PARKS, RECREATION, OPEN SPACE AND TRAILS PLAN
Acknowledgements

The City of Shelton greatly appreciates the efforts of community members and Advisory members, City staff, and other City leaders who contributed to this planning effort. Your interest and support will continue to foster the success of our parks and recreational system for years to come.

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Mission Statement
To enrich lives by providing recreational opportunities through safe and inviting parks, trails, facilities, open space and by being good environmental stewards.

Vision
The Parks and Recreation Department will provide a robust city-wide park system and recreational facilities, plus well-rounded recreation programs. There will be a park serving every neighborhood, and a system of urban trails linking parks, open spaces, and other public places. Our facilities will include innovative, high quality, and environmentally sustainable designs and materials.

As the gateway to the Olympic Peninsula, Shelton is an increasingly desirable destination for visitors and residents. We will expand our parks and open spaces by conserving and restoring areas of natural beauty through collaboration with state and county governments, private landholders, and private citizens.
The Shelton Parks, Recreation, Open Space, and Trails (PROST) Plan examines the city’s open space assets and engages the public in determining the level of recreational service being provided, then outlines recommended improvements to form a basis for future capital improvement planning. This plan has been prepared in compliance with State of Washington Growth Management Act requirements and compliments the City of Shelton Comprehensive Plan and Community Vision and Action Plan. Additionally, the plan has been developed in compliance with the Washington State Recreation and Conservation Office guidelines.

The PROST plan inventories and analyzes the city’s existing parklands and numerous undeveloped city owned parcels. It examines the city’s properties in comparison to demographics, and in comparison to other cities and national recreational standards. In this comparison, the City of Shelton was found to have a low ratio of park acres to population, and while residents show satisfaction with the city’s parks and recreation amenities, they rely upon neighboring communities to meet some of their aquatic recreational needs and access shorelines.
The planning process engaged the residents of Shelton through an online survey, virtual workshop and public forums to assess current park and recreation use and define needs and desires. Participation in the process was good and demonstrates a high level of public enthusiasm. Overall, the current level of service provided by the city’s parks, recreational facilities, open spaces and trails was found to be lacking in some areas while acceptable in others, with expressed interests in specific additions and improvements primarily to existing amenities.

To improve level of service and provide for residents’ interests, recommendations on a city-wide scale and park-specific scale are proposed in the plan. Citywide, the formalization of water access points along Oakland Bay and Goldsborough Creek proposed along with recommendations to activate smaller city-owned parcels for neighborhood scaled recreational use. New trails are also outlined to improve walking and bicycling opportunities. Following the city-wide recommendations, each of the city’s existing parks receives a specific set of recommendations to improve access, use, natural health, and diversity of recreational offerings. Following the recommendations is a list of target actions and Capital Improvement Plan identifying project costs and near-term priorities.
INTRODUCTION

Purpose of the Plan

The people of Shelton are proud of their community and recognize the natural value and everyday enjoyment brought through existing parklands and recreational amenities. From actively programmed events, casual gatherings with friends and neighbors, natural areas for relaxation, and inviting areas for exploration, discovery, and play; these assets have a direct connection to the quality of life experienced by every individual within this community.

As growth resulting from new development increases the need for recreational opportunities, it thus becomes increasingly important to ensure that existing and planned parks and recreational facilities can meet the needs of an expanding population.

Since 2010, some 5,000 new residents have moved into Mason County, with many of them settling in and regularly visiting the City of Shelton. In this same time period, new studies have come out regarding level of service needs; the roles of corridors and buffer zones that provide cover for wildlife; changes in technology; environmental health; social equity; and changing demographics and their associated needs.
Chapter 1

The Parks, Recreation, Open Space, and Trails (PROST) Plan provides renewed direction for Shelton’s parks and recreation system. As an update to the 2008 Comprehensive Parks and Recreation Plan and 2013 Community Trails Plan, this Plan continues the forward-thinking commitment to parks and recreation, by reassessing the City’s park assets, revising the inventory to consider recent acquisitions and improvements, and identifying current needs and future opportunities within the community.

With extensive participation and direction from the community, the new PROST plan has been developed to help Shelton in the realization of its parks and recreational goals while supporting environmental stewardship and sustainable, long-term growth.

Setting and Context

Located at the convergence of Oakland Bay and Hammersley Inlet, Shelton maintains a rural and friendly aura as homes gradually intermingle with the densely forested foothills of the Olympic National Forest. Originally settled for its abundance of timber, productive soils, and oyster beds, Shelton was designated as the Mason County seat in 1888 and formally incorporated in 1890.

Today, the City of Shelton encompasses 6.24 square miles of incorporated lands ranging from commercial centers and suburban neighborhoods to timberlands and a saltwater port. Sanderson Airfield sits to the northwest of existing City limits, offering commercial and recreational flights. With another 9.47 square miles in Urban Parks, trails, and open spaces are an essential part of each day for our community, as they provide opportunities for recreation, transportation, connecting with nature, and help maintain a healthy environment. Access to parks and recreation is an important right of every citizen in the community, and proximity to these resources is an important factor in increasing physical activity which results in a healthier population. In addition, the natural resources conserved by open lands help provide clean air and clean water in the region, as well as wildlife habitat and agricultural land that enrich our City.
Growth and Urban Expansion Areas, the City of Shelton and surrounding UGAs are home to approximately 14,482 people.

Within Mason County, the City of Shelton is the only incorporated community offering urban level amenities to the region. As a result, many families living in and outside of Shelton’s municipal limits frequent and rely upon the many facilities and services available within the City.

**Plans Working Together**

In the years since the 2008 plan was adopted, the City updated its Community Vision and Action Plan for Downtown Revitalization (2015), and Comprehensive Plan (2017), and Mason County updated and expanded their Parks and Recreation Plan to better address the roles of Open Space for public benefit (2018). The Washington State Comprehensive Outdoor Recreation Plan has also been updated through the Washington State Recreation and Conservation Office, complete with a 2019 manual for the development of planning policies and guidelines.

These updated plans offer a range of newly formed insights and approaches to some of the challenges and opportunities faced by their respective jurisdictions. Considered together, they identify a trend of development and land use that can be felt at the local level as easily as it can across the region. As with many areas within Washington State, Shelton’s undeveloped lands and natural settings are coming under greater pressure to accommodate new growth, while existing parks, trails, and open space are experiencing increased use levels.

**Community Vision and Action Plan (2015)**

The Community Vision and Action Plan established a community-based vision and prioritized strategies for revitalizing downtown Shelton. A vibrant Railroad Avenue with retained historic and community traditions, thriving storefronts and local shops, public spaces, and an investment in infrastructures were all primary elements of the plan. Relevant to the PROST Plan, this effort called for formalized gateways, a downtown arts district, the beautification of alleyways, public restrooms, and the addition
of parks downtown. Opportunities were also identified at the Post Office Park, Evergreen Square, and the Civic Center Park.

**City of Shelton Comprehensive Plan (2017)**

The comprehensive plan for the City of Shelton was last updated in November of 2017. Within this update, the community of Shelton reaffirmed their intent to protect and enhance existing natural settings, of forested hillsides, natural valley landscapes, streams, wetlands, waterfronts, and mountains for the common benefit. A strong desire to expand on existing open space and trail systems was expressed throughout, with specific goals to expand on existing networks through a system of trails, sidewalks, bike paths, and natural features.

**Mason County Parks and Recreation Plan (Draft 2018)**

While the Mason County Parks and Recreation Plan was still in a draft stage at the time of this review, a regional trails network was prominently featured with targeted projects listed within the Shelton area. These projects included on-street facilities along Olympic Highway, North 13th Street, East Brockdale Road, East Johns Prairie Road, West Railroad Avenue, and State Route 3. Off-street facilities along the Simpson rail line adjacent to Railroad Avenue, the Teresa Johnson Memorial Trail, and Shelton Point along the existing rail line were all identified (Figure 1-1).
Figure 1-1 Local and Regional Trails

Note: See appendix for larger version of map
Project Methodology
The Shelton PROST plan has been developed through an open and inclusive process, consistent with the State of Washington and City planning requirements. The project is incremental and progressive, with each phase building upon previous work. The process began with investigation of the City’s context and demographics, and analysis of its park and open space assets. This investigation was coupled with community engagement to determine the level of service being provided and needs and desires for future improvements. This input led to recommendations for park and open space improvements which will be reviewed, tested, and prioritized with community input, and formed into a vision for the future, with a capital improvement plan outlining the steps to implementation. Oversight and input into this process has been provided by City of Shelton staff, City Council, and the Parks and Recreation Advisory Committee.

1. INVENTORY AND ASSESSMENT
   Physical assessment of parks, open spaces, and programs

2. PUBLIC PARTICIPATION
   Open house meetings, stakeholder interviews, questionnaire

3. DRAFT PROST PLAN
   Vision, goals, draft recommendations

4. PUBLIC REVIEW
   Review, testing, and refining

5. REvised PROST PLAN
   Plan development

6. PUBLIC FORUM REVIEW
   Plan confirmation, implementation strategizing

7. FINAL PLAN
   Plan adoption and implementation
Enriching lives through a safe, attractive, well-balanced park system is essential in a healthy community. Active and passive recreation facilities provide the opportunity for physical fitness, reflection, education, stress reduction, fresh air, and a strong sense of community. Habitat preservation and environmental stewardship provides not only for the existing residents and visitors in Shelton, but for future generations to come.

While the total acreage of park space is a reasonable overall standard, the type of park and ease of access holds much more significance than the aggregate. A quality park system should contain a good balance of property types and should be located geographically throughout the city. Resources must be allocated equitably throughout the community while reflecting changes in the level of demand for parks and recreation resources.

The City of Shelton generally divides its parks and recreational facilities into four categories: Community Parks, Neighborhood Parks, Urban Pocket Parks, and Trails/Open Space. Following are descriptions of each park type, along with an inventory of the City’s park facilities. A summary of these facilities can be found in Table 2-1.
### Table 2-1 City of Shelton Park Lands and Open Spaces

<table>
<thead>
<tr>
<th>Name</th>
<th>Address</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Callanan Park</td>
<td>400 W E Street</td>
<td>11.37</td>
</tr>
<tr>
<td>Kneeland Park</td>
<td>100 Turner Avenue</td>
<td>3.90</td>
</tr>
<tr>
<td>Loop Field</td>
<td>1020 W Franklin Street</td>
<td>6.85</td>
</tr>
<tr>
<td>MC Shelton Skatepark</td>
<td>3301 N Shelton Springs Road</td>
<td>0.68</td>
</tr>
<tr>
<td>Huff n Puff Trail &amp; Shelton Springs Disc Golf Course</td>
<td>3600 Shelton Springs Road</td>
<td>5.0 (1.84 trail miles)</td>
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<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>27.80</strong></td>
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<table>
<thead>
<tr>
<th>Name</th>
<th>Address</th>
<th>Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td>Art Johnson Park</td>
<td>325 E Poplar St</td>
<td>0.46</td>
</tr>
<tr>
<td>Northcliff Neighborhood Park</td>
<td>Northcliff Road</td>
<td>1.67</td>
</tr>
<tr>
<td>Catalyst Demonstration Garden</td>
<td>799 W Harvard Avenue</td>
<td>1.12</td>
</tr>
<tr>
<td>Shelton Springs Park</td>
<td>Basil Ave</td>
<td>0.62*</td>
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<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>3.87</strong></td>
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<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Brewer Park</td>
<td>220 W Franklin Street</td>
<td>0.28</td>
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<tr>
<td>Overlook Park</td>
<td>1200 Olympic Highway South</td>
<td>2.53</td>
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<tr>
<td>Post Office Park</td>
<td>220 W Franklin Street</td>
<td>0.26*</td>
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<td>Sixth Street Park</td>
<td>330 S 6th Street</td>
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<tr>
<td>Evergreen Square and Tollie</td>
<td>W Railroad Avenue</td>
<td>0.1</td>
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<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>3.33</strong></td>
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</table>
### Table 2-1 City of Shelton Park Lands and Open Spaces

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<thead>
<tr>
<th>Name</th>
<th>Address</th>
<th>Acres</th>
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<tbody>
<tr>
<td>Civic Center Park</td>
<td>525 W Cota Street</td>
<td>0.96</td>
</tr>
<tr>
<td>Shelton Point &amp; Pine Street Boat launch</td>
<td>State Route 3/E Pine Street</td>
<td>6.0</td>
</tr>
<tr>
<td>Eagle Point</td>
<td>1701 Fairmount Avenue</td>
<td>12.0</td>
</tr>
<tr>
<td>Vogtlin-Angle Park</td>
<td>W Railroad Avenue</td>
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</tr>
<tr>
<td>Manke Conservation Land</td>
<td>N/A</td>
<td>53.14</td>
</tr>
<tr>
<td>Teresa Johnson Community (Shelton Creek &amp; Falls) Trail</td>
<td>N/A</td>
<td>12.38 (0.7 trail miles)</td>
</tr>
<tr>
<td>Ravenna Trail</td>
<td>N/A</td>
<td>0.62 (0.5 trail miles)</td>
</tr>
<tr>
<td>North Olympic Highway Multi-Use Pathway</td>
<td>N/A</td>
<td>0.97 trail miles</td>
</tr>
<tr>
<td>Brockdale Road &amp; Shelton Springs Road Multi-Use Pathway</td>
<td>N/A</td>
<td>0.66 trail miles</td>
</tr>
<tr>
<td>Shelton Springs Watershed</td>
<td>N/A</td>
<td>168.15**</td>
</tr>
<tr>
<td>Shelton Memorial Park</td>
<td>N/A</td>
<td>44.74***</td>
</tr>
<tr>
<td>Birch Street and Capitol Hill Water Towers</td>
<td>N/A</td>
<td>2.63***</td>
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<td><strong>Total:</strong></td>
<td><strong>86.10</strong></td>
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</tr>
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<td>Grand Total:</td>
<td><strong>121.10</strong></td>
<td></td>
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</tbody>
</table>

* While these facilities are not within City ownership, they offer public recreational opportunities to the greater community.

** While the Shelton Springs watershed is considered open space and contains the Huff n Puff Trail and Disc Golf Course, land outside of this trail system is protected and not currently designated for recreational uses. While highly beneficial to the City and its residents, these acres are not included within the total for this table.

*** Public lands offering open space level benefits to the community. Not included within the total for this table.
Community Parks

Community parks are often larger in acreage and serve a wide variety of uses such as ballfields, picnic areas, passive recreation and water access. Access to community parks may be by car, bicycle, or on foot as unique site characteristics tend to have a wider community draw. The National Recreation and Park Association recognizes the possibility of smaller sites falling under this category as they may offer amenities or functions that are unavailable in other parts of the community (e.g. skate park). Community parks can range from highly developed, near-natural, or some combination, depending on their functions and purpose.
Callanan Park

YEAR: 1961
ADDRESS: 400 W E Street
SIZE: 11.37 Acres
NEIGHBORHOOD: West Mountain View
TYPE: Community Park

PARKING: Large gravel lot to the south of site offers primary parking option with spill-over parking taking place along West E Street and West G Street.

