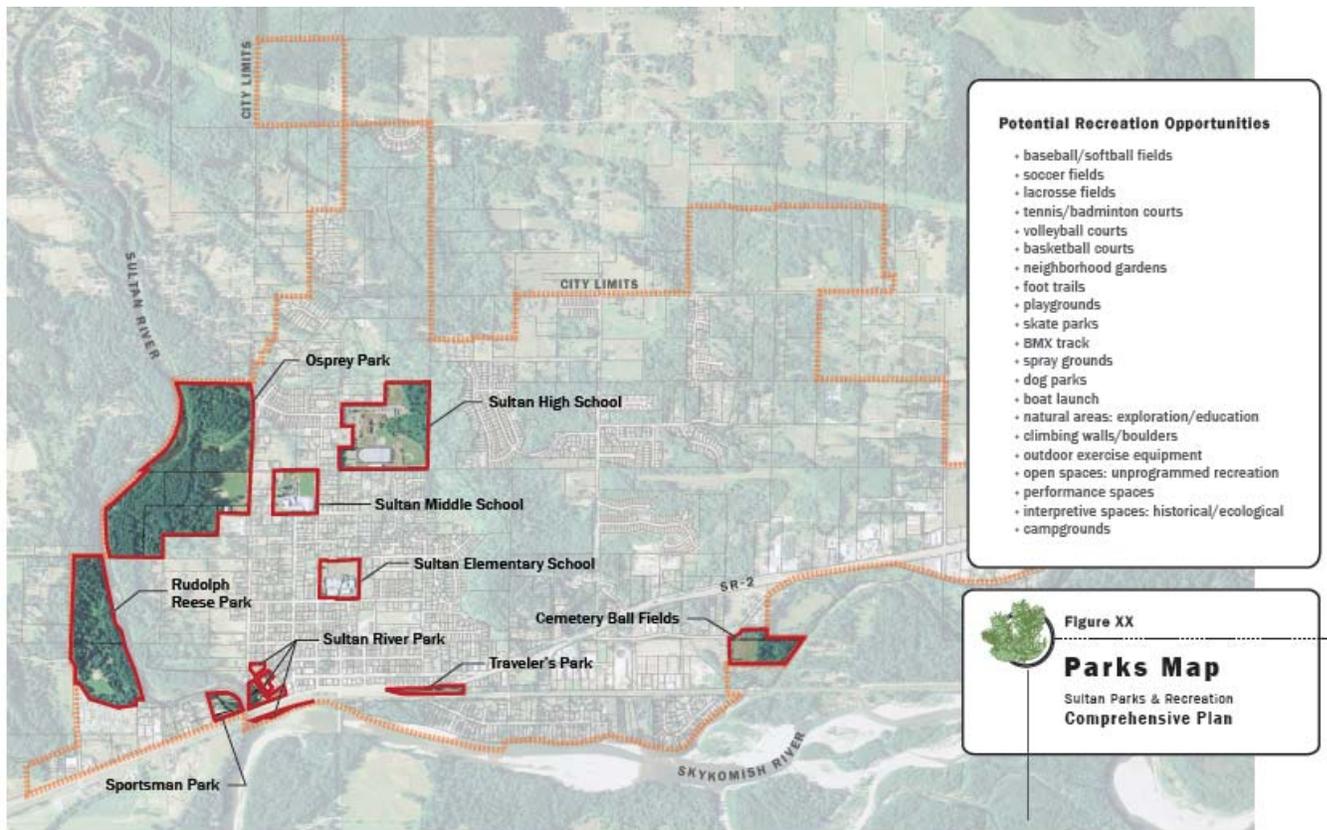


Figure 7-F: Parks Map (source: 2010 PROS)

7.5.7 Regional Park Facilities

Sultan residents and visitors are fortunate to have access to regional and state park facilities. Regional facilities complement city facilities and offer a wide range of unique recreation experiences. The city has been working closely with the Washington State Parks Department, Snohomish County Parks and the Snohomish County Public Utility District to create an attractive suite of regional park facilities. While not technically part of the city’s park system, these facilities serve Sultan residents. As funding for new facilities and on-going maintenance continues to be a challenge, multi-agency relationships encourage shared resources and discourage duplication of services.

The Sultan city council has expressed an interest in partnering with other agencies to develop regional park facilities as a way to attract residents and encourage economic development.

State Parks

Wallace Falls

The Wallace Falls State Park Management Area is a 4,735-acre camping park with shoreline on the Wallace River, Wallace Lake, Jay Lake, Shaw Lake and the Skykomish River. The trail head for the Wallace Falls State Park is located 15 miles east of Sultan. The park features a popular 3 mile hike through old-growth coniferous forests, along the fast-moving Wallace River to the 265-foot waterfall.

Washington State has twice considered closing the popular park in 2008 and 2010 in order to help balance the state park's budget. Both times, Snohomish County stepped up and offered to take ownership of the park. Sultan will continue to monitor the state's fiscal commitment to Wallace Falls and encourage efforts to keep the park open regardless of agency ownership.

Department of Natural Resources

Reiter Foothills ORV Park

The Department of Natural Resources (DNR) manages Reiter Foothills Forest. Reiter Foothills is a 10,000-acre block of forested state trust land located about 12 miles east of Sultan off Highway 2. The Reiter Foothills Forest is part of the legacy of more than 5 million acres of state-owned forest, aquatic, agricultural and urban lands managed by the DNR for long-term benefits to current and future trust beneficiaries and the people of Washington.

A planning process initiated by DNR in January 2008 was intended to guide how the DNR manages recreation and public access in Reiter Foothills Forest. This area has a pressing need for well planned recreation facilities that can be managed and maintained to DNR standards. As a result of the planning process, the Director of Public Lands, made the executive decision to close Reiter Foothills to public access. This decision displaced 20,000 ORV users who visited the site annually. The city is currently working with DNR and other stakeholders to complete the master plan and secure funding to reopen the site to ORV use.

Reiter Foothills is an important component of the Sky Valley economic development strategy. The surrounding cities of Index, Gold Bar and Monroe have been working cooperatively with the Sky Valley Chamber and DNR to create a set of off-road trails connecting the cities within the Sky Valley together. There are several models for this type of off-road trail system including the West Virginia Hatfield-McCoy Trails and the Iron Mountain Trails in Minnesota. The city is working with other stakeholders to secure capital funding through the state to restore and reopen the area to ORV users.

Olney Creek Shooting Range

The City of Sultan, Snohomish County Parks and the Washington State Department of Natural Resources (DNR) are working together to reconvey the Olney Creek Campground previously managed by DNR to Snohomish County for a proposed shooting range. Olney Creek is located approximately five miles north and east of the Sultan historic business district.

The reconveyance proposal was recently approved by the Snohomish County Council. With the County Council's acceptance of the proposed reconveyance, the state will turn the property over to Snohomish County. Snohomish County, City of Sultan and other regional interest groups will begin the task of funding and building the range in phases.

