

SULTAN PLANNING BOARD AGENDA ITEM COVER SHEET

ITEM NO: D-2

DATE: May 6, 2008

SUBJECT: Draft Needs Assessment Reports – Transportation, Parks, and Stormwater

CONTACT PERSON: Deborah Knight, City Administrator *D. Knight*

ISSUE:

The issue before the City Council and Planning Board is to review the (rough) draft needs assessment reports for parks and stormwater.

This work is fundamentally tied to the financial analysis of revenue sources. The two parts - revenues and expenditures will begin to merge together at the joint meeting on May 13, 2008.

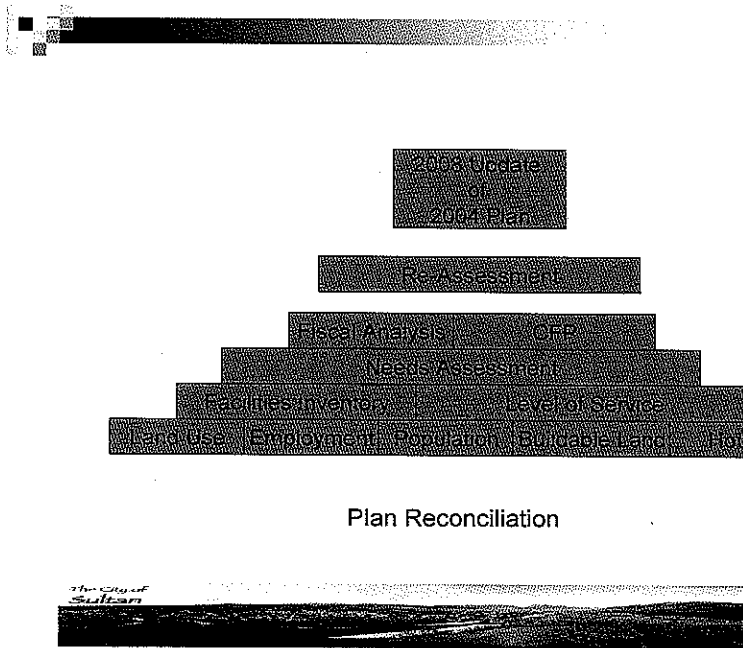
STAFF RECOMMENDATION:

1. Review the draft needs assessment reports for parks and stormwater and provide feedback to staff
2. Review the draft cost estimates for transportation, parks, stormwater, water and sewer

BACKGROUND:

The needs assessment reports are the "third" tier in the pyramid to build a compliant comprehensive plan. The needs assessment reports build on the planning assumptions (Technical Memo #1) and the facility inventory and level of service discussions with the City Council and Planning Board in March and April (Technical Memo #2).

City staff and consultants are working to finalize the facility inventory lists for transportation, water, sewer and stormwater. Draft information is provided with this agenda cover to give the City Council and Planning Board an overall understanding of the magnitude of costs.



SUMMARY:

Parks Needs Assessment

- Parks are reclassified from (e.g. from community to neighborhood park) to better reflect their function in the Sultan community.
- Acreages are adjusted to reflect how much of a parcel is actually used for active recreation purposes.
- Focus is shifted from all recreation properties to city owned facilities.
- A list of city owned facilities and descriptions are included in the Existing Facilities section.
- Goals and policies are identified
- Current and proposed level of service standards are analyzed. The Council's preferred alternative is to replace the Foundation LOS identified in the 2004 Comprehensive Plan with the National Parks and Recreation Association Base Standard.
- Planning considerations such as park inventory and classification, subdivision "tot-lots" and collection of impact fees at building permit are discussed.
 - Park Impact Fees will be adopted by Resolution of the City Council, not by amendment to Section 16.12.030 of the Municipal Code.

- Ordinance 929-06, establishing park impact fees should be repealed and replaced by resolutions per an amended Section 16.12.030 (See Attachment A)
- 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.
- 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%).
- Future needs and cost estimates are identified along with potential revenue sources.
- Goal and policy revisions are highlighted
 - 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.
 - 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.
 - The adopted Level of Service for Parks and Recreation will be established as a *minimum* 1.5 acres per 1,000 residents for mini-parks and neighborhood parks. The Level of Service Standard for community parks will be established at 4.5 acres per 1000 residents.
 - The adopted LOS standard for regional parks will be established at 1 ac. per 24,000 residents within the Sky Valley region. Regional park development will not be considered a purely local responsibility; however the City of Sultan will pledge its cooperation with other communities, the State and others in development of park and recreation facilities serving the broader Skykomish Valley community.
 - 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).
 - Add language that in providing for the various types of facilities, property located near an established trail system will be allowed a credit against its park impact fee for providing a linkage from the proposed development.

Stormwater

The figures and tables referenced in the report are forthcoming, and are being formatted for 11" x 17". Provided below is a summary of the major elements in the Surface Water draft Needs Assessment:

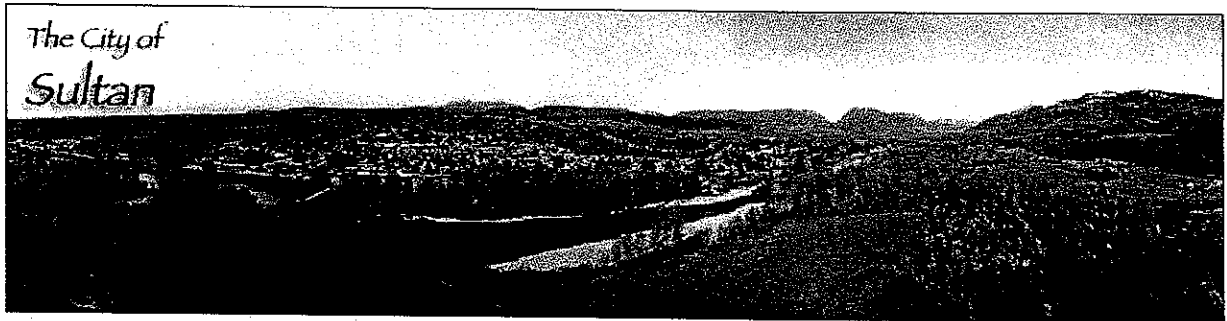
- The Goals for stormwater management listed in the Needs Assessment came directly from 2004 Comprehensive Plan; except for
- The goal to "monitor the quality content of stormwater." This has been revised, and the proposed revised language is in the draft Needs Assessment;
- There was much information used from the "Surface Water Quality Management Plan", dated July 2003. However, the goals listed in this 2003 report did not agree with the goals put forth in the 2004 Comp. Plan. I do not recommend using the goals in the 2003 report;
- There were no policies for stormwater management put forth in the 2004 Comprehensive Plan. I have recommended policies in the Needs Assessment. Most of these recommended policies came directly out of the existing City code, which I felt were applicable to the appropriate goals. In the Comments, I referenced the existing city code used.
- The recommended code and regulation changes address three major issues: 1) remove the discrepancies between the design standards referenced in the code (WDOE Manual) and what is directly stated in the code; 2) define the standards for storm conveyance, consistent with what has been presented to council; and 3) recommend language for stormwater easements, presently not in the code.
- Certain sections have been highlighted in yellow. I request particular attention be paid to these sections, as you review my draft Needs Assessment.

RECOMMENDATION:

1. Review the draft needs assessment reports for parks and stormwater and provide feedback to staff
2. Review the draft cost estimates for transportation, parks, stormwater, water and sewer

ATTACHMENTS

- A – Parks Needs Assessment
- B – Surface Water Needs Assessment
- C – Candidate Stormwater CIP Projects
- D – Transportation Projects with Stormwater Utility
- E – Fundamental Water and Sewer Planning Assumptions and Cost Estimates



Parks Needs Assessment



PLANNING ASSUMPTIONS

PARK AND RECREATION NEEDS

EXISTING FACILITIES

The City reviewed its parks inventory as part of this 2008 Plan revision. Several changes have been made in response to Growth Management Hearing Board directives. Some parks were reclassified (e.g. from community park to neighborhood park) to better reflect their function in the community.

