

**JOINT MEETING
SULTAN CITY COUNCIL AND PLANNING BOARD
AGENDA ITEM COVER SHEET**

ITEM NO: D-1

DATE: March 19, 2008

SUBJECT: Policy Direction to staff on alternatives to amend sections of the 2004 Comprehensive Plan

CONTACT PERSON: Deborah Knight, City Administrator

ISSUE:

The issue before the City Council and the Planning Board is direction, with input from members of the Sultan community, on the following preferred policy alternatives for transportation, parks and police:

1. Revise road functional classifications
2. Revise arterial street design guidelines
3. Reduce Transportation LOS from LOS B (fairly free flowing) to LOS D (stable flow with acceptable delay during peak travel hours). Consultants have prepared a third alternative, LOS C, to provide an additional choice and comparison for consideration.
4. Increase transportation impact fees to fairly charge new development for costs of growth.
5. Revise transportation and park maps for existing conditions. Future improvements will be based on LOS and policy decisions by Council (e.g. removing the extension of T-35 and NM-1 through the Fire District's property and T-28 the Dyer/Skywall connection.)
6. Reduce Parks LOS from 42.6 acres/1000 residents to 1.5 acres/1000 residents for neighborhood parks and community parks consistent with the National Parks and Recreation Association (NRPA) standard. Adopt an LOS standard for regional parks at 1 acre per 24,000 residents within the Sky Valley region.
7. Increase park impact fees based on capital facilities plan element of the Comprehensive Plan. Adopt impact fees by resolution
8. Police LOS would be changed from 2.6 commissioned officers per 1,000 residents to an LOS based on police facilities needed to serve the community. Base police LOS on the number of police vehicles as adopted in the 1994 Comprehensive Plan.
9. Revise development regulations such as the impact fee ordinance to be consistent with changes in the Comprehensive Plan.

STAFF RECOMMENDATION:

Direct staff on policy preferences so that these preferences, along with the other alternatives considered, can be presented to the public for comment at an Open House on March 25, 2008.

BACKGROUND:

The City Council and the Planning Board held the first joint planning meeting on Wednesday, March 5, 2008. The joint meeting focused alternatives for transportation, parks and police. The Council and Board directed staff to return at the next meeting on March 19, 2008 with preferred alternatives.

AMENDMENTS TO THE 2004 COMPREHENSIVE PLAN:

The preferred policy alternatives may result in amendments the 2004 Comprehensive Plan (Plan) and implementing development regulations consistent with the Growth Management Act.

Council's policy decisions may result in amendments to the following sections of the 2004 Plan:

1. Chapter 2 - Comprehensive Plan Element 2.7 Transportation
 - 2.7.2 Functional Classification System
 - 2.7.4 Roadway Standards
 - Maps-Transportation Map and Non-motorized transportation and trails Map
2. Chapter 2 – Comprehensive Plan Element 2.9 Parks and recreational facilities
 - 2.9.16 Park/recreation impact assessment methodology
 - Map - Park, recreation and open space Map
3. Chapter 2 – Comprehensive Plan Element 2.14 Implementation
 - 2.14.11 Growth impact fee assessments
4. Appendix B – Level of Service
5. Appendix F – Existing Conditions
 - Road Standards (p. 179)
 - Transportation (p. 193-214)
 - Parks and recreation (p.244-251)

AMENDMENTS TO DEVELOPMENT REGULATIONS

Sultan Municipal Code 16.72 Recreation and Open Space Standards
Sultan Municipal Code 16.112 Development Impact Fees

POLICY DECISIONS:

Transportation

Road Functional Classifications

The current arterial street system was evaluated during the 2007 Update. An Arterial Functional Classification map (Attachment A-4) was prepared for the August 2007 Comprehensive Plan. The City Council should ensure current arterial system is accurately depicted. An adequate arterial system provides the foundation for meeting the transportation needs of an area.

The descriptions of road classifications below use examples from the existing City of Sultan Street Functional Classification System. **The existing (2004) Street Functional Classification System** from the 2004 Comprehensive Plan is included as **Attachment B**.

The City of Sultan recommended Functional Classification System map is included as **Attachment A-4**. Note that the map has been revised to remove the extension of T-35 through the Fire District property.

Local roads - Their primary function is to provide direct access to individual land holdings and uses. Local roads generally lead to collectors, which collect or merge the traffic from the local roads. Most of the roads in Sultan are local roads.

Collector Arterials - Their primary function is to conduct traffic "inter neighborhood" from local roads to minor and major arterials. Collector arterials in Sultan include 1st Street/Trout Farm Road, 8th Street, and High Street.

Minor Arterials - Their primary function is to provide through routes between neighborhoods and other activity areas within the urban growth area areas. Sultan Basin Road/329th Avenue is a north-south minor arterial from US 2 north through city edge of the Urban Growth Area.

Principle or Major Arterials – These are primary roadways for trips between communities or urban areas and the regional freeway network. SR-2/Stevens Pass Highway is the principal east-west arterial roadway in Sultan.

Arterial Street Design Standards

The recommended arterial design guidelines in the revised draft Transportation Element are only recommendations (Attachment C-1 and C-2 Comprehensive Plan August 2007 – Note the page footer references the Transportation Element June 2007).

It is not necessary to revise the City's existing standards (Attachment C-3 through C-6) as part of the Comprehensive Plan compliance. City staff recommend forming a small work group to review the proposed revisions and make recommendations to the full Council.

The regulations are not a part of the City's development regulations and may be revised after the Comprehensive Plan is adopted.

Transportation Level of Service

The preferred alternative is to reduce the City's transportation level-of-service standard from "B" to "D".

Revising the standard to "D" signals that the city is willing to accept a higher level of traffic congestion consistent with other similar size cities. Revising the standard will reduce the City's need to add more roadway capacity (more lanes/road and more roads) to support planned

population and employment levels. This in turn reduces the financial burden to the City and to property owners who choose to redevelop their land.

Attachment A is a full discussion of transportation level of service.

Transportation Impact Fees

The draft revised transportation element recommends that the City consider increasing the traffic impact fee rate, and calculates a rate range based on the method described in SMC 16.112.040 Traffic Impact Fee Formula.

The formula will not change only the value used to calculate the traffic impact fee rate per trip:

$$\text{TIF} = F \times T \times A$$

TIF – traffic impact fee

F – traffic impact fee rate per trip in dollar amount based on the cost of anticipated growth related roadway projects

T – trips generated by proposed development

A – tax adjustment

Increasing the fee concurrent with the Comprehensive Plan Update will ensure that transportation revenues needed to leverage competitive grant funding and pay for growth related projects will be available as soon as possible.

Impact Fees and Credits

The appropriate functional classification designation of roadways provides the framework to guide City and developer capacity improvements to accommodate future travel demands. Credits to developers on transportation impact fees are based on improvements that add capacity to the City's Arterial Street system.

To clarify, if a developer is building a 3-lane arterial on the frontage of his property, he would pay for the right and construction required for a basic 2-lane frontage road and then he would receive an "impact fee" credit (or reimbursement) for the extra right-of-way and construction of the "third lane", which was the portion identified for the capital facility plan project.

If the developer was "pre-building" a 3-lane arterial on his neighbor's frontage to reach his property, he would receive the impact fee credit for the 3rd lane portion and an endeavor to assist in collecting for the 2-lane portion of the pre-build from his neighbor.

Parks

Attachment D outlines the preferred alternatives for parks including:

1. Parks and Recreation Facilities are defined as City owned facilities.
2. For the purpose of establishing LOS, Parks and Recreation Facilities are defined as facilities that are readily accessible to the public and have opportunities for active and/or passive recreation (e.g. water treatment plant would be excluded).
3. The inventory surplus and/or deficiency would be based on official population estimates from the State Office of Financial Management. The Council should consider updating the surplus/deficiency during the annual Comprehensive Plan amendment process.

Levels-of-Service

- GMA does not require adopting LOS for parks.
- GMA does require LOS analysis to develop the Capital Facilities Plan

The preferred alternative is to continue the City's policy of attempting to meet or exceed the NRPA standard of 1.5 acres/1000 residents for neighborhood and community parks. However, these should not be hard and fast standards included in City Code; they should remain policy objectives. The City significantly exceeds the standard for Community Parks, but still seeks to develop additional Community Parks to meet the desires of its citizens.

Park Impact Fees

1. Park Impact fees will be adopted by Resolution rather than set forth in the development code.
2. Park impact fees applied to new development may be amended as part of the annual budget process based on the updated park inventory.

The City assesses a Park Impact Fee on all new residential development.¹ While not directly based on LOS standards, the fee is based on the cost of programmed improvements in the Capital Facilities Plan which, in turn, is a result of applying the LOS standards. As outlined in the code², the formula for determining the fee is as follows:

Fee = (T/P x U) – A

1. "Fee" means the recreation impact fee.
2. "T" means the total development cost of new facilities.
Such costs shall be adjusted periodically, but not more than once every year.
3. "P" means the new population to be served.
4. "U" means the average number of occupants per dwelling unit.
5. "A" means an adjustment for the portion of anticipated additional tax revenues resulting from a development that is proratable to facility improvements contained in the capital facilities plan. Such adjustment for a recreation facility impact fee will be established by city council ordinance and at this time is established at \$130.00. Such adjustment rates shall be updated periodically, but not more than once every year.

Element "T" (cost of new facilities) reflects the LOS standards of the City and the Capital Facilities Plan. In 2006 a total of \$7.35 million was designated for park construction through 2025 based on the current LOS calculations. The park impact fee is currently \$3,415 for each single-family, duplex and multifamily residential dwelling unit. The fee was based on a 2004 analysis identifying \$7.5 million in proposed park improvements through 2025.

This number will be reviewed once the Capital Facilities Plan for parks is updated.

¹ Ordinance No. 929-06

² SMC 16.112.030

Police

Level of Service

- GMA **does not require** adopting LOS for police
- GMA **does not require** LOS based on # of officers
- GMA **does** require LOS analysis to estimate police facilities for the Capital Facilities Plan

The preferred alternative is to change Police LOS from 2.6 commissioned officers per 1,000 residents to an LOS based on police facilities (e.g. cars) needed to serve the community. Base police LOS on the number of police vehicles as adopted in the 1994 Comprehensive Plan.

The Growth Management Act does not require the City to adopt an LOS based on numbers of officers. This is an operation policy and should be decided by the community as a part of the annual budget process.

The publication *Level of Service Standards* offers a number of LOS alternatives for police including response times, staffing levels, police work load analysis, and crime rates. A majority of Washington cities focus their comprehensive plan LOS on police facilities.

The 2008 budget includes 6 full-time commissioned officers plus a police chief (total 7 commissioned officers).

The adopted LOS for police is 2.6 officers per 1,000 residents. The current LOS is approximately 1.3 (6 officers/4.5 thousand residents). With the addition of the Chief the LOS increases to approximately 1.5 (7 officers/4.5 thousand residents).

By comparison, the average number of officers per 1,000 residents is 1.7 officers in Washington State cities between 50,000 and 100,000 populations, and 2.1 officers per 1,000 on a national basis.

An analysis of police department LOS done for the 2004 Comprehensive Plan calculated the cost per officer at approximately \$110,878 including personnel, training, and equipment costs.

The cost to meet the LOS requirement of 2.6 officers is $2.6 \times 110,878 = 288,282$ or \$288 per 1,000 residents. With an average household size of 2.7 persons each household would need to contribute \$778 for police services.

Currently, the City collects an average of \$340 in property taxes from each household. So each household would need to pay an additional \$438 dollars in property taxes to fund the police department.

At 2.6 officers x 4.5 residents = 11.7 officers x 110,878 = \$1,297,272 police department budget. The total General Fund budget for 2008 is estimated at \$1.9 million. So, the police department would take 63% of the City's General Fund budget.

REMAINING POLICY DECISIONS:

Current Facilities Inventories and Maps

Update the current facilities inventory (existing conditions) for transportation and parks to reflect existing conditions.

ANALYSIS:

The question for the Council and the community is what level of service can you afford? Both the adopted level of service for parks (42.6 acres) and transportation (LOS B) and police (2.6 officers/1,000 residents) require a public investment that may be beyond the financial means of the City.

The City Council is seeking feedback from the community on a proposal to reduce levels of service for transportation, parks and police. Specifically, the Revised August 2007 Plan is proposing level of service reductions for:

- Transportation LOS would be reduced from LOS B (fairly free flowing) to LOS D (stable flow with acceptable delay)
- Parks LOS would be reduced from 42.6 acres/1000 residents to 1.5 acres/1000 residents for neighborhood and community parks.
- Police LOS would be changed from 2.6 commissioned officers per 1,000 residents to an LOS based on police facilities needed to serve the community. For example, the 1994 Plan based police LOS on the number of police vehicles.