This site, among other uses, will include a public rifle range. The goal is to give shooters a controlled place to practice. The Snohomish County Sheriff's Department is on board, as well as several major law enforcement agencies in partnership. These agencies spend a lot of money keeping the officers proficient in firearms and have to travel great distances to practice. This

creates additional opportunities for shared funding among several law enforcement agencies and private parties.

Snohomish County Parks

Snohomish County would like to establish its first park in east Snohomish County. The nearest county park is Lords Hill located approximately 15 miles west of Sultan on the Snohomish River between Monroe and Snohomish. In order to achieve this goal, Snohomish County is working on acquiring a park property adjacent to Sultan on the Skykomish River.

Sky View Fisherman's Park and Campground

Sky View Tracts is a designated floodplain area in Snohomish County on the south bank of the Skykomish River across from Sultan's historic business district. In an earlier time the land was platted as recreation lots. Since 1980 the majority of the full-time residents were relocated through the FEMA repetitive flood loss buy-out program. More recently, the vacant properties were overrun by transient squatters. In 2007 Snohomish County began an effort to purchase the properties with the intent of creating a fisherman's park with boat launch and RV campground. The County has secured all but seven of the 150 lots. Once the properties are under County ownership, the city and the county will jointly master plan the property and seek funding for development.

Snohomish County PUD

The Snohomish County Public Utility District owns and operates the Jackson Hydroelectric Project on the Sultan River and maintains the Culmback Dam which creates Spada Lake. The PUD jointly operates and maintains recreation facilities around the dam, Spada Lake and the Sultan River as part of its licensing agreement through the federal government. Property owners around the lake include the State Department of Natural Resources, State Department of Fish and Wildlife, and National Parks Service.

Spada Lake Recreation Area

The recreation sites were opened for public use in the summer of 1991. Facilities include access for fishing and non-motorized boating, hiking, picnicking and public restrooms. The recreation sites are open from April through September, depending on weather conditions. Public use and enjoyment of the Jackson Hydroelectric Project recreation and mitigation lands in the Sultan Basin is subject to the regulations established by the PUD.

Whitewater Kayaking

The Sultan River lies dormant below Culmback Dam except during times of severe flooding, when extremely heavy rains hit Western Washington the Sultan River is a beautiful, 13 mile, class IV kayaking river. Local kayakers lament the proficient water managers the PUD seems to have become. Increasingly the PUD makes sure no water is "wasted" by funneling every possible drop of water from Spada Lake down through the diversion pipe to the powerhouse 11 miles downstream from the dam, and keeping plenty of storage capacity available to absorb the onslaught of winter storms such that overflow typically occurs only once every several years. PUD is working with kayakers to release flows from the dam to create white water conditions as part of the PUD's 50-year hydro project relicensing requirement with the federal government. PUD owns five acres of property in Sultan's Urban Growth Area at the end of Trout Farm Road. The site has a primitive boat launch and provides a place for kayakers to pull out of the river.

7.5.7 Community Needs Assessment

A comprehensive system of parks and recreation facilities requires a set of planning classifications, guidelines, and standards to meet diverse and sometimes competing demands in the City. Level of service (LOS) is a term used by park planners and managers to set a minimum threshold for services and resources to satisfy the park and recreation needs of residents. A level of service standard, as referenced in the 2010 PROS, will be used by the City to:

- Benchmark the desired mix and quality of facilities for residents of Sultan.
- Determine land requirements for parks and recreation facilities.
- Determine the locations of each type of park to provide the adopted level of service.

The City's approach to level of service includes the following types of guidelines and standards:

- Use the population allocations from the Snohomish County Buildable Land Report for 2025 to determine the amount of park and recreation resources to serve the existing and future population. This chapter provides population guidelines for recreation facilities.
- Site guidelines provide the spatial needs for park and recreation facilities. This chapter provides site guidelines for parklands and recreation facilities.
- Park classifications define the uses, size, location, and development guidelines for each park type.

Parks Classifications and Standards

The update of the PROS plan included a review and update of the parks classifications and standards from the 2008 Comprehensive Plan Update. Several parks, including Reese Park, Cemetery Park, River Park and the Water Treatment Plant were previously classified as Neighborhood Parks. The Planning Board and citizens questioned the validity of these classifications.

Based on observations and analysis of the historical and existing use and conditions of the City's facilities, findings of other planning documents, including the 2008 Comprehensive Plan and guidance from the National Recreation and Park Association, the update included revising Reese Park and River Park as community parks. Cemetery Park will be reclassified from a neighborhood park to a special use facility. The water treatment plant will be removed from the park system since it is generally not accessible to the public for recreation purposes. As a part of the PROS plan update, the city will adopt the following park classifications, guidelines, and standards.

Public Park Type: Large Urban Park (Regional Park)

Regional parks are the largest type of park that could be developed in the City. Regional parks serve the population of several urban areas, providing a respite from urban lifestyles.

General Development and Use Guidelines

Counties or other agencies with a regional scope generally build regional parks. In Sultan, the City may participate in the development and operation of regional parks such as the Sky View Fisherman's Park proposed by Snohomish County but will likely not take the lead, focusing instead on serving the needs of City residents.

Because of the number of persons and the range of interests they serve, regional parks are generally at least 50 acres and are optimally 75 acres in size or larger. Regional parks may feature wooded areas and varying topography.

The City of Sultan's regional park is Osprey Park

Public Park Type: Community Park

Community parks provide a focal point and gathering place for the broader community. Community park facilities are designed for organized activities and sports, although individual and family activities are encouraged. Community parks usually have sport fields or similar facilities as the central focus of the park. Community parks require more support facilities, such as parking, restrooms and playgrounds, than neighborhood or pocket parks because they serve a larger area and offer more facilities.

General Development and Use Guidelines

Community parks are intended to serve the recreational needs of several neighborhoods. Where possible, they should be developed in a coordinated fashion with adjoining schools and located on or near arterial streets. Community parks should be located within 1 to 3 miles of every residence. The optimum size for a community park is 20 to 50 acres.

A community park functions as a neighborhood park for the residents who live in close proximity to the park; therefore, it should comply with the City's neighborhood park classification. In addition, a community park serves multiple neighborhoods and the entire City. As such, expansions to existing community parks or development of new community parks should evaluate the need for the following facilities:

- Recreation/community center
- Swimming pool
- Lighted sports fields
- Large group picnic areas
- Nature or wellness-based interpretive facilities

The City of Sultan's community parks are Reese Park and River Park

Public Park Type: Neighborhood Park

Neighborhood parks provide access to basic recreation opportunities for nearby residents, enhance neighborhood identity and preserve neighborhood open space. Neighborhood parks are large enough to include both passive and active facilities (including sports fields) but are small enough to be placed in neighborhoods, where they serve the needs of residents in a local setting. Because they are usually located in neighborhoods, neighborhood parks are designed and operated to minimize, noise, traffic, light and other "spill-over" impacts. They are designed primarily for non-supervised, non-organized recreation activities. The City's neighborhood parks provide for limited organized/league use.