**Table P- 1
 City Owned Park Facilities
 2004 and 2008**

	2004	2008
City Owned or Operated Facilities		
Mini Parks	2.50 ac	2.50 ac
Roadside Park	1.50	1.50
Garden Park	1.00	1.00
Neighborhood	40.01 ac	45.11 ac
Reese Park	32.00	32.00
River Park	6.00	6.00
Water Treatment Plant		5.00
Cemetery Park	1.50	1.50
2 nd and Alder	0.33	0.33
Skate Board Park		0.28
5 th and Date	0.18	
Community Park	0.00 ac	5.00 ac
Osprey Park		5.00
Regional Park	94.00 ac	89.41 ac
Osprey Park	90.00	85.41
Sportsman Park	4.00	4.00
Total	136.51 ac	142.02 ac

Acres were adjusted to reflect how much of a parcel is actually used for park or recreational purposes. Finally, the focus of the Parks Element was shifted to include only City-owned facilities. While the City will continue to partner with the Sultan School District and others to provide various types of recreation opportunities, the City feels that Level of Service and capital facility standards should apply to those facilities under its direct control.

Park and recreation facilities owned and operated by the City of Sultan total 142 acres.

Roadside Park: 1.5 acre City Park located on the south side of SR-2 west of 10th Street in the 800 block with a gazebo, picnic shed and tables.

Garden Park:

Reese Park: 32.0 acre park located on the west side of the Sultan River at 216 Old Owen Road with a baseball/soccer field, 2

picnic shelters, 1 restroom facility, and primitive trails to the river edge.

River Park: 6.0 acre park located on the east shore of the Sultan River at the south end of 1st Street and Main Street with a pavilion and picnic facility. The annual community festival with logging competitions and other activities is conducted in the park.

Water Treatment Plan site: This site is located along a private drive accessing 124st. S.E. , a mile west of Sultan Basin Road. The site is 35 acres in size, but is completely fenced and on steep terrain. It is assumed that perhaps five acres could be usable for passive recreation use.

Cemetery Park: 1.5 acres of undeveloped property in the Sultan Cemetery located on the north bank of the Wallace River at 32901 Cascade View Drive that has been improved with a multipurpose baseball and soccer field. The field will eventually revert to cemetery use when plot demands require.

2nd and Alder Streets: A vacant 0.33 acre parcel acquired by the City for "repetitive flood loss reduction".

**Table P- 2
 Non-City Facilities**

Baseball/Softball Fields	
Total	4 fields
Sultan Elementary School	1
Sultan Middle School	1
Sultan High School	2
Football Fields Total	1 field
Sultan High School	1
Soccer Fields	0
Sports Courts	1 court
Sultan Elementary School	1
Tennis Courts	0
Indoor Pools	0
Outdoor Pools	0
Recreational Centers	1
Community Center	15,190 sf

Osprey Park: 90.41 acre park located on the east shore of the Sultan River at 801 1st Street. 5.0 acres have been developed with a multipurpose baseball, football, soccer field and 0.5 mile trail to the river edge. The remaining 85.0 acres preserve wetlands and woodlands that provide wildlife habitat along the river and tributary creek. A war memorial is planned in the park.

Sportsman's Park: A 4.0 acre park located on the west shore of the Sultan River on SR-2 and Albion Street with a boat launch, gazebo, picnic shelter, tables, and river fishing access. The park is maintained by the city. The park includes the Skykomish River Boat Launch located on the north side of the river with access from SR-2.

As part of its capital facilities planning, the City will focus on the future need for Neighborhood and Community parks only. City-owned mini-parks are considered more of an aesthetic feature along U.S. 2, rather than active recreation space. So-called *tot lots* are considered a component of the City's

subdivision and planned unit development regulations and will, for the most part, be privately owned. Regional parks, while supported by the City, will be developed by the State or County within the larger Skykomish Valley area.

While not a part of the City-owned inventory, there are several other facilities in Sultan serving the recreation needs of the community. These are listed on Table P-2 . These facilities are not considered part of the capital facilities inventory of the City. The City also owns the High Street Trail, an asphalt multipurpose trail developed from the east end of High Street for evacuation of schools in case of flood or dam emergencies. Under future plans, an on/off-road bike and hike trail will be developed to provide an east-west trail (and emergency evacuation route) extension of the existing High Street Trail from Osprey Park and 1st Street past the Middle and High Schools along the edge of the plateau to the employment centers at Rice Road and SR-2. Other than the High

Street Trail there are no off-road multipurpose trails within the city or urban growth area at the present time except for a few short, informal footpaths through vacant properties, school grounds, and open spaces. As discussed below, future initiatives are planned.

GOALS AND POLICIES

The adopted 2004 Comprehensive Plan contains the following Goals and Policies that were used in the analysis of future capital park needs.

Goal: Preserve quality park resources

Develop a high quality, diversified park system that preserves significant environmental opportunity areas and features.

Policies

- 1 *Natural areas*: Preserve and protect significant environmental features for park and open space use including unique wetlands, open spaces, woodlands, shorelines, waterfronts, and other characteristics that reflect Sultan's natural heritage. Encourage the preservation of unique site features or areas and the providing of public use and access in new land developments – particularly by linking the extensive wetlands on the plateau.

COMMENT: The 2004 Plan identified steep slopes, critical areas and open space. These were updated in 2008. The natural environment goals and policies of the 2004 Plan serve to protect these areas from encroachment by new development, thus the publicly-owned critical areas will be preserved and protected. Public access to these lands will be allowed via long-term development of a trail system, some of which could involve required dedication of trail links in new private developments.

- 2 *Cultural features and interests*: Incorporate historical and cultural lands, sites, artifacts, and facilities into the park system to preserve these interests and provide a balanced social experience. Work with historical and cultural groups to incorporate community activities into the park and recreational program – including downtown promotional events.

COMMENT: Unrelated to 2008 update issues.

- 3 *Manmade environments and features*: Incorporate interesting manmade environments, structures, activities, and areas into the park system to preserve these features and provide a balanced park and recreation experience. Work with property and facility owners to increase public access and utilization of these special features – including the shorelines, wetlands, and bluffs that meander through and between developed areas.

Figure 1

City of Sultan Parks and Open Spaces

COMMENT: Public access to critical area or open space lands will be allowed via long-term development of a trail system, some of which could involve required dedication of trail links in new private developments.

- 4 *Urban growth preserves and set-asides:* Cooperate with the Snohomish County Department of Parks & Recreation, Washington State Department of Fish & Wildlife, and other public and private agencies, and with private landowners to set-aside land and resources necessary to provide high quality, convenient park and recreational facilities before the most suitable sites are lost to development.

COMMENT: Acquisition costs for additional park land assume that properties will be developable for active park and recreation use. These properties are otherwise available for private development.

Goal: Develop trail and corridor access systems

Develop a high quality system of multipurpose park trails and corridors that access significant environmental features, public facilities and developed urban neighborhoods.

COMMENT: As indicated, the High Street Trail will be developed to provide an east-west trail from Osprey Park along the edge of the plateau to the employment centers at Rice Road and SR-2. The exact route will be determined as other projects (subdivisions, commercial development, road and utility projects) are built.

Policies

- 5 *Trail system:* Create a comprehensive system of multipurpose trails providing for recreational hikers and walkers, joggers, casual strollers, bicyclists, neighborhood residents, and equestrians. Link urban neighborhoods to park and community facilities, and with proposed trails to other community and regional facilities. Extend trails through natural area corridors that will provide a high quality, diverse sampling of Sultan's environmental resources – particularly along the Wallace, Sultan, and Skykomish Rivers, and Winters and Wagley's Creeks shorelines.

COMMENT: The Park and Open Space Map designates these corridors for future trail development. The Capital Facilities Plan, however, places greater emphasis on acquisition and development of two community parks. These may be located within the corridors discussed in Policy 5, or may have to be completed as part of future private development or included in future Capital Plans.

- 6 *Natural area linkages:* Increase natural area and open space preservations within Sultan's developed urban area, particularly along shorelines, steep hillsides, wetlands, stream corridors, and major roads that link neighborhoods and facilities.

COMMENT: This policy affects critical area and open space features in the community. It's application to the City-owned park inventory is limited, although it will play a role in future trail development.

Goal: Develop quality recreational facilities

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

COMMENT: The City used this policy in determining the updated classification of park and recreation facilities; and the determination of future need.

- 7 *Waterfront access and facilities:* Cooperate with other public and private agencies to acquire and preserve additional waterfront access for recreational activities and pursuits. Develop a mixture of watercraft access opportunities including canoe, kayak, rowboat, raft, and power boating.

COMMENT: The City is cooperating with Snohomish County as the County develops a new Sportsmans' Park across the Sultan River, outside the City's UGA boundary. The City will also maintain this policy of cooperation as it works with the Sultan School District and others to maximize recreational opportunities for the public. The City's park inventory and Needs Analysis includes only City-owned parks however because these are the only facilities under its control from a capital facilities planning standpoint. The City wants to ensure that, for its part, it is making adequate provision for park facilities in line with its adopted Level of Service.