Future land use, levels of service and capital facilities plans are interrelated. In adopting the land use plan the City is making a commitment that the land use intensities and pattern of uses is appropriate for the community. The levels of service adopted by the community set the standard that must be met as new development occurs and the population increases. The capital facilities plan identifies how the facilities will be funded over the planning period.

Some funding to maintain levels of service is available through developer impact fees – such as transportation impact fees and park impact fees. Impact fees are paid by all development including commercial, retail and residential.

The higher the impact fees the more difficult it is for new development to enter the "market place". The GMA discourages communities from artificially increasing impact fees to dampen new development. There must be a "nexus" between the impact fee and the cost of meeting the community's adopted LOS.

A decision to keep the current LOS may mean changing the future land use, phasing growth to certain areas of the City or reprioritizing other City services.

RECOMMENDATION:

1. Revise road functional classifications

2. Revise development standards
3. Reduce Transportation LOS from LOS B (fairly free flowing) to LOS D (stable flow with acceptable delay during peak travel hours). Consultants have prepared a third alternative, LOS C, to provide an additional choice and comparison for consideration.
4. Increase transportation impact fees
5. Revise transportation and park maps for existing conditions. Future improvements will be based on LOS and policy decisions by Council (e.g. removing the extension of T-35 and NM-1 through the Fire District's property and T-28 the Dyer/Skywall connection.)
6. Reduce Parks LOS from 42.6 acres/1000 residents to 1.5 acres/1000 residents for neighborhood parks and community parks consistent with the National Parks and Recreation Association (NRPA) standard.
7. Increase park impact fees
8. Police LOS would be changed from 2.6 commissioned officers per 1,000 residents to an LOS based on police facilities needed to serve the community. Base police LOS on the number of police vehicles as adopted in the 1994 Comprehensive Plan.
9. Revise development regulations such as the impact fee ordinance to be consistent with changes in the Comprehensive Plan.

ATTACHMENTS

Attachment A

- A-1 Transportation Element Revisions March 19, 2008
- A-2 Traffic Level of Service Standard Analysis Report March 13, 2008

B - Street Functional Classification System from the 2004 Comprehensive Plan

C – Proposed Arterial Functional Classification Map (August 2007)

D- Parks and Recreation Level of Service



Perteet

MEMORANDUM

TO: Deborah Knight, City Manager
City of Sultan

FROM: Eric Irelan, Project Manager

DATE: March 13, 2008

RE: March 19 Joint City Council and Planning Board Meeting

TRANSPORTATION ELEMENT REVISIONS

The Planning Board and City Council were briefed on March 5, 2008 on policy decisions surrounding the future adoption of the draft revised transportation element as part of the larger City Comprehensive Plan. These policy decisions included:

1. Revising the City's traffic level of service (LOS) standard from "B" to "D, and
2. Revising the City's future arterial functional classification map.

In addition, the briefing also covered policy recommendations in the draft revised transportation element including:

3. Recommended revisions to the City's arterial street design guidelines, and
4. Recommended increase in the City's traffic impact fee rate to raise additional transportation revenues and fairly charge new development for the costs of growth.

The Planning Board and City Council requested City Staff and consultants recommend a Preferred Alternative as part of the Comprehensive Plan and Capital Facilities Plan update. They have also requested an analysis of possible City Code amendments to implement the Preferred Alternative.

RECOMMENDATIONS

In summary, Perteet staff's Preferred Alternative recommendations to the City Staff, Planning Board and City Council are as follows:

1. Revise the City’s PM peak hour traffic level of service (LOS) standard from “B” to “D”.

Revising the standard to “D” signals that that the City is willing to accept a higher level of traffic congestion consistent with other similar size cities. Revising the standard will reduce the need for City vehicular capacity improvements to support planned population and employment levels, provides consistency with adopted City transportation goals and policies, and reduces the financial burden to the City and to property owners who choose to redevelop their land.

2. Accept the Recommended Arterial Functional Classifications Map.

The Recommended Arterial Functional Classification Map (see page 4) has been developed in response to adopted City transportation goals and policies. The map was revised to support the development of a transportation system that provides for the increased travel demands of the City’s planned population and employment growth.

Implicit with acceptance of the Arterial Functional Classification Map is a series of recommended transportation improvements. Additions or deletions of arterial designations on the map would result in changes to the recommended list of arterial system improvements. Vice-versa, the removal or addition of arterial transportation improvements to the list could result in changes to the recommended Arterial Functional Classification Map.

3. Consider the recommended arterial street design guidelines after adoption of the revised Comprehensive Plan.

Since the recommended arterial design guidelines in the revised draft revised transportation element are only recommendations, you can direct staff to revisit them after the revised Comprehensive Plan is adopted.

4. Increase the City traffic impact fee rate concurrent with adoption of the revised Comprehensive Plan.

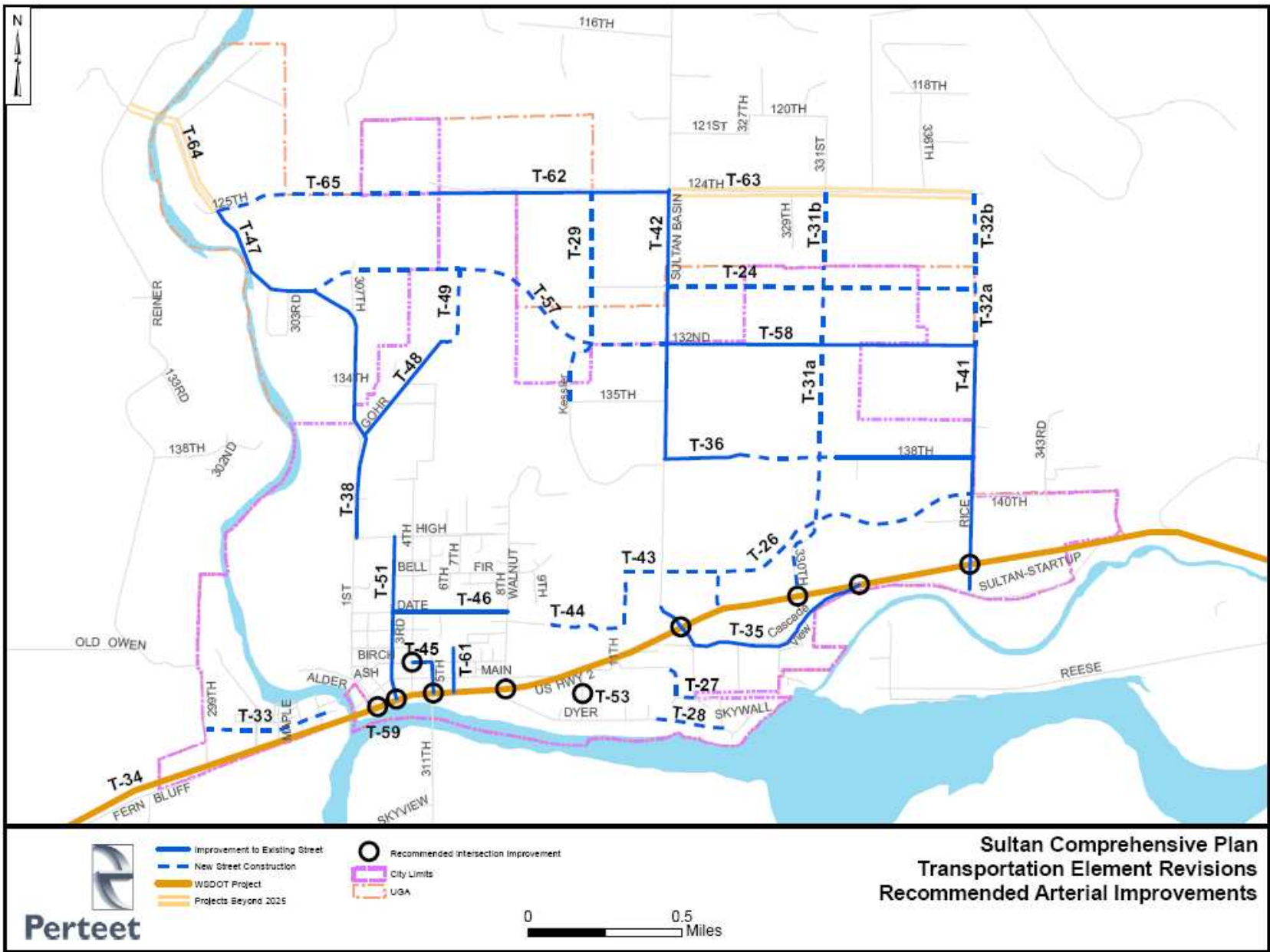
The draft revised transportation element provided analysis of the City’s long-term transportation funding capability. The draft recognizes and estimates the contribution of traffic impact fees as a viable source of City generated transportation funds, along with City REET funds, outside grant funding, and other sources.

The draft revised transportation element recommends that the City consider increasing the traffic impact fee rate, and calculates a rate range based on the method prescribed in SMC 16.112.040 *Traffic impact fee formula*:

“Such rate shall be established by estimating the cost of anticipated growth-related roadway projects divided by the projected number of growth-related trips.”

Increasing the rate concurrent with adoption of the revised Comprehensive Plan will help ensure that transportation revenues needed to leverage competitive grant funding and pay for growth-related improvements are available as soon as possible. Concurrent adoption of a new rate also provides an advantage since the increase would be tied to the updated analysis presented in the draft element.

The City could defer a decision on the traffic impact fee rate, but risks losing growth-related revenues, and in the longer term, may risk needing to update the analysis to justify revising the rate.



Recommended Transportation Improvements from 2007 revised draft Transportation Element

Project #	Project Name	Project Description	Future Number of Lanes	Project Type	Arterial Functional Classification	Project Cost Estimate
NM-3	Sidewalk Spot Improvements	Repair, replace and construct missing sidewalks within the City	n/a	Existing Deficiency	n/a	\$130,000
NM-4	Sidewalk Enhancement	Renovate public sidewalks. Stand alone projects not associated with road renovation.	n/a	Existing Deficiency	n/a	\$310,000
T-46	Date Avenue Traffic Calming	Install traffic calming treatment to Date Ave. from 8th St west to the Elementary School	2	Existing Deficiency	Local Street	\$124,000
T-51	3rd St. Reconstruction	Repair, replace, and construct as necessary asphalt, sidewalks, and bike lanes. Project is combined with water, sewer, and stormwater system projects.	2	Existing Deficiency	Local Street	\$1,300,000
T-61	6th Street Reconstruction	Reconstruct 6th St. to urban standards	2	Existing Deficiency	Local Access	\$1,500,000
T-38	1st Street Reconstruction Phase II	Reconstruct 1st St from High Ave to Trout Farm Rd. Project includes water, sewer and storm water utilities construction.	3	Capacity	Minor Arterial	\$2,500,000
T-40	US-2/Rice Rd (339th Ave) Signalization	Signalize existing intersection of US-2 at 339th Ave SE.	3	Capacity	Principal Arterial	\$1,400,000
T-42	Sultan Basin Rd. Reconstruction Phase IV	Continue Sultan Basin Rd. improvements north to 124th St. SE. Proposed Joint City/County Project	3	Capacity	Minor Arterial	\$9,140,000
T-47	Trout Farm Rd Reconstruction	Reconstruct Trout Farm Rd. from 1st St. north to 125th St SE. Proposed joint City/County Project	2/3	Capacity	Collector Arterial	\$9,050,000
T-57	132nd Ave Arterial Extension	Extend 132nd St from Sultan Basin Rd. northwest connecting to Trout Farm Rd. near 307th St.	3	Capacity	Minor Arterial	\$17,480,000
T-59	US 2/ 1st Avenue Interchange	Provide grade-separated ramp access to US-2 from 1st St.	2	Capacity	Minor Arterial	\$6,470,000
T-24	New East/West Collector	Construct new east/west collector between 339th Ave SE and Sultan Basin Rd in the north section of the City (approx. location between 132nd and 124th St SE).	2	Enhancement	Collector Arterial	\$11,040,000
T-26	New North Industrial Park Collector	Provide east/west access and traffic collector through the Industrial Park from Rice Rd (339th) to Sultan Basin Rd. and US-2	2	Enhancement	Collector Arterial	\$15,510,000
T-27	East Main St Road Extension	Extend East Main St. east to connect to 149th St. SE within the Economic Development Zone south of US-2.	2	Enhancement	Local Street	\$2,000,000
T-28	DyerSkywall Emergency Access	Provide emergency access for properties between BNSF tracks and the Skykomish River for public safety	2	Enhancement	Local Street	\$2,350,000
T-29	Kessler Drive Extension	Extend Kessler Dr. north from Bryant Rd. to 124th St. SE.	2	Enhancement	Collector Arterial	\$8,630,000
T-31a	New 330th Ave Arterial	Construct a new north-south arterial from US-2 through the Industrial Park north to 124th St SE. CITY LIMIT/UGA PORTION ONLY	2	Enhancement	Proposed Collector Arterial	\$2,500,000
T-31b	New 330th Ave Arterial	Construct a new north-south arterial from US-2 through the Industrial Park north to 124th St SE. NON-UGA PORTION	2	Enhancement	Proposed Collector Arterial	Cost TBD
T-32a	Rice Rd. (339th) St Extension	Extend Rice Rd. (339th Ave) north to 124th St. SE at County Rural Arterial road standards to provide arterial connectivity and access to US-2. Proposed joint project with Snohomish County. CITY LIMIT/UGA PORTION ONLY	2	Enhancement	Proposed Minor Arterial	\$2,942,500
T-32b	Rice Rd. (339th) St Extension	Extend Rice Rd. (339th Ave) north to 124th St. SE at County Rural Arterial road standards to provide arterial connectivity and access to US-2. Proposed joint project with Snohomish County. NON-UGA PORTION	2	Enhancement		Cost TBD
T-33	229th Ave Extension or Highland Ave Extension	Develop an interior access arterial from Old Owen Rd. east to Sportmans Park to provide access to existing roadside commercial properties and reduce curb cuts on US-2.	2/3	Enhancement	Collector Arterial	\$2,720,000