General Development and Use Guidelines

Neighborhood parks are typically 5 to 10 acres in size but must be at least 3 acres. A neighborhood park should generally be located with a ¼- to ½-mile walk from the neighborhood it serves, uninterrupted by arterial roads or other physical barriers.

Ideally, all neighborhood parks shall contain the following amenities:

- Play equipment – Separate structures for 2 to 5 year olds and 5 to 12 year olds will be required. Playground surfacing shall be engineered wood fiber or other surfacing
- Drinking fountain(s)
- Picnic tables, barbeques, and benches
- Open turf areas for casual play
- Trees
- Security lighting
- Waste disposal and recycling containers
- Concrete walkways that connect all of the amenities in the park. A loop walk around the park shall also be provided, if feasible.

A neighborhood park may include the following additional amenities based upon neighborhood preference:

- Basketball courts
- Tennis courts
- Skateboard play area
- Zero depth water play area
- A handball, volleyball, or tether ball court
- Community garden
- One or more multi-purpose fields (typically unlighted but could be lighted under certain circumstances)
- Picnic shelter
- Restroom building
- Lighted parking lot

Locations for neighborhood parks will be based on a variety of factors, including the population and demographics of residents in the park's service area and major physical boundaries.

Sultan currently has no neighborhood parks

Public Park Type: Mini-Park (Pocket Park)

Pocket parks are the smallest type of park in the City's system. A pocket park is intended to serve its immediate surrounding area. They are typically built to serve a specific need or where the development of a larger park to meet a neighborhood need is not possible due to physical or other constraints. Pocket parks are not included in the City's inventory for purposes of establishing the Level of Service necessary to support development under the Growth Management Act.

General Development and Use Guidelines

Pocket parks are up to 3 acres in size and are often developed on unused or vacant lots. Typically, they do not provide formal recreation facilities or amenities. Pocket parks will be located primarily based on the availability of land.

Sultan's mini-park is Traveler's Park*Public Park Type: Special Use Facility*

A Special Use Park includes a broad range of recreation facilities oriented toward single-purpose use. These parks may provide a recreational facility or amenity unique to a community or site and may include active and/or passive activities. Special Use Parks are designed to meet the needs of the facility, site and users. They should be strategically located in the community and easily accessible.

The City's two special use facilities are Sportsman Park and Cemetery Ball Fields*Public Park Type: Combined School-Park*

The Sultan School District operates several passive and active recreational areas on each of its campuses. These facilities are not part of the PROS plan Level of Service calculations, but they are available for recreational use to Sultan residents.

The Sultan School District maintains 51.70 acres of combined school-park acreage at the Sultan Elementary, Sultan Middle and Sultan High Schools (7.9 acres, 10.05 acres and 33.75 acres, respectively).

Table 7-1: Park Classifications (source: 2010 PROS)

Park	Acres	Classification
Osprey	76.20	Regional
Reese	18.78	Community
River	7.21	Community
Travelers	1.90	Mini-Park
Sportsman	3.57	Special Use
Cemetery Ball Field	8.74	Special Use
Sultan Elementary School	7.90	School-Park
Sultan Middle School	10.05	School-Park
Sultan High School	33.75	School-Park
Total	168.10 acres	

Existing Park Maintenance and Facilities Needs

The Park Inventory of the 2010 PROS demonstrates the desired amenities and other maintenance and other operations issues for each of Sultan's existing parks. The inventory sheets also demonstrate the probable funding source and timeline for these improvements.

Level of Service Standards

Recreational facilities are used for a variety of purposes by all types of people and groups. Because the needs of Sultan residents are diverse, no individual recreational facility can meet the recreational needs of all users. Therefore, a diverse system of facilities is necessary to provide a wide range of recreational opportunities.

Parks and recreation facilities are defined as those facilities which are readily accessible by the public and contain opportunities for active and passive recreation. Park and recreation facilities are under City ownership and are classified within this chapter and the 2010 PROS plan as Regional (Osprey Park), Neighborhood and Community Parks. The following defines the Level of Service standards for parks and recreational facilities as required by the Growth Management Act and serve to substantiate system improvements to those. The overall Level of Service for combined parks acreage is 3.3 acres of community park per 1,000 residents.

Future Demands and Needs Analysis

The 2010 population of Sultan was 4,570. The following is an analysis of the community park acreage needed for the projected 2025 population of 11,119 based on the combined Level of Service of 3.3 acres of community park per 1,000 residents. Table 7-2 below is an inventory of all the City's park facilities and the 2025 future need for park acreage.

Table 7-2 includes Mini-parks, Special Use Parks and combined School-Parks; however these parks types are not included in the Level of Service or future need calculations. The table also includes an analysis of Regional and Neighborhood Parks. The City has a single Regional Park, Osprey Park, and the size and scale of a Regional Park are prohibitive for the City to create and maintain more than one. The needs analysis does not propose a standard for Neighborhood Parks as the City envisions the construction of one, large new Community Park in the northern area of the City between Sultan Basin Road and Rice Road south of U.S. 2. The table shows that 10.7 acres of Community Park area will be needed in 2025 based on 3.3 acres of community park per 1,000 and a projected population of 11,119.

Table 7-2: Park Level of Service and Future Need (source: 2010 PROS)

Park Type	Proposed LOS (acres/1,000 residents)	2010 Facilities (acres)	2025 Need at Proposed Standard (acres)	2010 Actual LOS (acres/1,000 residents)	Acres Needed for 2025 Population at LOS
Regional	0	76.20	0	16.73	0
Community	3.3	25.99	36.7	5.44	10.70
Neighborhood	0	0	0	0	0
Mini-Park	N/A	1.90	N/A	0.4	N/A
Special Use	N/A	12.31	N/A	2.7	N/A
School-Park	N/A	51.70	N/A	11.35	N/A
Totals	3.3/1,000	168.10	36.7	36.63	10.70

Future Community Park Cost and Fee Analysis

The total cost to the City of 10.7 acres of community park is estimated to be approximately \$7.5 million. This estimate is based on the unit costs found in the 2008 Capital Facilities Plan¹ as follows:

Acquisition Cost per Acre	\$200,000
Development Cost per Acre	\$500,000
Total Cost per Acre	\$700,000
Acres Required	10.7
Total Estimated Cost	\$7,490,000

The City of Sultan currently project 2,361 dwelling units (new housing units are based on the projected population growth divided by persons per household (pph): 6,564 new residents / 2.74 pph = 2,361 units). The current park impact fee is \$3,175 per dwelling unit. The cost per new single family dwelling unit calculated in the below analysis to meet a new community park standard of 3.3 acres per 1,000 residents is \$3,172. Therefore, it is reasonable to conclude that the current park fee will generate sufficient revenue to acquire and develop the community park acreage needed by 2025 in accordance with the proposed standard.