AMENITIES: Baseball diamond, half-court basketball, play structure, bathroom facilities, trash and recycling receptacles, picnic shelter, picnic tables, barbeque stands, paved walking path, forested areas with wetland feature, open lawn and landscaping, maintenance shed, park signage.

Located within the West Mountain View Neighborhood directly northeast of the Shelton Memorial Park, Callanan Park offers a diversity of amenities from spaces for organized sports to areas of mature trees and dense vegetation ideal for passive enjoyment of the natural environment. The sunken baseball diamond is one of the park’s primary attractions as site topography offers a natural amphitheater for game viewing. Originally developed in the 1960’s by the Junior Chamber of Commerce, renovations including a new restrooms, picnic shelter, playground, basketball court, paved paths, and drinking fountain can be found throughout the site.

COMMUNITY PERSPECTIVE:
Cleanliness and visibility concerns were expressed at this location, partially attributed to poor sightlines and shelter overuse. Opportunities for additional trail systems around the perimeter of the park were also identified.

IMPROVEMENT OPPORTUNITIES:
1. Additional facility lighting located throughout the park.
2. Expanded trail system to take advantage of natural site topography.
3. Formalized parking with ADA accessible stalls and bike racks at primary entrance off Van Buren Street.
4. Expansion of existing play structures to accommodate broader range of ages and abilities.
5. Off-leash dog run located to east of existing parking lot and north of East E Street.

#4: Expression swing, example of intergenerational play
Kneeland Park

YEAR: 1920
ADDRESS: 100 Turner Avenue
SIZE: 3.90 Acres
NEIGHBORHOOD: North Angleside
TYPE: Community Park
PARKING: 37 amenity specific parking stalls with two reserved for ADA access.
AMENITIES: Covered pavilion, picnic tables, play equipment, restroom, paved trails, ADA accessible facilities, park benches, half-court basketball, garbage and recycling receptacles, off-leash dog area, drinking fountains, maintenance building, open grass fields, buffer landscaping, trees, park signage.

Located in the North Angleside neighborhood along Turner Avenue, Kneeland Park has iconic character with its wooden Imagination Station playground, tall trees, and grassy fields. Paved pathways, designated parking, and ramped approach to the pavilion offer ADA access to many patrons. Originally intended as a campground for tourists, it has since become Shelton’s most popular park, hosting numerous daily visitors and a variety of outdoor community events throughout the year.

Reflective of the region, the spired Imagination Station has unique characteristics that offer insights into Shelton’s history. From the local timber construction, wildlife outlines, mini steam engine, Turner Tug, tree ring engravings, and named fence slats; the 1996 structure was constructed brought to fruition through the work of over 2,000 volunteers and $90,000 in community donations.

COMMUNITY PERSPECTIVE:
While still remembered for its community barn raising, the wooden playground is commonly addressed as an area of pressing need within the park. Poor sightlines of parents and children, a lack of ADA accessibility, and costly repairs and maintenance associated with predominantly wooden construction has turned discussions toward future replacement. A splash park, expanded basketball court, and bathroom cleanliness/availability issues were also addressed.
IMPROVEMENT OPPORTUNITIES:

1. Incorporation of iconic Imagination Station details into new playground development.
2. Expansion of basketball court to accommodate additional basketball hoop and accessory playground pavement games.
3. Incorporation of abandoned rail line along northern boundary into non-motorized multi-use pathway.
Loop Field

YEAR: 1981
ADDRESS: 1020 W Franklin Street
SIZE: 6.85 Acres
NEIGHBORHOOD: North Downtown
TYPE: Community Park
PARKING: 21 striped parking stalls with one reserved for ADA access are currently utilized by both Loop Field and Evergreen Elementary School with approximately 18 additional spaces along W Franklin Street.
AMENITIES: Baseball diamond, unpaved perimeter trail, soccer field, picnic shelter, play equipment, restrooms, ADA accessible facilities, drinking fountain, garbage receptacles, park signage.

Located in the North Downtown Neighborhood directly west of the Evergreen Elementary School and north of W Franklin Street, Loop Field offers a large expanse of open turf ideal for organized team sports. Supporting amenities include bathrooms, picnic areas, and bleachers. Northern portions of the site include an Evergreen Elementary School playground and steeply sloped and heavily vegetated areas with an unmaintained trail running down the hillside from the Olympic Highway, offering foot access to the Northcliff and East Mountain View Neighborhoods.

COMMUNITY PERSPECTIVE:
Noted as a popular destination for team sports and the host of the annual Forest Festival, comments called for additional lighting and improved access to Olympic Highway.

IMPROVEMENT OPPORTUNITIES:
1. Installation of lights to extend evening and seasonal use of sport fields.
2. Pave perimeter trail to extend ADA access and modal use.
3. Formalize trail and stair access to Olympic Highway and Northcliff Neighborhood.
4. Work with Evergreen Elementary School to establish shared use of adjacent playground.

#1: Lights for seasonal use
**Huff n Puff Trail / Shelton Springs Disc Golf Course**

**YEAR:** 1980  
**ADDRESS:** 3600 Shelton Springs Road  
**SIZE:** 5.0 Acres / 1.84 Miles of Trail  
**NEIGHBORHOOD:** North Mountain View  
**TYPE:** Open Space/Trails  
**PARKING:** Unformalized parking primarily takes place in a large gravel lot east of Shelton High School entrance, with spillover parking taking place along the eastern shoulder of North Shelton Springs Road. Primary parking area is currently owned by the Shelton School District.  
**AMENITIES:** Trail system, disc golf course, Mutt Mitts, non-permanent outhouse, park signage, benches, mature forest.

Located within the North Mountain View Neighborhood and northeast of North Shelton Springs Road, the Huff n Puff Trail and Shelton Springs Disc Golf Course wind their way through the heavily wooded Shelton Creek Watershed. Many developed trails and unofficial offshoots combine for nearly 2 miles of forested trail system. The Shelton Springs Disc Golf Course offers another 8,000 feet of nationally ranked fairways.

While the community benefits from the sites extensive open space, future use possibilities are limited to low impact or passive uses due to the associated risks to the city aquifer. The site is primarily managed by City of Shelton Utilities Department.

**COMMUNITY PERSPECTIVE:**

Popular amongst residents and visitors alike, comments frequently addressed additional parking lot amenities and trail expansion. Improved wayfinding signage, trail-oriented exercise equipment, and a footgolf course were also identified.

**IMPROVEMENT OPPORTUNITIES:**

1. Trail markers and disc golf wayfinding.
2. Formalized parking area with permanent bathroom facilities.
3. Extension of Huff n Puff trail system to connect with non-motorized path along E Brockdale Road.
MC Shelton Skatepark

YEAR: 2004
ADDRESS: 3301 N Shelton Springs Road
SIZE: 0.68 Acres
NEIGHBORHOOD: North Mountain View
TYPE: Community Skatepark

PARKING: Shared parking exists within the adjacent Walmart parking lot with dedicated ADA stalls.

AMENITIES: Poured concrete slab, wooden Skatelite drop in halfpipe, stairs and railing, quarter pipe, garbage receptacles, park signage.

Located on leased property within the Oakland Bay Middle School ball fields and directly east of the Walmart parking lot, the Shelton Skatepark is a popular destination for afterschool activities and community members alike. Originally constructed by Mason County, the Shelton Skatepark is now operated under a partnership between the City of Shelton, Mason County, and the Shelton School District.

COMMUNITY PERSPECTIVE:
As the only formalized skatepark in Mason County, the park has experienced heavy patronage since its development in 2004. Now 15 years old, the facility is starting to show its age with comments calling for facility expansion and feature improvements.

IMPROVEMENT OPPORTUNITIES:
1. Expansion of site footprint to take advantage of dedicated space.
2. Replacement of wooden ramps with weather and activity resilient materials.
3. Additional support amenities included better lighting, picnic tables, bike rack, and recycling receptacles.
4. Extension of walking path access from Wallace Kneeland Boulevard.
Neighborhood Parks

Neighborhood parks serve the needs of an immediate residential neighborhood. Access is mostly pedestrian, and park sites should be located so that persons living within the service area will not have to cross major arterial streets to get to the site. They are generally considered to include parks an acre or more in size, with some exceptions.

Neighborhood parks may be developed with highly landscaped areas and amenities (e.g., restrooms, picnic tables, play equipment/fields); maintained in near natural state with primitive public trails as the primary amenity; or a combination of the two.
Art Johnson Park

**YEAR:** 1970  
**ADDRESS:** 325 E Poplar St  
**SIZE:** 0.46 Acres  
**NEIGHBORHOOD:** Capitol Hill  
**TYPE:** Neighborhood Park

**PARKING:** No facility specific parking. Adjacent street/shoulder parking exists with space for approximately 5 vehicles. Mason Transit Authority stop exists adjacent to park along E Poplar Street.

**AMENITIES:** Half-court basketball, designated picnic areas, recycling receptacle, mature forest, park signage.

Located within the Capitol Hill Neighborhood at the corner of Tobin Ave and E Poplar Street, Art Johnson Park is a primarily wooded neighborhood park with mild terrain. Primary amenities include a basketball court and surrounding picnic area, located along the western edge of the site.

**COMMUNITY PERSPECTIVE:**
Site specific comments focused on existing space allocations within the park and the desire for a neighborhood play structure. Pedestrian oriented accessibility within this neighborhood was also addressed.

**IMPROVEMENT OPPORTUNITIES:**
1. Replacement of 6-foot chain link fencing with split rail fencing.  
2. Incorporate existing transit stop into park fencing with additional entrance point.  
3. Paint basketball surface with lines for basketball, hopscotch, and four-square.  
4. Reorient basketball hoop to face E Poplar Street and extend court surface.  
5. Construct trail along E Poplar Street ROW connecting existing neighborhood to west of ravine.
Catalyst Park Demonstration Garden

**YEAR:** 2010  
**ADDRESS:** 799 W Harvard Avenue  
**SIZE:** 1.12 Acres  
**NEIGHBORHOOD:** North Angleside  
**TYPE:** Neighborhood Garden  
**PARKING:** Gravel and grass parking areas exist onsite.  
**AMENITIES:** 24 raised community garden beds, picnic tables, park signage, gardening toolshed, irrigation lines, trash and recycling receptacles.

Created and maintained in collaboration with Shelton Kiwanis, 4-H, WSU Mason County Master Gardeners, and the City of Shelton, the donated land has been converted into 12,000 square feet of demonstration garden including local food bank and learning areas, and 24 raised community garden beds available to local community members for vegetable production.

**COMMUNITY PERSPECTIVE:**  
Frequented by neighboring residents, the gardening space is well appreciated for its community building qualities and food production for local families and the Saints Pantry Food Bank.

**IMPROVEMENT OPPORTUNITIES:**  
1. Improve gravel road for visitors and gardeners with mobility challenges.  
2. Add covered pavilion for picnic table located in southeastern corner of site.
Northcliff Neighborhood Park

YEAR: 1976
ADDRESS: Northcliff Road
SIZE: 1.67 Acres
NEIGHBORHOOD: North Mountain View
TYPE: Undeveloped Open Space
PARKING: While no parking currently exists at this location, it is serviced by the Mason Transit Authority.
AMENITIES: Bus stop, trash receptacle, open lawn, forested areas, dedication signage.

Located on the boundary between North Mountain View and Northcliff Neighborhoods, the Kiwanis City Park is ideally located to provide adjacent residence with neighborhood level park amenities. With the parcel extending from Northcliff Road on its western edge up through a forested hillside to Holly Court, it has the potential to link neighborhoods through a non-motorized trail system.

COMMUNITY PERSPECTIVE:
Local residents are excited about the potential for a future neighborhood playground and picnic area at this location.

IMPROVEMENT OPPORTUNITIES:
1. Neighborhood level play area.
2. Trail system linking Holly Court to Northcliff Road.
3. Bicycle rack and ADA parking stall.
4. Picnic tables.
5. Park signage and recycling receptacle adjacent to existing amenities.
**Shelton Springs Park**

**YEAR:** 2009  
**ADDRESS:** Basil Avenue  
**SIZE:** 0.62 Acres  
**NEIGHBORHOOD:** North Mountain View  
**TYPE:** Neighborhood Park  
**PARKING:** No designated parking exists on site.  
**AMENITIES:** Playground facilities, picnic benches, park benches, facility signage, grassy open lawn with scattered trees, private ownership.

Pinned between two critical areas, this privately-owned parcel offers a neighborhood level public playground and open picnic areas within the North Mountain View Neighborhood. Adjoining parcels offer forested open space and additional shade for facility visitors.

**COMMUNITY PERSPECTIVE:**  
Significantly isolated on the northern boundary of current City limits, local residents have identified opportunities to connect this facility with an expanded Huff n Puff trail system.

**IMPROVEMENT OPPORTUNITIES:**  
1. Collaborate with existing parcel owner to offer additional site amenities included trash and recycling receptacles, a bike rack, and shaded picnic structures.
Urban Pocket Parks

Urban parks, also referred to as pocket or mini parks, are designed to provide visual relief and physical respite from the indoor urban environment. Pocket parks are defined as facilities that provide an open area where people can rest, watch and eat in pleasant surroundings with a few simple amenities. These areas typically offer some landscaping or vegetated natural areas, trash cans, and benches with views or vistas where possible. Target users are a wide variety of visitors, employees, customers, and youth. These parks are primarily located in the urban core and in outlying commercial and industrial areas. The parks are typically too small to offer active recreation amenities.
**Brewer Park**

**YEAR:** 1958  
**ADDRESS:** 220 W Franklin Street  
**SIZE:** 0.28 Acres  
**NEIGHBORHOOD:** South Downtown  
**TYPE:** Pocket Park  

**PARKING:** No facility specific parking. Adjacent street parking exists with 13 stalls, 9 of which are reserved for neighboring destinations during business hours.  

**AMENITIES:** Picnic tables, trash receptacle, park signage, minor landscaping with well established trees located around perimeter.

Located within the South Downtown Neighborhood at the corner of West Franklin Street and North 3rd Street, Brewer Park offers an open lawn with mature trees and central landscaping. Large trees around the park’s periphery offer areas of shade throughout the day, while sidewalks and mild terrain make it easily accessible to most park users.