Project #	Project Name	Project Description	Future Number of Lanes	Project Type	Arterial Functional Classification	Project Cost Estimate
T-34	US-2 RDP City Access Revisions	Downtown access to US 2 will be focused on 3rd, 5th, 8th, and Main Streets to reduce congestion.		Enhancement	Principal Arterial	Awaiting WSDOT Estimate
T-35	Cascade View Drive Reconstruction and Intersection Improvement	Reconstruct Cascade View Dr to Collector arterial standard and provide intersection improvements at US-2.	2	Enhancement	Collector Arterial	\$500,000
T-36	138th St Extension	Reconstruct and extend 138th St. between Sultan Basin Rd. and 339th Ave SE.	2	Enhancement	Collector Arterial	\$2,530,000
T-41	Rice (339th Ave SE) Reconstruction	Reconstruct 339th Ave from Sultan Startup Rd. north to 132nd St. SE to arterial standard with curbs gutter and sidewalks.	2/3	Enhancement	Proposed Minor Arterial	\$8,350,000
T-43	Walburn Rd. Rerouting	Redesign the road to remove access from US-2 rerouting access to Sultan Basin Rd. north of Wagley Creek	2	Enhancement	Collector Arterial	\$1,250,000
T-44	Pine Street Extension	Extend Pine St. East to Walburn to provide east west access from Sultan Basin Rd to downtown Sultan. Emergency Evacuation Route	2	Enhancement	Collector Arterial	\$750,000
T-45	Alder St Improvements	Install traffic signal and improvements from the intersection of 4th and Alder St to the intersection of 5th and US-2. Proposed Joint project with Community Transit and Sultan School District	2	Enhancement	Collector Arterial	\$650,000
T-48	Gohr Rd Reconstruction	Reconstruct Gohr Rd to arterial standard from 1st St north to 311th Ave SE	2	Enhancement	Collector Arterial	\$4,200,000
T-49	Gohr Rd Extension	Extend Gohr Rd north to the proposed proposed 132nd Ave. Extension.	2	Enhancement	Collector Arterial	\$3,500,000
T-52	8th St. Sidewalks	Install sections of missing sidewalks on 8th St.		Enhancement	Collector Arterial	\$310,000
T-53	10th St. Railroad Crossing Improvement	Reconstruct the 10th St. crossing with the BNSF Rail Line Within the Economic Development zone.	2	Enhancement	Local Street	\$100,000
T-55	Industrial Park Rail Spur Construction	Petition BNSF and contribute to construct a rail spur access to the Industrial Park	n/a	Enhancement	n/a	\$1,000,000
T-58	132nd Ave Reconstruction	Reconstruct 132nd St SE to arterial standard	2	Enhancement	Proposed Minor Arterial	\$11,100,000
T-62	124th St. SE Reconstruction Phase 1	Reconstruct 124th St SE to urban standards from west terminus to Sultan Basin Rd.	2	Enhancement	Collector Arterial	\$5,500,000
T-65	124th St. Extension	Extend 124th Ave. west to Trout Farm Rd. intersecting at aprox. 125th St	2	Enhancement	Collector Arterial	\$10,700,000
NM-1	East Main St. Trail	Construct multipurpose trail from the east end of E. Main St north on Cascade View Dr to US 2 for nonmotorized and emergency access.	n/a	Nonmotorized	n/a	\$500,000
NM-5	US-2 Route Corridor Trail	Construct multipurpose trail to provide nonmotorized safety and connectivity as part of US-2 RDP reconstruction/widening.	n/a	Nonmotorized	n/a	\$1,672,000
NM-6	Willow/Bryant Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	n/a	Nonmotorized	n/a	\$390,000
NM-7	High/Kessler/140th Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	n/a	Nonmotorized	n/a	\$887,000
NM-8	US-2 Pedestrian Overcrossing	Construct a nonmotorized bridge crossing on US 2 to provide increased safety for pedestrians and improved traffic flow. Joint Project with WSDOT	n/a	Nonmotorized	n/a	\$4,000,000
Total Project Costs						\$154,985,500

**City of Sultan Transportation Element Revision Project
Traffic Level of Service (LOS) Standard Analysis Report**

Prepared for:

City of Sultan

March 13, 2008

Prepared by:



Perteeet

2707 Colby Avenue, Suite 900
Everett, WA 98201

Purpose of the Report

The purpose of this report is to provide information to the City of Sultan on the impacts of revising the City's traffic level of service (LOS) standard. The City's current traffic LOS standard is "B" as established in the City's 2004 Comprehensive Plan. As part of a project to revise the Comprehensive Plan, the City is examining the implications of revising the traffic LOS standard to either LOS "C" or "D", levels consistent with similar size cities in the Puget Sound Region

To help the City understand the magnitude of adopting different traffic LOS standards, this report includes a series of recommended transportation projects and a summary of the financial, environmental and policy impacts to the City of maintaining each LOS standard. The report utilizes information from the recently completed 2007 City of Sultan draft revised transportation element.

Note: this March 13 version of the report incorporates changes made to Figure 10: Recommended Arterial Improvements adding Sultan Basin Rd improvements Phase III and IV.

Transportation LOS

Transportation level of service (LOS) provides a measurement of the quality of service provided by the transportation system. Sultan's transportation performance measure is similar to that used in other cities; a traffic LOS analysis is used to evaluate the performance of roadways and intersections to provide for an evaluation of the performance of vehicular traffic movement.

To determine traffic LOS, the actual volume of traffic is compared to the roadway's capacity to carry that volume (i.e., volume over capacity, or V/C). A roadway's traffic carrying capacity is a function of the roadway's functional classification and physical characteristics including the number of travel lanes, lane and shoulder widths, and the type traffic control at intersections (signals/stop signs).

Traffic level of service is typically portrayed in a letter rating system ranging from "A" (free-flow traffic without delays), through "F" (congestion and gridlock). Level "D" represents an efficient flow of traffic without excessive delays related to volume and congestion. Below is a description of level of service:

Level A - free flow, low volumes and densities, high speeds. Drivers can maintain their desired speeds with little or no delay and are unaffected by other vehicles. At LOS A, 0-60% of available transportation capacity is utilized. Typical to intercity trips within Sultan, a 3 mile auto trip on arterials with 35 mph posted speed would take approximately 6 minutes.

Level B - reasonably free flow, operating speeds beginning to be restricted somewhat by traffic conditions. Drivers still have reasonable freedom to select their speeds. At LOS B, 60-70% of available transportation capacity is utilized. The same 3 mile trip would take approximately 7 minutes to drive.

Level C - speeds remain near free flow speed, but freedom to maneuver is noticeably restricted. At LOS C, 70-80% of available transportation capacity is utilized. The same 3 mile trip would take approximately 9 minutes.

Level D - speed begins to decline with increasing volume. Freedom to maneuver is limited and level of comfort afforded the driver is less. At LOS D, 80-90% of available transportation capacity is utilized. The same 3 mile trip would take approximately 11 minutes.

Level E - unstable flow, with volume at or near capacity. Freedom to maneuver is extremely limited and level of comfort afforded the driver is poor. At LOS E, 90-100% of available transportation capacity is utilized. The same 3 mile trip would take approximately 15 minutes.

Level F - breakdown in traffic flow. Both speeds and volume can drop to very low levels. At LOS F, the system has utilized over 100% of available transportation capacity. A 3-mile trip could take over 20 minutes and be quite irritating.

The City of Sultan’s current traffic LOS standard is “B”. This standard represents the lowest operating level for arterial streets or intersections allowed during any one hour period in a day, or the “worst case” of the day, which is usually the PM peak hour commute period. This means that during the PM peak hour, we expect that only 60 to 70% of the available street capacity to be utilized with no noticeable delay in travel times. At all other times of the day, the LOS would likely be “A”, with basically free-flow conditions.

Survey of Other Similar Cities

Sultan’s traffic LOS standard is unusually high compared to those of other comparable Cities across the State. A comparison of adopted traffic level of service standards from neighboring and similar size cities is shown in **Table 1**.

Table 1 Nearby and Similar Sized City Traffic Level of Service (LOS) Standards

City	2006 Population	Adopted Traffic LOS Standard
Sultan	4,440	B
Monroe	16,170	D
Snohomish	8,920	D
Skykomish	210	C
Fife	6,100	D
Yelm	4,600	C/D with F at some intersections
Sequim	5,000	D
North Bend	4,700	D
Sumner	9,000	D with some F
Lake Stevens	9,650	C/D
Woodinville	10,350	E
New Castle	9,200	D with some E
WSDOT	On US-2 through Sultan	D

Comprehensive Plan Transportation Goals and Policies

The City's Comprehensive Plan transportation goals and policies provide a guiding foundation for the development of the City's transportation system as the City grows to meet its future population and employment targets.

In particular, the following goals encourage investment in multimodal transportation improvements that provide for modal balance, that maximize system efficiency, that promote compact land use growth patterns, and that ensure transportation concurrency:

Transportation Goal 5.2

Encourage modal balance. Create an appropriate balance between transportation modes where each meets a different function to the greatest efficiency.

Transportation Goal 5.5

Ensure that transportation facilities and services needed to support development are available concurrent with the impacts of such development, that protects the investment which have been made in the existing transportation facilities and services, maximize the use of these services, and promote orderly and compact growth.

Transportation Concurrency

Transportation concurrency is a policy tool used to ensure that adequate transportation facilities and services are in place at the time of new development approval, or that the community has made adequate provisions to address transportation impacts from development.

Transportation concurrency requires that transportation improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years in order to maintain a community's adopted transportation LOS standard. In this way, transportation concurrency links a community's land use plans with their transportation and capital improvement plans, providing a tool for managing growth in the community.

Sultan maintains a Concurrency Management System in municipal code (SMC 16.108). The system provides a regulatory mechanism to ensure that property owners meets the concurrency provisions of the City's Comprehensive Plan for development purposes as required under GMA. Sultan's Concurrency Management System complies with the Washington State Growth Management Act (RCW 36,70A.070 (6) (b)).

Under concurrency, before the City can approve an application for development, a determination must be made that traffic generated by the proposed development will not create a condition where the LOS standard for the roadway system is exceeded. In short, if a proposed development is likely to exceed the established LOS standard, the development cannot be approved unless the City or developer will be able to make traffic improvements to ensure compliance with the standard.

Future Traffic Forecasts and Level of Service

In 2004 the City updated its Comprehensive Plan, creating a new vision for development of the community. The vision describes a more densely populated urban community with additional opportunities for housing and employment growth through the year 2025. Based on the City's 2025 future land use plan, the City would grow to a population of 11,119 and an employment level of 2000 workers. This vision was articulated in the adopted goals, policy objectives and Comprehensive Plan Future Land Use Map and zoning which became the foundation of the updated Sultan Comprehensive Plan.

To support the City's future land use vision and meet state GMA requirements, the City prepared a draft revision to its Comprehensive Plan transportation element in 2007. The project included developing traffic forecasts and traffic LOS analysis based on the City's 2025 Future Land Use Map. The traffic forecasts revealed that traffic volumes and congestion will substantially increase by the year 2025. LOS analysis demonstrated that the City's traffic LOS "B" standard, with only 60-70% of system capacity utilization, may not be sustainable on City arterial streets in the future without substantial transportation system improvements.

In addition to providing year 2025 traffic forecasts and LOS analysis, the City's draft revised 2007 Transportation Element provides a list of transportation improvements, with costs and financial analysis needed to support the current LOS "B" standard and a revised traffic LOS "D" standard. LOS "D" was recommended as a realistic LOS standard based on the peer group review and on an analysis of the City's policies, financial capability, and environmental constraints.