- 8 *Athletic facilities:* Support the development of athletic recreational facilities that meet the highest quality competitive playing standards and requirements for all age groups and recreational interests. Concentrate on field and court activities that provide for the largest number of participants. Develop, where appropriate, a select number of facilities that are oriented to the highest competitive playing standard for multi-agency use, especially in conjunction with the Sultan School District.

COMMENT: The City has identified community parks as its most immediate priority. While the design of these new parks must await project-level planning, community parks do include the type of athletic facilities envisioned by this policy.

- 9 *Indoor facilities:* Support the development of indoor community and recreational centers that provide for special community activities and athletic uses on a year-round basis. Develop, if appropriate, a select number of centers that are oriented to the most significant indoor activities for multi-agency use, especially in conjunction with the Sultan School District.

COMMENT: The City will be supportive of these efforts through its permitting process. At this time, it anticipates that future community park development will be exclusively for outdoor activities due to the capital costs of indoor facilities.

Goal: Effectively manage park and recreation resources

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

COMMENT: The level of service analysis, Needs Assessment, Capital Facilities Plan and regulatory changes affecting impact fees, etc. are intended to accomplish this goal.

10 *Design/development standards:* Design and develop facilities that are of low maintenance and high capacity design to reduce overall facility maintenance and operation requirements and costs. Where appropriate, use low maintenance materials, settings or other value engineering considerations that reduce care requirements and retain natural conditions and experiences.

11 *Accessibility:* Design park and recreational trails and facilities to be accessible to individuals and organized groups of all physical capabilities, skill levels, age, income, and activity interests.

COMMENT: The design of new parks must await project-level planning, community parks do include the type of facilities envisioned by Policies 10 and 11.

12 *Coordinate public and private resources:* Create a comprehensive, balanced park and recreational system that integrates Sultan with Snohomish County, Sultan School District, Washington State Department of Wildlife, and other public and private park and recreational lands and facilities in a manner that will best serve and provide for Sultan resident interests. Cooperate with other public and private agencies to avoid duplication, improve facility quality and availability, reduce costs, and represent Sultan's interests.

13 *Joint venture opportunities:* Joint venture and make publicly accessible possibly in combination with other public, non-profit, or private agencies a greater variety of recreational facilities than would be accomplished by Sultan alone or otherwise. Discuss with the Sultan School District the possibility of entering into joint ventures for the development of combined school, playground, and athletic facilities. Consider sharing the monies Sultan could realize from environmental and growth management impact assessments with the Sultan School District for the joint development and maintenance of active play fields and playgrounds - provided the facilities are made available for use by students and community residents alike.

COMMENT: The updated comprehensive plan and capital facilities plan affirm Policies 12 and 13 policy while focusing on City-owned or planned park facilities.

- 14 *Cost/benefit assessment:* Create effective and efficient methods of acquiring, developing, operating, and maintaining park and recreational facilities in manners that accurately distribute costs and benefits to public and private user interests.

COMMENT: The City reviewed its park impact fee program and its revenue assumptions to address issues of cost efficiency and equity in the distribution of costs among benefited park users.

- 15 *Finance:* Investigate new, innovative methods of financing facility development, maintenance and operating needs to reduce costs, retain financial flexibility, match user benefits and interests, and increase facility services. Consider joint ventures with the Snohomish County Department of Parks & Recreation, Sultan School District, Washington State Department of Wildlife, and other public and private agencies where feasible and desirable.

COMMENT: This policy addresses operational issues rather than those of capital acquisition and development costs.

- 16 *Park/recreation impact assessment methodology:* Develop a methodology for determining the facility impact of proposed development projects within the Sultan planning area to include the corporate limits and any surrounding lands where the residents will depend on Sultan for park and recreation needs. The methodology should determine the potential facility impacts that will be caused by a proposed urban development project, and an equitable mitigation assessment that is in accordance with local park and recreation standards. The methodology should also define a process by which the assessed fees can be allocated between agencies for the appropriate development and maintenance of local parks or conservation areas, active play recreational facilities or trails as each of these facilities may be sponsored on the behalf of Sultan residents.

COMMENT: As already indicated, the City reviewed its park impact fee program and its revenue assumptions to address issues of cost efficiency and equity in the distribution of costs among benefited park users.

The Goals and Policies influenced the analysis of level of service and future need.

LEVEL OF SERVICE STANDARDS

Levels of service (LOS) measures the extent to which existing parks, open space and recreation facilities are serving the existing community and what types of future facilities should be provided to meet future growth needs. The most recognized standards for Parks

and Recreation are published by the National Recreational and Parks Association (NRPA). For parks, LOS is expressed in terms of acres per 1000 population.

As with other non-transportation capital facilities, the Growth Management Act does not require adopting a level of service for parks and recreation. Even so, the City has developed standards for use in its past capital planning efforts and has an adopted LOS policy:

"Level of Service: Strive to maintain a Level of Service (LOS) in excess of the national and state standards. Ensure that the minimum LOS for parks meets or exceeds the NRPA standard"

- Comprehensive Plan Policy 7.1.1

CURRENT LEVEL OF SERVICE STANDARDS

The City of Sultan has used a "Foundation Level of Service (FLOS)" standard based on what parks were available in 2004 and how they were classified when the Comprehensive Plan was adopted. Sultan's city code¹ adopts a FLOS standard "as set forth in the city of Sultan comprehensive plan."

The formula for calculating FLOS is:

$$\frac{\text{Current park acres}}{\text{Current Population}} = \text{acres/person FLOS}$$

The 1994 Plan established the FLOS at 42.6 acres per 1000 residents² based on "active" and "open space/passive" uses inventories at the time. Not all open space was included, only City-owned and accessible open space. This standard was continued in the 2004 Plan update.

The FLOS approach attempts to maintain the inventory of parks and open space at historic ratios as the population grows. This presents significant capital cost issues as the population grows to 11,000 in 2025 and far exceeds standards set by other communities. Table P-3 illustrates this point.

In 2004, the population of the City was 3,814 according to the Plan. The resulting FLOS ratio is shown in Column "d" on Table P-3 based on the revised classification of park lands (Table P-1 and Column "b"). Although the population figure does not include the entire UGA, it is used as for the current FLOS calculation for consistency purposes. Unless and until the 2004 Plan is revised, the LOS standard for the City remains 42.6 ac./1000.

FLOS is significantly higher than accepted national standards. Maintaining this standard will require significant land acquisition. Column "h" shows how many additional acres or

¹ SMC 16.108.130

² Comprehensive Plan, Appendix B
Draft Needs Assessment – Parks

facilities would be needed to match the current FLOS ratio (332 acres). Column "g" shows how many additional acres (59 acres) would be required to meet a Level of Service more akin to NRPA and accepted community standards. Columns "i" and "j" show examples of LOS standards in two other Snohomish County communities.

It is recommended that the Foundation Level of Service approach be replaced in the Comprehensive Plan by a more conventional NRPA-based standard. This will significantly reduce future capital costs and will compare favorably with what other Growth Management communities are doing. A revised LOS standard is shown in Column "c". It will take effect upon adoption of the revised Plan in September.

**Table P- 3
LOS Comparison**

(a)	(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	(j)
Park Type	Current Facilities	LOS (Acres/1000)	2004 FLOS	2025 LOS	2025 FLOS	2025 LOS	2025 FLOS	LOS Edmonds	LOS Marysville
				Total Acres		Added Acres			
Mini Parks	2.5	1.5	0.7	16.7	7.3	14.18	4.8		
Neighborhood	45.11	1.5	11.8	16.7	131.5		86.4	0.95	1.5
Community	5	4.5	1.3	50.0	14.6	45	9.6	2.67	1.5
Regional	89.41	0.04	23.4	0.46	260.7		171.2	1.08	0.04
Other:			5.4		60.0		60.0		
Total	142.02		42.6	83.8	474.1	59.18	332.1		

Notes: 2006 Population: 4,785 in UGA

2025 Population: 11,119

"Other": Adjustment to achieve adopted LOS of 42.6 Acres/1000

The City should also view its "concurrency" responsibility as applying to City-owned parks only. It is unclear in the 2004 Plan (Appendix B) the extent to which school, private and other facilities are included. For example, the Plan shows that sports courts and tennis courts do not meet national standards but these are not always considered typical publicly-owned facilities. In fact, these facilities are not subject to City LOS standards in the 2004 Plan, but this should be made clear.