**COMMUNITY PERSPECTIVE:**  
Safety and cleanliness concerns were primary topics at this location, commonly attributed to anti-social activities and street-dependent populations.

**IMPROVEMENT OPPORTUNITIES:**  
1. Extension of adjacent sidewalk to provide ADA access to picnic areas.  
2. Recycling receptacle located next to existing trashcan.  
3. Partnership with Community Lifeline to formalize bathroom options for public use.  
4. Renovation of picnic table to include ADA table with checkers/chess table.  
5. Formally designated ADA parking stall.  
6. Installation of additional street lighting to improve location visibility.
Overlook Park

YEAR: 1953
ADDRESS: 1200 Olympic Highway South
SIZE: 2.53 Acres
NEIGHBORHOOD: East Hillcrest
TYPE: Mini Park
PARKING: Pull-out parking with space for approximately 4 vehicles.
AMENITIES: Log and Bandsaw Monuments, LED and park signage, overlook benches, mature trees, segmented grassy areas.

Located along State Route 3/South Olympic Highway, Overlook Park is well positioned to greet incoming travelers as they approach Downtown Shelton from the west. With minimal open space and heavily vegetated steep slopes, Overlook Park is the only City park in the East Hillcrest Neighborhood.

COMMUNITY PERSPECTIVE:
Popular as a quick viewpoint, the lack of additional amenities and busy road noise don’t encourage extended visits. Comments identify a need for additional parking organization, maintenance of the view, and trail system as potential enhancements.

IMPROVEMENT OPPORTUNITIES:
1. Install pavement striping for better vehicle organization.
2. Maintain viewshed through seasonal pruning of overgrown vegetation.
3. Install picnic tables at overlook and in upper lawn for additional seating and picnic options.
4. Reconstruct sidewalk to wind inland and away from the roadway edge providing additional space for buffer and landscaping.
5. Install full cutoff monument lighting.
6. Locate recycling receptacle next to existing trashcans.
**Post Office Park**

**YEAR:** TBD  
**ADDRESS:** 220 W Franklin Street  
**SIZE:** 0.26 Acres  
**NEIGHBORHOOD:** South Downtown  
**TYPE:** Pocket Park  
**PARKING:** 20 street parking stalls exist directly adjacent to the site with ADA options available at the front of the Post Office along Mark E Reed Way.  
**AMENITIES:** Picnic tables, park benches, park signage, perimeter landscaping with well-established trees, grassy open spaces, bandstand/gazebo, garbage receptacles.

Located directly east of the United States Post Office and west of N 2nd Street, the Post Office Park is a focal point of the Downtown Vision Plan from 2015 and the home of the annual tree lighting ceremony in the first week of December. While the site is currently under United States Postal Service ownership, the 2015 Action Plan envisions potential site expansions as part of a larger Railroad Avenue redevelopment effort.

**COMMUNITY PERSPECTIVE:**
Memories of past mini-concerts and desires to maintain the many traditions at this site were commonly shared. Many consider this destination a town square for community events and holiday celebrations. Safety and cleanliness concerns were also raised at this location.

**IMPROVEMENT OPPORTUNITIES:**
1. Recycling receptacles located next to existing trash bins.
2. Eastern expansion of site into N 2nd Street right-of-way in accordance with 2015 Action Plans to accommodate larger community events and musical performances.
Sixth Street Park

YEAR: 1988
ADDRESS: 330 S 6th Street
SIZE: 0.16 Acres
NEIGHBORHOOD: South Downtown
TYPE: Pocket Park
PARKING: Facility adjacent gravel parking exists with capacity for approximately four vehicles.
AMENITIES: Picnic shelter, creek access, waste receptacle, park signage, facility specific lighting, pedestal grill, open areas of grass with tree canopy cover overhead.

Located within the right-of-way of S 6th Street where it terminates along Goldsborough Creek, Sixth Street Park falls within the South Downtown Neighborhood. With low banks and direct access to Goldsborough Creek, this facility is a popular destination for salmon and wildlife viewing.

COMMUNITY PERSPECTIVE:
While frequently forgotten or overlooked by many, it is valued as one of the few points of public access to Goldsborough Creek. Improved sightlines and property encroachment were identified as areas for improvement. Concerns over cleanliness were also identified.

IMPROVEMENT OPPORTUNITIES:
1. Support amenities including a bike rack and recycling bin next to existing garbage receptacle.
2. Formalized site parking and landscaping of park entrance to improve visibility and define public spaces.
**Evergreen Square and Tollie**

**YEAR:** TBD  
**ADDRESS:** W Railroad Avenue  
**SIZE:** 0.10 Acres  
**NEIGHBORHOOD:** South Downtown  
**TYPE:** Pocket Park  
**PARKING:** Many adjacent parking opportunities exist all long W Railroad Avenue.  
**AMENITIES:** Train and Clocktower monuments, park benches, landscaping, bicycle rack, street lighting.

Located along a two-block stretch of W Railroad Avenue between 4th Street and 2nd Street, the Evergreen Square and Tollie Train provide pedestrian oriented amenities along this primary downtown corridor. The location of summertime formers markets, Evergreen Square is prominently featured within the 2015 Downtown Vision Plan. Pavement treatments and public bathrooms are listed as potential future amenities.

**COMMUNITY PERSPECTIVE:**  
A popular destination among locals and visitors alike, the farmers market adds character while actively building community. Expanded and clearly defined spaces with various support amenities were reoccurring themes.

**IMPROVEMENT OPPORTUNITIES:**

1. Support amenities including additional bike racks, drinking fountains, and recycling bins next to existing garbage receptacles.

2. Northern expansion of the clock tower site to include stamped pavement and removable bollards for festivals and farmers market events.

3. Consistent with 2015 plans from the Downtown Vision, public restrooms have been identified for this site.
Trails, Open Space and Undeveloped Park Parcels

Open space provides visual and psychological relief from development within the urban area. Public access via trails and walkways to these areas is also important to provide passive recreational opportunities where it is compatible with resource protection and environmental regulations. When open space areas can be connected along stream corridors, they provide valuable wildlife habitat and other ecological benefits. Urban open space sites may or may not be improved, but can include trails, greenway corridors, community gardens, farmed areas, buffers between land uses of differing intensities, such as residential and commercial or industrial activity, and areas within community or neighborhood parks which are left in their natural state.

It is worth noting that some of these lands may only exist informally and possibly in some form of a protected conservation easement. While they serve an important community role, potential users should respect and remain mindful of all parklands and their intended function.

#1: Spray park
Civic Center Park

YEAR: 1997
ADDRESS: 525 W Cota St
SIZE: 0.96 acres
NEIGHBORHOOD: South Downtown
TYPE: Open Space/Undeveloped
PARKING: Site currently functions as a parking lot with future park amenity potential.

AMENITIES: Gravel parking lot, alley right-of-way, City-owned building, grassy areas with scattering of trees.

Prominently featured within the 2015 Downtown Vision Plan, the Civic Center Park is located directly east of City Hall within the South Downtown Neighborhood. While it currently functions as an overflow parking area for adjacent uses, common vision elements include the addition of landscaping and sport courts, while existing parking is shifted to the southern end of the site.

COMMUNITY PERSPECTIVE:
While site specific comments prioritized additional sport courts, street trees, and security lighting over existing parking, frequent yet generalized calls for additional downtown public bathroom options and a spray park are considered site compatible features.

IMPROVEMENT OPPORTUNITIES:
1. Fully developed park plan with ADA accessible facilities including a spray park, public bathrooms, grassy open spaces, picnic pavilions, sport courts, and landscaping.

In addition to the designated City parks, the City is blessed with a wide range of open spaces and undeveloped lands. Many of these areas feature environmentally sensitive areas and are best left in their natural state. Some areas may be suitable for passive recreational activities such as walking, bird watching, etc.

– City of Shelton Comprehensive Plan
Shelton Point (Pear Orchard) and Pine Street Boat Launch

YEAR: 1999
ADDRESS: State Route 3/East Pine Street
SIZE: 6.0 Acres
NEIGHBORHOOD: Capitol Hill
TYPE: Open Space/Undeveloped
PARKING: Unofficial gravel lots exist at various locations along East Pine Street/State Route 3.
AMENITIES: Predominantly undeveloped with mapped critical areas, gravel parking lots, bisecting railroad right-of-way, Pine Street boat launch, informational signage, park bench, trash receptacle, park signage, Oakland Bay access.

Originally procured by the City with the intent of providing additional public access to Oakland Bay, this site was once home to the David Shelton Pear Orchard homestead. Bordering industrial activities and critical areas have resulted in a patchwork of conditions ranging from wetlands and saltwater tidelands to gravel lots and relics of its time as part of the working saltwater port.

While currently unpolished, this site is recognized as one of Shelton’s primary gateways with great potential for enhanced saltwater access, an existing boat launch and a walking trail offering expanded access from downtown to Oakland Bay. Plans are currently in the works to convert an informal parking area onsite into a designated Mason County Transit Authority Park-and-Ride.

COMMUNITY PERSPECTIVE:
One of the most popular topics amongst community members, the Advisory Committee, and City staff; gaining additional Oakland Bay access was consistently viewed as a top priority for the community. With large scale Simpson Lumber operations occupying the majority of Shelton’s waterfront, this site was frequently identified as a prime opportunity for a public park and waterfront amenities.
Improvement Opportunities:

1. Collaborate with the Port of Shelton, Simpson Lumber Company, Shelton Yacht Club, Washington Department of Transportation, and other adjacent landowners and community members to develop a community vision for a park with water access, trails, boat launch, gateway signage, and support facilities that recognizes the site's historical importance and community character.

2. Oakland Bay perimeter trail.
Eagle Point

YEAR: 2016
ADDRESS: 1701 Fairmount Avenue
SIZE: 12 Acres (4 of which are saltwater tidelands)
NEIGHBORHOOD: East Hillcrest
TYPE: Open Space/Undeveloped
PARKING: Designated parking does not currently exist onsite.
AMENITIES: Undeveloped nature preserve with access to Oakland Bay and Hammersley Inlet.

Located in the East Hillcrest Neighborhood and surrounding the Shelton Wastewater Treatment Plant, Eagle Point is a heavily wooded and undeveloped stretch of land with 1,600 feet of marine shoreline access and four acres of tideland. In collaboration with the South Puget Sound Salmon Enhancement Group, the Squaxin Island Tribe and Olympia-based Capitol Land Trust, this land was acquired through a conservation covenant with the intent of offering walking trails, beachcombing, habitat protections, and potential boardwalk.

COMMUNITY PERSPECTIVE:
Consistent with views expressed within the Shelton Point property, public comments were excited about the water access opportunities available at this site. While Shelton Point was commonly identified for complete redevelopment, common themes at Eagle Point included opportunities for more passive recreation while working to preserve the naturally existing habitats and viewscapes.

IMPROVEMENT OPPORTUNITIES:
1. Passive woodland trails offering shoreline access.
2. Non-motorized boat launch.
3. Support amenities including interpretive signs, recycling and trash receptacles, bathrooms, designated parking areas, bike racks.
Vogtlin-Angle Park

YEAR: 1907
ADDRESS: W Railroad Avenue
SIZE: 1.0 Acres
NEIGHBORHOOD: Southwestern Urban Growth Area
TYPE: Open Space/Undeveloped
PARKING: Site specific parking does not currently exist.
AMENITIES: Highly vegetated with Goldsborough Creek access.

Located outside existing City limits, the Vogtlin-Angle Park offers Goldsborough Creek frontage with uneven terrain and densely forested vegetation. It currently provides natural habitats for fish and woodland animals.

IMPROVEMENT OPPORTUNITIES:
1. Maintain site in current state for passive open space and nature preserve.
2. Site has future trail and gateway potential pending future City annexation and Make Conservation Land connections.
Manke Conservation Land

YEAR: 2019
ADDRESS: N/A
SIZE: 53.14 acres
NEIGHBORHOOD: South Downtown, North Angleside, Southwestern Urban Growth Area
TYPE: Open Space/Undeveloped, Conservation Lands, Natural Trail System

PARKING: Although many existing rights-of-way terminate onsite, formalized access points do not exist.

AMENITIES: Cleared plateaus from historical timber practices, densely vegetated ravines with mature forests, Coffee Creek frontage, Goldsborough Creek frontage, natural vistas.

Primarily located to the southwest of existing City boundaries, the Manke conservation parcels offer a range of natural amenities from 1,500 feet of Goldsborough Creek frontage, 580 feet of Coffee Creek tributary, approximately 20 acres of vegetated riparian corridors, natural hiking trails, and community swimming holes. With previous timber harvests and existing rights-of-way, park and recreational opportunities exist to better serve adjacent Angleside Neighborhoods.

COMMUNITY PERSPECTIVE:
Popular amongst property adjacent residents, the nature trails and Goldsborough Creek connections are frequently identified as a favorite destination for connecting with nature. A lack of formalized park and recreational opportunities has been frequently expressed by community members living in the Angleside neighborhoods.

IMPROVEMENT OPPORTUNITIES:
1. Formalize nature trails throughout site with signage, slope stabilization, and designated trailheads.
2. Neighborhood park development in area of previous timber harvest with playground, picnic shelter, designated parking areas, restroom facilities, and support facilities.
Urban Trails

A number of smaller, informal trail systems link many of the City’s neighborhoods with the downtown area, and with natural features such as creeks and vistas. A majority of these trails are unmaintained and occur on private property. While the level of accessibility and maintenance on these trails is marginal, they play an important role in the lives of citizens who use them frequently for recreation and access between neighborhoods and downtown. While the City has no jurisdiction in establishing or maintaining trails outside of public ownership, it actively pursues opportunities to expand upon its urban trails network, linking with these unformalized trails where feasible.

It is worth noting that some of the trail corridors depicted within this plan may only exist informally and possibly on private property. While they have been included for reference, potential users should respect their unofficial status until such a time when these trails may be formally acquired or designated for public use.
Teresa Johnson Community (Shelton Creek & Falls) Trail

YEAR: 2015
ADDRESS: N/A
SIZE: 12.0 Acres
DISTANCE: 0.7 Miles
NEIGHBORHOOD: Northcliff
TYPE: Nature Trail
AMENITIES: heavily vegetated riparian corridor, Shelton Creek access, nature trails, interpretive signage, trash receptacles at trail heads, trail signage.

Formerly the Shelton Creek Trail, this nearly mile-long stretch of trail was dedicated in remembrance of Teresa Jonson who taught at Choice Alternative School in Shelton. Students, community residents, AmeriCorps, City staff, and the Mason Conservation District have been actively involved in the rehabilitation of the trail in recent years. Split beam bridges, plant identification signage, and wooden steps have all been installed at various points along the way.

COMMUNITY PERSPECTIVE:
A popular recreation destination and educational site, many comments expressed value in the natural setting and a desire to ensure its continued preservation as a riparian corridor.