Intergovernmental Coordination

An important consideration in reviewing possible changes to the City's traffic LOS standard is awareness of the LOS standards of adjoining jurisdictions who maintain facilities within the City or the City's Urban Growth Area (UGA).

In Sultan, there is heavy reliance on US-2 to provide in-city traffic circulation. Heavy traffic volumes and congestion levels on US-2 negatively affect travel within the City. US 2 is designated a Highway of Statewide Significance (HSS) by WSDOT who has established a traffic level of service (LOS) standard of "D" for the highway through the Sultan UGA. Local transportation concurrency requirements do not apply to HSS facilities.

Snohomish County maintains several county roads within the Sultan Planning Area including 311th Ave SE, Old Owen Rd., and portions of Sultan Basin Road (north), Rice Road and 132nd Street SE. The County's concurrency management system has established LOS E standard on County arterial units within urban areas.

Increasing congestion levels on these facilities will affect trip travel times for trips within Sultan regardless of how well the City's arterial system is performing. If the City chooses to stay with a high LOS standard, the increased costs of maintaining the standard will not lead to a proportionate decrease in overall travel time during peak travel hours.

Transportation Improvements Needed to Maintain Concurrency

This section presents a summary of the impacts of maintaining the City traffic LOS standard at different alternative levels: B, C, and D.

As mentioned in the previous section, the City's draft revised 2007 Transportation Element provides a list of transportation improvements, with costs and financial analysis needed to support a revised traffic LOS "D" standard. These projects, shown in Appendix A, provided a benchmark to determine the additional system improvements needed to maintain the existing LOS "B" or the revised LOS "C" standard.

A summary of recommended transportation projects is presented for each LOS alternative along with an estimate of the potential financial, environmental, and policy impacts to the City is presented in **Table 2**.

Summary Conclusion

Traffic volumes and congestion are forecasted to substantially increase within Sultan by the year 2025. Traffic LOS analysis within the City's 2007 draft revised transportation element demonstrate that the City's existing traffic LOS "B" standard, with only 60-70% of system capacity utilization, does not maximize available system capacity and may not be maintainable on City arterial streets in the future without substantial transportation system improvements.

Under the existing LOS "B" standard or a revised "C" standard, additional traffic lanes would be needed on several major City streets, including recently improved streets like Sultan Basin Road and 1st Street. Key intersections would also need to be widened and signalized. Increased financial obligations and environmental impacts to maintain a high LOS standard may be too costly and disruptive to the community and ultimately would not yield a proportional increase decrease in peak hour travel times due to heavy reliance on US 2.

With a high traffic LOS standard, the City may not be able to meet its Comprehensive Plan transportation goals or implement policies calling for investments in a multimodal system that provide for "...the greatest efficiency." In addition, investments in other priority City projects may be deflected if vehicular capacity improvements required under concurrency utilize a larger proportion of City and grant resources.

A more efficient use of the City's transportation investments would be to allow a lower LOS standard to be applied during the PM peak hour, similar to what your neighboring cities and cities of comparable size are using as their concurrency standard (see Table 1).

Based on this analysis, it is recommended that the City revise its traffic LOS standard to "D".

Table 2 Sultan Traffic LOS Standards Alternatives Impacts

	LOS B Standard	LOS C Standard	LOS D Standard
Transportation Projects Needed	<p>Projects in draft revised 2007 Transportation Element plus:</p> <ul style="list-style-type: none"> - Turn pockets added to 1st St. intersections south of High St. - Four lanes on Trout Farm Rd/1st St: 132nd St Extension to High St. - Traffic signal added at Trout Farm Rd and 132nd St Extension Intersection - Four lanes on Sultan Basin Rd: s/o 132nd St. Extension - Traffic Signal added to Sultan Basin Rd. at 132nd St. - Reconstruct Alder Ave. as a Collector arterial to redistribute downtown traffic from Main St. 	<p>Projects in draft revised 2007 Transportation Element plus:</p> <ul style="list-style-type: none"> - Turn pockets added to 1st St. intersections south of High St. - Continuous TWLTL added to Trout Farm Rd: 132nd St. Extension to 1st St - Traffic signal added at Trout Farm Rd and 132nd St Extension Intersection 	<p>Project list recommended in draft revised 2007 Transportation Element</p> <p>See Appendix A</p>
Total Transportation Project Costs	\$169 Mil.	\$158.5 Mil	\$155 Mil.
Financial Impacts	<ul style="list-style-type: none"> - Substantially increased costs to provide/maintain City streets - Funding prioritization for vehicular capacity improvements - Substantial additional ROW needed for projects - Substantially increased Traffic Impact Fee 	<ul style="list-style-type: none"> - Increased cost to provide/maintain City streets - Additional ROW needed for capacity projects - Increased Traffic Impact Fee 	<ul style="list-style-type: none"> - Financial analysis presented in draft revised 2007 Transportation Element
Environmental Impacts	<ul style="list-style-type: none"> - More land dedicated to vehicular transportation needs - Wider streets and intersections can decrease pedestrian safety 	<ul style="list-style-type: none"> - More land dedicated to vehicular transportation needs - Wider streets and intersections can decrease pedestrian safety 	<ul style="list-style-type: none"> - Environmental analysis presented in draft revised 2007 Transportation Element
Policy Impacts	<ul style="list-style-type: none"> - Policy revisions to support vehicular capacity system improvements 	<ul style="list-style-type: none"> - Transportation goals and policies presented in draft revised 2007 Transportation Element 	<ul style="list-style-type: none"> - Transportation goals and policies presented in draft revised 2007 Transportation Element

Appendix A: Recommended Transportation Improvements from 2007 revised draft Transportation Element

Project #	Project Name	Project Description	Future Number of Lanes	Project Type	Arterial Functional Classification	Project Cost Estimate
NM-3	Sidewalk Spot Improvements	Repair, replace and construct missing sidewalks within the City	n/a	Existing Deficiency	n/a	\$130,000
NM-4	Sidewalk Enhancement	Renovate public sidewalks. Stand alone projects not associated with road renovation.	n/a	Existing Deficiency	n/a	\$310,000
T-46	Date Avenue Traffic Calming	Install traffic calming treatment to Date Ave. from 8th St west to the Elementary School	2	Existing Deficiency	Local Street	\$124,000
T-51	3rd St. Reconstruction	Repair, replace, and construct as necessary asphalt, sidewalks, and bike lanes. Project is combined with water, sewer, and stormwater system projects.	2	Existing Deficiency	Local Street	\$1,300,000
T-61	6th Street Reconstruction	Reconstruct 6th St. to urban standards	2	Existing Deficiency	Local Access	\$1,500,000
T-38	1st Street Reconstruction Phase II	Reconstruct 1st St from High Ave to Trout Farm Rd. Project includes water, sewer and storm water utilities construction.	3	Capacity	Minor Arterial	\$2,500,000
T-40	US-2/Rice Rd (339th Ave) Signalization	Signalize existing intersection of US-2 at 339th Ave SE.	3	Capacity	Principal Arterial	\$1,400,000
T-42	Sultan Basin Rd. Reconstruction Phase IV	Continue Sultan Basin Rd. improvements north to 124th St. SE. Proposed Joint City/County Project	3	Capacity	Minor Arterial	\$9,140,000
T-47	Trout Farm Rd Reconstruction	Reconstruct Trout Farm Rd. from 1st St. north to 125th St SE. Proposed joint City/County Project	2/3	Capacity	Collector Arterial	\$9,050,000
T-57	132nd Ave Arterial Extension	Extend 132nd St from Sultan Basin Rd. northwest connecting to Trout Farm Rd. near 307th St.	3	Capacity	Minor Arterial	\$17,480,000
T-59	US 2/ 1st Avenue Interchange	Provide grade-separated ramp access to US-2 from 1st St.	2	Capacity	Minor Arterial	\$6,470,000
T-24	New East/West Collector	Construct new east/west collector between 339th Ave SE and Sultan Basin Rd in the north section of the City (aprox. location between 132nd and 124th St SE).	2	Enhancement	Collector Arterial	\$11,040,000
T-26	New North Industrial Park Collector	Provide east/west access and traffic collector through the Industrial Park from Rice Rd (339th) to Sultan Basin Rd. and US-2	2	Enhancement	Collector Arterial	\$15,510,000
T-27	East Main St Road Extension	Extend East Main St. east to connect to 149th St. SE within the Economic Development Zone south of US-2.	2	Enhancement	Local Street	\$2,000,000
T-28	DyerSkywall Emergency Access	Provide emergency access for properties between BNSF tracks and the Skykomish River for public safety	2	Enhancement	Local Street	\$2,350,000
T-29	Kessler Drive Extension	Extend Kessler Dr. north from Bryant Rd. to 124th St. SE.	2	Enhancement	Collector Arterial	\$8,630,000
T-31a	New 330th Ave Arterial	Construct a new north-south arterial from US-2 through the Industrial Park north to 124th St SE. CITY LIMIT/JGA PORTION ONLY	2	Enhancement	Proposed Collector Arterial	\$2,500,000
T-31b	New 330th Ave Arterial	Construct a new north-south arterial from US-2 through the Industrial Park north to 124th St SE. NON-UGA PORTION	2	Enhancement	Proposed Collector Arterial	Cost TBD
T-32a	Rice Rd. (339th) St Extension	Extend Rice Rd. (339th Ave) north to 124th St. SE at County Rural Arterial road standards to provide arterial connectivity and access to US-2. Proposed joint project with Snohomish County. CITY LIMIT/JGA PORTION ONLY	2	Enhancement	Proposed Minor Arterial	\$2,942,500
T-32b	Rice Rd. (339th) St Extension	Extend Rice Rd. (339th Ave) north to 124th St. SE at County Rural Arterial road standards to provide arterial connectivity and access to US-2. Proposed joint project with Snohomish County. NON-UGA PORTION	2	Enhancement		Cost TBD
T-33	229th Ave Extension or Highland Ave Extension	Develop an interior access arterial from Old Owen Rd. east to Sportmans Park to provide access to existing roadside commercial properties and reduce curb cuts on US-2.	2/3	Enhancement	Collector Arterial	\$2,720,000

Project #	Project Name	Project Description	Future Number of Lanes	Project Type	Arterial Functional Classification	Project Cost Estimate
T-34	US-2 RDP City Access Revisions	Downtown access to US 2 will be focused on 3rd, 5th, 8th, and Main Streets to reduce congestion.		Enhancement	Principal Arterial	Awaiting WSDOT Estimate
T-35	Cascade View Drive Reconstruction and Intersection Improvement	Reconstruct Cascade View Dr to Collector arterial standard and provide intersection improvements at US-2.	2	Enhancement	Collector Arterial	\$500,000
T-36	138th St Extension	Reconstruct and extend 138th St. between Sultan Basin Rd. and 339th Ave SE.	2	Enhancement	Collector Arterial	\$2,530,000
T-41	Rice (339th Ave SE) Reconstruction	Reconstruct 339th Ave from Sultan Startup Rd. north to 132nd St. SE to arterial standard with curbs gutter and sidewalks.	2/3	Enhancement	Proposed Minor Arterial	\$8,350,000
T-43	Walburn Rd. Rerouting	Redesign the road to remove access from US-2 rerouting access to Sultan Basin Rd. north of Wagley Creek	2	Enhancement	Collector Arterial	\$1,250,000
T-44	Pine Street Extension	Extend Pine St. East to Walburn to provide east west access from Sultan Basin Rd to downtown Sultan. Emergency Evacuation Route	2	Enhancement	Collector Arterial	\$750,000
T-45	Alder St Improvements	Install traffic signal and improvements from the intersection of 4th and Alder St to the intersection of 5th and US-2. Proposed Joint project with Community Transit and Sultan School District	2	Enhancement	Collector Arterial	\$650,000
T-48	Gohr Rd Reconstruction	Reconstruct Gohr Rd to arterial standard from 1st St north to 311th Ave SE	2	Enhancement	Collector Arterial	\$4,200,000
T-49	Gohr Rd Extension	Extend Gohr Rd north to the proposed proposed 132nd Ave. Extension.	2	Enhancement	Collector Arterial	\$3,500,000
T-52	8th St. Sidewalks	Install sections of missing sidewalks on 8th St.		Enhancement	Collector Arterial	\$310,000
T-53	10th St. Railroad Crossing Improvement	Reconstruct the 10th St. crossing with the BNSF Rail Line Within the Economic Development zone.	2	Enhancement	Local Street	\$100,000
T-55	Industrial Park Rail Spur Construction	Petition BNSF and contribute to construct a rail spur access to the Industrial Park	n/a	Enhancement	n/a	\$1,000,000
T-58	132nd Ave Reconstruction	Reconstruct 132nd St SE to arterial standard	2	Enhancement	Proposed Minor Arterial	\$11,100,000
T-62	124th St. SE Reconstruction Phase 1	Reconstruct 124th St SE to urban standards from west terminus to Sultan Basin Rd.	2	Enhancement	Collector Arterial	\$5,500,000
T-65	124th St. Extension	Extend 124th Ave. west to Trout Farm Rd. intersecting at aprox. 125th St	2	Enhancement	Collector Arterial	\$10,700,000
NM-1	East Main St. Trail	Construct multipurpose trail from the east end of E. Main St north on Cascade View Dr to US 2 for nonmotorized and emergency access.	n/a	Nonmotorized	n/a	\$500,000
NM-5	US-2 Route Corridor Trail	Construct multipurpose trail to provide nonmotorized safety and connectivity as part of US-2 RDP reconstruction/widening.	n/a	Nonmotorized	n/a	\$1,672,000
NM-6	Willow/Bryant Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	n/a	Nonmotorized	n/a	\$390,000
NM-7	High/Kessler/140th Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	n/a	Nonmotorized	n/a	\$887,000
NM-8	US-2 Pedestrian Overcrossing	Construct a nonmotorized bridge crossing on US 2 to provide increased safety for pedestrians and improved traffic flow. Joint Project with WSDOT	n/a	Nonmotorized	n/a	\$4,000,000
Total Project Costs						\$154,985,500

Project Type Definitions

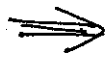
Existing street deficiency improvements are projects that resolve existing capacity, pavement, and/or design deficiencies on both local access and arterial streets.

