

Chapter 6

PARKS AND RECREATION ELEMENT

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6.04

INTRODUCTION

Parks provide more than just a place for the residents of the city to gather, play and relax; parks can instill a sense of pride in the community. They are a part of the identity of the community and contribute to the quality of life of its residents. As the City of Sedro-Woolley grows, so do the demands on our parks and recreation programs. This element is intended to help the city plan for future parks and recreation needs by setting goals and policies, examining the current parks inventory and projecting future parks needs.

The Growth Management Act requires a Parks and Recreation Element that is consistent with the city's Capital Facilities Element (Chapter 7 of the Sedro-Woolley Comprehensive Plan). This element includes an estimate of the demand on the parks system and an evaluation of the facilities and services needed to meet the projected demand on parks services. Also addressed are the regional / intergovernmental parks and recreation services to meet the regional demand.

This element was last updated in 2005 and set goals and planned future parks and recreation needs through 2025. The previous update was based on population projections found in the *Skagit County Population & Employment Forecasting & Allocation 2025*. Skagit County has not released revised population estimates since 2005; therefore the planning horizon of this update is still through 2025. Per the County forecast, the population of Sedro-Woolley is expected to be 15,500 by 2025.

As part of this update, the Planning Commission reviewed the current level of parks services and set revised goals for parks services through the 2025 planning horizon. The Planning Commission reviewed the County population projections and the held several public hearings to gather input on what the city's goals for parks should be. The results of

the Planning Commission's public hearings was used to set a level of service (LOS) for park lands and identify the amount of land necessary to accommodate the anticipated population growth. The Planning Commission determined that an additional 152 acres are necessary to meet the future demands on the park system. This acreage includes property needed for new parks, open spaces and trails. In addition, the estimated cost of developing that property to meet the 2025 level of service goals was determined.

Within the Parks and Recreation Element, "parks" include more than the developed play areas in traditional city-owned play areas. Parks in this context includes recreational facilities such as ball fields, athletic courts, play areas, community centers, city-owned open spaces – both those intended for future parks development, and those set aside as critical areas such as wetlands or fish and wildlife habitat areas. Though critical areas are not intended for active recreational uses, they provide limited opportunities for passive recreation as well as protected oases of natural landscape in an urban environment.

6.08

EXISTING PARKS LOCATION AND INVENTORY OF USES

There are four types of recreational lands that serve residents of Sedro-Woolley: city-owned parks; regional recreational facilities – both public and private; recreational facilities owned by the school district; and lands owned by homeowner associations. An inventory of the existing recreational lands, listed by category, is included below. Not all the properties are developed as parks or play areas, and some are not intended to be developed. Areas set aside for open space and critical areas contribute to the aesthetic appeal of the community are valuable lands for passive recreation and wildlife habitat.

CITY OWNED PARKS

The City of Sedro-Woolley owns and maintains approximately 101 acres of park properties. Within city parks system (parkland owned by the city) there are five classifications of park: neighborhood, community, regional, open space and trails.

- Neighborhood parks are smaller areas meant to accommodate the residents in the immediate vicinity. Amenities are limited and include playgrounds, picnic areas and other amenities expected in a small park.
- Community parks generally are larger and serve the needs of the greater Sedro-Woolley community. Picnic shelters, playgrounds, ball fields and restrooms are typical to these parks.
- Regional parks serve areas beyond city limits and include amenities that attract users from the region and beyond such as a sports field complex suitable for large tournaments, camping, trails, playgrounds, restrooms and picnic shelters.
- Open space parks are areas for passive recreation and have limited, if any amenities.

Typical amenities are limited to trails, viewing areas and maybe a small parking area.

- There are several trail segments throughout the city, and it is a goal to connect those trails and extend new trails into areas of the city that are underserved by trails. Not all the property over which trails pass are owned by the city. Many of the trails that are open to the public exist within easements that allow public access. Some trails consist of little more than a graded path, signage and maybe some security fencing, while others are paved within the city street right-of-way, but separated from the road. The city has included paved paths as part of major road improvement projects when room is available. Figure P-2 shows the adopted Sedro-Woolley Bikes and Trails map.

Neighborhood Parks

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

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

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

4. Park Cottages Park Area is approximately three-tenths of an acre of land on the west side of Brickyard Creek, due west of the Park Cottage Place. The park property is undeveloped, and is well vegetated with native plants and offers a good example of a healthy stream ecosystem. There is no road access to the property there are no future development plans for the land.