IMPROVEMENT OPPORTUNITIES:
1. Recycling receptacle located next to existing trashcan.
2. Enhance nature trails throughout site with signage, slope stabilization, and clearly designated trailheads.
Ravenna Trail

YEAR: 1998
ADDRESS: N/A
DISTANCE: 0.5 Miles
NEIGHBORHOOD: North Angleside
TYPE: Natural Trail
AMENITIES: Heavily vegetated sloping terrain, adjacent street lighting, trash receptacles at trail heads, trail signage.

COMMUNITY PERSPECTIVE:
Popular for its use as connector trail between North Angleside and South Downtown Neighborhoods, voiced concerns relate to the site’s steep terrain and low light visibility.

IMPROVEMENT OPPORTUNITIES:
1. Recycling receptacle located next to existing trashcan.
2. Crosswalks across Highland Drive at the lower trailhead to improve pedestrian visibility and safety.

North Olympic Highway Multi-Use Pathway

YEAR: 2018
ADDRESS: N/A
LENGTH: 1 Mile
NEIGHBORHOOD: West Mountain View, East Mountain View, Northcliff, North Downtown
TYPE: Paved Trail
AMENITIES: paved multi-use trail with defined crosswalks and an even grade.

IMPROVEMENT OPPORTUNITIES:
1. Formalize access to Loop Field using a combination of stairs and switchbacks.
**Brockdale Road & Shelton Springs Road Multi-Use Pathway**

**YEAR:** 2006  
**ADDRESS:** N/A  
**LENGTH:** 2.47 Miles  
**NEIGHBORHOOD:** East Mountain View, Northcliff, North Mountain View  
**TYPE:** Paved Trail  
**AMENITIES:** Paved multi-use trail with defined crosswalks and an even grade.

**IMPROVEMENT OPPORTUNITIES:**  
1. Work with Mason County to connect with identified priority trail corridors along N Shelton Springs Road and E Johns Prairie Road.
Other Parks/Recreation Facilities

In addition to the previously identified City parks and recreational facilities, other governmental and private agencies in the City of Shelton offer additional spaces for recreation. While outside the scope of this plan, these sites work in tandem with City efforts to benefit the community. Table 2-2 lists facilities, ownership, size, and amenities found at each site.
### Table 2-2 Other Parks/Recreation Facilities

<table>
<thead>
<tr>
<th>Name</th>
<th>Ownership</th>
<th>Size</th>
<th>Amenities</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bordeaux Elementary</td>
<td>Shelton School Dist.</td>
<td>6 acres</td>
<td>Playground, play area, play shed</td>
</tr>
<tr>
<td>Evergreen Elementary</td>
<td>Shelton School Dist.</td>
<td>2 acres</td>
<td>Play shed, shares with Loop Field</td>
</tr>
<tr>
<td>Mt. View Elementary</td>
<td>Shelton School Dist.</td>
<td>10 acres</td>
<td>Play shed, play area, baseball field, playground</td>
</tr>
<tr>
<td>Shelton High School</td>
<td>Shelton School Dist.</td>
<td>41 acres</td>
<td>Stadium, baseball field, tennis courts, sports court</td>
</tr>
<tr>
<td>Oakland Bay Junior High School</td>
<td>Shelton School Dist.</td>
<td></td>
<td>Play field</td>
</tr>
<tr>
<td>Olympic Middle School</td>
<td>Shelton School Dist.</td>
<td></td>
<td>Play field</td>
</tr>
<tr>
<td>PUD #3 Park</td>
<td>PUD #3</td>
<td></td>
<td>Picnic area</td>
</tr>
<tr>
<td>Mason County Transit Gym</td>
<td>Mason County Transit Authority</td>
<td></td>
<td>Gym and Pickleball Court</td>
</tr>
<tr>
<td>Shelton Head Start</td>
<td>Childhood Education Assistance Program</td>
<td></td>
<td>Play area, field, basketball hoop</td>
</tr>
<tr>
<td>YMCA</td>
<td>Public nonprofit</td>
<td></td>
<td>Range of recreational and exercise facilities, pool</td>
</tr>
<tr>
<td>Shelton Athletic Club</td>
<td>Private</td>
<td></td>
<td>Range of recreational and exercise facilities</td>
</tr>
<tr>
<td>Shelton Memorial Park</td>
<td>Non-profit</td>
<td>44.74 acres</td>
<td>Cemetery</td>
</tr>
<tr>
<td>City Hall Programmable Space – Activities</td>
<td>City of Shelton</td>
<td>9,000 sq. ft.</td>
<td>Indoor plaza with programable space</td>
</tr>
</tbody>
</table>
Prominently featured throughout this process, public participation has been the driving force behind this plan and the ideas, goals, and objectives presented within. With an initial kickoff of the Public Participation Plan on May 1, 2019, this effort was first presented to the Shelton community as part of the Spotlight Shelton Semiannual Community Engagement Forum.

While this date represented the official starting line for an intensive outreach and community engagement effort, actions had already been set in motion to ensure public transparency, a diversity of respondents, and a range of flexible opportunities for respondents to offer local community insights on a timeline compatible with their unique schedule and preferred participation medium.

Prior to the start of Spotlight Shelton, a Public Participation Plan (Appendix A) was developed to ensure Shelton residents were well informed of the opportunity and provided with the necessary context to provide an educated assessment and analysis of how parks and recreational facilities were performing in their current state and how they could be improved upon in the future.
This date also represented the launch of a 5-month community survey available in both electronic and hard copy, a 5-month virtual geographic information system workshop, and the reconvening of the Parks and Recreation Advisory Committee with the specific goal of making recommendations on the updated elements of the PROST Plan in accordance with Washington State Recreation and Conservation Funding Board guidelines.

On December xx, 2019, committee members formally recommended the PROST Plan for City Council adoption.

Community Survey

Building off established outreach efforts within the 2008 Comprehensive Parks and Recreation Plan, 2013 Community Trails Plan, and a 2016 City of Shelton Parks and Recreation Community Survey, a 2019 PROST survey was conducted using a similar set of questions to
gather community perspectives and identify any recurring trends.

The survey was made available in both hard copy and electronic formats with press releases, a project-specific webpage, social media blasts, in-person offerings, a parks and recreation newsletter insert, and park flyers distributed at parks and recreational facilities across the city. While a summary of survey respondents has been included below, the entire report can be found in Appendix C2.

**Location**

In total, 226 individuals provided comments as part of this outreach effort. A heatmap of respondent neighborhoods has been included with this information to better illustrate the represented community (Figure 3-1). Respondent clustering appears to reflect existing residential development patterns, with 65.9% residing within the City of Shelton, 23.4% residing within existing Urban Growth Areas, and another 10.7% responding from destinations within Mason County. With over 40% of respondents hailing from areas outside of the existing city limits, this lends credence to the community preference for an expanded Metropolitan Parks District.

Over 50% of respondents state they visit City of Shelton parks and recreational facilities at least once a week, with 8% identifying themselves as daily park visitors.

**Popular Amenities**

When asked about the types of facilities respondents generally use when recreating, shoreline areas and beaches were the number one choice (60%) with a slight preference given to walking and biking trails (58%) over unpaved nature trails (49%) as respondents second and third choices (Figure 3-2).
Chapter 3

Figure 3-1 Community Survey Respondent Density
This is a new order within the top three choices from the 2016 survey, as water access was previously identified as the third choice after walking and biking trails, and nature trails respectively. While the top three priorities remain the same, this would suggest a heightened interest in public shoreline access at Oakland Bay, Goldsborough Creek, and Goose Lake.

Figure 3-2 Valued Amenities
**Reasons for Travel**

Understandably, these options are also some of the top reasons survey respondents give for traveling outside the City of Shelton in pursuit of recreational amenities. Coming in fourth in overall preference and second in justification for recreational travel, splash/spray parks were prominently discussed throughout this survey. Listed as the eighth most commonly identified need in 2016, a splash park is now considered a top community need, second only to walking trails. Splash parks within the City of Olympia were commonly volunteered as an example amenity.

**Greatest Need**

This trend is reiterated when respondents were asked to show their level of support for a list of existing City of Shelton needs. Once again, public shoreline access scored the highest with 88.5% of respondents identifying this as an existing City need. While support amenities for existing recreational facilities (such as bathrooms, additional lighting, bike racks, fountains, and recycling bins) and urban trails and sidewalks were identified next, the need for a spray park was the most polar option of all choices given with 60% of respondents stating they strongly agreed with this statement.

**Greatest Barrier**

A common theme within the virtual workshop as well, safety and security (56.3%) was identified as the number one reason for not using existing recreational facilities throughout the City. This was followed by poor maintenance and overall cleanliness (44.3%), with antisocial behavior from predominantly street dependent populations being volunteered as the leading cause. This is significantly up from the 2016 survey results, where proximity and scheduling were listed as the top two existing barriers with safety and security coming in third and maintenance coming in as the 9th ranked justification (It is worth...
noting that cleanliness was not specifically named within the 2016 survey while it was listed in tandem with the survey from 2019).

**Future Investments**

When asked about how the City of Shelton should allocate parks and recreational funding, respondents reiterated their preference for improvements and maintenance within existing parks (24.5%). This was closely followed by the acquisition and development of walking and biking trails (24.1%). Both are consistent with expressed recreational funding priorities from 2016. Recreational programs came in 3rd with funds being allocated towards youth and summer camps, recreational sports leagues, arts, and after school programs (22.0% collectively). New developments and additional site acquisition were rated last.

**Virtual Workshop**

In recognition of scheduling conflicts, accessibility limitations, and a range of feedback preferences, a mobile tool employing Public Participation GIS was developed to work in tandem with other outreach efforts to lessen these barriers and make the project and ongoing discussions accessible at the individual level while out in the community.

The virtual workshop employed phone-based location services and GIS mapping to empower community patrons to provide location specific insights, pinpoint concerns, share comments,
upload images, and have meaningful discussions with other community members all while operating on their own individual timeline and comfort level. In this way, participants were able to take the workshop with them while actively engaging with the locations and facilities they were discussing. While a summary of fielded comments has been included below, the entire report can be found in Appendix XX.

**Corridor-Specific Responses**
Discussions within this section revolved around the topics of additional trails and pathways and general corridor concerns within the existing trails network. While corridor concerns predominantly addressed modal conflicts and safety along busy roads, 85% of discussions emphasized additional corridor opportunities within the City of Shelton.

Of identified missing links, a perimeter trail running along Oakland Bay with trailheads at Eagle Point, downtown Shelton, and Shelton Point/boat launch received the most attention. This was closely followed by the formalization of existing nature trails running along Goldsborough Creek. The abandoned Simpson rail right-of-way running along portions of W Railroad Avenue to Kneeland Park and Huff n Puff trail expansion were also discussed.

**Obstacles and Accessibility Issues**
Consistent with survey results, the majority of location specific comments within this section asked for a range of paved solutions with wider shoulders, bike lanes, and accessible walking routes. It is interesting to note that expressed safety concerns within this section were primarily attributed to modal conflicts (fast moving cars/slow moving pedestrians), and not references of vulnerable street dependent populations as expressed within the survey.

Corridor-specific responses located within close proximity to these comments appear to reflect a similar sentiment and experience.

Following concerns over modal safety, Brewer Park and the Post Office Park start to jump out as these locations were frequently identified as known locations for antisocial behavior and drug use. These discussions continued into areas of other localized concerns.

**Opportunity Zones**
While paved trails are the top priority within the community survey, discussions favored natural/
unpaved trails within this section with most respondents looking for opportunities to access natural open spaces and enjoy nature. Within this virtual workshop, this continues to be the common preference as 42% of respondents discussed natural trail opportunities while only 35% made reference of paved trail alternatives.

Further corroboration can be found in other topics as access to open space and natural areas was the second most commonly identified and discussed topic within this section (over paved trails which came in third).

Frequently paired with discussions for natural trails and open space was the concern over future development and the potential loss of natural habitat. Based on discussions from this section, there is an expressed interest in ensuring natural paths and open areas factor into future development plans within the city.

Exercise-oriented facilities and a splash park were also common topics within this section, with the remainder typically calling for improvements to existing facilities with the intent to accommodate a broader range of user abilities and age ranges.

**Other Localized Concerns**

While a few other opinions were expressed, this section was almost entirely dedicated to the concerns around vulnerable street dependent populations and antisocial behavior. Brewer Park Outreach to parks and recreation facility users
and the Post Office were typically pinpointed as locations of concerns over safety, negative visual impacts, and drug use.

Community recommendations included the need for additional public restrooms, better disposal of drug paraphernalia, and stronger enforcement of City and park rules. 74% of the comments from this section involved at least one of these topics, with 39% of specifically identifying Brewer Park or the Post Office.

**Workshop Trends**

In total, natural trails (31% of comments) were the most commonly discussed with Goldsborough Creek, the abandoned Simpson Line, Shelton Creek, and Eagle Point/water access representing the targets of these topics.

Opportunities for play structures/splash park and associated active recreation (30% of comments) were the next most common with the majority revolving around existing facilities and potential enhancements. Third on the list is the relationship between development and open spaces/natural areas with 29% of comments.

**Additional Outreach**

A unique benefit of planning for parks and recreational facilities is the public prominence they are afforded within existing social media platforms. While in person communications and plan specific outreach efforts were heavily relied upon, it is worth noting that various social media platforms and rating/review sites were also consulted to further inform public sentiment and community needs. A draft version of this plan was also released on October 30th, 2019 at the winter Spotlight Shelton event and distributed to interested stakeholders as part of a 30-day public comment period. Responses from these efforts have also been reflected in plan development and included at the end of this document (Appendix C).

Thank you for considering the desires of the community. My wife and I purchased a home off of Shelton Springs and are excited to be a part of a wonderful community. We are moving from Olympia.

– public workshop comment
GOALS AND OBJECTIVES

The City of Shelton’s role in Mason County’s recreational opportunities lies within the City boundaries. The primary function of Shelton’s Parks and Recreation Department is to ensure a balanced park system and provide well-rounded recreation programs. To that end, this chapter contains the goals and objectives for parks, recreation, open space and trails in the City of Shelton. Goals described in this chapter identify the community’s aspirations; objectives describe how the goal can be achieved.

The goals and objectives presented here set the trajectory for the long-term vision for Shelton’s parks, recreation, open space, and trail facilities and outline the steps to make it successful. They emerged from the values and priorities expressed by the Shelton community through surveys, community meetings, and written comments throughout the public process.