Arterial system capacity improvements provide for the widening of arterial streets as well as improvements to arterial intersections, both which expand traffic carrying capacity.

Arterial system enhancements provide for projects needed to upgrade existing roadways to City urban street design standards and to provide for arterial connectivity.

- **The interstate highway** – SR-2 or Stevens Pass Highway extends east from Everett and a connection with I-5 across Stevens Pass to Wenatchee, then north and south along the Columbia River to Canada and I-90. SR-2 was one of the first regional highways developed across the Cascade Mountains. The alignment follows the Skykomish River and early railroad developments.

- **Principal destinations** – of the highway system include regional travel bound through the Sultan area on SR-2 between Everett and Wenatchee, and the smaller towns between. Local destinations include commercial uses located at 299th Avenue at the west end of town, the historical downtown located on Main Street between 1st and 10th Streets, and the industrial and commercial activities located from 10th Street to the east end of Cascade View Drive/Cemetery Road. All local destinations depend on SR-2 for access.



Functional roadway classifications

Roadways are functionally classified within a hierarchy that reflects access priorities, traffic volumes, roadway widths and improvements, traffic controls, and other operating characteristics. Roadway designations are an integral method of managing street use and associated land use developments.

In Washington State, a roadway classification system is a requirement for receiving state and federal highway funds (RCW 35.78.10). State law requires that cities and counties adopt a street classification system that is consistent with state and federal guidelines.

Functional classifications

	Arterial	Collector	Local
Function	Intra-community connections with activity centers.	Inter-neighborhood connections with local arterial s.	Individual house and site connections with collector system.
Access	Partially controlled.	Limited to abutting lots not fronting onto local street.	Limited to abutting properties.
Daily volume	5-25,000 ADT	Under 2,500 ADT	Under 300 ADT
Number lanes	2-4 lanes	2 lanes	2 lanes
Design speed	45 mph	35 mph	25 mph
Minimum right-of-way	60 feet	60 feet	50 feet w/closed drainage
Minimum pavement width	40 feet	50 feet	26 feet
Number lanes	2 travel, 2 parking	2 travel	2 travel
Type curb	Type A	Type A	Rolled curb
Minimum sight distance	310 feet	250 feet	160 feet
Minimum radius	560 feet	140 feet	150 feet
Maximum grade	12%	11%	15%
Maximum super elevation	0.06 feet/foot	0.06 feet/foot	0.02 feet/foot
Sidewalks	required	required	One side

*The geometric design of arterial roads is case specific and therefore, right-of-way and widths may vary. * Design speed is used to determine geometric elements, and does not imply posted or legally permissible speeds. Source: WA Department of Transportation*

- **Freeways and highways** - are multilane, high speed, high capacity roadways intended exclusively for motorized traffic. Freeways and highways are

designed and located to provide regional access to major employment centers, regional shopping centers, principal population areas, and other destinations.

Freeways are limited access motorized roadways that may partially or entirely restrict local access and may prohibit all non-motorized transportation methods including bicycles and pedestrians. Increasingly, principal regional highways and freeways have been retrofitted with special and separate high-occupancy vehicle (HOV) commuting lanes to increase capacity during peak commuting periods.

SR-2/Stevens Pass Highway	SR-2/Stevens Pass Highway was one of the first regional highways built across the Cascade Mountains to allow travel and trade between Washington cities and the agricultural, timber, and mining activities to the east. As an interstate travel route, SR-2 has been superceded by the development of Interstate 90 and now operates as a major east-west business and recreational route to the National Forest and Columbia River recreational areas, and between the scattered communities and Puget Sound employment areas.
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** SR-2 has been designated a "highway of statewide significance" and as such is exempt from local concurrency standards>*

SR-2/Stevens Pass Highway currently provides unlimited access travel through the Sultan area. SR-2 provides 5 full 4-way intersections at 299th Avenue/Fern Bluff Road, 5th Street/Main Road, Main Street/10th Street, Sultan Basin Road/Cascade View Drive, and Rice Road/339th Avenue. SR-2 provides another 4 dog-leg or 3-way intersections at 1st Street, 3rd Street, Cemetery Road/Cascade View Drive, and Sultan Startup Road. SR-2 provides parking and commercial access from business activities on the north side of the highway west of 299th Avenue and through the downtown district from 1st to 8th Streets.

The combination of these intersections and business access activities creates considerable cross traffic turning and congestion through the Sultan area, particularly during peak season and travel periods. Due to increasing traffic congestion, future WSDOT planning may begin to limit access and reduce roadway intersections as a means of controlling conflicts.

- **Major or principal arterial roads** - are primary roadways for trips between communities or urban areas and the regional freeway and highway network. Major arterial roads also collect and distribute vehicle travel to other arterial roads, major employment centers, commercial areas, and other jurisdictions within the urban area. Major arterial roads also serve as the designated through routes for truck traffic and are the principal distribution routes for transit buses.

SR-2/Stevens Pass Highway	In addition to being a regional highway, SR-2/Stevens Pass Highway is the principal east-west arterial roadway in Sultan used by local residents to obtain access to local commercial and employment destinations within Sultan.
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Except for the bridges over Sultan River and Wagley's Creek (which are only 2 lanes, SR-2 provides 2 traffic lanes, a center turn lane, occasional right-turn lanes, road shoulders, no on-street parking or loading other than extended curbs-cuts, and no sidewalks from west city limits to Wagley's Creek. From east of Wagley's Creek to Rice Road/339th Avenue, SR-2 provides 1 westbound traffic lane, 2 eastbound traffic lanes upgrade, a center turn lane, occasional right-turn lanes, road shoulders, no on-street parking or loading other than extended curbs-cuts, and no sidewalks. From west of Rice Road/339th Avenue to east city limits, SR-2 reduces to 2 traffic lanes, road shoulders, and no sidewalks.

A full traffic signal is provided at the intersection of SR-2 and 299th Avenue/Old Owen Road, a flashing yellow alert for left turning vehicles is provided west of Sultan Basin Road. All other intersections are controlled by stop signs on the side roads.

- **Minor arterial roads** - are the primary through routes between neighborhoods and other distinct areas defined by geographical features, activity centers or land uses within the local urban area. Minor arterial roads are generally routed through and around neighborhoods to provide access to neighborhood and community retail and service centers. Minor arterial roads may be used for local truck access traffic, and are the principal collection and distribution routes for transit bus routes.

Sultan Basin Road/329th Avenue	North-south minor arterial from SR-2 north through city edge of urban growth area.
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- **Collector arterial roads** - connect neighborhoods and other small, distinct areas with major and minor arterial roads. Collector roads may provide local access to schools, parks, community facilities, neighborhood or convenience stores or commercial areas, and residential neighborhoods. Collector roads may also be used for local transit bus collection and distribution routes.

299th Avenue/Reiner and Old Owen Roads	North-south collector of rural residential areas on the plateau north on Reiner Road along the Sultan River valley – and northwest on the plateau on Old Owen Road between Monroe and Sultan to SR-2 and the city business districts.
1st Street/Trout Farm Road	North-south collector of residential areas north on Trout Farm Road within the Sultan River valley, and south through town on 1st Street to the business district and SR-2
4th Street/Main Road/Ben Howard-Mann Roads	North-south collector of residential areas south on 4th Street through town to the business district and SR-2, and south across Skykomish River on Main Road to rural valley areas then east-west on Mann and Ben Howard Roads to Monroe.
8th Street	North-south collector of residential areas south through town to the business district and SR-2.
High Street	East-west collector of residential areas between 1 st and 8th Streets.

Main Street	East-west collector of business activities in the historical downtown district and with adjacent neighborhoods and SR-2.
Sultan Basin Road/329th Avenue	North-south collector of recreational areas around Spada Lake, then south to the edge of the urban growth area.
Rice Road/339th Avenue	North-south collector of residential areas south through urban growth area past economic development area to SR-2 and Sultan Startup Road.

Collector roadways in Sultan provide 2 traffic lanes, an occasional center turn lane, in-lane bus loading, some limited on-street parking, and some sidewalks on one or both sides. Average right-of-way is 50-60 feet with a paved surface between 30 and 45 feet wide.

- **Local access roads** - provide direct access to individual residential or commercial properties. Local access streets are linked with the local urban area and other outside destinations by way of collector and arterial roadways. Local roads are superseded by the higher order roads, however, and may be designed and located to avoid connections where local street traffic could congest or otherwise impede operation of the higher order roadways.

Local roadways in Sultan provide 2 traffic lanes, in-lane bus loading, some on-street parking, and some sidewalks on one or both sides. Average right-of-way is 60 feet with a paved surface between 30 and 45 feet wide.

Traffic volumes

The Washington State Department of Transportation (WSDOT) conducts annual average daily and pm peak hour traffic volumes for SR-2/Stevens Pass Highway. Traffic volumes are highest in and around the business activities that generate through travel and local resident access volumes.

Average daily traffic (ADT) volumes

	1994
SR-2 west of 299th Avenue/Old Own Road	15,141
SR-2 east of 299th Avenue/Old Owen Road	16,730
SR-2 west of 4th Street	12,600
SR-2 east of 4th Street	11,012
SR-2 east of 5th Street/Mann Road	10,059

	2002
SR-2 west of Sultan Basin Road/323rd Avenue	23,000
SR-2 east of Rice Road/339th Avenue	19,000

Source: Washington State Department of Transportation

As part of the development of the Industrial Park Master Plan in 2001, traffic counts were conducted for SR-2 from Sultan Basin Road to Rice Road. Vehicle classification data counted by the consultants determined about 9% consisted of trucks or buses including 7% buses, recreational vehicles, and single unit trucks, 1.5% double unit trucks, and 1.5% triple unit trucks. WSDOT counts indicate between 10-11% of all SR-2 traffic is from truck and related vehicles.

5.2 Arterial Street Design Standards

Standards for arterial street construction and improvement provide continuity for the arterial system and assure that adequate facilities are constructed. Well designed street standards also help ensure the safety and accessibility for other system users including transit buses, pedestrians and cyclists as well as providing for landscape areas, parking and right-of-way width. The City of Sultan arterial street standards are listed in Table 7.

Table 7: City of Sultan Recommended Arterial Street Design Standards

Street Type	Traffic Lanes	Parking Pockets	Bike Lane	Street Width	Landscape	Sidewalks	Right of Way
COLLECTOR							
2 Lane w/Parking	2-11'	8'	n/a	38'	5'	6'	60'
2 Lane w/Multi Purpose Trail and Parking	2-11'	8'	n/a	38'	5'	1-6', 1-12'	66'
2 lane w/Bike Route and Parking Pockets	2-11'	12' w/bike	n/a	46'	5'	6'	68'
INDUSTRIAL COLLECTOR							
2 Lane	2-12 to 14'	n/a	n/a	24-28'	4'	6'	44-48'
3 Lane	1-12', 2-12'	n/a	n/a	36'	4'	6'	56'
MINOR ARTERIAL							
2 Lane	2-12'	n/a	n/a	24'	5'	6'	46'
2 Lane w/Multi Purpose Trail	2-12'	n/a	n/a	24'	5'	1-6', 1-12'	52'
2 Lane w/Bike Lane	2-12'	n/a	5'	34'	5'	6'	56'
3 Lane	1-12', 2-12'	n/a	n/a	36'	5'	6'	58'
3 Lane w/Multi Purpose Trail	1-12', 2-12'	n/a	n/a	36'	5'	1-6', 1-12'	64'
3 Lane w/Bike Lane	1-12', 2-11'	n/a	5'	45'	5'	6'	67'

The following descriptions help illustrate the City's arterial design standards:

The arterial rights-of-way need to accommodate the needs of all transportation system users e.g. cars, trucks, transit buses, cyclists and pedestrians. The street width refers to the total width of pavement measured curb to curb. The design standards include six-foot wide sidewalks on both sides of a street unless there is a multi-use path in the right-of-way. A four to five foot wide landscaped buffer strip should also be provided between the vehicular travel lanes and sidewalks or paths.

