

Next Ord: 1676-10

Next Res: 829-10

VISION STATEMENT

SEDRO-WOOLLEY IS A FRIENDLY CITY THAT IS CHARACTERIZED BY CITY GOVERNMENT AND CITIZENS WORKING TOGETHER TO ACHIEVE A PROSPEROUS, VIBRANT AND SAFE COMMUNITY

MISSION STATEMENT

TO PROVIDE SERVICES AND OPPORTUNITIES WHICH CREATE A COMMUNITY WHERE PEOPLE CHOOSE TO LIVE, WORK AND PLAY

**CITY COUNCIL/PLANNING COMMISSION  
WORKSESSION**

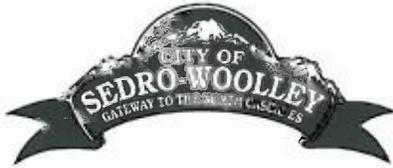
**AGENDA**

**June 1, 2010**

**7:00 PM**

**Public Safety Training Room  
325 Metcalf Street**

- A. Complete Streets  
*(No materials)*
  
- B. Parks and Recreation Element of the Comprehensive Plan  
*(Staff Contact – Jack Moore)*



**CITY COUNCIL  
WORKSESSION**

JUN 01 2010

AGENDA ITEM     B    

**Planning Department**  
Sedro-Woolley Municipal Building  
325 Metcalf Street  
Sedro-Woolley, WA 98284  
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**MEMO:**

**To:** City Council  
Mayor Anderson  
Planning Commission

**From:** Jack Moore   
Planning Director/ Building Official

**Date:** June 1, 2010

**Subject:** Parks and Recreation Element of the Comprehensive Plan

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**BACKGROUND**

The Planning Department and Planning Commission are working on revising the Parks and Recreation Element of the Comprehensive Plan. The Growth Management Act (GMA) requires that each city's Parks and Recreation Element include:

- (a) Estimates of park and recreation demand for at least a ten-year period;
- (b) an evaluation of facilities and service needs; and
- (c) an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

Overall the existing Parks and Recreation Element contains all of the required GMA requirements, but does need significant updates.

Minor revisions are necessary for:

1. CURRENT INVENTORY OF PARKS
2. PROJECTED POPULATION/LAND USE/PARK PROVISION
3. LINKAGES TO COUNTY PARKS

The ACTION PLAN is well done, however the Planning Commission should look at it closely to assure that it meets the City's needs.

The two GOALS AND POLICIES sections in the element could benefit from a thorough review and revision to reflect the City's current goals and policies.

Finally, the Impact Fees Calculations should be updated to reflect current real estate prices and parks needs. In 2008 when the City increased its Park Impact Fees, the old calculations were used. It was acknowledged at that time that the calculations need to be updated, but such an update was not within the scope of that proposal and was deferred until the entire element was updated.

## **ATTACHMENTS**

Chapter 6 of Comprehensive Plan—Parks and Recreation Element

## **RECOMMENDED ACTION**

Discuss and provide direction to staff for possible revisions to the Comprehensive Plan or Municipal Code relating to the following:

1. Funding for parks acquisition
2. Location for future parks
3. Desired amenities or features
4. Management of parks—Parks Board

## Chapter 6

### PARKS AND RECREATION ELEMENT

- 6.04 Introduction
- 6.08 Existing Parks Location and Inventory of Uses
- 6.12 Projected Population/Land Use/Park Provision Within the City and its Urban Growth Area
- 6.16 Goals and Policies
- 6.20 Linkages to County Parks Planning and to Urban Growth Area Interlocal Agreements with Skagit County
- 6.24 Action Program
- 6.28 Goals and Policies

## INTRODUCTION

The city parks plan was last updated in 1999. Previous plans adopted a per capita standard of 3.75 acres of park land per one thousand (1,000) residents. The update plan showed a demand for 33.75 acres by the year 2000, based on a projected population of nine thousand (9,000).

Many of the projects identified in earlier plans were completed, adding significant acreage to the city parks. Yet as the city grows and the population diversifies, parks and recreation needs are changing. This update is intended to revisit the needs of the population and consider future parks and recreation needs through the year 2025. A recent parks and recreation survey indicated a need for additional park property north of State Route 20 to accommodate residential developments. In addition, the survey indicated a need for non-motorized trails that connect parks and open spaces with regional facilities. Sedro-Woolley's population is expected to reach fifteen thousand (15,000) by the year 2025. Based on the results of the parks and recreation survey, additional park acreage in the amount of approximately one hundred (100) acres is needed to accommodate the 2025 projected population.

## EXISTING PARKS LOCATION AND INVENTORY OF USES

### CITY OWNED PARKS

**1. Bingham Park** is located in the northwest portion of the city. Bounded by Western, Munro, Washington, and Borseth Streets, the park lies on approximately 2.6 acres of land. Equipped with an enclosed picnic area, tables, benches and covered barbecue pit, the park provides an excellent location for picnicking. Other features include playground equipment located adjacent to the picnic area, a stone fireplace built by the Women's Club and rest rooms. The trees scattered throughout the park offer a pleasant environment for its users. The park is heavily used during the summer months, usually with the peak traffic occurring on weekends. User groups consist of families traveling on Highway 20 and a roughly proportional number of local families. Bordering on Highway 20 as it does, Bingham Park offers a convenient stop for the traveler as well as being centrally located for Sedro-Woolley residents. Because of its location on Highway 20, many users said the park can be noisy and somewhat dangerous for small children playing. A type of separation is needed between the park and Highway 20 to encourage better use of the park. In addition, there is no direct access from Highway 20, but with future planned transportation improvements in this area, access from Cook Road and F&S Grade Road will be improved.