These goals and objectives will also be incorporated into the Parks and Recreation element of Shelton’s Comprehensive Plan. The Comprehensive Plan contains framework goals that guide citywide policies for the transportation system, public safety, parks, recreation, and other important facets of the community to create a consistent, unified plan for the future of Shelton.
Administrative Goal
To provide the organizational support and leadership necessary for all staff to excel in the stated mission of the Shelton Parks, Recreation, Open Space, and Trails Plan.

Objectives
1. Work with colleagues to embody the mission statement of the parks and recreation department, serving the community as an engaging and inclusive team.
2. Perform services in a professional, informative, and timely manner.
3. Actively solicit and respond to the needs of Shelton parks and recreation patrons.
4. Ensure financial integrity for the department while sustaining a quality level of services.
5. Seek and promote partnerships that enhance and further support department goals.

Planning Goal
Plan, acquire, develop, and preserve a diverse system of quality parks, open spaces, and recreational facilities that are safe, attractive and accessible for all members of the Shelton community.

Objectives
1. Provide frequent and inclusive opportunities for the public to engage and offer direction in the development of recreational facilities, open space and programed activities.
2. Acquire and preserve land for coming generations and develop parks to meet both the existing and future demand including multi-use activities and open space preservation.

The waterfront is currently disconnected from the rest of the downtown core and could benefit from a connector project.

– public workshop comment
3. Analyze existing programs while adapting to public input, regional trends, and available funding opportunities.

4. Target locations for acquisition and/or development that improve accessibility and residential access, specifically in those areas that are currently underserved.

5. Engage in ongoing dialogue with county, state, tribal, educational, and federal organizations to assure coordination of policy, plans, goals, and objectives.

Finance Goal
Develop and maintain a funding strategy that is publicly transparent and adaptable to all available resources for park acquisition, preservation, development, and maintenance.

Objectives
1. Seek broad and creative funding for park acquisition, preservation, development and maintenance, including grants, utility funds, loans, bond levies, donations, real estate excise tax, impact fees and any other available sources.

2. Ensure revenue generating opportunities are considered in a manner consistent with facility demand and maintenance needs.

3. Develop funding strategies that build upon public and private partnerships.

4. Pursue funding opportunities and facility development in an efficient and timely manner in accordance with the annual budget and capital facilities plan.

Park Use Goal
The City will provide a system of safe, clean and accessible parks and related recreational amenities, maximizing the health benefits of an active lifestyle, while remaining good environmental stewards of the land.

Objectives
1. Ensure both active and passive park amenities are available to as many patrons as possible.

2. Work to incorporate a variety of recreational opportunities and ability levels at each park destination as consistent with the location’s intended use.
3. Provide educational and interpretive kiosks that highlight a location’s unique environmental assets and natural benefit to the community.

4. Provide an adequate number of containers to dispose of recyclable materials and garbage on-site.

5. Strategically locate signs addressing park rules and regulations, including hours, fees, and acceptable use and behavior.

**Tourism Goal**

The City will promote tourism by providing appealing parks, City entryways, and programs.

**Objectives**

1. Develop and offer recreational programs that are inviting to local community members and visitors alike.

2. Design and maintain the City’s gateways to provide a defined and inviting sense of place.

3. Strategically locate wayfinding signage to help locate and direct visitors to civic and recreational destinations.

4. Participate in regional events and programs that help to attract visitors to the City.

**Trails Goal**

The City will endeavor to connect parks, neighborhoods, civic centers, historic sites, and other recreational facilities through a network of trails, waterways, multi-use pathways, bike lanes, and sidewalks.

**Objectives**

1. Develop and promote trails that serve all ages, abilities, and interests of the public as an alternative to motorized transportation.

2. Collaborate with neighboring jurisdictions to establish linkages and connecting trails.

“I would like to see more nature trails/walking paths in the City. Would really like to see the old railroad turned into a walking/biking path.”

– Public workshop comment
3. Locate trails within and connecting to parks, schools and other areas of historical, cultural, and environmental significance.

4. Identify, gain access to, and actively preserve natural corridors with trail potential.

5. Work to maintain trails in conditions which are safe, inviting, and easily navigable as seasonally feasible.

**Open Space/Resource Management Goal**

The City will actively preserve and protect natural resources and environmental assets through the provisions of available resource management strategies and programs.

**Objectives**

1. Actively pursue opportunities that allow for the preservation of natural systems, critical landscapes, and other environmental assets.

2. Work with other jurisdictions to establish and protect open space and habitat corridors with linkages to regionally significant open spaces and areas of diverse habitat.

3. Retain City owned lands, including excess rights-of-way for open space purposes.

4. Promote the use of native and drought tolerant vegetation in the City’s parks and open space when appropriate for the site.

5. Work with local landowners to identify opportunities for conservation easements and other solutions that work to protect natural habitats while preserving an owner’s rights and privacy.

**Water Access Goal**

The City will work to identify and provide low-impact access to fresh and saltwater areas for recreational uses.

**Objectives**

1. Identify target sites and partnerships that help to facilitate salt and freshwater access within the City.
2. Employ methods available to the City for the acquisition, restoration, and preservation of creeks and other waterways including Goldsborough Creek, Shelton Creek, and Canyon Creek.

3. Seek City owned rights-of-way that terminate along Oakland Bay for use as non-motorized water trailheads.

4. Partner with Mason County, Washington State, and other local organizations to identify water routes and trailheads that include and provide non-motorized access to City shorelines.

Cultural/Historic Resources Goal
The City will promote cultural and historic elements of parks and facilities.

Objectives
1. Incorporate historic features and events into park designs and recreational activities.
2. Locate interpretive signage and historic markers within the City to provide educational insights on cultural and historic events, locations, and happenings.

Maintenance Goal
The City will maintain parks and facilities in conditions, which are safe, attractive and available during as much of the year as is seasonally feasible.

Objectives
1. Employ preventative maintenance practices and techniques to extend equipment life and reduce necessary replacement costs.

“Shelton used to have a little wading pool in the 1970s and it was so much fun – bring back some type of water fun for youth and utilize our beautiful waterfront.

– public workshop comment"
2. Utilize the skills and abilities of parks and recreation department staff to maximize effective maintenance practices.

3. Establish and maintain regular maintenance and safety inspections of park and recreational facilities.

4. Standardize signs, equipment, and other related materials, where feasible to support maintenance efficiencies.

5. Encourage and promote staff training and education opportunities to facilitate professional development and department abilities.

The skate park gets a lot of use. Expansion and upgrade to permanent concrete/in-ground structures that require less maintenance will send a positive message to those that use it.

– public workshop comment

**Acquisition and Development Goal**

**Objectives**

1. Actively review and identify future sites that work to achieve and maintain the adopted level of service standards as agreed upon by the community and identified within this plan.

2. Prioritize the acquisition and development of parklands and open spaces within underserved areas of the City as identified within this plan.

3. Work to acquire lands that enhance and expand upon the size of existing recreational resources, while carefully integrating naturally existing features into the parks design.

4. Remain adaptable to new opportunities while operating in accordance with the annual budget and capital facilities plan.
Collaborate with local entities and private landowners to secure the donation of land for parks, trails, open space, and habitat preservation in advance of high-density development.

Partner with other City projects to add sidewalks, pedestrian paths, bike lanes, wayfinding, and other park amenities as components of adjacent projects.

**Coordination Goal**

Coordinate with neighboring jurisdictions, organizations, and individuals to maximize park and recreational opportunities, while minimizing redundant efforts and enhancing overall service to the community.

**Objectives**

1. Coordinate the parks plan with other elements of the Comprehensive Plan and City development regulations, particularly the Land Use Element and Shoreline Master Plan. The location and design of park facilities should further the goals of the Comprehensive Plan whenever possible.

2. Pursue cooperative planning efforts with Mason County and the City of Shelton UGA to provide parks, trails and open space in future annexation areas.

3. Support joint planning, coordination, and development with the Shelton School District to develop and maintain facilities that are available to the general public.
A Demand and Needs evaluation, also referred to as Level of Service (LOS) analysis, is the investigation and measurement of how well the parks and recreational needs of the community are being met. This chapter takes both a quantitative and qualitative approach to identifying community specific park needs within the City. Evaluation was conducted using the following standards and information:

- National Recreation Guidelines
- Washington State Recreation Guidelines
- Peer City Comparisons
- City Plans and Projections
- Community Perspectives
National Recreation Guidelines

Comparing the City’s parks and recreational spaces to the nation provides a quantitative benchmark and a starting point to measuring the performance of its park system. The National Recreation and Park Association (NRPA), is an association of park and recreation professionals which studies national recreation trends and publishes support documents and recommendations for public municipalities.

The NRPA level of service guidelines originally developed in 1983 offered guidance suggesting “that a park system, at minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population”¹. While this has since become a target benchmark, it is important to note that NRPA only requires a basic ratio of 1 acre of parkland per 1,000 people.

Since that time, various publications have updated and expanded upon possible park standards, several of which have also been published by NRPA. In 2017, NRPA published an updated performance review of 925 park agencies across the nation. The typical US park agency that serves a jurisdictional population of less than 20,000 has a median ratio of 10.5 acres of parkland to 1,000 residents. Rather than a one-size-fits-all acres/population standard, the NRPA now recommends that each community develop its own standards based on local goals, priorities, and conditions.

Washington State Recreation Guidelines

Washington State’s Recreation Conservation Office (RCO) offers additional insights on how to enact level of service standards to guide parks and recreation planning.

The RCO level of service guidelines focus on a community’s success in setting and meeting its recreation and open space goals, and proposes that municipalities measure level of service on several criteria including: distance, means of access, support of “muscle-powered” recreation, condition of facilities, sustainability, and public satisfaction.

¹ Lancaster, 1983, p. 56
Distance and Distribution

Unlike population ratios, distance and distribution metrics have become a more tangible form of evaluation that can be readily experienced by the community. The RCO level of service criteria examines the percentage of residents within one-half mile of a neighborhood park and while cities vary greatly in their goals for park distribution, many use this half-mile measurement as a standard. While this has become the norm, some cities are striving for even greater distribution with a goal of every household being within a one-quarter mile or 10 to 15-minute walk of a park.

Using these guidelines, approximately 42.7% of Shelton is within a half-mile of existing parkland with 18.6% falling within a quarter mile radius (see Figure 5-1, Neighborhood Service Areas, for additional detail).

Another measure of park distribution is the number of parks per neighborhood. There are eleven neighborhoods within the City, seven of which contain parks: North Mountain View, West Mountain View, Capitol Hill, North Downtown, South Downtown, and East Hillcrest.

East Mountain View, Northcliff, South Angleside, and West Hillcrest do not currently contain designated parks. This being the case, the majority of East Mountain View residents are within a half-mile of Callanan Park, with additional recreation trails running along N 13th Street and the Teresa Johnson Memorial Trail. Northcliff residents also benefit from these trails with new developments along the North Olympic Highway improving access to Loop Field.

Neighborhoods in western Shelton including South Angleside, West Hillcrest, and East Hillcrest (although Overlook Park falls within East Hillcrest), currently experience the fewest recreational opportunities within close walking distance. While Overlook Park, Bordeaux Elementary School, and Walker Park to the east of town offer some reprieve, additional opportunities are needed.
Figure 5-1 Neighborhood Service Areas
Peer City Comparisons

Comparing the City of Shelton to other communities in the region offers additional insights on existing conditions and performance. As Shelton is the only incorporated city in Mason County, comparison cities were selected based on a range of characteristic similarities including population, density, area and land use allocations, topography, and regional proximity to the City of Shelton.

It should be noted that this data does not include other recreational resources such as schools or other non-city owned land uses that may have factored into the calculations of comparison cities. Mason County was also used within this comparison as each of these cities is one of multiple within their respective counties.

City of Port Townsend

The City of Port Townsend last updated their parks and recreation plan in 2014. This plan prioritizes facility function over population per acre metrics. Port Townsend uses a half-mile radius for all residences, while targeting 7.6 acres per 1,000 residents. An interlocal Cooperative Agreement is also in place between the City of Port Townsend and the Port Townsend School District for the use of school playgrounds and ballfields.

City of Aberdeen

The City of Aberdeen parks and recreation plan was last updated in 2017. They employ a similar strategy with 5 acres per 1,000 residents for upland parks and a half-mile service area for neighborhood parks and playgrounds. Unique to Aberdeen, they also strive for a 150 linear feet of public shoreline access and 150 linear

The intensive recreational facilities typically provided at school sites also serve to fulfill a recreation need in the City. Since the facilities typically provided at school sites are intensive in nature, and similar to those provided at neighborhood parks, the primary users would be children and young adults. Access to these recreational facilities will be primarily by foot or by bicycle. The urban service radius for school facilities should also be one-quarter to one-half mile.

– Aberdeen Parks and Recreation Plan
feet of trails per 1,000 residents. They have also established a cooperative agreement with the Aberdeen School District, Grays Harbor College, and the City Parks and Recreation Department.

**City of Olympia**
The City of Olympia completed their last parks and recreation plan in 2016. Similar to the goals of Port Townsend, the City of Olympia prioritized walking distance to neighborhoods over an allocation of acres per resident. Olympia uses a half-mile to mile walking distance metric for neighborhood facilities. Current projections place them at 0.75 acres per 1,000 residents while they are working towards a 3 acres per 1,000 residents metric. As stated in the Olympia Plan, this metric includes “regional facilities” similar to the Mason County Recreation Area northeast of existing Shelton city limits.

**City of Centralia**
The City of Centralia last updated their parks and recreation plan in 2017. Their plan targets 8.5 acres per 1,000 residents with a preferred service area of one-third to one-half mile for neighborhood park facilities. They also employ a natural areas metric of 6 acres per 1,000 residents and a half-mile of trail within 1 mile of all residents. While not currently in place as of the time of the plan, the City of Centralia recognizes the great potential for increased partnerships with the Centralia School District and is looking to perform a joint study with the School District to better utilize existing school facilities and public access.

**City of Port Orchard**
The City of Port Orchard parks and recreation plan was last updated in 2011. This plan was completed in a more traditional approach with population per acre metrics being utilized throughout. Parkland allocations were listed at 8.6 acres per 1,000 residents with targets of 1 to 2 acres per 1,000 residents for neighborhood parks and 5 to 8 acres per 1,000 residents for community parks. Boat launches were also listed with a goal of 1 per 1,000 residents.

**Mason County**
Mason County is currently in the process of updating their parks and recreational plan. A 2019 draft plan was reviewed as part of this effort. Similar to statewide trends, Mason County took a mixed approach with proximity and total allocations factoring into the LOS section. Neighborhood parks as listed at 0.33
There are various types of trails available for public use. These include significant Regional Trails, Multiple-Use Trails, Local Trails, Bike Routes and Water Trails, all of which are available at some level of use or development throughout Mason County.