Where three travel lanes are recommended, the third lane is not a through travel lane but a center two-way-left-turn-lane (TWLTL). The TWLTL provides safer vehicular turning access into side streets and frontage properties. On the three-lane arterial segments where the additional TWLTL lane may not be needed for vehicular movement, it may be possible to include a landscaped median which can also provide opportunities for pedestrian refuge where there are crosswalks. The landscaped median can be transformed into left-turn pockets where warranted at intersections or major driveways, or transitioned back into a TWLTL where warranted. **Figures 11 and 12** illustrate two of the arterial design standards.

Figure 11: Three-Lane Arterial with Bike Lanes

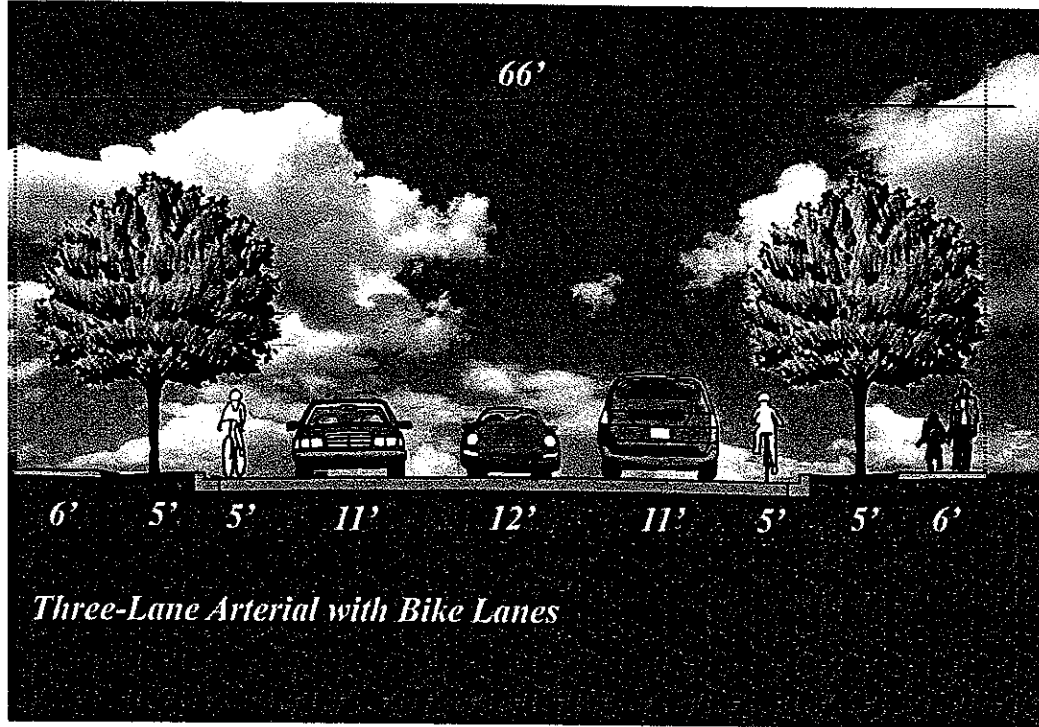
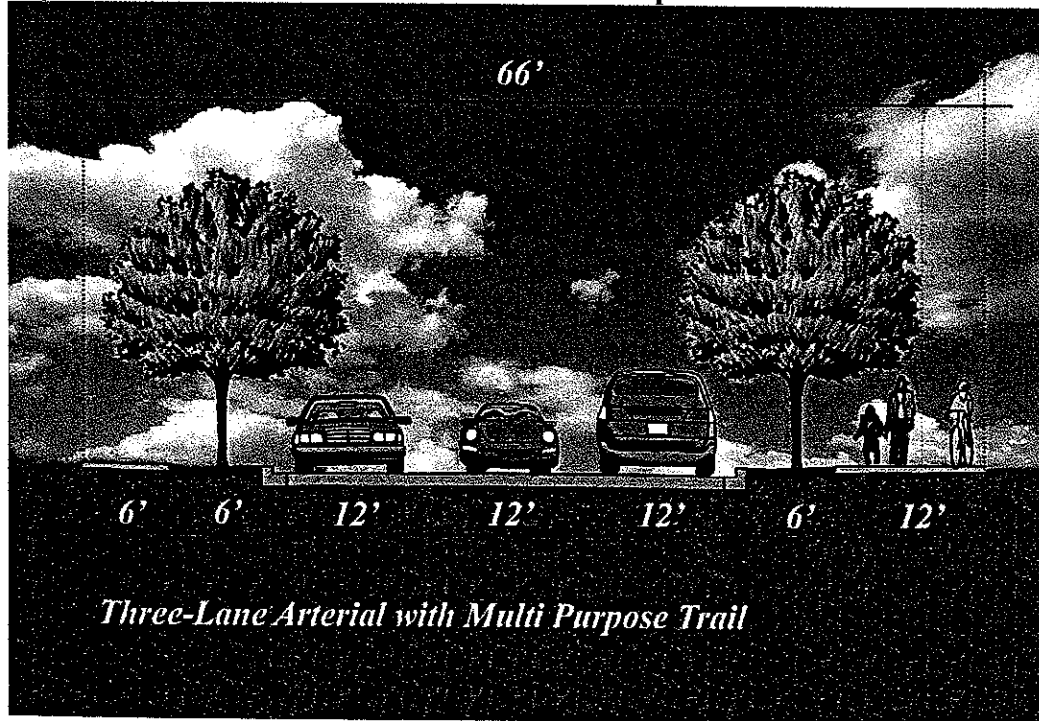


Figure 12: Three-Lane Arterial with Multi Purpose Trail



C-2



City of Sultan Design Standards and Specifications

Adopted by Sultan City Council
February 21, 2001
Amended September 17, 2003
Amended February 24, 2005

C-3

\$5.00

1.07 Penalties

Failure to comply with these Standards will be cause for withholding or withdrawing approval of plans or plats, forfeiture of bond, and/or other penalties as provided by law.

1.08 Definitions and Meanings of Terms

1. Engineer – The City of Sultan Engineer, having authorities specified in RCW 36.75.050 and 36.80 or his duly appointed representative.
2. "Road" and "Street" – Roads and Streets will be considered interchangeable for the purpose of these Standards.
3. Cul-de-sac – Short Street open to traffic on one end and permanently terminated with a turning circle with an outside radius of 45 feet and an inside radius no greater than 25 feet. Maximum length 300 feet.
4. Bubbleway – Any non cul-de-sac curvilinear deviation from the contiguous right-of-way width for the sole purpose of providing adequate lot frontage.
5. Frontage improvements – This term shall include the area between the centerline of the road to the required width of the right of way and the full length of the property of the subject site.
6. Lineal Feet –When reference it is the minimum footage allowed.

1.09 Street Classifications and Minimum Design Standards*

PRIVATE ACCESS ROAD (Easement)

A privately owned street which provides for ingress and egress through private land for traffic movements and connects directly to any public access road. Serves four (4) dwelling units or less. No private access roads will be allowed in a formal subdivision. Road design: 30' right of way including two 12' travel lanes and a 5' concrete sidewalk. Can include utility easements.

LOCAL ACCESS STREETS

A Street, which generally provides direct access to abutting properties, which may be residential, commercial, or industrial. The Access Street usually discourages through traffic by design and includes short streets, cul-de-sacs and courts. 60' right of way road design: Two 12' travel lanes, parking on both sides, 5' sidewalks on both sides with street trees planted (1 tree per 20 lineal feet) on the street edge with grates.

CUL-DE-SAC

A permanent dead-end street constructed within a 60 foot right of way which shall terminate with a turning circle with an outside radius of 45 feet and an inside radius no greater than 25 feet. Maximum length of 300 feet.

COLLECTOR STREETS

Principal traffic arteries between local access streets and higher-traffic secondary and principal arterial. Collector streets have a combined function of moving traffic and serving land uses within their neighborhood. 60' right of way road design: Two 12' travel lanes, parking both sides, 5' sidewalks on both sides with 3' planter strips, street trees (1 tree per 50 lineal feet).

C-4

SECONDARY ARTERIALS

Collects and distributes traffic from major arterial to local & collector streets. They may serve as community/business centers athletic fields, neighborhood shopping centers, parks, multi-family residential areas, medical centers & hospitals, large church complexes and similar uses. May generate a moderate number of through trips. 60' right of way road design: Two 12' travel lanes, parking both sides, 3' bicycle lane, 5' sidewalks on both sides with 3' planter strips, street trees (1 tree per 20 lineal feet). The City of Sultan Basin Road concept Plan identifies this road to be a 66' right of way with two 12' travel lanes, one 12' turn lane, two 3' bike lanes, two 5' landscape strips and two 6' sidewalks as the typical street section. (Sultan Basin Road Concept Plan, June 1999, Earth Tech).

PRINCIPAL ARTERIALS

Provide for movement across large areas to and from major traffic generators and between communities. Principal arterials predominately serve through trips with minimum direct access to abutting land. These have relatively high traffic volume compared with other streets within the city. 60' right of way road design: Two 12' travel lanes, left turn lane, parking both sides, 3' bicycle lane, 5' sidewalks on both sides with 3' planter strips, street trees (1 tree per 50 lineal feet).

- * ***Note: Right-of-way widths and improvement requirements may vary based on location within the City's Transportation System i.e. Sultan Basin Road – 66 foot right-of-way.***

1.10 Connections to Existing Streets

The design and location of connections between existing streets and new subdivisions shall meet the following criteria:

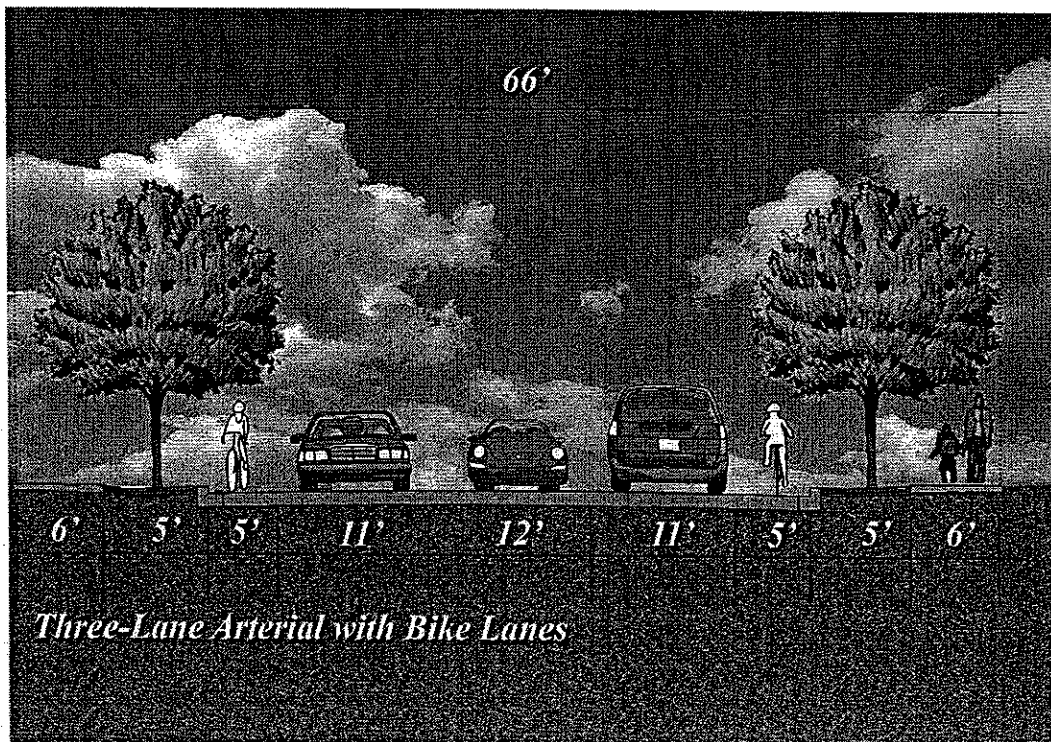
- A. A proposed subdivision shall provide street connections to all street stub-ends that abut the boundary of the subdivision. New streets shall not extend existing streets at less than the width of the existing street.
- B. A proposed subdivision shall provide street stub-ends at the boundary of the subdivision to allow for future connection(s) to possible adjoining subdivisions.
- C. The number of intersections of neighborhood and collector streets with minor and principal arterials shall be minimized.
- D. Where a subdivision provides a stub end of a street that is intended to be extended into land that may be subdivided, the subdivider shall install a permanent sign at the stub end of the street indicating that the street may be extended into the adjoining land when that land is subdivided. The text, design and method of installation shall be subject to approval by the Public Works Director.
- E. Where a subdivision provides s stub end of a street that is intended to be extended into land that may be subdivided, the subdivider shall record a notice of the planned extension of the street as part of the record of the subdivision.
- F. The City Council may grant an exception to the requirements of this subsection only if it finds that complying with these requirements would result in a neighborhood street functioning as a collector arterial.