**2. Western Addition to Bingham Park (Tesarik Park).** This park consists of twenty (20) acres and is located directly west and southwest of the existing Bingham Park. The property consists of highway right-of-way belonging to the State Department of Transportation currently under lease to the city of Sedro-Woolley. Cook Road, running east and west, divides the site into two lots: the southerly site is the location of a baseball field. Terms of the lease are subject to cancellation if ever the State

Department of Transportation plans on using the right-of-way. The primary use of this park is for baseball and picnicking.

**3. Memorial Park** located on three acres of land is found in the central eastern portion of the city, between Ball and Central Streets. The library, community center, and senior citizen center are located on this site. It also is equipped with playground equipment, rest rooms, benches, an outdoor kitchen area and barbecue pit. A great deal of community pride is attributed to this park since many of the features were provided through the efforts of community organizations. The park is used heavily during the summer months with peak use occurring on weekends. The majority of users consist of local families and clubs. Parking is plentiful with a seventy-three (73) space lot. However, all the developments on the park property restrict the amount of open space available.

**4. Lions' Roadside Park** is comprised of approximately .25 acres of land. Part of the property is in the right-of-way of Moore Street. The remaining portion was donated to the city by the Lions Club. It was also improved by the Lions Club. The park is located in the northern portion of the city, directly north of the Moore and Haines Street intersection. Although small in size, it borders on Highway 20, making an excellent rest stop or picnicking area for passersby. The park is moderately to heavily used during the summer, both on weekdays and weekends. The majority of users are visitors driving through on Highway 20.

**5. Harry Osborne Park** consisting of 1.5 acres is located right off Highway 20 at the northwesterly entrance to Sedro-Woolley (intersection of Borseth and Ferry Streets). This property is leased by the city of Sedro-Woolley from Burlington Northern. The Scott Paper Company donated the locomotive on the property; the large cross-section of log is dated at eight hundred forty-six (846) years. Along with picnic tables and a convenient location to town, Big Log Park serves as a summer

lunch spot for many downtowners. Also with its unique features, it attracts a large number of visitors all year round, traveling on Highway 20. Park use is seen to be moderate to heavy during the summer months.

**6. City Ball Park** located on 2.2 acres is in the northern portion of the city between Metcalf and Murdock Streets; the lot directly south of the Ball Park is the location of the fire and police station. With the grandstand, rest rooms, two dugouts, practice pitch area and ball field, City Ball Park provides an ideal location for baseball games, both for players and spectators. Although there is no parking on the site, the four streets bordering the park provide a large number of parking spaces. During the summer months, it is used to capacity for organized recreation. Also during the week of July 4th, an annual carnival is held on the ball field grounds. There currently exists a need to replace and renovate various facilities in the park. The Sedro-Woolley school district regularly uses the Ball Park for baseball practice and games, somewhat limiting its use by the general public. The newest addition to the ball park includes a skate park in the southeastern portion of the parcel.

**7. Metcalf Street Mall** is an improved alleyway owned by the city. In 1956, the Sedro-Woolley Jaycees improved the small mall area with landscaping, setting bricks, etc. Additional improvements by the Garden Club occurred some years ago. The mall is located in the alleyway south of Woodworth Street running directly west from Metcalf Street. Since the mall is located in the center of the business district, its primary use comes from downtowners. Equipped with benches, it serves as a convenient rest stop and walkway for shoppers and pedestrians alike.

**8. Riverfront Park** on the Skagit River consists of 17.5 acres. The park has a boat launch with ample parking area, together with twenty-seven (27) RV and five tent sites. The site is equipped with rest rooms. Recreation facilities include baseball, bas-

ketball, volleyball, horseshoes, and a children's play area. Other facilities include covered cabanas (two), barbecue pits and picnic tables. The site is attractively landscaped and includes a rose garden.

**9. Sauk Mountain View Estates Open Space** dedicated as part of the Sauk Mountain View Estates development located in the northeastern portion of the city off of Fruitdale Road, approximately three acres of open space area. The developers also dedicated a public trail system to connect the open space with other developed areas. This site will be used primarily for passive recreation.

**10. FEMA Floodway Property** as part of the FEMA program to purchase floodplain property, the city acquired approximately twelve (12) acres adjacent to the Little League ball fields and north of Riverfront Park. The city has not yet determined what this property will be used for but future development of the site may include open space areas and ballfields, salmon enhancement and restoration, and pedestrian trails to connect Riverfront Park with neighboring residential areas. The terms of acquiring the property limit the placement of structures on the property.

**11. Hammer Heritage Square** is approximately 0.20 acres located in downtown Sedro-Woolley at the corner of Metcalf and Ferry Streets. The square features a gazebo, restrooms, and a clock tower to attract visitors to downtown. With seating, a landscaped water fountain, and a mural, the square is the centerpiece of downtown Sedro-Woolley.