If the City's LOS is established at *more conventional* levels for *City-owned facilities only*, the results of the LOS analysis show that the City of Sultan would meet community standards through 2025 for most park facilities. At 1.5 acres/1000 residents about 14 acres of mini parks (small landscaped areas with benches, small play areas, etc.) could be warranted as growth occurs in new subdivisions or multi-family developments. At 4.5 acres/1000, 45 additional

acres of community parks would be warranted. This is consistent with community thinking that two new community parks are among the highest priority park needs.

PLANNING CONSIDERATIONS

Several issues have been addressed in this update of the 2004 Parks Element:

Park Inventory and Classification: Each City-owned park listed in the 2004 Plan was reviewed to confirm size and function. In 2004, the Plan listed 136.51 acres of Mini Parks, Neighborhood, Community and Regional Parks.

The 2008 revision lists 67.61 acres as the official park inventory total. Compared to the 2004 total, it excludes two "regional" parks. Regional parks are viewed by the updated Plan as not being a Level of Service obligation of local government, although the City will cooperate with other jurisdictions identifying regional needs. One "regional park" in the 2004 Plan (Osprey) was partially reclassified to a Community Park in 2008. A portion is used for athletic fields, the balance is used as passive open space. A second "regional" park (Sportsman's) is located outside the UGA, but is immediately adjacent to it. While not included in the park inventory, it is available and convenient to Sultan residents.

Open Space and Trail System Development: Existing policies in the 2004 Plan support the gradual expansion of the community's trail system using both public and private dollars. The 2004 Plan included a cost element of \$185,000 over six years in its capital facilities plan for trail expansions. The 2008 Plan places greater emphasis on Community Park development by allocating a similar dollar amount but deferring the cost to the post six-year CFP planning period.

Subdivision "tot lots": Mini-parks and tot-lots are sometimes confused in terms of ownership and financing. Some would argue that tot-lots (small neighborhood playgrounds) should count as credits against required park impact fees. Others argue that these are not part of the park system, but are required by the subdivision code as a standard feature of new plats. The Staff recommends supports this position. The need for tot lots in specific subdivisions based on a review of project needs and impacts will determine if tot lots will be provided and how they will be treated. If a proposed park meets the criteria for a publicly-owned "mini-park" it will then be considered a part of the park "need assessment" (Table P-4). The subdivision developer would at that point become eligible for credits against other park impact fees.

Once the City's position is determined, the subdivision code will be amended as necessary to clarify this requirement.

Impact Fees: The other question involving current City code deals with the City's policy of collecting impact fees at the time of building permit. Under the city's current system the
Draft Needs Assessment – Parks

developer is not "vested" to impact fees, i.e. while the fee amount might be estimated at the time of subdivision approval, it could increase by the time home construction begins. This can cause difficulties for developer in marketing his or her property because the homebuilder doesn't know how much to pay for the property without knowing the fees to be paid at the time of building permit.

FUTURE NEEDS

To summarize:

- The City has established new level of service standards to replace the former FLOS
- The 2004 inventory of parks has been reviewed and adjusted to reclassify current park facilities according to their actual function
- Trail systems have been de-emphasized somewhat to increase the priority ranking of community parks for acquisition and development.
- A clearer distinction has been recommended between "tot lots" in new residential developments vs. "mini-parks" which will be publicly-owned and which could be included in proposed developments upon approval by the City.
- The timing and applicability of park impact fees have been clarified.

Based on the foregoing, the additions and changes shown on Table P-4 are recommended. Over the 2025 Plan period, these additions will accomplish the City's revised LOS standard while still meeting the policy Objective 7.1.1. by exceeding the national standards, albeit by less than the former 42.6 acres/1000.

Table P-4 proposes acquisition and development of several mini-parks throughout the community, either freestanding, or dedicated as part of new development. Improvements to existing park sites are also shown to bring them up to higher, more usable standard.

Cost Assumptions

Regarding cost, the City contacted Snohomish County park representatives. Based on their recent park design and development experience, an estimate of \$500,000 per acre has been used for community parks. For smaller mini-parks, a recent 4-acre park redevelopment project in Tacoma is budgeted for about \$75,000 per acre. The City's most recent Park Impact Fee Analysis based on the 2004 Plan, estimated a develop cost of \$60,000 per acre. The higher \$75,000 figure is used for this parks plan.

It should be noted that the estimates assume a higher level of mink-park improvement. A lower end estimate if \$10-\$12,000 per acre could be used if only a bench, picnic table, landscaping and pedestrian paths were to be constructed.

The property acquisition cost assumption is based, in part, on a review of recent real estate advertising for the Sultan area. One raw land parcel of 9 acres is offered for \$600,000 (\$66,000 per acre). Another vacant parcel advertised for multiple family uses is offered for \$300,000 per acre, as is a commercial property. Snohomish County recently announced purchase of 13 acres near the proposed Brightwater facility for parks. The cost totals \$2.7 million (\$206,000 per acre). The 2004 Comprehensive Plan and Parks mitigation fee assumed

**Table P-4
 City Owned Park Facilities
 2008 Needs Assessment**

	2008	2025	Acquire	Develop
Mini Parks	2.50 ac	16.50 ac		
Roadside Park	1.5	1.5		
Garden Park	1	1		
<i>New (7-9)</i>		14	X	X
Neighborhood	45.11 ac	45.11 ac		
Reese Park	32	32		
River Park	6	6		
Water Treatment Plant	5	5		X
Cemetery Park	1.5	1.5		
2 nd and Alder	0.33	0.33		X
Skate Board Park	0.28	0.28		X
Community Park	5.00 ac	50.00 ac		
Osprey Park	5	5		
<i>New (2)</i>		45	X	X
Regional Park	89.41 ac	89.41 ac		
Osprey Park	85.41	85.41		
Sportsman Park	4	4		
Trail Development			X	X
Total	142.02 ac	201.02		

an acquisition cost of \$100,000 per acre. For purposes of this capital facilities plan, an estimate of \$175,000 per acre has been used. This assumes that community park land will be more developable than lands estimated in 2004, but will be less than the higher-end lands being marketed in the \$300,000 range.

Table P-5 City Owned Park Facilities Cost Estimate						
	2008	2025	Acquire	Develop	Total	2004 Plan Estimate
Mini Parks	2.50 ac	16.50 ac				
<i>New (7-9)</i>		14	\$2,450,000	\$1,050,000	\$3,500,000	
Neighborhood	45.11 ac	45.11 ac				
Water Treatment Plant	5	5		\$375,000	\$375,000	
2 nd and Alder	0.33	0.33		\$24,750	\$24,750	
Skate Board Park	0.28	0.28		\$21,000	\$21,000	
Community Park	5.00 ac	50.00 ac				
<i>New (2)</i>		45	\$7,875,000	\$22,500,000	\$30,375,000	\$7,550,000
Regional Park	89.41 ac	89.41 ac				
Trail Development				\$185,000	\$185,000	\$2,132,800
Total	142.02 ac	201.02	\$10,325,000	\$24,155,750	\$34,480,750	\$9,682,800

Based on these assumptions, cost estimates for the improvements contained in Table P-4 are shown on Table P-5. Total estimated costs for the period 2008-2025 to bring Sultan's parks to the proposed level of service standard are about \$34.5 million, an average of about \$2 million per year in capital budget expense. This compares with an estimated cost of \$9.7 million used as a basis for park impact fees based on the 2004 Comprehensive Plan.

Potential Revenue Sources

Typical revenue sources for park acquisition and development include impact fees, land dedications, general fund allocations and grants. The City currently assesses a park impact fee of \$3415 for each new dwelling unit. Applying this number against the projected 2725 new dwellings expected by 2025 would produce about \$9.5 million.

The City Staff, consultants, citizens, Planning Board and Council should agree on the level of funding sources that can reasonably be expected. Increases in park mitigation fees,
Draft Needs Assessment – Parks

anticipated grant levels, etc. should be weighed as part of a final decision on long term expenditures at the levels depicted on Table P-5. This will be a part of the Capital Facilities Plan discussion once revenues and expenditures for other capital needs are presented. Current policy³ encourages "joint ventures with public and private agencies to assist in facility development, maintenance and operation, and to reduce costs." While this analysis has focused on City-owned facilities, cooperative efforts with other park and recreation providers may result in cost efficiencies.