Table 7-3: Cost per Unit for New Community Park (source: 2010 PROS)

Park Type	Cost per Acre	2025 Need at LOS	2025 Costs	Projected New Units	Cost per New Unit
Community	\$700,000	10.7	\$7,490,000	2,361	\$3,172

7.5.9 Capital Improvements

The city is facing a growing demand for improved maintenance and operation of the city’s park system. As the city’s population increases there will be a growing demand for new park facilities to serve new residents and maintain minimum service levels.

Several citizen’s initiatives and referendums (e.g. I-695, Referendum 47, and Proposition 747) have taken a toll on several of the major traditional funding sources available to local governments since the Growth Management Act was first adopted in 1990. As a result, local jurisdictions like Sultan are turning increasingly to several new funding sources created as a part of the growth management legislation, including impact fees and the ability to form metropolitan park taxing districts (MPD).

Even with the heightened anti-tax climate, residents of many communities recognize the contribution that parks and recreation amenities make to improving quality of community life. Residents of some communities have supported taxes increases, conservation futures levies, or bond referendums targeted for park purposes. Even with community support it is clear that Sultan must be alert to cost savings opportunities. Sultan will likely need to supplement limited funds with some creative approaches to park finance. Earlier sections describe the city’s public,

¹ City of Sultan *Park Facility - Unconstrained Need List, CFP, September, 2008*

private, and user group partnerships and cost sharing approaches, cost reduction measures, and other creative funding approaches used to fill the funding gap.

The financial strategies from the 2008 Comprehensive Plan on Table CFP-1 are the starting point for developing revenue estimates. Cost estimates for park renovations, master planning, new facilities and trails are taken from the park inventory analysis. The needs list below includes projects that will be considered for funding over the life of this plan. Other project opportunities may be identified and added to the needs list over the life of the plan.

The discussion below presents the unconstrained needs list that has been developed during the PROS plan update.

Funding Needs

The Sultan Parks and Recreation Capital Improvements Summary, Table 7-4 below, shows total unconstrained needs of \$17,570,100. This includes \$7.49 million for the new community park needed to meet the city's proposed level of service standards outlined in the PROS plan.

Renovation costs for existing parks are estimated at \$2.1 million. The plan identified \$275,000 to master plan the city's current park facilities to ensure they will meet the future needs of the Sultan community. The public works department should prepare park master plans for each park to:

- identify historic and natural resources of outstanding value to the public;
- promote recreational uses complementary to site features; and
- define future land management goals as well as facility development for the sites

Table 7-4: Capital Funding Needs (source: 2010 PROS)

Sultan Parks and Recreation Capital Improvements - Summary

Park Name	Renovation Costs	Master Plan	New Facilities	New Trails	Total
Current Parks					
Osprey Park	\$ 855,900.00	\$ 75,000.00	\$ 867,600.00	\$ 424,800.00	\$ 2,223,300.00
Rudolf Reese Park	\$ 484,200.00	\$ 50,000.00	\$ 877,500.00	\$ 180,000.00	\$ 1,591,700.00
Sportsman Park	\$ -	\$ 50,000.00	\$ 1,116,000.00	\$ -	\$ 1,166,000.00
Sultan River Park	\$ 22,500.00	\$ 50,000.00	\$ 1,654,200.00	\$ -	\$ 1,726,700.00
Cemetery Ball Fields	\$ 720,000.00	\$ 50,000.00	\$ 1,532,700.00	\$ -	\$ 2,302,700.00
Traveler's Park	\$ 18,000.00	\$ -	\$ 439,200.00	\$ -	\$ 457,200.00
Sub-total Current Parks	\$ 2,100,600.00	\$ 275,000.00	\$ 6,487,200.00	\$ 604,800.00	\$ 9,467,600.00
Future Parks					
Future Parks	Renovation Costs	Planning	New Facilities	New Trails	Total
Community Park	\$ -	\$ 1,490,000.00	\$ 6,000,000.00	\$ -	\$ 7,490,000.00
New Trails					
New Trails	Renovation Costs	Planning	New Facilities	New Trails	Total
River Park Trail	\$ -	\$ -	\$ -	\$ 680,000.00	\$ 680,000.00
Total Park and Trail Improvements					
Total Park and Trail Improvements	\$ 2,100,600.00	\$ 1,765,000.00	\$ 12,487,200.00	\$ 1,284,800.00	\$ 17,637,600.00

Table 7-5 outlines the proposed capital facilities plan expenditures over the next 16 years to complete the list of unconstrained needs during the planning period.

Table 7-5: Capital Facilities Plan (source: 2010 PROS)

Capital Facilities Plan									
Park Name	2011	2012	2013	2014	2015	2016	2017-2025	Total	
Current Parks									
Osprey Park	\$ -	\$ -	\$ -	\$ -	\$ 75,000.00	\$ 855,900.00	\$ 1,292,400.00	\$ 2,223,300.00	
Rudolf Reese Park	\$ -	\$ -	\$ -	\$ 50,000.00	\$ 0	\$ 180,000.00	\$ 1,361,700.00	\$ 1,591,700.00	
Sportsman Park	\$ -	\$ -	\$ 50,000.00	\$ -	\$ 1,116,000.00	\$ -	\$ -	\$ 1,166,000.00	
Sultan River Park	\$ 0	\$ 22,500.00	\$ 50,000.00	\$ 1,654,200.00	\$ -	\$ -	\$ -	\$ 1,726,700.00	
Cemetery Ball Fields	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 2,302,700.00	\$ 2,302,700.00	
Traveler's Park	\$ 18,000.00	\$ -	\$ 439,200.00	\$ -	\$ -	\$ -	\$ -	\$ 457,200.00	
Sub-total Current Parks	\$ 18,000.00	\$ 22,500.00	\$ 539,200.00	\$ 1,704,200.00	\$ 1,191,000.00	\$ 1,035,900.00	\$ 4,956,800.00	\$ 9,467,600.00	
Future Parks									
								Sub-Total	
Community Park	\$ -	\$ 90,000.00	\$ 2,000,000.00	\$ -	\$ -	\$ -	\$ 5,400,000.00	\$ 7,490,000.00	
New Trails									
								Sub-Total	
River Park Trail	\$ 0	\$ 20,000.00	\$ 330,000.00	\$ 330,000.00	\$ -	\$ -	\$ -	\$ 680,000.00	
Total Park and Trail Improvements									
	\$ 18,000.00	\$ 132,500.00	\$ 2,869,200.00	\$ 2,034,200.00	\$ 1,191,000.00	\$ 1,035,900.00	\$ 10,356,800.00	\$ 17,637,600.00	

*Funding Sources²**General Fund Revenues and Other tax Dollars*

Most of these funding sources, such as property tax and sales tax, flow into the general fund and may be used to finance a wide variety of public programs and projects. As a result, funding requests for proposed parks and recreation programs face competition from other departments seeking to secure limited general fund dollars.

Councilmanic (non-voted) and general obligation bonds may also be used to finance park facility improvements, but face similar competition for funds that are limited by the city's bond capacity. In 2009, the city's councilmanic debt capacity was \$4.4 million. Voter approved bonding capacity for park improvements was \$11.9 million.