#### Summary of Existing Park Acreage

Facility Name	Acres
1. Bingham Park	2.6
2. Bingham Park Western Addition	2.0
3. Memorial Park	3.0
4. Lions Roadside Park	.25

Facility Name	Acres
5. Harry Osborne Park	1.5
6. City Ball Park	2.2
7. Metcalf Street Mall	.25
9. Riverfront Park	17.5
10. Sauk Mountain View Estates OS	3.04
11. FEMA Property	12
12. Hammer Heritage Square	.20
Total	44.54 acres

### **SURROUNDING RECREATIONAL FACILITIES, PUBLIC AND PRIVATE**

The following is an inventory list of private recreation areas and public access points surrounding Sedro-Woolley. There are currently no county, state, or federal parks within ten (10) miles, except for the county operated beach at Clear Lake.

1. Little League Field, located on River Road south of Sedro-Woolley near Riverfront Park, consists of three acres equipped with two baseball diamonds, benches, and roadside parking. The fields are owned by Public Utility District #1 and are sponsored by the local Kiwanis Club.

2. Sedro-Woolley Rodeo Grounds, located one-half mile east of Sedro-Woolley, consist of five acres equipped with rest rooms, benches, parking, riding arena, and holding pens.

3. Wildcat Steelhead Club, located one mile southeast of Sedro-Woolley. This is a small private park which includes picnic facilities and a boat launch.

4. Gateway Golf Course, a nine-hole golf course, located at 837 Fruitdale Road, Sedro-Woolley, consists of sixty-five (65) acres equipped with picnic areas, rest rooms, and putting course.

5. State Game Department Public Access Site, located one-half mile from Sedro-Woolley off River

Road. This is directly adjacent to the Riverfront Park site. The site is equipped with a boat launch and rest rooms.

### **School-Owned Recreational Facilities**

1. Sedro-Woolley High School located on the corner of 3rd and Nelson Streets. Facilities include four tennis courts, a grass field used for football, track and field, and a cinder surface track running around the borders of the field. Indoor facilities consists of a double gymnasium used primarily for school activities.

2. Cascade Middle School located on Township Street. Facilities include a grass field used for soccer, little league, and football. Indoor facilities consist of a gymnasium.

3. Evergreen Grade School located on McGarigle Road directly east of Township Street. Facilities consist of a play area with a variety of playground equipment, including swings, climbing bars, and slides.

4. Mary Purcell School located on the corner of 7th and Bennett Streets. Facilities include a paved playground with swings, seesaws, monkey bars, and a May pole. Also, two climbing structures with combinations of walkways and slides, made of wood and tires, are located in a grassy area adjacent to the paved playground.

5. Central School located on the corner of Talcott and 6th Streets, across the street from Central Tennis Courts. Facilities include two small ball fields and two sets of swings.

6. Central Tennis Courts are leased from the Sedro-Woolley school district. They are located across from Central School on the corner of Talcott and Sixth Streets. Their southeast location from the central business district offers the local resident a convenient spot for playing tennis.

7. Empty field adjacent to the Central Tennis Courts. This .90 acre is owned by the school district and used as a play field.

8. Cook Road Playfields located on seventeen (17) acres southwest of the intersection of Cook and Prospect Roads which includes four sixty (60) foot Little League fields, two ninety (90) foot ballfields and three full size soccer fields.

(Ord. 1524-05 § 4 (Exh. D)(part))

## 6.12

### **PROJECTED POPULATION/LAND USE/PARK PROVISION WITHIN THE CITY AND ITS URBAN GROWTH AREA**

The land use element of the city's comprehensive plan seeks to ensure that most urban activities occur in a concentrated downtown business core surrounded by relatively dense urban residential land use, but still allows for smaller open space and play areas. Lower residential densities and more open space are typical in peripheral areas near the defined Urban Growth Boundary (UGB). Skagit River flood hazards are addressed by designating the flood-prone southern portion of the city's urban growth area (UGA) as open space. Figure LU-2 shows this one hundred (100) year flood plain.

The Growth Management Act (GMA) requires municipal jurisdictions to prepare comprehensive plans that account for the long term effects of growth and development. A strategy must be developed so that the cost to maintain a desirable level of service for urban infrastructure is shared equitably among residents. It is the land use element that defines such a strategy and guides the development of all subsequent comprehensive plan elements, such as this parks element. The open space designation covers four hundred thirty-nine (439) acres.

The public use designation includes the Northern State Campus, schools, government facilities, and parks and covers seven hundred eighty-three (783) acres.

The current city limits includes approximately two thousand one hundred thirty (2,130) acres and approximately 3.7 square miles.

Extension of the city limits to the southern fringe of the city UGA at the Skagit River would require the city to incorporate the river shoreline into its Shoreline Management Area, making it subject to the rules and guidelines developed in the city's

Shoreline Management Plan (with the city having adopted the county's Shoreline Management Plan). Inclusion of Skagit River frontage in the city's Shoreline Master Plan will provide the city with an opportunity to address further access to the river frontage in a comprehensive manner within the regulatory framework of the State Shoreline Management Act and within state and federal grant programs that give priority to waterfront recreation and public access.