GOALS AND POLICIES REVISIONS

Based on this Needs Assessment for Parks, the following adjustments to the 2004 Plan policies should be considered.

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 residents for mini-parks and neighborhood parks. The Level of Service Standard for community parks will be established at 4.5 acres per 1000 residents.
4. The adopted LOS standard for regional parks will be established at 1 ac. per 24,000 residents within the Sky Valley region. Regional park development will not be considered a purely local responsibility; however the City of Sultan will pledge its cooperation with other communities, the State and others in development of park and recreation facilities serving the broader Skykomish Valley community.

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)

³ Policy CF - 9.2, 2004 Plan

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%).

CODE AND REGULATION CHANGES

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. The requirements of this section are in addition to park impact fee requirements of SMC 16.112.030. Residential developments include condominium, multifamily, manufactured home parks and subdivisions. (Ord. 716-00; Ord. 630 § 2[16.10.060(A)], 1995)

New Section in 16.72: Public Dedication of Recreation Lands

- Recreation lands required as part of subdivision approval may be offered for City ownership
- City Council has final authority to accept or decline
- Property offered must meet size and design requirement for mini-park, neighborhood or community park
- City will credit the cost against the park impact fee amount. (See also SMC 16.112.080)

16.72.050 Types of recreation facilities to be provided.

- Add language that in providing for the various types of facilities, property located near an established trail system will be allowed a credit against its park impact fee for providing a linkage from the proposed development.

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. (*Note: Assuming State law allows this by Resolution and not Council ordinance*)

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

SURFACE WATER NEEDS

EXISTING FACILITIES

The City updated the stormwater inventory as part of this 2008 Plan revision. The locations of storm pipelines, culverts, catch basins, infiltration facilities, and drainage ponds were inventoried and mapped. For the drainage ponds, both the City owned and privately owned pond facilities

have been identified in the inventory map, in the anticipation that sometime in the future the City may assume the maintenance responsibility of the privately owned ponds. The number of known private drainage ponds are xx, primarily located in the east and northeast portions of the City.

Table SW- 1
City Owned Stormwater Facilities
2008

	Quantity (Approximate)
Storm Pipes	Xx feet
Catch Basins	820
Inlets	160
Drainage Ponds*	Xx

* Quantity includes detention/retention ponds and infiltration ponds. This table does not including the drainage ponds that are privately owned.

In the semi-rural parts of the City of Sultan urban growth area, there are several culverts that convey flows from creeks and open ditches. The major culverts that convey flows from creeks and larger drainage areas have been identified and are also shown in the storm inventory maps.

The significant surface water features includes several smaller and larger creeks within the urban growth area. Stormwater runoff from the City discharge into two smaller creeks, Wagleys Creek and Winters Creek, the larger Sultan River located at the westerly boundary, and the Skykomish River generally along the southerly boundary of the urban growth area. Stormwater discharges into the creeks and rivers at multiple locations, via both pipe and culvert discharge points as well as via sheet flow.

GOALS AND POLICIES

The adopted 2004 Comprehensive Plan contains the Goals listed below, which were used in the analysis of future capital stormwater needs. Policies to implement the goals will be added to the 2008 update.

Overarching Goal: Create and Effective Stormwater Management Plan

Create an effective stormwater management system that will control runoff quality, volumes, and directions within the areas that affect the Sultan urban area.

Goal: Utilize Natural Drainage Corridors & Methods

Utilize natural drainage corridors and open channel runoff methods wherever possible and practical. To the extent that that it is practical, require channels and drainage ponds be planted and maintained in a natural state to blend with the natural surroundings, to provide wetland park and habitat values, and to use natural methods of treatment, such as bio-filtration.

Goal: Provide Flow Control of Stormwater

Require land developments to hold or retain storm runoff of a quantity equal to and possibly in excess of the amount that would be distributed by the site in a natural state.

Goal: Provide Runoff Quality Measures

Monitor the quality content of stormwater runoff within the Sultan urban area. Establish and enforce exacting performance standards governing the use of fertilizers and other surface chemical applications, dumping or drainage of wastes including animal and chemical, loss of soil or plant materials due to erosion or construction activity.

COMMENT: It is proposed to revise this in the 2008 update. The revision will be in conformance with the water quality performance standards put forth in the existing City Code. The current code reads: *Protect the chemical, physical and biological quality of ground and surface waters. Encourage the protection of natural systems and the use of them in ways which do not impair their beneficial functioning. Protect the habitat of fish and wildlife.* (SMC 16.92.010).

Goal: Equitability in Costs

Equitably distribute costs associated with collection, distribution or retention to the private properties that contribute runoff.

Figure 1

City of Sultan Stormwater Inventory Map

LEVEL OF SERVICE STANDARDS

Levels of service (LOS) measures the extent to which existing stormwater facilities are serving the existing community and what types of future facilities should be provided to meet future growth needs. As with other non-transportation capital facilities, the Growth Management Act allows local communities to define their own level of service for stormwater facilities.

CURRENT LEVEL OF SERVICE STANDARDS

The City of Sultan has stormwater performance standards identified in the City code. This level of service standard for stormwater treatment and flow control apply to new projects and retrofit projects which exceed certain minimum thresholds, and which uses the current "Stormwater Management Manual for Western Washington" by the Washington Department of Ecology, published in 2005 (e.g. WDOE Manual), which specifies stormwater standards for the design, on-site management, and its implementation. More specifically, the WDOE Manual provides level of service standards for on-site stormwater management, stormwater quality treatment, flow control/detention, erosion control measures for construction activity. These are described in more detail in the paragraphs provided below.

Natural drainage patterns are to be maintained, and discharges from a project site are to occur at the natural location, to the maximum extent practicable. The manner by which runoff is discharged from the project site must not cause a significant adverse impact to downstream receiving waters and down-gradient properties. All outfalls require energy dissipation.

Projects are to employ on-site stormwater management using best management practices (BMPs) to infiltrate, disperse, and retain stormwater runoff onsite to the maximum extent feasible without causing flooding or erosion impacts. The BMP measures and alternatives are defined in the WDOE Manual.

For the sizing of stormwater treatment facilities, there is the goal of removing 80% of the total suspended solids (TSS) from stormwater. Stormwater pollutants attach themselves to suspended solids, so it has become a benchmark for stormwater quality. Based upon this goal, the following set of design criteria is used:

- Water Quality Design Storm Volume: The volume of runoff predicted from a 24-hour storm with a 6-month return frequency (a.k.a., 6-month, 24-hour storm). Alternatively, the 91st percentile, 24-hour runoff volume indicated by an approved continuous runoff model may be used.
- Water Quality Design Flow Rate, Preceding detention facilities or when detention facilities are not required: The flow rate at or below which 91% of the runoff volume, as estimated by an approved continuous runoff model, is to be treated.
- Water Quality Design flowrate, following a detention facility is to be the full 2-year release rate from the detention facility.

For flow control measures, the goal is to prevent increases in the stream channel erosion rates that are characteristic of natural conditions (i.e., prior to disturbance by European settlement). Furthermore, the level of service standard intends to maintain the total amount of time that a receiving stream exceeds an erosion-causing threshold based upon historic rainfall and natural land cover conditions. That threshold is assumed to be 50% of the 2-year peak flow, based upon studies done on stream channel stability in the Pacific Northwest, and subsequently adopted by the WDOE Manual as a design threshold. Maintaining the naturally occurring erosion rates within streams is vital to protecting fish habitat. New development and redevelopment projects must provide flow control to reduce the impacts of stormwater runoff from impervious surfaces and land cover conversions.

For the flow control and stormwater quality treatment facilities (e.g. structural BMPs), the hydrologic modeling is to be a continuous simulation hydrologic model based on the EPA's HSPF (Hydrologic Simulation Program-Fortran) program, or an approved equivalent model. Flow control is to be designed for storm events up to and including the 50-year storm events.

The WDOE Manual provides technically sound stormwater management practices which are presumed to protect water quality and in-stream habitat – and meet the stated environmental objectives. This is referred to as the “presumptive approach”, and it is based upon the performance data of existing stormwater BMPs that have been monitored both at the State and national level.

COMPARISON OF LEVEL OF SERVICE STANDARDS

For conveyance a comparison was made of other municipalities in Western Washington, particularly in the region around the City of Sultan. This comparison is summarized in Table SW-2.