Other special revenues are derived from state and local option taxes earmarked for specific expenditure purposes. For example, RCW 84.34.230 authorizes counties to levy an optional Conservation Futures property tax (a property tax up to six and one-quarter cents per thousand dollars of assessed value for the purpose of acquiring interest in open space, habitat areas, wetlands, farm and timber lands). RCW 47.30.050 establishes a minimum amount of statewide fuel tax revenues that must be earmarked for trails and paths, generally for traffic safety purposes as authorized by RCW 47.30.030.

Enterprise funds may be created for a park or recreation activity that has a revenue source sufficient to finance all costs. The enterprise revenues, derived from user fees and service charges, are used to pay operating costs, retire capital facility debt, and plan future replacement and expansion projects. Enterprise funds have been used on a limited basis for golf courses, marinas, and similar self-financing operations.

Table 7-6 below identifies how the city plans to fund future park improvements. Two new sources a Maintenance and Operations (M&O) Levy and a Metropolitan Park District are shown as potential funding for parks. Both of these sources of revenue will require voter approval.

² Funding source information was copied from "Planning for Parks and Recreation in your Community" provided by the Washington Recreation and Conservation Office.

Table 7-6: Capital Facilities Plan Funding Sources (source: 2010 PROS)

Funding Sources									
Park Name	General Fund	Park Impact Fees	Grants	Debt Service	M&O Levy	Metropolitan Park District	2017-2025	Total	
Current Parks									
Osprey Park	\$ 75,000.00	\$ -	\$ 646,200.00	\$ -	\$ 855,900.00	\$ 646,200.00	\$ -	\$ 2,223,300.00	
Rudolf Reese Park	\$ -	\$ -	\$ 877,500.00	\$ 50,000.00	\$ 484,200.00	\$ 180,000.00	\$ -	\$ 1,591,700.00	
Sportsman Park	\$ 50,000.00	\$ -	\$ 558,000.00	\$ -	\$ 0	\$ 558,000.00	\$ -	\$ 1,166,000.00	
Sultan River Park	\$ 22,500.00	\$ -	\$ 50,000.00	\$ 1,654,200.00	\$ -	\$ -	\$ -	\$ 1,726,700.00	
Cemetery Ball Fields	\$ -	\$ -	\$ 302,700.00	\$ 1,000,000.00	\$ -	\$ 1,000,000.00	\$ -	\$ 2,302,700.00	
Traveler's Park	\$ 18,000.00	\$ -	\$ 439,200.00	\$ -	\$ -	\$ -	\$ -	\$ 457,200.00	
Sub-total Current Parks	\$ 165,500.00	\$ -	\$ 2,873,600.00	\$ 2,704,200.00	\$ 1,340,100.00	\$ 2,384,200.00	\$ -	\$ 9,467,600.00	
Future Parks									
Community Park	\$ -	\$ 7,490,000.00	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 7,490,000.00	Sub-Total
New Trails									
River Park Trail	\$ 20,000.00	\$ 0	\$ 330,000.00	\$ 330,000.00	\$ -	\$ -	\$ -	\$ 680,000.00	Sub-Total
Total Park and Trail Improvements	\$ -	\$ 7,490,000.00	\$ 3,203,600.00	\$ 3,034,200.00	\$ 1,340,100.00	\$ 2,384,200.00	\$ -	\$ 17,637,600.00	

Park Fees

Each year the city reviews and adopts a fee resolution outlining various charges for services and facility use. Park fees are nominal in order to encourage the community to use the city’s park facilities. User fees (fees charged to users of the park and recreation facilities) are becoming an increasingly important source of funding for park operation and maintenance costs, but are not always popular. Park fees are set at a level to provide some revenue to cover expenses and at the same time not discourage community use of facilities. Non profit organizations wishing to use park facilities for events can reserve city park facilities at no charge in exchange for volunteer time. Following is a sample of the city’s 2010 park fees adopted by the city council:

RIVER PARK PAVILION:	
Community based non-profit Groups/Organizations.....	\$50.00
City Sponsored Events.....	no charge
Non-profit Youth/School Groups.....	\$50.00
Other Individuals/Groups.....	\$100.00
REESE PARK, SPORTSMAN’S PARK & OSPREY PARK:	
Reserved Shelter/Basketball Court:	
Individual/Groups/Organizations (Events – without field use).....	\$50.00
Individual/Groups/Organizations (Events – with field use).....	\$75.00

Figure 7-G: Sample Park Fees (source: 2010 PROS)

Park Impact Fees

Impact fees are charges assessed by local governments against new development projects that attempt to recover the cost incurred by government in providing the public facilities required to serve the new development. Impact fees are only used to fund facilities, such as roads, schools, and parks, that are directly associated with the new development. They may be used to pay the proportionate share of the cost of public facilities that benefit the new development; however, impact fees cannot be used to correct existing deficiencies in public facilities.

In Washington, impact fees are authorized for those jurisdictions planning under the Growth Management Act (RCW 82.02.050 - .110), as part of “voluntary agreements” under RCW 82.02.020, and as mitigation for impacts under the State Environmental Policy Act (SEPA 43.21C RCW).

Impact fees collected under the Growth Management Act are only authorized for: public streets and roads; publicly owned parks, open space, and recreation facilities; school facilities; and fire protection facilities in jurisdictions that are not part of a fire district. Setting fee schedules for impact fees is a complex process typically involving rate studies; generally, impact fees do not recover the full cost of a new facility since these fees must be directly and proportionately related to impacts associated with new development.

The city adopted a park impact fee of \$3,175 in 2008.

Grants

The IAC is the major state agency that administers grant and loan programs targeted for parks and recreation. The IAC grants money to state and local agencies, generally on a matching basis, to acquire, develop, and enhance wildlife habitat and outdoor recreation properties. Some money is also distributed for planning grants. IAC grant programs utilize funds from various sources and include the Federal Land and Water Conservation Fund, Aquatic Lands enhancement Account, Boating Facilities Program, Boating Infrastructure Grants, National Recreational Trails Program, Non-highway and Off-Road Vehicle Activities, Firearms and Archery Range Recreation Program, and the Youth Athletic Facilities Account.

Maintenance and Operations Levy

As general fund revenues decline, more cities are asking voters to approve separate levies to support park maintenance and operations. The city can ask voters to decide whether to increase property taxes by a levy rate that exceeds the statutory cap in order to fund park maintenance and operations. Levy funds can be used to acquire properties to preserve natural areas throughout the city; protect water quality in lakes and streams; enhance existing parks; improve trails, sports fields, and neighborhood parks; and maintain park improvements consistent with city Parks standards.

Metropolitan Park District

The provisions in Chapter 35.61 RCW govern the establishment of a metropolitan park district in a city. Previously, this option was only available to cities of 5,000 or more. With the passage of SHB 2557, one or more cities and/or counties may create such a district for “the management, control, improvement, maintenance, and acquisition of parks, parkways, and boulevards...” The size restriction no longer applies.