As property in the urban growth area is annexed into the city limits, new development proposals will be reviewed for compliance with the goals of the city's comprehensive plan.

The Growth Management Act requires that the transportation facilities necessary to support the land use element be in place within six years of the new development. This is defined as "concurrency." Public facilities other than transportation can, at a city's option, be held to a concurrency standard. The city of Sedro-Woolley in Land Use Policy LU3.2 has explicitly added transportation to its concurrency requirements; parks are not addressed by being highlighted in this manner. However, the land use element does adhere to the GMA mandate in requiring a short-term (six years) and long-term (twenty (20) years) parks strategy. Further, Land Use Policy LU3.5 states that the city is to "ensure that new development bears its fair share of the cost of associated increases in required capital facilities and service." Finally, to the extent that parks are an essential element of community character, Land Use Policy LU5.2's purpose is to "resist growth pressures which could have a negative impact on community values" will apply.

(Ord. 1524-05 § 4 (Exh. D)(part))

## GOALS AND POLICIES

The park element surveys and analyzes the existing park system and potential improvements, assesses the needs of the community through public involvement, and develops an action program consisting of policies and a capital facilities plan. The parks goals and policies of the original plan remain applicable and appropriate today:

1. Develop adequate park facilities to provide a broad range of recreational activities.
2. Provide sufficient park and recreational facilities to meet future demand.
3. Provide a park system which is efficient to administer and maintain.
4. Provide a park system which complements Sedro-Woolley's natural and cultural beauty and uniqueness.

The city's community action plan dated June 2001 includes a vision of parks and recreation in Sedro-Woolley:

"We envision Sedro-Woolley as a 'visitor-friendly' and 'kid-friendly' community with a consistent emphasis on maintaining parks and implementation of recreational programs. We envision that organized, focused, parks & recreation activities will significantly contribute to economic development and economic growth in our community."

The land use element for the Sedro-Woolley comprehensive plan does elaborate significantly on these goals and policies in several significant ways:

- (1) Sedro-Woolley has prepared its vision statement in the form of a narrative that describes how it will appear twenty years from now. This nar-

rative reflects the concern of citizens for maintaining the "small town" character of this place ...

### Parks and Open Space

Citizens support the development of small, new, neighborhood parks, as well as open green space. New residential developments are encouraged to preserve open green areas for the public. The old Burlington Northern Railroad line connecting Sedro-Woolley with Burlington provides a recreation path for bicyclists and pedestrians to use instead of the highway. This trail connects Burlington and Sedro-Woolley with the upriver communities of Lyman, Hamilton, and Concrete. Trails are also available around Riverfront Park. Bicycle and pedestrian paths connect parks to recreation facilities.

### Recreational Facilities

The public promotes maintenance and expansion of the city's existing recreation facilities. They also encourage the development of other facilities, particularly for the benefit of local youth. When not in school, teenagers have activities that keep them from loitering on street corners. These older students, as well as grade-school children, have places to go for entertainment and recreation that are close to home and school. A community center that houses an indoor recreation area, swimming pool, and organized programs benefits both the town's youth and its adults. A movie theater and game center allowing people under twenty-one to visit is located downtown.

- (2) The following are the goals from the Act (shown in italics) below which are listed the policies from the Sedro-Woolley comprehensive plan that support and/or are consistent with these goals ...

### Open Space and Recreation

*Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.*

**Goal GMA9: Provide open space and recreation opportunities to community residents.**

**Public Facilities and Services**

*Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.*

**Goal GMA 12: Assure capacity for new developments through a capital facilities plan.**

Small cities such as Sedro-Woolley are often surrounded by open space in agricultural and forestry uses and have the community's needs for "regional parks" addressed by national, state, and county parks. In addition, larger backyards and school grounds can fulfill many of the traditional neighborhood park functions. However, the Growth Management Act's policies of containing sprawl and promoting urban infill will increase demand for park and recreation opportunities in cities and their urban growth areas.

Many cities are addressing this situation in their development regulations and impact fee schedules adopted pursuant to the Growth Management Act. A complementary or alternative approach to park land dedication requirements is to utilize the impact fee provisions of 82.02.050-090 of the Growth Management Act.

Park impact fees have been collected at the rate of two hundred fifty dollars (\$250.00) per unit pursuant to the State Growth Management Act. In addition, as part of a development proposal, an applicant may dedicate park land for areas where additional parks are needed pursuant to the parks capital facilities plan.

Both approaches must follow the basic constitutional and statutory requirements of completing a

comprehensive plan together with a capital facilities element that identifies:

- (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.

(Ord. 1524-05 § 4 (Exh. D)(part))

**LINKAGES TO COUNTY PARKS  
PLANNING AND TO URBAN GROWTH  
AREA INTERLOCAL AGREEMENTS  
WITH SKAGIT COUNTY**

The Skagit County Comprehensive Park and Recreation 2004 highlights the opportunity to utilize the uplands adjacent to the Skagit River for open space, conservation and recreational uses. This is consistent with the approach taken in the land use element of the city comprehensive plan.