— Mason County Parks and Recreation Plan

acres per 1,000 residents while community parks and regional parks come in at 3 and 3.5 acres respectively. Neighborhood, Community, and Regional Parks were also identified as having 1-mile, 5-mile, and 15-mile service areas respectively. Using this methodology, all of Shelton falls within the service area of the Mason County Recreation Area.

While Mason County offers extensive parkland opportunities for recreation, they recognize that one of their primary goals is to offer recreational trails to its residents. Regional and multi-use trails are listed with a 15-mile service area while local trails were given a 5-mile radius.

While 2017 estimates were used within the above table for comparison purposes, 2019 projections paint a slightly different picture. As part of this plan, the City of Shelton Urban Growth and Expansion Areas were also included to better represent existing and future park needs and capacity.

When looking at the City of Shelton and its Urban Growth and Expansion Areas, the Shelton community has a population of approximately 14,482 people with a total area of 15.71 square miles. These new estimates result in a total of 7.71 acres of parklands per square mile and 8.36 acres of parkland per 1,000 residents.

Shelton’s ratio of 8.36 acres of parkland per 1,000 people exceeds the basic NRPA guideline but is below the national median ratio. To reach the national average for similarly sized communities, Shelton would need another 1.64 acres per 1,000 residents, or a total of 23.72 additional acres of designated parkland. While there are no plans to change facility ownership, it is worth noting that the Mason County Recreational Sports Complex is located within the City of Shelton Urban Growth Area.
Figure 5-2 Comparative Statistics for Shelton and Peer Cities

- **SHELTON**
  - Population: 10,146
  - Density: 1,636.5 pop/sq mi
  - Area: 6.2 square miles
  - Park Acres per 1,000 Residents: 19.5

- **PORT TOWNSEND**
  - Population: 9,551
  - Density: 1,308.4 pop/sq mi
  - Area: 7.3 square miles
  - Park Acres per 1,000 Residents: 12.3

- **ABERDEEN**
  - Population: 16,462
  - Density: 655.9 pop/sq mi
  - Area: 25.1 square miles
  - Park Acres per 1,000 Residents: 18.3

- **MASON COUNTY**
  - Population: 63,710
  - Density: 60.6 pop/sq mi
  - Area: 1,051 square miles
  - Park Acres per 1,000 Residents: 15.9

- **PORT ORCHARD**
  - Population: 13,997
  - Density: 1,646.7 pop/sq mi
  - Area: 8.5 square miles
  - Park Acres per 1,000 Residents: 35.2

- **CENTRALIA**
  - Population: 17,216
  - Density: 2,265.3 pop/sq mi
  - Area: 76 square miles
  - Park Acres per 1,000 Residents: 15.7

- **OLYMPIA**
  - Population: 51,609
  - Density: 2,567.6 pop/sq mi
  - Area: 20.1 square miles
  - Park Acres per 1,000 Residents: 19.6
**City Plans and Projections**

While outside metrics have informed this process, local plans, policies, and conditions have a direct relationship with these standards as they are both impacted by and have direct impacts on their likelihood of success. Specifically, current population trends, land availability and development patterns, funding resources, and recreational facility use levels have direct connections to the City’s ability to deliver on determined levels of service.

**Population Forecast**

As identified within the 2019 Washington State Recreation and Conservation Funding Board’s *Planning Policies and Guidelines Manual*, one of the most simplistic ways to estimate future need is to use population estimates from the Washington State Office of Financial Management. Using these estimates, it becomes possible to project future recreational needs and participation levels as they are directly tied to overall population growth (see Table 5-1).

While this approach is considered common practice, it is important to factor in the role of a community’s population by age group as the varying physical demands of different activities will encourage or discourage continued participation as populations age. Vigorous field sports such as soccer or rugby, for example, trend towards the domain of younger people, while activities like walking or bird watching are more suitable for all age groups.

**Table 5-1 City of Shelton Population Forecast**

<table>
<thead>
<tr>
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<th>2007 (time of last plan)</th>
<th>2019 (time of this plan)</th>
<th>2030 Population Allocation*</th>
</tr>
</thead>
<tbody>
<tr>
<td>Current City Limits</td>
<td>8,805</td>
<td>10,220 (OFM)</td>
<td>13,291</td>
</tr>
<tr>
<td>Urban Growth Area</td>
<td>2,962</td>
<td>4,262 (MC)</td>
<td>5,479</td>
</tr>
<tr>
<td><strong>City and UGA</strong></td>
<td><strong>11,767</strong></td>
<td><strong>14,482</strong></td>
<td><strong>18,770</strong></td>
</tr>
</tbody>
</table>

*Figure based on 2019 Esri and OFM estimates with use of Mason County allocations.
are commonly favored by older generations who seek outdoor recreation in relevant comfort.

Land availability and development patterns play another role as increased density tends to reduce the number of backyards and open lots within a neighborhood. With an urban trend towards infill development, the demand for neighborhood and community parks tends to rise. These development patterns increase the importance of advanced planning as finding suitable sites for parkland becomes increasingly difficult with many large lots being already developed, not topographically suitable, or simply not for sale or financially attainable.

**Facility Use Rates**

While recognized for its close correlation with population growth, facility use rates are another important metric used to better inform and project community needs.

Collected league data from 2019 shows 25 youth and adult softball teams vying for limited Loop and Callanan ball field use throughout the summer months. Factoring in another 10 soccer teams on the shared Loop Field, capacity becomes exceedingly limited. Any given week within peak season will see over 25 combined hours of playing time spread between the two locations. Compounded by the lack of facility lights, many teams end up sharing the coveted daylight hours of these facilities.

The Mason County Sports Complex hosts another 33 sports teams, at over 35 hours of weekly playing time and 4 to 6 tournaments through the summer months.
Consistent with population trends, playgrounds and picnic continue to experience heavy use levels. When surveyed, 52% of respondents stated they visit City of Shelton parks and recreational facilities on a weekly or more basis. This is consistent with the Kneeland Park picnic pavilion rental rates as it is reserved on 70% of the weekends in June through August.

**Community Perspectives**

As previously presented within the Public Involvement chapter of this Plan, the outcomes of those efforts played heavily into the formation and direction of the demands and needs analysis. While there was a diversity of topics and ideas offered within that chapter, there was also a consistent sentiment towards the development and enhancement of City trails, and the expansion of facility specific support amenities (e.g. additional lighting, bathrooms, bike racks, recycling containers, drinking fountains) at already existing sites. Access to Oakland Bay was also prominently features within community discussions.

**Parks and Recreation Advisory Committee Recommendations**

The volunteer Parks and Recreation Advisory Committee also played an integral role in collaboration with City staff, as they reviewed available resources, shared and listened to ideas, and made recommendations truly reflective of the Shelton community.

Factoring in available information the Parks and Recreation Advisory Committee recommended a 3-mile service area for community parks and a half-mile service area for neighborhood parks. With greater emphasis being placed on a more tangible proximity metric, the committee voted to maintain existing population per acre metrics at 5 acres per 1,000 residents.

Consistent with National Recreation and Park Association recommendations and current open space projections, a metric of 20-acres per 1,000 residents was also selected. This metric was identified through discussions with City staff and the PRAC based a range of factors included existing City ownership, critical areas, and future development plans.

While a diversity of trails and pathways are currently mapped throughout the City of Shelton,
quantifying these systems into a consistent metric inevitably leads to an incomplete representation of their unique value. As a result, an expanded list of trail specific goals and objectives has been identified to ensure continued expansion, connectivity, and diversity of options from unpaved nature trails to multi-modal exercise pathways.

Shoreline metrics were also discussed, in recognition of the existing deficiency for a community located along the Puget Sound. While prominently featured in discussions and community feedback, the lack of existing public shoreline facilities made such a metric difficult to evaluate. The consensus, as with trails, was that this would be better instituted as a goal for the preservation of all shorelines (as they become available), until such time when a metric can be identified and achieved.

**Current and Future Needs**

Based on the identified metrics and expressed needs of the community, it becomes possible to both establish a benchmark of where Shelton stands today, and where community can plan to be in the future.

<table>
<thead>
<tr>
<th>Table 5-2  Population per Parkland Acres</th>
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<tbody>
<tr>
<td><strong>2019</strong></td>
</tr>
<tr>
<td>Population Forecast</td>
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<td>---------------------</td>
</tr>
<tr>
<td>Population Forecast</td>
</tr>
<tr>
<td>Parkland @ 5 Acres/1,000 People</td>
</tr>
<tr>
<td>Open Space @ 20 Acres/1,000 People</td>
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<td><strong>Total Need:</strong></td>
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*Calculated open space includes a combination of undeveloped city owned parcels and portions of parks and recreational lands that have been maintained in a near-undeveloped state. While not currently included in existing estimates, 859.6 acres of designated forest and timber lands under private ownership have also been identified within existing City boundaries.
Population per Parkland Acres
While existing and projected parklands are above the target minimum for the City of Shelton, they fall short of common norms for a community of this scale; offering little insight into the daily interactions of City residents and available parkland. Using this metric, it is of additional note that existing open space allocations fall short of population projections for the years 2025 and 2030 (see Table 5-2). In recent years, many communities have started to consider existing rights-of-way as inexpensive opportunities within the public realm with the potential to supplement existing open space inventories. In consideration of their existing abundance, distribution across the community, and adaptability, City owned rights-of-way have the potential to mitigate some of these projected deficiencies.

Park Proximity
Community Parks
Consistent across this analysis was preference for a more tangible proximity metric to better reflect the experiences of the Shelton community. Operating with a three-mile metric for community parks; Callanan Park, Kneeland Park, Loop Field, MC Shelton Skatepark, and the Huff n Puff Trail and Shelton Springs Disc Golf Course combine to provide community level park and recreational amenities across the City of Shelton. While each facility offers a unique set of amenities, they pull visitors from across the community and beyond.

Neighborhood Parks
Neighborhood Parks, characterized for their proximity to residential centers, high level of walkability, range of play structures, picnic areas and landscaping have a service area of one half-mile. This typically represents an approximate walking time of 7 to 10 minutes at a moderate pace. Callanan Park, Kneeland Park, Loop Field, Art Johnson Park, and Shelton Springs Park all have characteristics that qualify them for this facility type.

As previously discussed at the beginning of this chapter, only 42.7% of Shelton is within a half-mile service area of existing parkland with 18.6% falling within a quarter mile radius. This is an important distinction as it tells a completely different story than the one identified within the metric for available parkland per 1,000 Shelton residents. Considering this half-mile service area, a consolidation of neighborhood
Figure 5-3  Future Service Areas Opportunity Map
parks surrounding the downtown area, begins to dwindle as one travels farther north or south of the Shelton core.

South Angleside, West Hillcrest, East Hillcrest and portions of North Mountain View are noticeably underserved in comparison with more centrally located neighborhoods. Service areas of existing neighborhood park locations have been identified as orange and yellow, with orange representing a quarter mile walk while yellow illustrates the full half-mile radius (see Figure 5-3, Future Service Areas Opportunity Map).

**Future Opportunities**

While this offers a benchmark of where the City of Shelton is today, green service areas of currently undeveloped Northcliff Neighborhood Park, existing elementary school playgrounds, the Catalyst Demonstration Garden (with capacity for additional neighborhood amenities), and other county and non-city owned lands with recreational designations offer an expanded range of opportunities that have the potential to lessen this disparity. Considered in tandem with existing facilities, these amenities have the potential to raise the service area of neighborhood parks to 66.83% of the City of Shelton.

On further review of existing land uses outside the existing service area of neighborhood recreational facilities, a significant allocation of land is designated as undeveloped, timber, designated forest lands, and Oakland Bay. While some of these lands have the potential to transition into residential developments at some point in the future, they do not currently represent a missing neighborhood need within the community. With the additions of those lands identified within the Future Service Areas Opportunity Map, 91.85% of existing residential developments would be within a half-mile of a neighborhood park.
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This chapter identifies a methodology and approach the City of Shelton will follow while working towards the stated goals, objectives, and expressed needs of the community. In order to economically allocate limited City resources and funding towards this end, a screening matrix has been developed to assist in the decision making and implementation of projects.

These evaluation metrics reflect identified community recreational needs and desires, community approved goals and objectives, the costs and benefits of the proposed improvements, maintenance needs, project feasibility, funding opportunities, ease of implementation, land acquisition, and the potential for loss of desired sites to alternative uses.
Project Screening

Level One Metrics

- Is there a clear and demonstrated need for this opportunity?
- Is the opportunity or need consistent with City planning goals and policies?
- Does this opportunity or need address a known risk or safety concern?
- Does the City have existing capacity to fully implement and maintain this opportunity or need?
- Is the opportunity time sensitive? (i.e., will the opportunity or funding be lost?)

Level Two Metrics

- Will the enactment of this opportunity or need improve established levels of service within the City?
- Are there available funding resources to accomplish this need or opportunity?
- Will future opportunities exist to meet this need or opportunity if it is not immediately pursued?

- Does this opportunity or need have the potential to serve a diverse range of abilities and ages?
- Can this opportunity or need be met in collaboration with other projects or organizations?

Level Three Metrics

- Does this need or opportunity have the potential to boost tourism and community patronage?
- Will this project reduce the need for motorized transportation and encourage a more active lifestyle?
- Is this a unique opportunity or need that is not currently met within the City or UGA?
- Does this project have the potential to reduce future maintenance or monetary costs?
- Does this need or opportunity have the potential to preserve or protect environmental resources?
Priority Projects and Actions

As a wide range of opportunities and needs have been identified throughout this plan, the following action areas have been separated into sub-groups representing the types of associated needs and then ranked by the overall scale or needed effort to bring that project or opportunity to fruition.

Projects listed first will generally involve a combination of steps or hurdles including significant capital costs, organizational collaboration, land acquisitions, and/or advanced planning. Projects farther down the list are generally characterized by a set of similar needs yet are typically smaller in scale and can be accomplished in a shorter amount of time and allocation of resources. The last effort or project listed is typically the lowest in cost and primarily features support or accessory additions within existing parks and recreational facilities.

While it is the expressed intent of the City to pursue each of these projects and their related actions, categorizing target areas in this way allows for greater flexibility in responding to new funding opportunities and resources, community sentiment, and integration with other ongoing and related developments.

Facility Maintenance

1. **Cleanliness and Safety:** Additional resource allocation towards the cleanliness and safety of existing park facilities, with specific attention given to those areas frequented by children and those areas known to have frequent occurrences of antisocial behavior.

2. **Callanan Park:** Repair or replacement of onsite irrigation system and fencing within baseball diamond backstop.

3. **6th Street Park:** Repair or replacement of cedar shake roof on existing picnic shelter.