SHB 2557, adopted in the 2002 legislative session, now specifically authorizes a metropolitan park district to be formed that includes areas outside of the city, or even in another city or county. Previously, the statutes relating to formation of such a district only permitted creating a district that was “coextensive with the limits of the city” (RCW 35.61.020). Any territory annexed to a city that lies entirely within the limits of a metropolitan park district shall be deemed to be within the limits of the (expanded) park district. Formation or extension of park district boundaries is no longer subject to boundary review board (BRB) review if only city territory is involved, independent of the board’s review of the city annexation (RCW 35.61.250). (A proposed district that involves area within a county will still be subject to a BRB review in counties that still have a BRB).

There are two basic methods for the formation of a metropolitan park district. The city or county may initiate district formation by adopting a resolution submitting a proposition for its formation to voters within the district boundaries. If the district includes area within the county or other cities and counties, the legislative body of each city and/or county which includes a portion or all of the area in the district must adopt a resolution submitting the proposition to the voters. Alternately, a metropolitan district may be initiated via a petition with the signatures of 15 percent of the registered voters of the city (or area of the proposed district).

Parks Maintenance and Operations

Maintenance is defined by Robert E. Sternloff, former director of the Maintenance Management School at North Carolina State University, as "keeping areas and facilities in their original state or as nearly so as possible." Several barriers exist that prevent the full realization of this definition, they are: money, inadequate staff, limited space and equipment, lack of skilled labor, lack of training of personnel, lack of time and the absence of a plan and standards to guide the process.

Maintenance is a factor affecting the usability and desirability of a park, and is an on-going, day-to-day requirement for Sultan's park system. The present level of maintenance varies from park to park and is generally minimal. As more parks and recreation facilities are developed, it will be necessary to expand the maintenance operation commensurate with the increase in park care needs. During development of the PROS plan several people commented on whether the city should consider developing a new community park if maintaining existing facilities is already a challenge.

This concern was also identified during the park survey. One of the park survey questions asked people to select their top three priorities for Sultan parks. Fifty-nine percent of park survey respondents listed "improve maintenance" as their top priority for the city's park system. Fifty-six percent of those who took the survey identified improving the city's existing facilities as the change they would most like to see in Sultan's parks.

Sultan's park maintenance operations are the responsibility of the public works department. As a result of voter approved initiatives in the late 1990's and declining tax revenues per capita, the city was forced to focus its limited general fund revenues on core services such as public safety and street maintenance.

Starting in 2007, the city began restructuring its organization to bring expenses in line with revenues. One of the goals was to seek new ways to enhance and maintain its parks, recreation facilities, trail systems and open spaces. The City has increased its park budget for the last three years in order to respond to community demand for improved park maintenance levels of service. Prudent financial management and use of volunteers will be necessary to maintain Sultan's park facilities in the future unless the voters approve a new funding source such as a maintenance and operations levy or the creation of a park district.

Table 7-7: Parks Budget 2008-2010 (source: 2010 PROS)

Parks Budget	2008	2009	2010
Salaries and Benefits	\$8,050.70	\$41,246.96	\$41,406.72
Office and Operating Supplies	\$3,758.88	\$3,141.01	\$3,816.00
Vehicle operating, maint., repair	\$999.76	\$582.39	\$1,535.00
Professional Services	\$-	\$-	\$30,750.00
Communication	\$405.62	\$593.51	\$500.00
Travel and Training	\$87.32	\$18.39	\$150.00
Rentals, Insurance and Utilities	\$10,792.94	\$3,248.12	\$6,100.00
Total	\$24,095.22	\$48,830.38	\$84,257.72

Current Parks Staffing Levels

The 2010 budget includes minimal staffing to maintain Sultan’s parks: there is approximately .5 full-time equivalent (FTE) dedicated parks operation/maintenance staff from October to April. During the spring, summer and early fall (May-October), the city adds additional staff time for mowing parks and streetscapes. The city’s adopt-a-park and park patrol programs are integral part of the city’s long-range plan to maintain and operate the city’s park facilities. Adopt a park volunteers pick up trash, remove and replace non-native invasive species, gravel trails, remove graffiti and perform other tasks not assigned to the public works department. Youth sports organizations offset the overall need for public works maintenance staff by helping take care of sports fields in Reese and Osprey Parks.

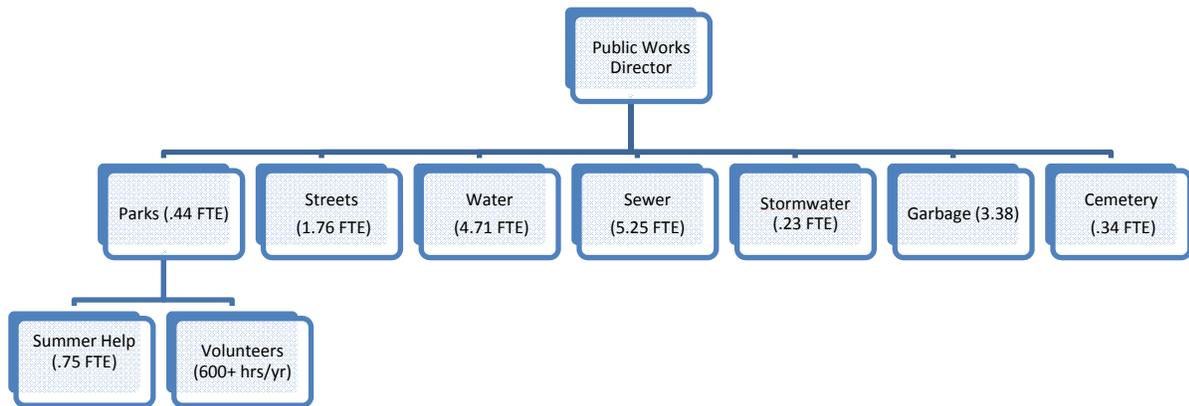


Figure 7-H: Public Works Staffing Levels (source: 2010 PROS)

Park Maintenance Standards

The maintenance crew strives to keep the parks and open spaces in a well-kept condition free of safety hazards, but it is not directed by a formal set of standards tailored to the unique needs of the park system or land management objectives.

Public works staff should periodically survey the physical condition of the parks so that they can effectively and efficiently schedule routine maintenance projects. This allows maintenance needs to be detected and corrected before they become major problems, resulting in minimal disruptions in service and lower costs for repairs.

The city should institute a systematic maintenance program designed to evaluate the annual manpower, equipment, and supply needs for the park system and set a productive and efficient means of keeping the parks orderly:

- Identify the minimum, standard, and optimum levels of maintenance appropriate, including the labor, supply, and equipment costs involved.
- Develop specific daily, weekly and monthly maintenance routines sufficient to ensure at least the minimum level of maintenance.
- Prepare a Maintenance Plan for the park system, which could be used to justify future budget requests and ultimately lead to a more efficient and effective park delivery

system. A maintenance plan defines maintenance objectives for each facility and area of every park.