**County Recreation Sites and Facilities in the  
Vicinity of the City of Sedro-Woolley**

Site	Acres	Activity/ Facilities
Clear Lake Park	1.00	grills, bathhouse, basketball hoops, lake frontage, picnicking, playground, rest rooms, sand volleyball courts (2), docks (3), water slides (2)
<b>Undeveloped/ Partially Developed Park Sites and Trails:</b>		
Hansen Creek	3.00	Hansen Creek frontage, undeveloped
Northern State	726.00	grazed, some wooded areas, existing buildings (in use) and unused outbuildings, wetlands, Hansen Creek frontage

<i>Centennial Trail</i>	<i>Trail 27-T</i>	<i>Bicycling/ Walking</i>	<i>9.2 miles</i>
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The Centennial Trail is a regional trail system intended to eventually connect Snohomish and Whatcom County. Unlike the Cascade Trail, which is in a rails-to-trails conservancy as per federal legislation, this property has been purchased outright. The existing trail segment is approximately one-half mile long starting from south Lake McMurray off State Route 9. The trail ends at the Snohomish County line. In all, the trail system is contained within 22.04 acres of country parkland.

<i>Cascade Trail</i>	<i>Trail 34-T</i>	<i>Multi-Use</i>	<i>9.2 miles</i>
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This rails to trails conservancy project is 22.5 miles of multi-use trail that parallels the scenic State Route 20 corridor, connecting Sedro-Woolley and Concrete. Hiking, biking, and equestrian use are permitted on the path. No motorized vehicles are allowed. The trail is open year round and in places, meanders along the Skagit River. Viewpoints along the way provide for wildlife viewing opportunities. Trail amenities include portable toilets at trailheads and benches along the trail. The trail encompasses two hundred eighty (280) acres of land.

<i>Burlington to Sedro-Woolley Trail</i>	<i>6.8 park acres</i>	<i>3 miles</i>
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This linear trail divides Highway 20 and the Burlington Northern Railway and provides for recreational and non-motorized transportation.

Figure P-2 illustrates the adopted Sedro-Woolley Bikes and Trails map.

<i>Northern State Recreation Area</i>	<i>726 acres</i>
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Skagit County acquired the seven hundred twenty-six (726) acre Northern State Recreation Area northeast of Sedro-Woolley, in 1990 from the State of Washington. In 2000, a Master Plan workshop lasting three days was conducted on the site to generate ideas and focus energy on a few specific improvements. A Master Plan was created from that meeting. Much of the development will depend on private funding. The facility will include trails, ball fields, play areas, campgrounds, equestrian center, and environmental education and interpretation sites. Natural resources on the site include Hansen Creek with associated wetlands and tributaries and Red Creek. Over five hundred (500) acres of the site will remain undeveloped to support the wildlife populations. The park will showcase the natural, historical, and cultural character of the region while incorporating accessibility and sustainability. An extensive trail network will provide access to much of the property for a range of interests and physical ability levels. The site will address the education themes of Salmon Habitat Restoration, the Northern State Hospital Farm, Natural Habitats & Biodiversity, and Native American Continuity. Hansen Creek restoration was developed to decrease flooding and improve fish habitat. These themes will be presented in the Education Center, as well as along the trail system. Camping facilities will include a forty (40) acre site with one hundred (100) camping sites with various designs, including yurts for year-round camping. RV sites and group camping sites.

(Ord. 1524-05 § 4 (Exh. D)(part))

## ACTION PROGRAM

This action program is designed to accomplish the goals and policies as set out in the land use element of the city comprehensive plan. The action program consists of policies specifically addressing parks provision within the city and its urban growth area, development standards, recommended capital facilities, and financing strategies.

### Park and Recreation Provision Policies

- (1) New residential development shall pay its own way, in accordance with park standards established in the city's parks plan, either through a park land dedication requirement or a park impact fee.
- (2) The city should seek to develop and operate park and recreation facilities through cooperative arrangements with the Sedro-Woolley school district, Skagit County, and other public and private groups and agencies.
- (3) The city should continue to look to Skagit County for recreation programming until the city establishes a Parks and Recreation Director position and should work cooperatively with the county thereafter.
- (4) The city should cooperate with the rest of the county in meeting the need for major indoor recreational facilities through construction of multi-use facilities, such as that proposed at the Skagit Exposition and Recreation Center at Northern State.
- (5) The city should cooperate with the rest of the county in meeting the need for trails through development and implementation of a county-wide non-motorized plan.
- (6) The city shall establish its parks development standards and program in such a way as to ensure that there is a balance of larger, regional parks along with smaller, neighborhood parks.
- (7) The city shall approve future development regulations to ensure that:
  - (a) Adequate open space buffers and landscaping are provided in new development.
  - (b) Clustering new development and maximizing open space is one option that is considered.
  - (c) Homeowners Associations are formed to manage common open space and recreational areas that are not needed as part of the city's parks program.
  - (d) Park design minimizes maintenance and operations costs.
  - (e) Subdivisions that continue Sedro-Woolley's traditional neighborhood design are encouraged.
- (8) Any city subdivision code requirements for park land dedication shall be extended to new multi-family and mobile home development and any in lieu payment shall be adjusted annually to reflect land price increases within the city of Sedro-Woolley as identified by the county assessor.
- (9) The city should work to secure Skagit County's agreement that city park standards and development regulations, and not those of Skagit County, will apply in the city's urban growth area.
- (10) The city should accept the proposal set out in the county parks plan that the county lend its resources to those of the city in securing po-

tential park property within the city's urban growth area.