C-5

City of Sultan Recommended Arterial Street Standards

Street Type	Traffic Lanes	Parking Pockets	Bike Lane	Street Width	Landscape	Sidewalks	Right of Way
ARTERIAL							
2 Lane	2-12'	n/a	n/a	24'	5'	6'	46'
2 Lane w/Bike Lane	2-12'	n/a	5'	34'	5'	6'	56'
2 Lane w/Bike Lane & Parking Pockets	2-12'	8'	5'	50'	5'	6'	72'
3 Lane	1-12', 2-12'	n/a	n/a	36'	5'	6'	58'
3 Lane w/Bike Lane	1-12', 2-11'	n/a	5'	44'	5'	6'	66'
3 Lane w/Bike Lane & Parking Pockets	1-12', 2-11'	8'	5'	60'	5'	6'	82'
NEIGHBORHOOD COLLECTOR							
2 Lane w/Parking	2-11'	8'	N/A	38'	5'	6'	60'
2 Lane w/Bike Lane & Parking	2-11'	8'	5'	48'	5'	6'	70'
INDUSTRIAL COLLECTOR							
2 Lane	2- 12-14'	n/a	n/a	24-28'	4'	6'	44-46'
3 Lane	1-12', 2-12'	n/a	n/a	36'	4'	6'	56'

Street Type	Traffic Lanes	Parking Pockets	Bike Lane	Street Width	Landscape	Sidewalks	Right of Way
ARTERIAL WITH MULTI PURPOSE TRAIL							
2 Lane w/Multi Purpose Trail	2-12'	n/a	n/a	24'	6'	1-6', 1-12'	54'
3 Lane w/Multi Purpose Trail	1-12', 2-12'	n/a	n/a	36'	6'	1-6', 1-12'	66'



SHOCKEY BRENT, INC.

Land Use ■ Environmental Analysis



Permitting ■ Public Policy

2716 Colby Avenue, Everett, WA 98201 425.258.9308 fax: 425.259.4448 shockeybrent@shockeybrent.com

PARKS AND RECREATION LEVEL OF SERVICE

The Planning Board and City Council were briefed on March 5, 2008 on the current and potential measures of Level of Service for Parks and Recreation. They have requested City Staff and consultants to recommend a Preferred Alternative as part of the Comprehensive Plan and Capital Facilities Plan update. They have also requested an analysis of possible City Code amendments to implement the Preferred Alternative.

RECOMMENDATIONS

In summary, my recommendations to the City Staff, Planning Board and City Council are as follows:

Parks and Recreation Defined:

1. For purposes of establishing a Level of Service standard under the Growth Management Act, "Parks and Recreation Facilities" will be defined as those facilities under City ownership and inclusive of mini-parks, neighborhood parks and community parks.
2. For purposes of establishing a Level of Service standard, "Parks and Recreation Facilities" will be defined as those facilities which are readily accessible by the public and contain opportunities for active and passive recreation.
3. The adopted Level of Service for Parks and Recreation will be established as a *minimum* 1.5 acres per 1,000 population for mini-parks, neighborhood parks and community parks unless specific park proposals are adopted as part of the amended Parks and Recreation Plan, Comprehensive Plan and Capital Facilities Plan. If based on formally adopted Plan amendments the Level of Service standard for each respective parks category (e.g. neighborhood, community, etc.) will supersede the minimum Level of Service if greater than 1.5 acres per 1,000.

Park LOS and Impact Fees

City Council/Planning Board March 19

Page 1

4. The adopted LOS standard for regional parks will be established at 1 ac. per 24,000 residents within the Sky Valley region.

Parks and Recreation Inventory

5. The inventory, surplus and/or deficiency of City park lands will be updated annually upon receipt of official population estimates from the Washington State Office of Financial Management (OFM).

Park Impact Fees

6. Park Impact Fees will be adopted by Resolution of the City Council, not by amendment to Section 16.12.030 of the Municipal Code.
7. Ordinance 929-06, establishing park impact fees should be repealed and replaced by resolutions per an amended Section 16.12.030 (See Attachment A)
8. Park Impact Fees to be applied to new residential development requests will be updated as part of the annual budget process based on the updated Inventory.
9. The Parks Impact Fee calculation formula should be amended to simplify credits. The Council by resolution should set the discount amount annually based on reasonable analysis anticipated tax contributions by new developments. It should be a fixed percentage discount (e.g. 50%, 25%).

Note: Recommendations on Impact Fees are subject to compliance with State Law (RCW 82.02) attached as Attachment B.

City Code Amendments

See Attachment A.

Attachment A

Recommended Code Amendments

Parks and Recreation

Chapter 16.72
RECREATIONAL AND OPEN SPACE STANDARDS

Sections:

[16.72.010](#) Applicability.

[16.72.020](#) Exemption.

[16.72.030](#) Recreation standards – Purpose.

[16.72.040](#) Recreation design requirements.

[16.72.050](#) Types of recreation facilities to be provided.

[16.72.060](#) Open space standards.

16.72.010 Applicability.

All types of residential subdivisions shall be required to provide recreation. In addition to the recreation requirements, residential developments shall meet the open space requirements of this title. Residential developments include condominium, multifamily, manufactured home parks and subdivisions. (Ord. 716-00; Ord. 630 § 2[16.10.060(A)], 1995)

16.72.020 Exemption.

Residential developments of less than 10 dwelling units are exempt from the requirements of these standards. (Ord. 716-00; Ord. 630 § 2[16.10.060 (B)], 1995)

16.72.030 Recreation standards – Purpose.

The city has determined that it is important that each development provide recreational facilities to serve the residents of such developments. This includes all residential developments over 10 dwelling units. If recreation areas are to be dedicated to the public and transferred to the city of Sultan, the city shall have the right to impose further specifications relating to such dedication, approvals, and/or inspections to the park or open space. [rs1](Ord. 716-00; Ord. 630 § 2[16.10.060(C)], 1995)

16.72.040 Recreation design requirements.

A. Recreation areas shall be calculated in an amount equal to 75 square feet per person expected to reside in that development.

B. For purposes of these standards, one-bedroom dwelling units shall be deemed to house an average of 2.5 persons, two-bedroom units 3.0 persons, three-bedroom

units 4.0 persons, and units with four and more bedrooms 5.0 persons. In residential subdivisions that are not approved as architecturally integrated developments (i.e., attached housing or multifamily apartment developments), each lot that is large enough for only a single-family or two-family dwelling unit shall be deemed to house an average of 4.0 persons.

C. Recreation facilities shall be a minimum of 2,000 square feet.

D. Recreation areas shall be landscaped and shall be provided with sufficient natural or manmade screening or buffer areas to minimize any negative impacts upon adjacent residences. At a minimum, all recreation areas except those designated by the city council not to be necessary, shall have continuous landscaped buffers around their perimeters at least 10 feet wide and shall also provide protective fencing if deemed necessary by the city. The plant material selected to be planted within these buffer areas shall be such that they will provide a continuous vegetative screen mix of deciduous and evergreen shrubs and trees that shall reach a minimum height of six feet at maturity. All new vegetative material shall be guaranteed for a period of at least two years after installation and approved by the department of public works.

E. Each recreation area shall be centrally located and easily accessible by walkways so that it can be conveniently and safely reached and used by those persons in the surrounding neighborhoods it is designed to serve. Therefore, no recreation area shall be located more than 2,000 feet from the dwelling unit it is intended to serve. This distance shall be measured along the walkways and streets within the development, using the shortest route possible.

F. Each recreation area shall be constructed on land that is reasonably flat, dry, and capable of serving the purpose intended by these standards; provided, that steeply sloped areas and/or floodplains may be used in the development of these recreation areas if flat areas are not available. Steeply sloped lands (in excess of 20 percent) may be appropriate for natural recreation areas. Floodplains are appropriate to be used for baseball, softball, or football fields. However, permanent structures shall be kept to a minimum in floodplains. Recreation facilities shall not be placed within environmentally sensitive area buffers.[rs2]

G. Each development shall satisfy its recreation area requirements by installing the types of recreational facilities that are most likely suited to an used by the age bracket of persons likely to reside in that development. However, unless it appears through a study prepared by an authorized representative of the developer that less than five percent of the residents of any development are likely to be children under 12, or can be demonstrated that the proposed project will be marketed to age groups unlikely to include children, than at least 15 percent of the required recreation area must be satisfied by the construction of "tot lots" (i.e., areas equipped with imaginative play apparatus oriented to younger children as well as seating accommodations for adult supervision).

H. Table 1 indicates the number of required recreational facilities relative to the size of the residential project.

I. Where recreation facilities are provided, 25 percent of the facilities will be ADA accessible, pursuant to UBC Chapter 11, 1103.1.9.1, as adopted and amended by the city.

J. All recreational areas and facilities and equipment provided and constructed shall meet the minimum requirements of the Consumer Product Safety Guidelines for Public Playgrounds and the American Society for Testing and Materials F1487. (Ord. 786-02 § 1; Ord. 716-00; Ord. 630 § 2[16.10.060(C)(1)], 1995)

16.72.050 Types of recreation facilities to be provided.

A. Each new development shall provide, at a minimum, facilities from the required list in Table 1 and a selection from the following list as stated from Table 1. The number of facilities that must be provided from this list shall be based on the number of dwelling units that are to be built in the development. Table 1 specifies the minimum number of facilities which must be provided.

Types of Facilities:	
A.	Baseball field per Senior League requirements.
B.	Softball field per Amateur Softball Association of America requirements.
C.	Multipurpose court per city of Sultan requirements.
D.	Playground area, consisting of four pieces of playground equipment including swings, slide, and climber.
E.	Picnic area, consisting of at least five picnic tables with benches, five barbecues, and five secure in-place trash containers. This picnic area shall have shade trees, one per table (in addition to required landscaping).
F.	A minimum of two lighted tennis courts per United States Lawn Tennis Association requirements.
G.	A swimming pool area with a minimum of an 800-square-foot pool, a 3,200-square-foot deck, and as a minimum a perimeter fence as required by other codes.
H.	A one-quarter mile running track per National Collegiate Athletic Association requirements.
I.	Two lighted volleyball courts per United States Volleyball Association requirements.
J.	A lighted soccer field per National Collegiate Athletic Association requirements.

K.	Two lighted handball courts per United States Handball Association requirements.
L.	Hiking, jogging, and/or biking trails, at least one mile in length per city of Sultan requirements.
M.	Exercise course per city of Sultan requirements.

Number of Dwelling Units	Minimum # of Required Facilities
10 – 20	1
21 – 50	2
51 – 70	3
71 – 150	4
151 – 200	5
201 – 250	6
251 – 300	7
301 – 350	8
351 – 400	9
401 – 450+	10

B. Any dedication off-site, improvements off-site, or financial contribution previously made shall be held, used, administered and/or returned in accordance with the terms of the developer agreement or terms of approval for the development under which the dedication, improvement or payment occurred. (Ord. 886-05 §§ 1, 2; Ord. 854-04 §§ 1, 2, 3; Ord. 716-00; Ord. 630 § 2[16.10.060(C)(2)], 1995)[rs3]

16.72.060 Open space standards.

In addition to the recreation facilities requirement, at least 15 percent of the total land area of any residential subdivision shall be dedicated as open space. Open space shall be conveyed to homeowners’ association by written instrument, or dedicated to the city under conditions subject to city approval.

Each tract must be under single ownership with area and dimensions not less than those prescribed by the appropriate dimensional and density requirements for the LMD and MD zoning districts. The tract may be divided by an existing public street that may be retained as a part of the plan for the development. The minimum yard requirements of the dimensional and density requirements for the appropriate zoning district shall apply only to the periphery of the tract.

A. Open Space Permitted Uses. Floodways and environmentally sensitive areas, lands with slopes of 25 percent or more, utility easements and lands not included within lots to be developed and sold or utilized for required public improvements

shall be recorded as open space. Environmentally sensitive areas shall be marked with native growth protection signs. At least 75 percent of the gross required open space area shall be open space free of structures or other improvements, whether public or private. In the event that it is deemed necessary to set aside any portion of the site for public buildings, an agreement shall be entered into between the applicant and the city of Sultan. (Ord. 738-00; Ord. 716-00; Ord. 630 § 2[16.10.060(C)(3)], 1995)

16.108.130 Concurrency determination – Parks and recreation.

A. The city of Sultan will provide level of service (LOS) information as set forth **by Resolution consistent with** ~~in~~ the city of Sultan comprehensive plan.