Maintenance Plan

The objectives of a maintenance plan are measurable expectations for the quality of park care. For example, five categories could be designated: very high, high, moderate, low, and very low. Each category should specify guidelines for appropriateness of quality, aesthetic value, and safety issues. A maintenance plan also establishes maintenance standards as tools for achieving the objectives. Drawing upon the success and experience of existing maintenance staff, a set of standards should be formulated for each maintenance task:

- Time – How much time does it take to deliver the standard? Include estimates of frequency, such as once a week, twice monthly, etc.
- Personnel – How many people does it take to meet the standard?
- Equipment – What equipment is needed to complete the task to the standard prescribed?
- Materials – Are any materials needed?

The maintenance plan should be prepared by involving not only the maintenance personnel but others such as youth sports associations who are also responsible for parts of various parks. The purpose of cooperative planning is to foster a shared understanding of what it takes to accomplish tasks and to coordinate decisions on what resources are needed. This will establish a comprehensive database available for an objective assessment of maintenance practices and how best to remedy park deficiencies. The maintenance plan should be revised as conditions change and better ways of accomplishing maintenance tasks are found. It will need to be updated as parks are expanded, new facilities are constructed, and public expectations shift.

Workload cost tracking should be used to translate how much money it costs to do certain things. Much of the data for this exercise can come from the maintenance plan database. A cost/benefit comparison model can reveal relationships between expenditures and everyday maintenance responsibilities, thereby serving as a tool for in-house maintenance decisions that allocate financial and staff resources in the best and most efficient manner.

The maintenance crew should develop an annual maintenance calendar for all recurring tasks done seasonally. A work order system should be established. The city should consider utilizing contract labor through the county's work release program to perform some project level maintenance tasks.

Rehabilitation

Rehabilitation of parks involves major repairs or replacement of deteriorated or outdated facilities. It goes beyond the scope of normal maintenance and involves extensive and costly renovation work, sometimes to upgrade facilities to current standards. Rehabilitation is an important part of maintaining a safe, usable, park system.

Table 7-4 identifies \$2.1 million in funding to replace or renovate existing facilities over the next 15 years. These projects are incorporated into the Capital Improvement Program.

The public works department should periodically survey the parks to identify major maintenance needs and special capital improvement projects. Annually, the public works director should tour the park system to identify remedial maintenance measures that should be taken to keep the parks in good condition.

Safety Inspections

Inspections and loss control audits should be conducted to identify safety hazards and liability problems requiring corrective action. By regularly inspecting and maintaining parks and their facilities, the physical well-being of park visitors is enhanced, and municipal liability against personal and property damages is reduced. The loss control program through the city's insurance carrier, Cities Insurance Association of Washington (CIAW) can annually visit the city's parks and submit a risk management report for the facilities. A risk management program should be instituted for playground safety to insure compliance with ADA and CPSC (Consumer Product Safety Commission) requirements and guidelines.

To further prevent liability problems, all parks staff, especially maintenance personnel, should be properly trained to recognize, mitigate, and correct safety hazards at recreation areas and facilities. Training should be received both through attendance at seminars and formal instruction at maintenance management courses. Informal training also plays an important role in promoting the safe and proper use of equipment and machinery during the actual maintenance of parks, thereby reducing the likelihood of on-the-job injuries or equipment/facility damage.

Open Space

The public works department should properly protect and manage the resources of parks by dealing with issues like forest restoration, invasive plant control, water resources management, and wildlife habitat protection. Open space sites within the park system should not be ignored simply because they fail to serve customers the way that parks do. The role of open space properties should be assessed and those that possess features worthy of some form of active land management practice rather than simply be left alone to grow wild should be identified.

7.6 Goals and policies

PK 1 GOAL: EFFECTIVELY MANAGE PARK AND RECREATION RESOURCES

Create effective and efficient methods of acquiring, developing, operating and maintaining facilities that accurately distribute costs and benefits to public and private interests.

MPP	CPP	Policies	Programs
N/A	N/A	<p><i>PK 1.1 Coordinate public and private resources</i> Strive to create a comprehensive, balanced park and recreational system that integrates Sultan with Snohomish County, Sultan School District, Washington State Department of Wildlife, and other public and private park and recreational lands to provide a greater variety of recreation facilities to the Sultan community.</p>	<p>PK 1.1.1 When appropriate, initiate discussions with the Sultan School District about the possibility of entering into joint ventures for the development of combined school, playground, and athletic facilities.</p>
			<p>PK-1.1.2 Consider joint development and maintenance of active play fields and playgrounds - provided the facilities are made available for public use.</p>
			<p>PK-1.1.3 Support private, public and non-profit organizations in developing special meeting facilities, assembly facilities, health and other community facilities to support community needs.</p>
			<p>PK 1.1.4 Where appropriate, initiate joint planning and operating programs with other public and private organizations to determine and provide for special activities on an area or regional wide basis, such as off-road vehicle trails, camping and fishing facilities, boating, rock climbing and gun range facilities.</p>

MPP	CPP	Policies	Programs
N/A	N/A	<p><i>PK 1.2 Urban growth preserves and set-asides</i> Cooperate with the Snohomish County Department of Parks & Recreation, Washington State Department of Fish & Wildlife, other public and private agencies, and with private landowners to preserve the most suitable sites and resources with the ability to provide high quality, convenient park and recreational facilities.</p>	<p>PK 1.2.1 Work to develop a community park and neighborhood park sites on the plateau, with access to the trail network and open spaces, and playground and picnic facilities for residents of new local housing areas, and recreational courts and fields for citywide resident use.</p>
DP-39	N/A	<p><i>PK 1.3 Facility planning</i> Emphasize user input in planning, design, development and maintenance of park and trail facilities.</p>	
N/A	N/A	<p><i>PK 1.4 Low maintenance facilities</i> Work to design and develop facilities that are of low maintenance and high capacity design to reduce overall facility maintenance and operation requirements and costs.</p>	
N/A	N/A	<p><i>PK 1.5 Maintenance and safety</i> Where appropriate, use low maintenance materials and settings to reduce maintenance and security requirements and retain natural conditions and experiences.</p>	<p>PK 1.5.1 Where appropriate, develop adopt-a-park programs, neighborhood park watches, park police patrols, and other innovative programs that increase maintenance, safety and security awareness and visibility.</p>
N/A	N/A		<p>PK 1.5.2 Define and enforce rules and regulations concerning park activities and operations that protect user groups, city staff and the public.</p>
N/A	N/A	<p><i>PK 1.6 Safety</i> Seek opportunities to implement design and development standards to improve park facility safety and security.</p>	<p>PK 1.6.1 Develop and implement safety standards, procedures, and programs that provide proper training and awareness for city staff charged with maintaining city park and recreation facilities.</p>
N/A	N/A	<p><i>PK 1.7 Accessibility</i></p>	

MPP	CPP	Policies	Programs
		Design park and recreational trails and facilities to be accessible to individuals and organized groups of all physical capabilities, skill levels, age, income, and activity interest	

PK 2 GOAL: DEVELOP TRAIL AND CORRIDOR ACCESS SYSTEM

Strive to develop a comprehensive, high quality system of multipurpose recreation trails and corridors for recreational hikers and walkers, joggers, casual strollers, bicyclists, neighborhood residents, and equestrians that access significant environmental features, public facilities and developed urban neighborhoods.