- (11) The city should work with the county to develop a fifteen (15) to thirty (30) acre Community Park at Northern State under the joint auspices of Skagit County and the city of Sedro-Woolley.
- (12) The annual city budget should provide adequate funding for maintenance of city parks after ensuring that all user groups pay their fair share and volunteer efforts are maximized.
- (13) As far as practicable, the city should seek to minimize its park development costs by working with service organizations, user groups, and volunteers.
- (14) This plan should be updated as necessary to meet changing conditions and to ensure that the goals and policies of the city comprehensive plan are met.
- (15) The city should work to increase the availability of RV parking space and facilities for residents and visitors to Sedro-Woolley.
- (16) The city should work to construct a municipal pool, including exercise facilities, day care, and meeting rooms.
- (17) The city should implement a dynamic, city-wide recreational program, with sufficient staff for the parks and recreation department.
- (18) The city should consider the development of a performing arts center.
- (19) The city will maintain and improve the skateboard park by providing new equipment to meet the needs of youths in the city.

### **Development Standards**

Figure P-1 illustrates the areas within the city where additional parks and recreational facilities are needed to accommodate the 2025 projected population. The figure shows approximately eighty-five (85) new acres of park property. This would necessitate increasing the park impact fee from two hundred fifty dollars (\$250.00) per unit to one thousand nine hundred fifty-four dollars (\$1,954.00) per unit. This does not include existing deficiencies, only the amount of new parks needed to accommodate future population needs. The city is electing to fund less than the full amount through parks impact fees, but will actively seek grants to fund the shortfall. Additional costs to fund the shortfall should be through private donations to this city park funds, and through the city general fund. This calculation does not provide the funding necessary to develop these parks for active recreational use, only for acquiring or purchasing the property.

It is recommended that an option of a dedication of land be continued in instances in which large subdivisions are being constructed in which dedication of land for recreational purposes would correspond to plans to be implemented in the parks element (i.e. neighborhood parks, an integral part of a trail system). Minimum dedication should be at least one half to one acre in size. A decision whether or not to accept a dedication of land in lieu of fees would be approved by the planning commission with consultation by the city council's parks committee.

The proposed impact fee increased to five hundred dollars (\$500.00) will allow for a portion of the park development costs to be collected. In addition, dedication in lieu of the impact fee was retained as an option in instances where the dedication would fit into the overall parks plan of the city.

### **Recommended Capital Facilities**

Figure P-1 depicts areas where the city intends to establish the location and character of new park provision, rather than this being established by the

development pattern and developer preferences pursuant to the current subdivision ordinance. The city should strive to maintain a balance of regional community parks, smaller neighborhood parks, open spaces between neighborhoods, and a trail system linking such facilities.

Given that much of the projected population growth of the city is steered toward the north of the current city limits, and dispersed northeast and northwest, two separate community parks in the northern portion of the city would make sound planning sense. Further, given the number of existing neighborhood parks, joint-use facilities, and park size preferences articulated in this plan, it would be most useful to plan for each of these to be more than ten (10) acres in size.

As to timing, the Growth Management Act mandates a twenty (20) year planning horizon and adoption of a six-year Capital Facilities Plan. Based on the imminence of decisions on the Northern State Park Master Plan, it would be logical to pursue an eighteen (18) plus acre community park at Northern State, under the joint auspices of Skagit County and the city, over the next six-year time frame. In order to address provision of neighborhood parks, three one-acre neighborhood parks should also be provided over the next six-year time frame.

### **Proposed Capital Projects**

Based on the results of the Parks and Recreation survey, proposed parks and recreational development to occur between 2005-2010 should include the following projects:

- 3rd Street Activity Area (2005-2006) - The city will construct a youth activity area on a city-owned three acres site on the south side of Sedro-Woolley near a residential area which is experiencing infill development. Development of the youth activity will rely to a large part on donations of time and materials by volunteers. Actual projected dollar costs for the project are estimated at forty

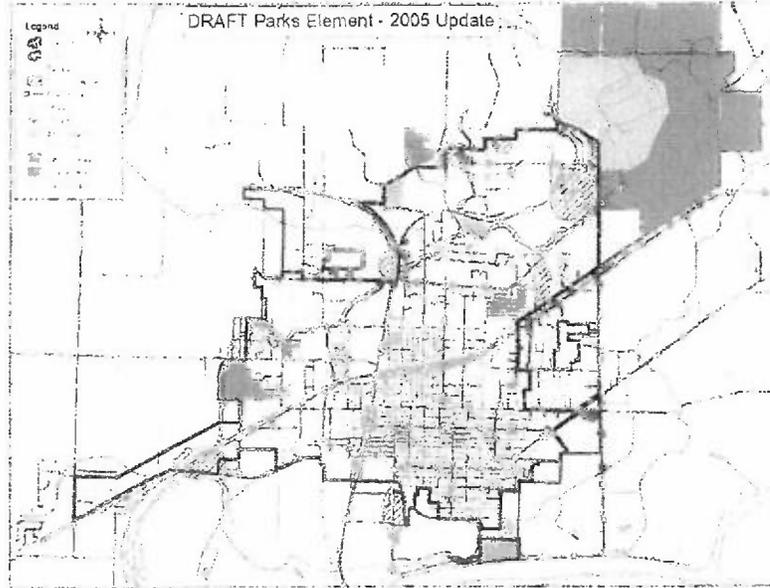
thousand dollars (\$40,000.00) to be funded by park impact fees and budgeted city funds.