SW-2 Comparison of Level of Service for Conveyance	
Municipality	Convey Flow within Pipes or Ditches
King County (and Woodinville & Snoqualmie)	25-yr Storm (New) 10-yr Storm (Existing)
City of Monroe & Snohomish County	100-yr Storm
City of Everett	25-yr Storm
Wash. Dept. of Transportation	25-yr Storm (pipes) 10-yr Storm (ditches)

The level of service for stormwater quality, flow control and erosion control during construction, many municipalities in Western Washington have also adopted the Washington Dept. of Ecology “Stormwater Manual for Western Washington”, 2005. This WDOE Manual is becoming the standard of practice for municipalities to use.

UPDATED LEVEL OF SERVICE STANDARDS

Certain stormwater level of service issues have been addressed in this update of the 2004 Comprehensive Plan. This includes two major categories: a) stormwater quality treatment and flow control; and b) storm conveyance.

Stormwater Quality Treatment and Flow Control

This plan is to maintain the same level of service as is put forth in the existing Sultan municipal code, which is the most current version of the Washington Dept. of Ecology "Stormwater Manual for Western Washington"; current edition is dated 2005.

Conveyance

Stormwater conveyance capacity for level of service standard is summarized in Table SW-3. The minimum pipe size shown in the table applies to all newly constructed publicly owned storm facilities, is put forth for ease of maintenance; it is not dependent on the design storm event.

	Closed Pipes & Ditches	Culverts
New Storm Facilities	25-yr Storm, for Peak Flowrate	25-yr Storm, for Peak Flowrate
Existing Storm Facilities	10-yr Storm, for Peak Flowrate	10-yr Storm, for Peak Flowrate
Minimum Pipe Size	12" diameter (publicly owned)	12" diameter (publicly owned)

Easements

Uniform minimum standards are to be set for drainage easements, with the purpose of providing the means for the city to have access to maintain a drainage facility or address a drainage problem, for protection of property or the general public good.

PLANNING CONSIDERATIONS

Several issues have been addressed in this update of the 2004 Surface Water Element:

Stormwater Inventory: The City-owned stormwater facilities have been updated and mapped. This includes storm pipe lines, culverts, catch basins, drainage ponds, storm outfalls, and storm infiltration facilities.

Funding: It is planned to create a stormwater utility fee to finance the stormwater capital improvement projects and pay for on-going maintenance costs.

FUTURE NEEDS

Capacity Analysis: A conveyance capacity analysis has been performed of the major storm trunk lines and major culverts within the urban growth boundary. This was done identify areas where existing publicly owned drainage facilities are under-capacity for existing conditions, and to determine locations and facilities that will to be upgraded for future needs.

Forecast of Future Needs: The future needs are based upon conveyance capacity requirements. This includes upgrading storm pipe sizes at certain locations to achieve the level of service criteria summarized in Table SW-3, and to prevent increased flooding and drainage-related problems as population increases and development occurs. The forecast of existing and future needs are summarized in Table SW-4. Addressing these needs will also alleviate existing stormwater inadequacies for conveyance.

The level of service for stormwater quality and flow control will be achieve for new city owned projects, such as roads, in accordance with the WDOE Manual. Retrofit of stormwater facilities for existing roads will also be done in accordance with the WDOE Manual, as already adopted by the City. The retrofit of existing public streets for stormwater quality treatment and flow control is provided separately in the costs of the capital improvement plan for road projects, and is therefore not listed in Table SW-4. The exception is retrofit of the storm for Main Street between 1st Street and 5th Street. The stormwater quality treatment and detention of runoff for this downtown street is identified as location ID C-6 in Table SW-4.

As privately-funded development occurs the level of service criteria will continue to be achieved through enforcement of the development standards put forth in the Sultan municipal code.

The capital improvement projects have budgeted costs that are listed in Table SW-4. These costs are based upon the following assumptions:

- Construction costs are based upon 2008 dollars plus 30% increase for inflation;
- Engineering and plan preparation costs are budgeted at 10% of construction;

- Any land acquisition or easement costs are not included in the budgeted costs. It is assumed that cooperation can be acquired by each respective property owner, due to the project improvements will be mutually beneficial to the City and the property owner. Consequently, there is the goal of avoiding the need to purchase properties or easements. This possibility will need to be investigated on a case-by-case basis.

Proposed Locations & Capacities of Stormwater Capital Facilities: The locations of the existing stormwater capital facilities are shown in Figure 1. The location of future capital facility improvements are shown in Figure 2 which coincides with the forecast of future needs listed in Table SW-4. This storm system achieves the level of service for conveyance listed in Table SW-3.

Finance Plan to Fund Stormwater Capital Facilities:

[REDACTED]

Potential Revenue Sources

[REDACTED]

Growth Related only

Table SW-4 Forecast of Future Needs		
Location ID	Location and Description	Budgeted Cost
N-2B	311 th Street & Wisteria, Winters Creek Culverts Crossing: Clean out 2-36" culverts and install a sedimentation catchment area to allow easy access and cleaning.	\$2,000
N-3	Gohr Road, 300 feet south of Park Drive: Construct a 90 ft. grass-lined ditch from the existing culvert extending easterly to the man-made pond to allow for gravity flow.	\$5,000
N-5	Gohr Road culvert replacement and ditch cleaning.	\$10,000
C-11	Clean out existing closed depression and reconstruct ditch on the south of high school property, to allow for continued collection of stormwater and infiltration.	\$16,000
C-19	8 th Street at Depot Lane: Construct a debris-cage at the existing catch basin in the low area on the east side of 8 th Street.	\$7,000
E-4	Bryant Road and Sultan Basin Road: Construct a culvert under Brant Road and extend ditch along the west side of Sultan Basin Road, to allow for positive drainage of closed depression.	\$34,000
E-7B	132 nd Street: Construct an 800 ft. closed pipe system along 132 nd Street, east of Sultan Basin Road. Discharge into creek channel located approximately 2,000 ft. east of Sultan Basin Road.	\$155,000 \$X
E-8	Creek Crossing at 132 nd Street Approximately 1,000 feet west of 339 th Ave: Unplug existing culvert and remove debris at inlet and outlet.	\$1,000
E-16	Dryer Road Culverts at Wagleys Creek Crossing: Construct an overflow catch basin and culvert with debris cage, and construct a floating log boom to capture debris upstream of the culverts. This is Phases 1 and 2 of the project for this site.	\$19,000
1st street	Total =	\$ 249,000

city portion
developer portion

bond revenue

\$2008 + 30% (inflation)
10% Engineering / design
strained as population increase

Figure 2

City of Sultan Stormwater Candidate CIP Sites

GOALS AND POLICIES REVISIONS

The 2004 plan provided goals for surface water, but no policies for implementation were listed. Based on this Needs Assessment for Surface Water, there are policies that should be considered, which are written below.

Goal: Utilize Natural Drainage Corridors & Methods (No Change)

Utilize natural drainage corridors and open channel runoff methods wherever possible and practical. To the extent that that it is practical, require channels and drainage ponds be planted and maintained in a natural state to blend with the natural surroundings, to provide wetland park and habitat values, and to use natural methods of treatment, such as bio-filtration.

Policy (Proposed)

- 1 Where possible, natural vegetation shall be used as a component of drainage design.

COMMENT: The existing drainage standards provide for the use of natural methods for treatment. Natural drainage corridors and open channels are allowed for use for stormwater conveyance.

Goal: Provide Flow Control of Stormwater (No Change)

Require land developments to hold or retain storm runoff of a quantity equal to and possibly in excess of the amount that would be distributed by the site in a natural state.

Policies (Proposed)

- 2 Stormwater discharge to streams shall control streambank erosion by limiting the peak rate of runoff from individual development sites through the use of detention or infiltration. Infiltration shall be utilized to the fullest extent practicable, only if site conditions are appropriate and groundwater quality is protected.
- 3 Streambank erosion control measures shall be selected, designed and maintained according to the approved manual.

COMMENT: Flow control measures include the alternatives of using detention, retention and infiltration, or a combination of thereof. The existing drainage standards provide the means to implement this policy.

Goal: Provide Runoff Quality Measures (Proposed Revision)

Protect the chemical, physical and biological quality of ground and surface waters. Encourage the protection of natural systems and the use of them in ways which do not impair their beneficial functioning. Protect the habitat of fish and wildlife.

COMMENT: It is proposed to revise this in the 2008 update. The revision will be in conformance with the water quality performance standards put forth in the existing City Code. (SMC 16.92.010).