Similar to the community barn raising style of the Imagination Station, many municipalities across Washington State work with local community members to dedicate and host annual park cleanup-style events to build relationships and improve public recreational facilities.
4. **Ravenna Trail Crosswalk:** Install pedestrian crosswalk across Highland Drive to improve safety and accessibility between Ravenna Trail and existing sidewalks along S 7th Street.

**Amenity Specific Renovation or Replacement**

1. **Kneeland Park Play Structure:**
   Existing wooden structure is nearing its useful life as a safe play area, as it has been heavily used and exposed to the elements. Expanding maintenance costs, accompanied with visibility, access, and safety concerns indicate the need for significant play structure renovations or replacement. Work with community to identify alternatives and associated costs, while ensuring preservation or incorporation of existing iconic features into future plans of the site.

2. **MC Shelton Skatepark:** Collaborate with Mason County, Shelton School District, and community students to design and develop an expanded skatepark that takes advantage of the available space, with additional amenities including lighting, picnic tables, and recycling.

3. **Loop Field:** Installation of facility lighting to extend availability of evening and seasonal reserved/rental use of ballfields.

4. **Callanan Park:** Formalize parking off Van Buren Street with ADA accessible stalls, striping, site drainage, bike racks, and additional amenity specific cutoff lighting.

5. **Grisdale Property:** Adjacent to Kneeland Park, this 7.28 acre property would allow for expansion of open space and trail development of Kneeland Park.

**Planning and Development**

1. **Shelton Metropolitan Park District (SMPD):** Work with community stakeholders, park patrons, and Mason County to expand existing SMPD boundaries to better reflect the service areas of community parks and other City recreational facilities. As the City of Shelton offers the only urban level amenities within Mason County, a significant portion of recreational facility users reside outside existing City limits and the established SMPD boundary.
2. **Shelton Point:** In recognition of ongoing efforts taking place on site and within close proximity to this location (including but not limited to park-n-ride development, ongoing industrial and port activities, Shelton Harbor reclamation, State Route 3 gateway, historical orchard preservation, public boat launch, and Shelton Yacht Club), work to develop and implement a master site plan in collaboration with relevant partners that ensures the strong need for public beach access and multi-modal trail facilities that provide non-motorized access between the existing boat launch and downtown core.

3. **Civic Center Plaza:** Benefiting from a 24-hour civic presence, this site has the potential to deliver on a range of prominently identified community needs while complimenting the existing civic campus. Develop a master site plan that harnesses the City Hall to activate the neighboring parcels with iconic amenities including a civic plaza, splash park, public restrooms, and other complementing amenities and landscaping.

4. **School District Collaboration:** Using the Shelton Skatepark Memorandum of Understanding as a building block, explore further opportunities to collaboratively work with Shelton School District to formally expand the existing service area of neighborhood parks to include existing school playgrounds and outdoor recreation facilities.

5. **Hillcrest Neighborhood Park Siting:** Develop prioritized list of properties with capacity to provide neighborhood level parkland amenities to neighboring residents.
Trails and Corridors

PAVED:

1. **Simpson Railroad Line**: Work with the Simpson Lumber Company, Mason County, and Washington Rails to Trails Conservancy to convert existing rail right-of-way from Kneeland Park out to a location near the Hillburn Preserve.

2. **Loop Field Perimeter Trail**: Re-align and pave perimeter trail to expand upon existing ADA amenities and accommodate a broader range of muscle powered uses while configuring trail and soccer field to eliminate existing overlaps. Incorporate park linkage to informal access down off North Olympic Highway and Northcliff Neighborhood.

3. **Callanan Park Perimeter Trail**: Pave existing pathways throughout facility while incorporating a perimeter loop trail that circles the baseball diamond and upper rim of existing kettle.

4. **Library Hill Trail**: Consider use of existing City owned parcels and right-of-way to improve trail access and security through expansion of trail, paving, slope stabilization and grading, improved visibility, and additional street lighting.

BIKEWAYS:

1. **Mason County Regional Trails Plan**: In collaboration with Mason County, formally designate and develop missing corridor links along Olympic Highway and State Route 3 consistent with on-street facilities identified within the Shelton area. (Figure 8-5, Mason County Regional Trails Plan)

2. **Powerline Trail**: Work in collaboration with Mason County to complete the missing links between the Mason County Recreation Area and existing trail systems within the City of Shelton.

3. **Turner Avenue**: Expand Turner Avenue between its junction with South 16th Street to the west and South 1st Street to the east to facilitate safer foot and bike travel.

4. **Wallace Boulevard**: Partner with Shelton Hills development to extend existing Wallace Kneeland Boulevard amenities across Highway 101 to connect with Mason County Fairgrounds and Sanderson Field with future access to Goose Lake and Port of Shelton Pedestrian Pathways Project.
NATURAL:

1. **Eagle Point Trail**: Consistent with community goals for expanded water access and natural trails, construct a natural trail system providing public community access to Oakland Bay, complete with a non-motorized boat launch and small parking area.

2. **Goldsborough Creek Trail**: Formalize nature trails throughout site with interpretive and map signage, slope stabilization, and designated trailheads at various locations throughout North Angleside and South Downtown neighborhoods.

3. **Huff n Puff Expansion**: Through joint planning with Public Works department, work to expand existing trail system to include trailhead access to E Island Lake Drive and E Brockdale Road.

4. **Canyon Creek Drainage**: Consider use of existing City owned rights-of-way within the Canyon Creek drainage to improve non-motorized access from the Capitol Hill neighborhood to city center. Addition of trail connection along East Poplar Street right-of-way has potential to improve access to Art Johnson Park from adjacent Urban Growth Area neighborhoods.

5. **Manke/Angle Property**: Formalize nature trails throughout site with interpretive signage, map signage, slope stabilization, and designated trail heads.

> Keep Eagle Point pristine. Provide passive use of access but not at the expense of the habitat values present. We are an Oakland Bay-fronting community with no real access to Oakland Bay. This could help provide it!

– public workshop comment
WATER:

1. **Cascadia Marine Trail**: Work with the Washington Water Trails Association to extend the National Recreation Trail to incorporate Cascadia Marine Trail sites at Eagles Point and Pine Street boat launch.

**Enhancement and Support Facilities**

1. **Play Structures**: Work with surrounding neighborhoods to select and locate neighborhood level play structures within Northcliff, Art Johnson, and Catalyst Parks.

2. **Site Enhancement**: Consistent with an expressed community preference for existing site enhancement over greater expansion, actively seek partners to improve existing recreational facilities through the additions of amenity-oriented safety lighting, drinking fountains, bike racks, pedestal barbeques, and recycling bins.

3. **Trail Mapping and Wayfinding**: Develop a walking and bicycle map of trails throughout the community complete with established destinations, wayfinding, and neighborhoods. Institute consistent City branded wayfinding markers at trailheads and along pathways to help orient and guide users.
Over the years, many different funding strategies have been utilized to complete capital park and recreational facility projects. First and foremost, it is important to call out Shelton community residents as they have continually shown up for their community as they offer their support through donated labor, materials, and money. While this remains the building block of many recreational efforts, local, state, and federal grants have also been secured to acquire and develop local parks. These long-standing partnerships have and will continue to play a vital role in meeting the community’s recreational needs in the future.

Callanan Park was originally developed in the 1960s by the Junior Chamber of Commerce, constructing a restroom, ballfield, and playground on the donated property. Kneeland Park’s Imagination Station Playground was constructed through a volunteer effort led by the Kneeland Park Renovation Alliance, leading to other improvements funded by the City and a Washington State Interagency Committee for Outdoor Recreation (IAC) grant. Loop Field was developed in 1980 through a cooperative effort between the City, Shelton School District and a grant from the IAC. More recently, Callanan Park received over $200,000 in donated money, labor and materials for the construction of a new restroom, basketball court, picnic shelter, playground, and landscaping that can now be enjoyed today.
Partnering within the public and private sectors will continue to be a critical component of meeting existing and future demands. Born from a partnership with Shelton School District (property), Mason County (construction), and the City of Shelton (operations), the MC Shelton Skatepark is a prime example of what can be accomplished when agencies choose to work together for the benefit of their community.

While the City of Shelton possesses a range of local funding tools with potential for allocations towards the expansion, enhancement, and maintenance of its parks and recreational programs, many of these funds have the potential to be allocated across a range of local needs which limits the overall applicability and usage. Therefore, it is always necessary to partner expectations with a sound and realistic financial strategy.
Local Funding Options

Councilmanic Bonds
Councilmanic bonds may be sold by cities without public vote. The bonds, both principal and interest, are retired with payments from existing city revenue or new general tax revenue, such as additional sales tax or real estate excise tax. The state constitution has set a maximum debt limit for councilmanic bonds of 1-½% of the value of taxable property in the city.

General Obligation Bond
For the purposes of funding capital projects, such as land acquisitions or facility construction, cities and counties have the authority to borrow money by selling bonds. Voter-approved general obligation bonds may be sold only after receiving a 60 percent majority vote at a general or special election. If approved, an excess property tax is levied each year for the life of the bond to pay both principal and interest. The state constitution (Article VIII, Section 6) limits total debt to 5% of the total assessed value of property in the jurisdiction.

Excess Levy
Washington law allows cities and counties, along with other specified junior taxing districts, to levy property taxes in excess of limitations imposed by statute when authorized by the voters. Levy approval requires 60 percent majority vote at a general or special election.

Regular Property Tax – Lid Lift
Cities are authorized to impose ad valorem taxes upon real and personal property. A city’s maximum levy rate for general purposes is $3.375 per $1,000 of assessed valuation. Limitations on annual increases in tax collections, coupled with changes in property value, causes levy rates to rise or fall; however, in no case may they rise above statutory limits. Once the rate is established each year, it may not be raised without the approval of a majority of the voters. Receiving voter approval is known as a lid lift. A lid lift may be permanent or may be for a specific purpose and time period.

Sales Tax
Washington law authorizes the governing bodies of cities and counties to impose sales and use taxes at a rate set by the statute to help “carry
out essential county and municipal purposes.” The authority is divided into two parts. Cities may impose by resolution or ordinance a sales and use tax at a rate of ½% on any taxable event within their jurisdictions. Cities may also impose an additional sales tax at a rate up to ½% on any taxable event within the city. In this case, the statute provides an electoral process for repealing the tax or altering the rate.

**Impact Fees**
Impact fees are charges placed on new development as a condition of development approval to help pay for various public facilities; the need for which is directly created by that new growth and development. Counties, cities, and towns may impose impact fees on residential and commercial “development activity” to help pay for certain public facility improvements, including parks, open space and recreation facilities. Funds received must be spent on approved capital projects within 10 years of collection.

**Real Estate Excise Tax**
Washington law authorizes the governing bodies of counties and cities to impose excise taxes on the sale of real property within limits set by the statute. This authority may be divided into three parts relevant to park systems.

- A city or county may impose a real estate excise tax (REET 1) on the sale of all real property in the city or unincorporated parts of the county, respectively, at a rate not to exceed ¼% of the selling price, to fund “local capital improvements,” including parks, playgrounds, swimming pools, water systems, bridges, sewers, etc. Also, the funds must be used “primarily for financing capital projects specified in a capital facilities plan element of a comprehensive plan...”

- A city or county may impose a real estate excise tax on the sale of all real property in the city or unincorporated parts of the county, respectively, at a rate not to exceed ½%, in lieu of a ½% sales tax option authorized under state law. These funds are not restricted to capital projects. The statute provides for a repeal mechanism
A city or county — in counties that are required to prepare comprehensive plans under the new Growth Management Act — is authorized to impose an additional real estate excise tax (REET 2) on all real property sales in the city or unincorporated parts of the county, respectively, at a rate not to exceed ¼%. These funds must be used “solely for financing capital projects specified in a capital facilities plan element of a comprehensive plan.”

The City share of the real estate excise tax is two one-quarter percent amounts (0.5%) that are restricted for capital projects per RCW 82.46. Revenues collected by this tax are deposited in a special capital improvement fund. Since REET collections are directly tied to the frequency and valuation of real estate transactions, this funding source is widely variable with local real estate conditions. REET 1 funds capital projects for parks.

**Real Estate Excise Tax – Local Conservation Areas**

Boards of County Commissioners may impose, with majority voter approval, an excise tax on each sale of real property in the county at rate not to exceed 1% of the selling price for the purpose of acquiring and maintaining conservation areas. The authorizing legislation defines conservation areas as “land and water that has environmental, agricultural, aesthetic, cultural, scientific, historic, scenic, or low-intensity recreational value for existing and future generations...” These areas include “open spaces, wetlands, marshes, aquifer recharge areas, shoreline areas, natural areas, and other lands and waters that are important to preserve flora and fauna.” Mason County does not currently assess a Conservation REET.

**Current Expense Fund**

This category includes general funds allocated to the Shelton Parks and Recreation Department for annual expenditures and capital development.
Grants and Conservation Programs

In addition to the City’s General Fund and Parks Special Revenue Fund, there are several grant funding sources available to the city for parks and recreational facilities and programming. These funding sources are state and federal dollars administered by various state agencies, such as the Washington State Recreation and Conservation Office, the Washington State Department of Commerce, the Washington State Department of Natural Resources and federal agencies such as the Natural Resource Conservation Service and the U.S. Fish and Wildlife Service.

Federal Programs

ENVIRONMENTAL EDUCATION GRANTS

In past years, the Environmental Protection Agency (EPA) has sought grant proposals from eligible applicants to support environmental education projects that promote environmental awareness and stewardship and help provide people with the skills to take responsible actions to protect the environment. Although currently not appropriated, this program may become available in future years.

LAND AND WATER CONSERVATION FUND

The Land and Water Conservation Fund (LWCF) provides grants to buy land and develop outdoor facilities, including parks, trails, and wildlife lands, for the public. Grant recipients must provide at least 50% matching funds in either cash or in-kind contributions. Grant program revenue is from a portion of Federal revenue derived from sale or lease of off-shore oil and gas resources.

NATIONAL RECREATIONAL TRAILS PROGRAM

The National Recreational Trails Program (NRTP) provides funds to maintain trails and facilities that provide a backcountry experience for a range of activities including hiking, mountain biking, horseback riding, motorcycling, and snowmobiling. Eligible projects include the maintenance and rerouting of recreational trails, development of trail-side and trail-head facilities, and operation of environmental education and trail safety programs. A local match of 20% is required. This program is funded through Federal gasoline taxes attributed to recreational non-highway uses.
**Potential Funding Sources**

**WETLANDS RESERVE PROGRAM**  
(Natural Resources Conservation Service)  
The Wetland Reserve Program (WRP) provides landowners the opportunity to preserve, enhance, and restore wetlands and associated uplands. The program is voluntary and provides three enrollment options: permanent easements, 30-year easements, and 10-year restoration cost-share agreements. In all cases, landowners retain the underlying ownership in the property and management responsibility. Land uses may be allowed that are compatible with the program goal of protecting and restoring the wetlands and associated uplands. The NRCS manages the program and may provide technical assistance.