- Sapp Road Activity Area (2006-2007) - The city will construct a passive recreational activity area south of Sapp Road between the Brickyard Creek Development and Township Street. In recent years, this area has experienced the most significant growth in the city. The city anticipates a donation of two to three acres by a developer at the site, adjacent to Brickyard Creek. The park will be designed for passive uses (i.e. walking, nature hikes and interpretive areas). Again, this project will rely to a great extent on volunteer labor and materials. Cost to develop the site is estimated to be twenty-five thousand dollars (\$25,000.00) to be funded by park impact fees, state grants (i.e. vegetation, fishery enhancement) and budgeted city funds.
- Fruitdale Road Play Area (2005-2006) - With residential development anticipated to occur north of the golf course on Fruitdale Road, an active use neighborhood park will be necessary in this location. The city anticipates a donation of one to two acres by a developer in this area, adjacent to Fruitdale Road. The park will be designed for family activities to include a playfield and outdoor recreational playground equipment. Cost to develop this project is estimated to be forty thousand dollars (\$40,000.00) to be funded by park impact fees and budgeted city funds.
- Bassett Road Recreational Site (2006-2007) - Again, with residential development anticipated to occur to the north of Sedro-Woolley, development of a recreational area will be necessary on the north side of the city limits. The city intends to convert the former 12.7 acre Bassett Road Landfill into a passive recreation site, with an emphasis on maintaining a natural recreational area (i.e. trails, nature hikes and interpretive areas). This project will

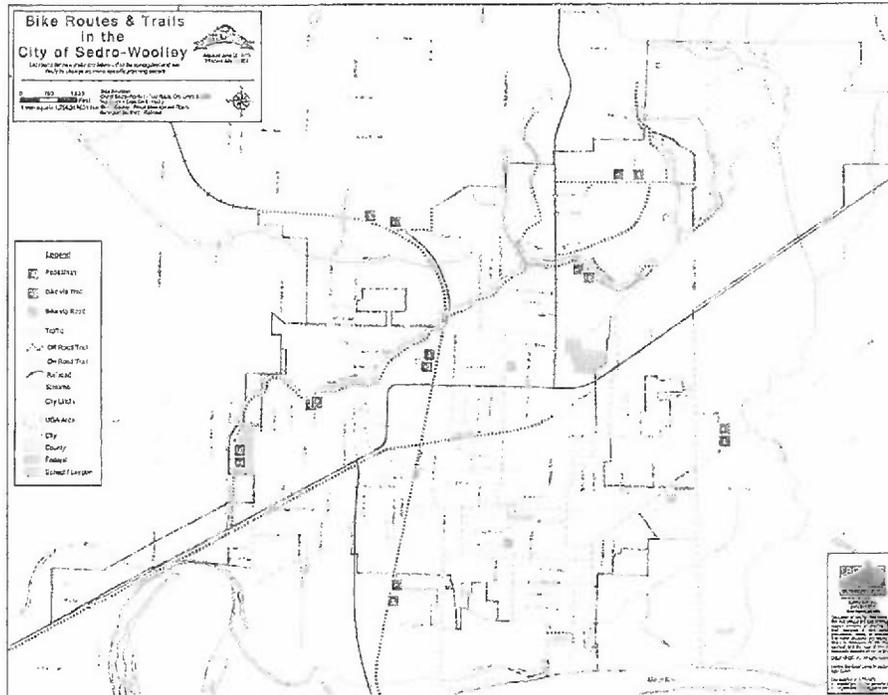
rely to a great extent on volunteer labor and materials. Cost to develop this project is estimated to be forty-five thousand dollars (\$45,000.00) to be funded by park impact fees and budgeted city funds.

- Northern State Recreational Facility (1998-on-going) - Owned by Skagit County, it is anticipated that the Northern States complex will in the future become a recreational destination for residents and visitors to the area. The city hopes to be an active participant in the plans for this site and would like to begin work towards the location of an eighteen (18) plus acre city park at the complex. Early activities will involve participation in planning meetings for the complex and will culminate in construction of improvements at the site.
  
- Riverfront Park expansion (2005-2008) - Privately owned property in the Skagit River floodplain should be purchased by the city in order to expand Riverfront Park. Riverfront Park is the city park used most by residents and will need to expand in order to accommodate future residents.

**Figure P-1  
Future Park Locations**



**Figure P-2  
Adopted Bikes and Trails Map**



### **Financing Strategies**

The parks advisory committee recommended that the city increase its park impact fee collected in order to fund future capital improvements needed to accommodate projected population increases.

Population projections over the last four years have demonstrated that the average population increase per year for Sedro-Woolley is two hundred twenty-six (226) persons resulting in approximately eighty-seven (87) new homes being constructed each year. The result is that based on one thousand dollars (\$1,000.00) impact fee for each new home will result in approximately eighty-seven thousand dollars (\$87,000.00) per year and a total of four hundred thirty-five thousand dollars (\$435,000.00) from 2005 to 2010.