B. If the LOS information indicates that the proposed project would not result in a LOS failure, the concurrency determination would be that adequate facility capacity at acceptable LOSs was available at the date of application or inquiry.

C. If the LOS information indicates that the proposed project would result in a LOS failure, the concurrency determination would be that adequate facility capacity at acceptable levels of service was not available at the date of application or inquiry. (Ord. 630 § 2[16.12.130], 1995)

16.108.140 Fees.

A. The city shall charge a processing fee to any individual that requests a nonbinding concurrency determination not associated with an application for development approval or development action. The processing fee shall be nonrefundable and nonassignable to any other fees. Such fee shall be determined by resolution of the city council at a date subsequent to the effective date of this unified development code.

B. The following types of development shall be exempt from paying the concurrency determination fee:

1. Nonprofit agencies whose primary chartered purpose is to provide affordable housing; and
2. Other governmental agencies. (Ord. 630 § 2[16.12.140], 1995)

Chapter 16.112 DEVELOPMENT IMPACT FEES

Sections:

- [16.112.010](#) Purpose.
- [16.112.020](#) Imposition of impact fees.
- [16.112.030](#) Recreation facility impact fee formula.
- [16.112.040](#) Traffic impact fee formula.
- [16.112.050](#) Calculation of impact fee.
- [16.112.060](#) Collection of impact fees.
- [16.112.070](#) Impact fee exemptions.
- [16.112.080](#) Impact fee credits.
- [16.112.090](#) Appeals.
- [16.112.100](#) Impact fee fund.
- [16.112.110](#) Expenditures.

[16.112.120](#) Refunds.

[16.112.130](#) Impact fee as additional and supplemental requirement.

16.112.010 Purpose.

This chapter of the unified development code is enacted pursuant to the Washington State Growth Management Act [Chapter 17 Law of 1990, 1st Executive Session, Chapter 36.70A of the Revised Code of Washington (RCW) et sequitur and Chapter 32 Laws of 1991, 1st Special Session, RCW 82.02.050 et sequitur, as not in existence of hereafter.]

It is the purpose of this chapter to:

A. Ensure that adequate facilities are available to serve new growth and development;

B. Promote orderly growth and development by requiring that new development pay a proportionate share of the cost of new facilities needed to serve growth; and

C. Ensure that impact fees are imposed through established procedures and criteria so that specific developments do not pay arbitrary fees or duplicate fees for the same impact. (Ord. 630 § 2[16.13.010], 1995)

16.112.020 Imposition of impact fees.

A. After the effective date of this code, any person who seeks to develop land within the city of Sultan by applying for a building permit for a residential building or manufactured home installation, shall be obligated to pay an impact fee in the manner and amount set forth in this chapter.

B. The fee shall be determined and paid to the designated city of Sultan official at the time of issuance of a building permit for the development. For manufactured homes, the fee shall be determined and paid at the time of issuance of an installation permit. (Ord. 630 § 2[16.13.020], 1995)

16.112.030 Recreation facility impact fee formula.

A. Findings and Authority. The demand for parks and recreation facilities is proportionate to the size of the user population **and the identified community need for certain parks facilities**. The larger a population grows the greater the demand for city parks and recreation facilities. In order to offset the impacts of new residential development on the city's park system, the city has determined to ~~adjust~~ **adjust** ~~the current~~ adopt a park impact fee consistent with city standards as new development occurs. Impact fees are authorized under the State Environmental Policy Act (SEPA) and the Growth Management Act (GMA) to help offset the cost of capital facilities brought about by new growth and development. Impact fees imposed will be used to acquire and/or develop parks, open space and recreation

facilities that are consistent with the capital facilities and park and recreation elements of the Sultan comprehensive plan.

B. The impact fee component for recreation facilities shall be calculated using the following formula:

$$\text{Fee} = (\text{T/P} \times \text{U}) - \text{A}$$

1. "Fee" means the recreation impact fee.

2. "T" means the total development cost of new facilities. **Costs shall be those identified in the Capital Facilities Plan as being funded by local sources.** Such costs shall be adjusted periodically, but not more than once every year.

3. "P" means the new population to be served **based on official estimates by the Washington State Office of Financial Management.**

4. "U" means the average number of occupants per dwelling unit.

5. "A" means an adjustment for the portion of anticipated additional tax revenues resulting from a development that is proratable to facility improvements contained in the capital facilities plan. Such adjustment for a recreation facility impact fee will be established by city council **ordinance resolution.** ~~and at this time is established at \$130.00.~~ Such adjustment rates shall be updated periodically, but not more than once every year.

~~C. Park Impact Fees Imposed. The amended park impact fee based on the parks and recreation needs and impact fee analysis and recreation facility impact fee ordinance, calculated in accordance with this section, is \$3,415 for each single-family, duplex and multifamily residential dwelling unit. (Ord. 929-06 §§ 1, 2, 3; Ord. 630 § 2[16.13.030], 1995)~~

16.112.070 Impact fee exemptions.

A. The replacement of a residential structure on a site within 12 months of the demolition or removal of the prior residence.

B. The impact fee for an exempt development shall be calculated as provided for herein and paid with public funds by including such amount(s) in the public share of recreational facility improvements undertaken within the city of Sultan. (Ord. 820-03 § 2; Ord. 630 § 2[16.13.070], 1995)[rs4]

16.112.080 Impact fee credits.

The developer shall be entitled to a credit against the applicable impact fee component for the present value of any dedication of land for improvement to or new construction of any system improvements provided by the developer (or the developer's predecessor in interest), to facilities that are/were identified in the capital facilities plan and are required by the city as a condition of approval for the immediate development proposal.

~~Credits under this section shall apply only to park facilities that are readily accessible by the public and reasonably usable as mini, neighborhood or community parks.~~

The amount of credit shall be determined at the time of building permit issuance (or site plan approval where no building permit is required). In the event the amount of the credit is calculated to be greater than the amount of the impact fee due, the City Council may allow the developer ~~may to~~ apply such excess credit toward impact fees imposed on other developments within the city. (Ord. 630 § 2[16.13.080], 1995)

16.112.090 Appeals.

Any person aggrieved by the amount of the impact fee calculated and imposed upon a particular development activity may appeal such determination to the city council with 20 days of the issuance of the determination of the impact fee. (Ord. 630 § 2[16.13.090], 1995)

16.112.100 Impact fee fund.

There is hereby created and established a special purpose, nonlapse impact fee fund. The city clerk shall establish separate accounts within such fund and maintain records for each such account whereby impact fees collected can be segregated by type of facility.

A. All interest shall be retained in the account and extended for the purposes for which the impact fees were imposed.

B. Each year, the city clerk shall provide a report for the previous calendar year on each impact fee account showing the source and amount of monies collected, earned, or received and system improvements that were financed by impact fees. (Ord. 630 § 2[16.13.100], 1995)

16.112.110 Expenditures.

Impact fees for system improvements shall be expended only in conformance with the capital facilities plan. Impact fees shall be expended or encumbered for a permissible use within six years of receipt, unless there exists an extraordinary and compelling reason for fees to be held longer than six years. Such extraordinary and compelling reasons shall be identified in written findings by the city ~~planning commission~~ council (Ord. 630 § 2 [16.13.110], 1995)

16.112.120 Refunds.

A. The current owner of property on which an impact fee has been paid may receive a refund of such fee if the city fails to expend or encumber the impact fees within six years of collection, or such greater time as may be established in written findings by the city ~~planning commission~~ council documenting extraordinary or compelling reasons for extension beyond six years. In determining whether there has been an encumbrance, impact fees shall be considered encumbered on a first-in, first-out basis. The current owner likewise may receive a proportionate refund when the public funding of applicable service area projects by the end of such six-year period has been insufficient to satisfy the ratio of public to private funding. The city shall notify potential claimants by certified mail (return receipt requested) deposited with the United States Postal Service at the last known address of each claimant.

B. The request for a refund must be submitted to the city council in writing within one year of the date the right to claim a refund arises or within one year of the date notice is given, whichever is later. Any impact fees that are not expended within these time limitations, and for which no application for refund has been made as herein provided, shall be retained and expended on the indicated capital facilities. Refunds of impact fees under this subsection shall include any interest earned on the impact fees.

C. A developer may request and shall receive a refund, including any interest earned on the impact fees, when the developer does not proceed with the development activity and no impact has resulted. (Ord. 630 § 2[16.13.120], 1995)

16.112.130 Impact fee as additional and supplemental requirement.

The impact fee is additional and supplemental to, and not in substitution of, any other requirements imposed by the city on the development of land or the issuance of building permits; provided, that any other such city development regulation which would require the developer to undertake dedication or construction of a facility contained within the city capital facility plan shall be imposed only if the developer is given a credit against impact fees as provided for herein. (Ord. 630 § 2[16.13.130], 1995)

Attachment B

State Law Affecting Impact Fees

RCW 82.02.050

Impact fees – Intent – Limitations.

(1) It is the intent of the legislature:

(a) To ensure that adequate facilities are available to serve new growth and development;

(b) To promote orderly growth and development by establishing standards by which counties, cities, and towns may require, by ordinance, that new growth and development pay a proportionate share of the cost of new facilities needed to serve new growth and development; and

(c) To ensure that impact fees are imposed through established procedures and criteria so that specific developments do not pay arbitrary fees or duplicative fees for the same impact.

(2) Counties, cities, and towns that are required or choose to plan under RCW [36.70A.040](#) are authorized to impose impact fees on development activity as part of the financing for public facilities, provided that the financing for system improvements to serve new development must provide for a balance between impact fees and other sources of public funds and cannot rely solely on impact fees.

(3) The impact fees:

(a) Shall only be imposed for system improvements that are reasonably related to the new development;

(b) Shall not exceed a proportionate share of the costs of system improvements that are reasonably related to the new development; and

(c) Shall be used for system improvements that will reasonably benefit the new development.

(4) Impact fees may be collected and spent only for the public facilities defined in RCW [82.02.090](#) which are addressed by a capital facilities plan element of a comprehensive land use plan adopted pursuant to the provisions of RCW [36.70A.070](#) or the provisions for comprehensive plan adoption contained in chapter [36.70](#), [35.63](#), or [35A.63](#) RCW. After the date a

Park LOS and Impact Fees

county, city, or town is required to adopt its development regulations under chapter [36.70A](#) RCW, continued authorization to collect and expend impact fees shall be contingent on the county, city, or town adopting or revising a comprehensive plan in compliance with RCW [36.70A.070](#), and on the capital facilities plan identifying:

- (a) Deficiencies in public facilities serving existing development and the means by which existing deficiencies will be eliminated within a reasonable period of time;
- (b) Additional demands placed on existing public facilities by new development; and
- (c) Additional public facility improvements required to serve new development.

If the capital facilities plan of the county, city, or town is complete other than for the inclusion of those elements which are the responsibility of a special district, the county, city, or town may impose impact fees to address those public facility needs for which the county, city, or town is responsible.

RCW 82.02.060

Impact fees — Local ordinances — Required provisions.

The local ordinance by which impact fees are imposed:

(1) Shall include a schedule of impact fees which shall be adopted for each type of development activity that is subject to impact fees, specifying the amount of the impact fee to be imposed for each type of system improvement. The schedule shall be based upon a formula or other method of calculating such impact fees. In determining proportionate share, the formula or other method of calculating impact fees shall incorporate, among other things, the following:

(a) The cost of public facilities necessitated by new development;

(b) An adjustment to the cost of the public facilities for past or future payments made or reasonably anticipated to be made by new development to pay for particular system improvements in the form of user fees, debt service payments, taxes, or other payments earmarked for or proratable to the particular system improvement;

- (c) The availability of other means of funding public facility improvements;
- (d) The cost of existing public facilities improvements; and
- (e) The methods by which public facilities improvements were financed;

(2) May provide an exemption for low-income housing, and other development activities with broad public purposes, from these impact fees, provided that the impact fees for such development activity shall be paid from public funds other than impact fee accounts;

(3) Shall provide a credit for the value of any dedication of land for, improvement to, or new construction of any system improvements provided by the developer, to facilities that are identified in the capital facilities plan and that are required by the county, city, or town as a condition of approving the development activity;

(4) Shall allow the county, city, or town imposing the impact fees to adjust the standard impact fee at the time the fee is imposed to consider unusual circumstances in specific cases to ensure that impact fees are imposed fairly;

(5) Shall include a provision for calculating the amount of the fee to be imposed on a particular development that permits consideration of studies and data submitted by the developer to adjust the amount of the fee;

(6) Shall establish one or more reasonable service areas within which it shall calculate and impose impact fees for various land use categories per unit of development;

(7) May provide for the imposition of an impact fee for system improvement costs previously incurred by a county, city, or town to the extent that new growth and development will be served by the previously constructed improvements provided such fee shall not be imposed to make up for any system improvement deficiencies.