Policies (Proposed)

- 4 All treatment BMPs (best management practices) shall be selected, designed and maintained in accordance with the State Department of Ecology's Stormwater Management Manual.

Comment: The current City code specifies runoff quality to be achieved through the continued implementation of the current Washington Department of Ecology "Stormwater Management Manual for Western Washington" (e.g. WDOE Manual), for new development projects and redevelopment projects. The WDOE Manual requires stormwater quality treatment facilities be constructed, which provide for the treatment of stormwater runoff prior to discharging from a site or to a protected water body, such as a stream or wetland. Providing treatment BMPs will be used in lieu of monitoring and creating performance standards governing the discharge of pollutants such as fertilizers and chemicals into waters of the State.

- 5 Runoff shall be treated to remove oil and floatable solids before discharging from the site.
- 6 Erosion by water shall be prevented throughout the construction process.

COMMENT: Policies 5 and 6 have come from the SMC 16.92.

Goal: Equitability in Costs (No Change)

Equitably distribute costs associated with collection, distribution or retention to the private properties that contribute runoff.

Policies (Proposed)

- 7 Develop a stormwater fee structure that is based upon the total amount of impervious area on the parcel. Create a graduated rate structure that incrementally increases the fees as the amount of impervious area increases, divided out into segmental increases.

COMMENT: Develop a rate structure that uses as its basis for fees the average amount of impervious area on a single-family residential lot.

CODE AND REGULATION CHANGES

16.92.040 Stormwater Management Permits.

Revise the language as follows:

C. Performance Standards. The performance standards for the development or redevelopment on parcels for which a stormwater management permit is required shall be as follows:

1. All projects shall provide treatment of stormwater. Treatment BMPs (best management practices) shall be sized to capture and treat the water quality design storm, ~~defined as the six-month, 24-hour return period storm.~~ The first priority for treatment shall be to infiltrate as much as possible of the water quality design storm, only if site conditions are appropriate and groundwater quality will not be impaired. Direct discharge of untreated stormwater to groundwater is prohibited. All treatment BMPs shall be selected, designed, and maintained according to the adopted Washington State Department of Ecology's "Stormwater Management Manual for Western Washington."

Stormwater treatment BMPs shall not be built within a natural vegetated buffer, except for necessary conveyance systems as approved by the local government.

Stormwater discharges to streams shall control streambank erosion by limiting the discharge in accordance with the adopted Washington State Department of Ecology's "Stormwater Management Manual for Western Washington." ~~peak rate of runoff from individual development sites to 50 percent of existing condition two-year, 24-hour design storm while maintaining the existing condition peak runoff rate for the 10-year, 24-hour and 100-year, 24-hour design storms.~~ As the first priority, streambank erosion control BMPs shall utilize infiltration to the fullest extent practicable, only if site conditions are appropriate and groundwater quality is protected. Streambank erosion control BMPs shall be selected, designed, and maintained according to an approved manual.

16.92.040 Stormwater Management Permits.

Add language for storm conveyance standards in Part C.

Storm conveyance systems shall accommodate the peak discharge from the 25-year, 24-hour design storm based on post-development site conditions including storm water flowing through the site which originates onsite and off-site.

Setbacks from drainage facilities.

1. Open drainage facilities. A setback of at least fifteen (15) feet, measured horizontally, shall be provided between the plan view projection of any structure, on-site or off-site, and the top of the bank of a constructed open channel or open retention or detention pond.
2. Closed drainage facilities. A setback of at least ten (10) feet, measured horizontally, shall be provided between the plan view projection of any structure, on-site or off-

site and the nearest edge of a closed drainage facility, unless the public works director determines that adequate accessibility can be provided otherwise.



Drainage Easements. Drainage facilities shall include easements to protect the public from flooding, water quality degradation, damage to aquatic habitat, and other drainage impacts. Easements shall be granted to the city for the right to enter property, at the city's discretion, for the purpose of inspecting, maintaining, modifying, or replacing the following drainage facilities when such drainage facilities are constructed to serve a proposed development activity and are located on the site of the proposed development activity:


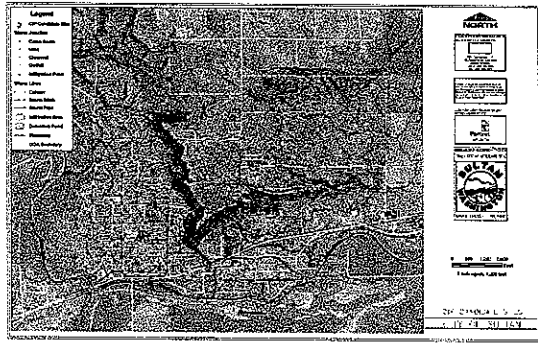
1. All detention facilities, retention facilities, infiltration facilities, and storm water treatment facilities;
2. Conveyance systems that conduct storm water from a public or private right-of-way to detention facilities, retention facilities, infiltration facilities, and storm water treatment facilities;
3. Closed-conduit conveyance systems that conduct water downstream of a public or private right-of-way;
4. Closed-conduit conveyance systems that conduct storm water from detention facilities, retention facilities, and storm water treatment facilities downstream to a public right-of-way;
5. (f) Any other privately-owned drainage system, if the director determines that damage to a public right-of-way or city property, or a threat to public health, safety, and welfare may occur if the drainage system does not function properly; and
6. Any other drainage easements offered by the owner of the subject property which may be accepted by the director if the director determines the easement serves the public interest.

City of Sultan 2004 Comprehensive Plan Update

Candidate Stormwater CIP Projects


City Council Meeting
May 6, 2008






Typical Examples of Stormwater Candidate CIP Sites

- Standing Water In Streets

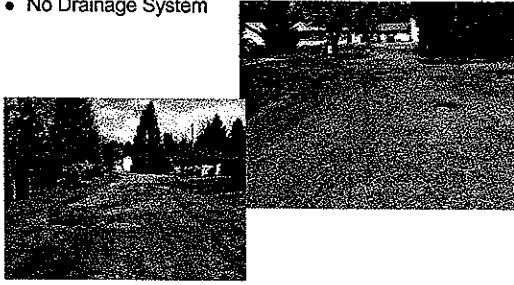


C-16: 1st St. & Date, Looking North
Photo taken April 9, 2008



Typical Examples of Stormwater Candidate CIP Sites

- No Drainage System



E-11: No Drainage at Dyer Rd. Cul-de-Sac
Photos Taken on April 8, 2006 – Facing Northerly


Peritect

2009-2016 CAPITAL IMPROVEMENT PLAN PROJECT DETAIL

Project Name: Cul-de-Sac at Dyer Road, Standing Water
Project Number: E-11

Project Description: Construct shallow grass-lined swales with narrow gravel bed and gravel underlay along shoulders of gravel roadway. Slope gravel road to provide positive drainage to swale. Swale: Run on West Side: 4 ft. x 24 in.; Run: Swale on East Side 4 ft. x 24 in.

Justification: Reduce sedimentation and standing water in roadway and driveway entry's.



Construction: Construct Grass Swales with Gravel Zone Under Trench. Slope Gravel Sid.


Additional Information Cost: Sweeping every 5 years, by mowing and mow and. \$500 every 5 years.

Estimated Indirectness Dollars: **Project Cost:** \$4,000

Peritect

Typical Examples of Stormwater Candidate CIP Sites

- Plugged Culverts

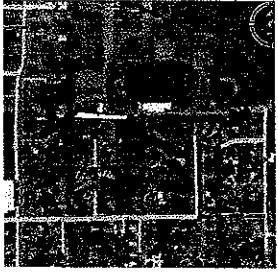


E-8: Conc. Culvert Plugged at 132nd Street
The adjacent CMP culvert is conveying flow.
Photo Taken on April 19, 2008 – Culvert Inlet

Peritect

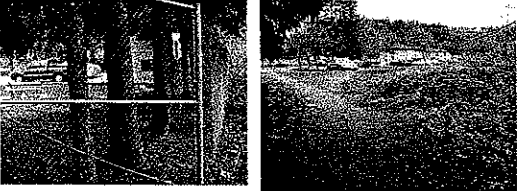
Typical Examples of Stormwater Candidate CIP Sites

- Closed Depression with No Outfall



C-11: Closed Depression, S. of High School

Peritect



Residential backyard next to HS Path

C-11: HS Path Demarcates the West end of the Closed Depression.
Photo taken on Mar. 12, 2006 – Looking North

Peritect

**CAPITAL IMPROVEMENT PLAN
PROJECT DETAIL**

Project Name: High School South Lot
Project Number: C-11

Project Description: 1) Open outdoor storage and stacking area to allow convenient pickup for school or change to southeast corner of site. 2) Develop on-going maintenance program to help protect infiltration system. 3) Develop education and policy to stop filling and dumping in infiltration area.