MPP	CPP	Policies	Programs
N/A	N/A	PK 2.1 Community Participation Support community efforts to plan trail corridors and networks to gain adequate support for trail development, long-term maintenance, and protection.	
N/A	N/A	PK 2.2 Community Connections Emphasis should be given to connecting people to destinations such as neighborhoods, parks, water resources, schools, and work.	PK 2.2.1 When economically feasible, link urban neighborhoods to city park and community facilities and to proposed trails connecting Sultan to other community and regional facilities.
			PK 2.2.2 In areas of the city with few trails, trail systems should be included as a development standard and as an integral part of the area's recreational development.
			PK 2.2.3 Develop trail improvements to a design and development standard which is easy to maintain and accessible by maintenance, security and other appropriate personnel, equipment and vehicles.

N/A	N/A	<i>PK 2.4 Multi-purpose</i> Recognize trail corridors as an important recreational opportunity, resource conservation mechanism and alternative transportation network.	PK 2.4.1 Extend trails through natural area corridors to provide a high quality, diverse sampling of Sultan's environmental resources - particularly along the Wallace, Sultan, and Skykomish Rivers, and Winters and Wagley's Creeks shorelines.
			PK 2.2.3 Develop and adopt standards for the creation of trail systems concurrent with new and/or redevelopment projects as an integral part of the area's recreational development, resource conservation, and transportation strategies.

PK 3 GOAL: PRESERVE QUALITY PARK RESOURCES

Provide a park and recreation system that preserves significant environmental and manmade opportunity areas and features.

MPP	CPP	Policies	Programs
DP-33	ENV-2	<i>PK 3.1 Natural Areas</i> Preserve and protect significant environmental features for park and open space use including unique wetlands, open spaces, woodlands, shorelines, waterfronts, and other characteristics that reflect Sultan's natural heritage.	PK 3.1.1 Encourage the preservation of unique site features or areas and provide public use and access in new land developments - particularly by linking the extensive wetlands on the plateau.
			PK 3.1.2 Formulate and adopt standards for new development that encourage the preservation of unique site features or areas.
DP-34	N/A	<i>PK 3.2 Manmade environments and features</i> Incorporate interesting manmade environments, structures, activities, and areas into the park system to preserve these features and provide a balanced park and recreation experience.	PK 3.2.1 Work with property and facility owners to increase public access and utilization of special features - including the shorelines, wetlands, and bluffs that meander through and between developed areas.

MPP	CPP	Policies	Programs
DP-33	N/A	<i>PK 3.3 Waterfront access and facilities</i> Cooperate with other public and private agencies to acquire and preserve additional waterfront access for recreational activities and pursuits.	PK 3.3.1 Seek opportunities to develop a mixture of watercraft access opportunities including canoe, kayak, rowboat, raft, and power boating

PK 4 GOAL: DEVELOP QUALITY RECREATION FACILITIES

Develop a high quality and diversified recreation system that provides opportunities for all age and interest groups.

MPP	CPP	Policies	Programs
N/A	N/A	<i>PK 4.1 Improve existing facilities</i> Enhance existing park sites and recreation facilities when financially feasible.	
DP-34	N/A	<i>PK 4.2 Cultural features and interests</i> Incorporate historical and cultural lands, sites, artifacts, and facilities into the park system to preserve these interests and provide a balanced social experience.	4.2.1 Work with historical and cultural groups to encourage community activities in parks and recreational facilities – including downtown promotional events.
N/A	N/A	<i>PK 4.3 Athletic facilities</i> Support the development of athletic recreational facilities for all age groups and recreational interests.	PK 4.3.1 Develop, where appropriate, a select number of facilities that are oriented to multi-agency use, especially in conjunction with local public, private and non-profit organizations.
N/A	N/A	<i>PK 4.4 Indoor facilities</i> Support the development of indoor community and recreational centers that provide for community activities, athletic uses, and select significant indoor activities for multi-agency use on a year-round basis.	PK 4.4.1 Develop, if appropriate, a select number of centers that are oriented to the most significant indoor activities for multi-agency use.

PK 5 GOAL: PARK AND RECREATION FINANCE

Reduce costs, retain financial flexibility, match user benefits and interests, and increase facility services.

MPP	CPP	Policies	Programs
N/A	N/A	<p><i>PK 5.1 Innovative Finance Strategies</i> Support innovative methods of financing facility development, maintenance and operating needs.</p>	<p>PK 5.1.1 Investigate new, innovative methods of financing facility development, maintenance and operating needs to reduce costs, retain financial flexibility, match user benefits and interests, and increase facility services.</p>
			<p>PK 5.1.2 Consider joint ventures with the Snohomish County Department of Parks & Recreation, Sultan School District, Washington State Department of Wildlife, and other public and private agencies to fund facility development and maintenance where feasible and desirable.</p>
			<p>PK 5.1.3 Work with the community to establish and fund the minimum level of service for park facilities and maintenance.</p>
			<p>PK 5.1.4 Where practical and feasible use community volunteers to help maintain park and trail facilities to exceed minimum levels of service standards.</p>
N/A	N/A	<p><i>PK 5.2 Level of service standards</i> Define existing and proposed land and facility levels of service that differentiate requirements due to population growth versus improved facility standards, neighborhood versus community nexus of benefit, and other regional efforts in order to effectively plan and program park and recreation needs within existing city boundaries.</p>	<p>PK 5.2.1 Update the inventory, surplus and/or deficiency of City park lands based on the official population estimates from the Washington State Office of Financial Management</p>

MPP	CPP	Policies	Programs
N/A	N/A	<p><i>PK 5.3 Impact Fees</i> Strive to create effective and efficient methods of acquiring, developing, operating, and maintaining park and recreational facilities in ways that accurately distribute costs and benefits to public and private users, including the application of adopted growth impact fees where new developments impact existing levels of service standards.</p>	<p>PK 5.3.1 Employ a methodology for determining the facility impact of new development within the Sultan Urban Growth Area to include the city limits and any surrounding lands where the residents will depend on Sultan for park and recreation needs.</p>
			<p>PK 5.3.2 Use a methodology for determining park impact fees that considers the potential facility impacts that will be caused by a proposed urban development project, and an equitable mitigation assessment that is in accordance with local park and recreation standards.</p>
			<p>PK 5.3.3 Assess impact fees only for growth-related deficiencies, not existing deficiencies.</p>
			<p>PK 5.3.4 Use a methodology for determining impact fees that defines a process by which the assessed fees can be allocated between agencies for the appropriate development and maintenance of local parks or conservation areas, active play recreational facilities or trails as each of these facilities may be sponsored on the behalf of Sultan residents.</p>