**WASHINGTON STATE ECOSYSTEMS CONSERVATION PROGRAM**  
(U.S. Fish and Wildlife Service)  
The WSCEP was established in 1990 and is divided into federal- and state-managed components. The federal program focuses funds on projects that help restore habitat for threatened, endangered and sensitive species and, secondarily, for species of concern. In addition, the program attempts to concentrate funds within a limited number of watersheds to maximize program benefits. The program provides funds to cooperating agencies or organizations. These grants, in turn, can be distributed among project sites. The program requires a 50% cost-share from cooperating agencies, and individual landowners at project sites must enter into maintenance/management agreements that have a 10-year minimum duration. Grant requests may not exceed $75,000, and funding priority is given to grantees or partners new to the Act’s Grants Program.

**COMMUNITY DEVELOPMENT BLOCK GRANTS**  
(U.S. Department of Housing and Urban Development)  
These funds are intended to develop viable urban communities by providing decent housing and a suitable living environment, and by expanding economic opportunities, principally for low and moderate income persons. Planning Grants and Economic Development grants are also part of this CDBG process.

**TIGER GRANTS**  
(U.S. Department of Transportation)  
TIGER Discretionary Grants are administered by the U.S. Department of Transportation. Eligible projects for TIGER Discretionary Grants are capital projects that include, but are not...
limited to: (1) Highway, bridge, or other road projects eligible under title 23, United States Code; (2) public transportation projects eligible under chapter 53 of title 49, United States Code; (3) passenger and freight rail transportation projects; (4) port infrastructure investments (including inland port infrastructure and land ports of entry); and (5) intermodal projects.

**BOATING FACILITIES PROGRAM**
The Boating Facilities Program (BFP) was created in 1965 by a voter-approved initiative. The program provides grants to acquire, develop, and renovate boating facilities, including launching ramps, guest moorage, and support facilities on both freshwater and saltwater. Local and tribal government grant recipients must provide at least 25% matching funds in either cash or in-kind contributions. The program is funded from a portion of the motor vehicle gasoline tax paid by boaters and not refunded as allowed by law and is only applicable toward trailerable boating.

**BOATING INFRASTRUCTURE GRANT**
The Boating Infrastructure Grant (BIG) Program funds guest boating facilities for recreational boats 26 feet and larger. Grant recipients must provide at least 25% matching funds in either cash or in-kind contributions. This program is funded from a portion of the federal Aquatic Resources Trust Fund as administered by the US Fish and Wildlife Service.

**YOUTH ATHLETIC FACILITIES**
The Youth Athletic Facilities (YAF) Program provides grants to develop, equip, maintain, and improve youth and community athletic facilities. Cities, counties, and qualified nonprofit organizations may apply for funding, and grant recipients must provide at least 50% matching funds in either cash or in-kind contributions.

**State Programs**

**RECREATION AND CONSERVATION OFFICE GRANT PROGRAMS (Washington State Recreation and Conservation Office)**
The Recreation and Conservation Office (RCO; formerly the Interagency Committee for Outdoor Recreation) was created in 1964 as part of the Marine Recreation Land Act (Initiative 215). The RCO grants money to state and local agencies, generally on a matching basis, to acquire, develop, and enhance wildlife habitat and outdoor recreation properties. Some money is
also distributed for planning grants. RCO grant programs utilize funds from various sources.

**AQUATIC LANDS ENHANCEMENT ACCOUNT (ALEA)**
This program, managed through the RCO, provides matching grants to state and local agencies to protect and enhance salmon habitat and to provide public access and recreation opportunities on aquatic lands. In 1998, DNR refocused the ALEA program to emphasize salmon habitat preservation and enhancement. However, the program is still open to traditional water access proposals. Any project must be located on navigable portions of waterways. ALEA funds are derived from the leasing of state-owned aquatic lands and from the sale of harvest rights for shellfish and other aquatic resources.

**WASHINGTON WILDLIFE AND RECREATION PROGRAM (WWRP)**
Funding sources managed by the RCO include the Washington Wildlife and Recreation Program. The WWRP is divided into Habitat Conservation and Outdoor Recreation Accounts; these are further divided into several project categories. Cities, counties, and other local sponsors may apply for funding in urban wildlife habitat, local parks, trails, and water access categories. Certain state agencies may also apply for funding in natural areas, critical habitat, and state parks categories. Funds for local agencies are awarded on a matching basis. Grant applications are evaluated once each year. The State Legislature must authorize funding for the WWRP project lists.

**PUGET SOUND ACQUISITION AND RESTORATION FUND**
Grants are awarded by the Salmon Recovery Funding Board for acquisition or restoration of lands directly correlating to salmon habitat protection or recovery. Projects must demonstrate a direct benefit to fish habitat. There is no match requirement for design-only projects; acquisition and restoration projects require a 15% match. The funding source includes the sale of state general obligation bonds, the federal Pacific Coastal Salmon Recovery Fund and the state Puget Sound Acquisition and Restoration Fund.

**WASHINGTON STATE HERITAGE CAPITAL PROJECTS FUND**
The Heritage Capital Projects Fund (HCPF) competitive grant program was authorized in
Chapter 7

1995 (RCW 27.34.330 - Heritage Capital Projects). The purpose of HCPF is to interpret and preserve Washington’s history and heritage. To meet the legislative intent of the HCPF, applicants for HCPF grants must be eligible entities with eligible projects. Heritage Capital Projects (HCP) grants can cover up to 1/3 of the cost of eligible capital projects that preserve and interpret Washington’s history and heritage. Local agencies must match 50%.

JOBS FOR THE ENVIRONMENT (Washington State Department of Natural Resources)

The JFE program was created by the state Legislature in 1993. The program promotes the long-term, stable employment of dislocated natural resource workers in the performance of watershed restoration activities. The program provides minimum funding commitments for salaries and benefits for displaced workers, and funding is also available for training. Since its inception, the program has completed many in-stream, riparian, and upland restoration projects. Entities eligible to apply for funding include state and local governments, tribes, and nonprofit organizations. Funding proposals will focus on limiting factors and recovery strategies within all or a portion of a Water Resource Inventory Area (WRIA). Specific projects will then be identified, prepared, and approved for implementation over the life of the grant agreement.

Local Programs

MASSON COUNTY PARK DEVELOPMENT PARTNERSHIP PROGRAM

Mason County Parks and Trails department administers a grant program that provides matching grant funds to plan, construct, reconstruct, repair, rehabilitate and improve parks in Mason County.
Acquisition Tools and Methods

Direct Purchase Methods

MARKET VALUE PURCHASE
Through a written purchase and sale agreement, the District purchases land at the present market value based on an independent appraisal. Timing, payment of real estate taxes and other contingencies are negotiable.

PARTIAL VALUE PURCHASE (BARGAIN SALE)
In a bargain sale, the landowner agrees to sell for less than the property’s fair market value. A landowner’s decision to proceed with a bargain sale is unique and personal; landowners with a strong sense of civic pride, long community history or concerns about capital gains are possible candidates for this approach. In addition to cash proceeds upon closing, the landowner may be entitled to a charitable income tax deduction based on the difference between the land’s fair market value and its sale price.

LIFE ESTATES & BEQUESTS
In the event a landowner wishes to remain on the property for a long period of time or until death, several variations on a sale agreement exist. In a life estate agreement, the landowner may continue to live on the land by donating a remainder interest and retaining a “reserved life estate.” Specifically, the landowner donates or sells the property to the District, but reserves the right for the seller or any other named person to continue to live on and use the property. When the owner or other specified person dies or releases his/her life interest, full title and control over the property will be transferred to the District. By donating a remainder interest, the landowner may be eligible for a tax deduction when the gift is made. In a bequest, the landowner designates in a will or trust document that the property is to be transferred to the city upon death. While a life estate offers the District some degree of title control during the life of the landowner, a bequest does not.

Unless the intent to bequest is disclosed to and known by the District in advance, no guarantees exist with regard to the condition of the property upon transfer or to any liabilities that may exist.

GIFT DEED
When a landowner wishes to bequeath their property to a public or private entity upon their
death, they can record a gift deed with the county assessors office to insure their stated desire to transfer their property to the targeted beneficiary as part of their estate. The recording of the gift deed usually involves the tacit agreement of the receiving party.

**OPTION TO PURCHASE AGREEMENT**

This is a binding contract between a landowner and the District that would only apply according to the conditions of the option and limits the seller’s power to revoke an offer. Once in place and signed, the Option Agreement may be triggered at a future, specified date or upon the completion of designated conditions.

Option Agreements can be made for any time duration and can include all of the language pertinent to closing a property sale.

**RIGHT OF FIRST REFUSAL**

In this agreement, the landowner grants the District the first chance to purchase the property once the landowner wishes to sell. The agreement does not establish the sale price for the property, and the landowner is free to refuse to sell it for the price offered by the District. This is the weakest form of agreement between an owner and a prospective buyer.

**CONSERVATION AND/OR ACCESS EASEMENTS**

Through a conservation easement, a landowner voluntarily agrees to sell or donate certain rights associated with his or her property (often the right to subdivide or develop), and a private organization or public agency agrees to hold the right to enforce the landowner’s promise not to exercise those rights. In essence, the rights are forfeited and no longer exist. This is a legal agreement between the landowner and the District that permanently limits uses of the land in order to conserve a portion of the property for public use or protection. The landowner still owns the property, but the use of the land is restricted. Conservation easements may result in an income tax deduction and reduced property taxes and estate taxes. Typically, this approach is used to provide trail corridors where only a small portion of the land is needed or for the strategic protection of natural resources and habitat.

Through a written purchase and sale agreement, the District purchases land at the present market value based on an independent appraisal.
Timing, payment of real estate taxes and other contingencies are negotiable.

**PARK OR OPEN SPACE DEDICATION REQUIREMENTS**

Local governments have the option to require developers to dedicate land for parks under the State Subdivision Law (Ch. 58.17 RCW) and the State Environmental Policy Act (SEPA) (Ch. 43.21C RCW). Under the subdivision law developers can be required to provide the parks/recreation improvements or pay a fee in lieu of the dedicated land and its improvements. Under the SEPA requirements, land dedication may occur as part of mitigation for a proposed development’s impact.

**Landowner Incentive Measures**

**DENSITY BONUSES**

Density bonuses are a planning tool used to encourage a variety of public land use objectives, usually in urban areas. They offer the incentive of being able to develop at densities beyond current regulations in one area, in return for concessions in another. Density bonuses are applied to a single parcel or development. An example is allowing developers of multi-family units to build at higher densities if they provide a certain number of low-income units or public open space. For density bonuses to work, market forces must support densities at a higher level than current regulations.

**TRANSFER OF DEVELOPMENT RIGHTS**

The transfer of development rights (TDR) is an incentive-based planning tool that allows landowners to trade the right to develop property to its fullest extent in one area for the right to develop beyond existing regulations in another area. Local governments (e.g., City of North Bend) may establish the specific areas in which development may be limited or restricted and the areas in which development beyond regulation may be allowed. Usually, but not always, the “sending” and “receiving” property are under common ownership.

Some programs allow for different ownership, which, in effect, establishes a market for development rights to be bought and sold.

**IRC 1031 EXCHANGE**

If the landowner owns business or investment property, an IRC Section 1031 Exchange can facilitate the exchange of like-kind property...
solely for business or investment purposes. No capital gain or loss is recognized under Internal Revenue Code Section 1031 (see www.irc.gov for more details). This option may be a useful tool in negotiations with an owner of investment property, especially if the tax savings offset to the owner can translate to a sale price discount for the City.

CURRENT (OPEN SPACE) USE TAXATION PROGRAMS

Property owners whose current lands are in open space, agricultural, and/or timber uses may have that land valued at their current use rather than their “highest and best” use assessment. This differential assessed value, allowed under the Washington Open Space Taxation Act (Ch.84.34 RCW) helps to preserve private properties as open space, farm or timber lands. If land is converted to other non-open space uses, the land owner is required to pay the difference between the current use annual taxes and highest/best taxes for the previous seven years. When properties are sold to a local government or conservation organization for land conservation/preservation purposes, the required payment of seven years worth of differential tax rates is waived. The amount of this tax liability can be part of the negotiated land acquisition from private to public or quasi-public conservation purposes.

Other Land Protection Options

LAND TRUSTS & CONSERVANCIES

Land trusts are private non-profit organizations that acquire and protect special open spaces and are traditionally not associated with any government agency. Other national organizations with local representation include the Nature Conservancy, Trust for Public Land and the Wetlands Conservancy.

REGULATORY MEASURES

A variety of regulatory measures are available to local agencies and jurisdictions. Available programs and regulations include: Critical Areas Ordinance; State Environmental Policy Act (SEPA); Shorelines Management Program; and Hydraulic Code, Washington State Department of Fisheries and Department of Wildlife.

PUBLIC/PRIVATE UTILITY CORRIDORS

Utility corridors can be managed to maximize protection or enhancement of open space lands. Utilities maintain corridors for provision of
services such as electricity, gas, oil, and rail travel. Some utility companies have cooperated with local governments for development of public programs such as parks and trails within utility corridors.
Based on the highly competitive nature and diversity of available funding sources, a guiding strategy provides additional support in accomplishing the goals and objectives identified within this plan and expressed by the community. Furthermore, state law requires that a financing plan be developed for capital improvements for at a minimum of the next six years.

This is of particular importance as a community’s ability to match grant funds is a crucial element in remaining competitive in the pursuit of outside funding. Without this matching ability for capital park projects, it becomes exceedingly difficult to effectively meet the goals and expectations of the community.
Funding specific results from community outreach efforts indicate a strong preference towards the use of bonds to fund major projects and the expansion of the existing Metropolitan Park District to better reflect existing community service areas and expanding Urban Growth Area (see Figure 8-1, Community Funding Preferences). These results are consistent across previous parks planning efforts as the ongoing need is well recognized within the Shelton community.
A six-year Capital Improvement Plan for the City’s Parks and Recreation facilities can be found in Table 9-1. *This table is from the 2008 plan and needs to be updated*
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<tr>
<td>Neighborhood Park – Mt. View/Northcliff Development</td>
<td>WWRP MCPDPP Current Expense Volunteer</td>
<td></td>
<td></td>
<td>$375,000</td>
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<tr>
<td>Neighborhood Park – Angleside/Beverly Heights/Meridian Park Land Acquisition</td>
<td>WWRP Current Expense</td>
<td></td>
<td></td>
<td>$225,000</td>
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