Grant moneys will be pursued to purchase additional park property and to assist in the development of those facilities.

(Ord. 1524-05 § 4 (Exh. D)(part))

## GOALS, POLICIES AND ACTIONS

### **Goal P1: To provide sufficient park and recreation facilities to meet current and future demands**

Policy P1.1: Pursue joint ventures with Skagit County, other jurisdictions, and public/private opportunities in order to obtain access to a greater variety of recreational facilities than the city could provide on its own.

Policy P1.2: Revise the park dedication requirements in the subdivision ordinance to allow for “pocket parks” less than two acres in area.

Policy P1.3: Establish a network of bicycle and pedestrian trails, which are coordinated with Skagit County in order to provide linkages to existing and proposed regional parks, open spaces and trail systems.

Policy P1.4: Develop a bicycle route in existing neighborhoods that uses existing, low traffic roads, having its focus points being area schools, civic centers, the central business district and proposed and existing parks, which will include bicycle racks, signage and striping to signify the route.

Policy P1.5: Include existing and proposed bicycle and pedestrian trails on the city’s six-year Transportation Improvement Program for non-motorized travel, including a pedestrian overpass to connect the northern and southern portions of the city, which is currently split by Highway 20.

Policy P1.6: Work with the school district and other organizations to construct and maintain facilities, such as restrooms, by means of a joint use agreement, for the use of public and private parks and open spaces.

Policy P1.7: Identify zones which generally indicate where it is appropriate for future parks to be located as new development occurs.

Policy P1.8: Work with the parks department to develop ways to acquire new land for future parks.

Policy P1.9: Limit the placement of buildings on park land, whose use is unrelated to the park’s purpose. If land is to be taken for the purpose of buildings, it must be replaced with new parkland. The intent of this policy is to ensure “no-net-loss” of useable park property.

Policy P1.10: Develop parks that are designed to be multi-functional, conserve resources and add value to the adjacent community.

### **Goal P2: To provide a variety of leisure environments and experiences that are efficient to administer and maintain**

Policy P2.1: Increase the amount of natural areas to be preserved within Sedro-Woolley’s developed urban area, especially along shorelines, steep hillsides, wetlands and stream corridors.

Policy P2.3: Develop a mixture of active and passive recreational areas in order to accommodate the desires and lifestyles of Sedro-Woolley’s residents.

Policy P2.4: Work with the parks department to better screen parks that are adjacent to major arterials, by way of landscaping and fencing to ensure pedestrian safety and to minimize noise from traffic.

### **Goal P3: To provide recreation programming and activities**

Policy P3.2: Develop indoor programs which provide for community activities and athletic uses on a year-round basis, concentrating on the recreational needs of Sedro-Woolley’s youth.

**Goal P4: To provide a park system that compli-ments Sedro-Woolley's natural and cultural heri-tage and character**

Policy P4.1: Investigate with the Upper Skagit Tribe the possibility of building a long house along the Skagit River, which could be used by the Tribe for ceremonial events, and by the city as a center for cul-tural exchange.

Policy P4.2: Acquire areas of environmental signifi-cance for preservation and limited, sensitive devel-opment of educational and interpretive facilities.

Policy P4.3: Pursue the development of a logging display in coordination with the Museum's logging display, where people can learn and participate in historic logging practices, and show how the logging industry has changed and will continue to change in the future.

Policy P4.4: Develop a working display at Riverfront Park on the life cycle and habitat requirements of the salmon in order to inform the public of the impor-tance and vulnerability of this endangered species.

Policy P4.5: Work with citizen task force to develop a Railroad Park and trolley line on the east-west track that runs through the central business district.

Policy P4.6: Develop parks that are designed to edu-cate and commemorate Sedro-Woolley's heritage by way of statues, plaques, benches, etc.

(Ord. 1524-05 § 4 (Exh. D)(part))

**Appendix A**

**PARKS IMPACT FEE CALCULATIONS**

<b>Additional Acres Needed</b>	<b>Improvements Needed</b>	<b>Existing Units</b>	<b>Projected Units (2005-2025)</b>	<b>Cost Per Unit</b>
85 acres new	Ballfields	4,422 units	1,347 new units	\$1,954.00
	Trails Play equipment Climbing wall Recreation Water features	X 2.6 persons per unit = 11,497 estimated population in city and UGA	15,000 total population projected for city and UGA	
\$393,100.00				
\$120,500.00				
\$127,500.00				
\$89,700.00				
\$189,000.00				
\$958,400.00				
\$165,000.00				
\$73,900.00				
\$43,100.00				
\$114,300.00				
\$158,100.00				
\$200,000				
<b>Total:</b> \$2,632,600.00				

The city elects to fund less than the full amount through parks impact fees, but will actively seek grant funds to fund the shortfall. Additional costs to fund the shortfall from impact fees should be through grant funds, by private donations to this city park funds, and through the general fund.

New units projected by 2025: 1,347 times \$1,000 per unit = \$1,347,000.00

Parks Impact Fee per unit: \$1,000.00

(Ord. 1524-05 § 4 (Exh. D)(Appx. A))