Justification: School and segments of public right-of-way to utilize a closed depression that has exceeded its design. Development and dumping has exacerbated the issue.

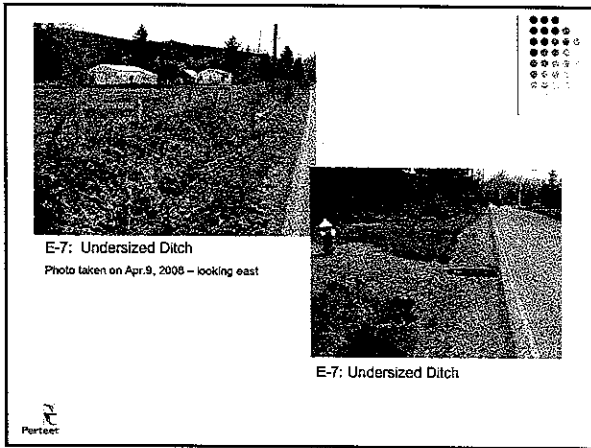
Council Priority:

Priority:

Additional Maintenance Cost: Annual clearing \$600/year (only)

Financial Information (Edition) Project Cost \$ 15,000

Peritect



**CAPITAL IMPROVEMENT PLAN
PROJECT DETAIL**

Project Name: 132nd Street Storm Conveyance
Project Number: E7

Project Description: Construct 800' of pipe and 110' of ditch along north side of 132nd St starting at South 80th Road heading east. 600' of the storm line is to be installed in a trench with a footing on the north property under current conditions. Install new culvert from north side of 132nd St to 137th St on south side of road.

Justification: General flooding problem under current conditions and provide storm conveyance capacity for future building conditions.

Council Priority:

Status:

Additional Information Cost:

Financial Information (dollars) Project Cost = 200,230

Perfect

TRANSPORTATION PROJECT COSTS W/ STORMWATER

Attachment D

Table 9: Cost Estimates for Recommended Transportation Improvements updated 4/27/08 with added stormwater costs for City est projects

Project #	Project Name	Project Description	Future Number of Lanes	Project Type	Arterial Functional Classification	Original Project Cost Estimate	Final Project Cost Estimate	Increased Costs due to Addition of Missing Stormwater Utilities
NM-3	Sidewalk Spot Improvements	Repair, replace and construct missing sidewalks within the City	n/a	Existing Deficiency	n/a	\$130,000	\$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	\$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	\$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	\$1,455,000	\$155,000
T-61	6th Street Reconstruction	Reconstruct 6th St. to urban standards	2	Existing Deficiency	Local Access	\$1,500,000	\$1,680,000	\$180,000
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	\$2,600,000	\$300,000
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	\$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	\$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	\$9,050,000	-
T-57	132nd Ave Arterial Extension	Extend 132nd S.I from Sultan Basin Rd. northwest connecting to Trout Farm Rd. near 307th St.	3	Capacity	Minor Arterial	\$17,480,000	\$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	\$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	\$11,040,000	-
T-25	Foundry Road Reconstruction	Reconstruct road to Collector arterial standards to serve industrial employment and residential areas.	2	Enhancement	Collector Arterial	\$1,300,000	\$1,300,000	-
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	\$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	\$2,000,000	-
T-28	Dyer Skyway Emergency Access	Provide emergency access for properties between BNSF tracks and the Skykomish River for public safety	2	Enhancement	Local Street	\$2,350,000	\$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	\$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	\$2,800,000	\$300,000
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	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	\$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	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	\$2,720,000	-
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		Awaiting WSDOT Estimate	Awaiting WSDOT Estimate	-
T-35	Cascade View Drive Reconstruction	Reconstruct Cascade View Dr to Collector arterial standard and provide intersection improvements at US-2	2	Enhancement	Collector Arterial	\$500,000	\$560,000	\$60,000
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	\$2,833,600	\$303,600
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	\$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 Wegley Creek	2	Enhancement	Collector Arterial	\$1,250,000	\$1,400,000	\$150,000
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	\$840,000	\$90,000
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. Reconstruct Street to 8th St. Proposed Joint project with Community Transit and Sultan School District	2	Enhancement	Collector Arterial	\$1,300,000	\$1,378,000	\$78,000
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	\$4,704,000	\$504,000
T-49	Gohr Rd Extension	Extend Gohr Rd north to the proposed proposed 132nd Ave. Extension.	2	Enhancement	Collector Arterial	\$3,500,000	\$3,920,000	\$420,000
T-52	8th St. Sidewalks	Install sections of missing sidewalks on 8th St.		Enhancement	Collector Arterial	\$310,000	\$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	\$100,000	-
T-65	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	\$1,000,000	-
T-58	132nd Ave Reconstruction	Reconstruct 132nd St SE to arterial standard	2	Enhancement	Proposed Minor Arterial	\$11,100,000	\$12,432,000	-
T-60	Sultan Basin Road Improvements Phase III	Realign Cascade View Drive and its intersection with US-2 to align with the recently improved Sultan Basin Rd.	2	Enhancement	Proposed Collector Arterial	\$2,500,000	\$2,800,000	\$300,000
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	\$6,160,000	\$660,000
T-65	124th St. Extension	Extend 124th Ave. west to Trout Farm Rd. intersecting at approx. 125th St	2	Enhancement	Collector Arterial	\$10,700,000	\$11,984,000	\$1,284,000
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	\$500,000	-
NM-5	US-2 Route Corridor Trail	Construct multipurpose trail to provide nonmotorized safely and connectivity as part of US-2 RDP reconstruction/widening.	n/a	Nonmotorized	n/a	\$1,672,000	\$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	\$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	\$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	\$4,000,000	-
Total Project Costs						\$159,435,500	\$165,553,100	\$6,117,600

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JOINT CC/PB 5-06-08

D-1

FUNDAMENTAL WATER PLANNING ASSUMPTIONS

For 2025	Average Day Demand	1,390,000 gallons
	Maximum Day Demand	2,780,000 gallons
	Peak Hour Demand	5,115,000 gallons

Existing Supply Capacity	City of Sultan Lake 16	1,360,000 gallons
	City of Everett Pipeline 5	2,560,000 gallons

Existing Total Supply Available 3,920,000 gallons

PROPOSED WATER GOAL & POLICY CHANGES

Water Service Area

City will not provide water service to properties outside of the Urban Growth Area, except for areas where water service is provided now

Private Wells

Properties with private wells will be encouraged to transfer their well right to City when connecting to City water

Where customers want to retain private well for irrigation, private water system must remain physically separate from City water system

PROPOSED WATER LEVEL OF SERVICE ANALYSIS

Fire Flow	Fire Code Standard	1,000 gallons/minute for Residential
		1,500 gallons/minute for Non-Residential
Water Pressure		at least 30 and not over 80 pounds/square inch

2025 COST IMPLICATIONS FOR WATER FACILITIES

New Water Pipes in New/Upgraded Streets	\$ 11,320,000
Replacement Water Pipes	\$ 6,990,000
New Water Pipes in Other Areas	\$ 1,650,000
Other Water Improvements	\$ 1,750,000
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Total Water Improvements	\$ 21,710,000

PROPOSED SEWER GOAL & POLICY CHANGES

- Sewer Service Area Sewer service provided inside City Limits and within unincorporated UGA with Consent to Annexation
- Sewers Outside UGA Sewer pipes may extend outside the UGA, but no sewer service allowed outside UGA
- On-Site Sewage Systems No new on-site sewage systems in City Limits
 - Existing system with existing sewer at property not required to pay or connect unless system fails or structure remodeled
 - Existing system when new sewer extended past will be assessed for the benefit but not required to connect unless system fails

SEWAGE COLLECTION COST IMPLICATIONS BY 2025

New Gravity Sewers in New/Upgraded Streets	\$ 9,760,000
Replacement Gravity Sewers	\$ 1,170,000
New Gravity Sewers in Other Areas	\$ 10,600,000
Pump Stations and Other Sewer Improvements	\$ <u>1,150,000</u>
Total Sewer Collection Improvements	\$ 22,680,000
Waste Water Treatment Plant Upgrade	\$ <u>18,500,000</u>
Total Sewer Costs	\$41,180,000