5. Fire Station 2 Park is approximately one acre of land adjacent to the north side of the fire station located on North Township Street. The park property is undeveloped, and is encumbered by overhead power lines. Brickyard Creek lies directly west of the site. The creek and the steep ravine in which it flows are located on private land. The ravine is well vegetated with native plants and offers a good example of a healthy stream ecosystem. Likely future development of the site includes interpretive signage along the city owned portion of the creek buffer, trails and open grassy fields.

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

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

7. Bassett Road property is a former landfill on the north end of the city owned by the Sedro-Woolley. The park has not been developed. Access to the 11.2 acres of future park will be primarily from Bassett Road, but a trail easement from Long-time Lane will provide pedestrian access to the southern portion of the land.

Community Parks

8. Bark Park. The City opened a fenced off-leash dog park on former FEMA floodway property in 2009. The one-acre off-leash park also has a small parking lot.

9. Bingham Park is located in the northwest portion of the city. Bounded by Western, Munro, Washington, and Borseth Streets, the park lies on approximately 2.6 acres of land. Equipped with an enclosed picnic area, tables, benches and covered barbecue pit, the park provides an excellent location for picnicking. Other features include playground equipment located adjacent to the picnic area, a stone fireplace built by the Women's Club and rest rooms. The trees scattered throughout the park offer a pleasant environment for its users. The park is heavily used during the summer months, usually with the peak traffic occurring on weekends. User groups consist of families traveling on Highway 20 and a roughly proportional number of local families. Bordering on Highway 20 as it does, Bingham Park offers a convenient stop for the traveler as well as being centrally located for Sedro-Woolley residents. Because of its location on Highway 20, many users said the park can be noisy and somewhat dangerous for small children playing. A type of separation is needed between the park and Highway 20 to encourage better use of the park. In addition, there

is no direct access from Highway 20, but with future planned transportation improvements in this area, access from Cook Road and F&S Grade Road will be improved.

10. Western Addition to Bingham Park (Tesarik Park). This park consists of twenty (20) acres and is located directly west and southwest of the existing Bingham Park. The property consists of highway right-of-way belonging to the State Department of Transportation. Cook Road, running east and west, divides the site into two lots: the southerly site is the location of a baseball field. The primary use of this park is for baseball and picnicking.

11. City Ball Park located on 2.2 acres is in the northern portion of the city between Metcalf and Murdock Streets; City Ball Park is just north of City Hall and the fire and police station. With the grandstand, rest rooms, two dugouts, practice pitch area and ball field, City Ball Park provides an ideal location for baseball games, both for players and spectators. Although there is no parking on the site, the four streets bordering the park provide a large number of parking spaces. During the summer months, it is used to capacity for organized recreation. There currently exists a need to replace and renovate various facilities in the park. The Sedro-Woolley school district regularly uses the Ball Park for baseball practice and games, somewhat limiting its use by the general public. The newest addition to the ball park includes a skate park in the southeastern portion of the parcel. Because the park is located near the downtown business core and adjacent to City Hall, the park has potential to be a central gathering place for the community. Future redevelopment to provide amenities to encourage year-round use of the park and to accommodate a wider range of uses should be explored.

12. Memorial Park located on three acres of land is found in the central eastern portion of the city, between Ball and Central Streets. The library, community center, and senior citizen center are lo-

cated on this site. It also is equipped with playground equipment, rest rooms, benches, an outdoor kitchen area and barbecue pit. A great deal of community pride is attributed to this park since many of the features were provided through the efforts of community organizations. The park is used heavily during the summer months with peak use occurring on weekends. The majority of users consist of local families and clubs. Parking is plentiful with a seventy-three (73) space lot. However, all the developments on the park property restrict the amount of open space available.

13. Fruitdale Road Ball Field on west side of Fruitdale Road, just east of the cemetery and north of Marlene Way is approximately 5.35 acres of city-owned land used currently as a sports practice field. This property is reserved for future expansion of the adjacent cemetery. Use as a ball field is temporary until the space is needed for cemetery expansion.

Regional Parks

14. Riverfront Park on the Skagit River consists of 20.5 acres, including 3 acres added to the northwest corner of the park in 2008. The park has a boat launch with ample parking area, together with twenty-seven (27) RV and five tent sites. The site is equipped with rest rooms. Recreation facilities include baseball, basketball, volleyball, horse-shoes, and a children's play area. Other facilities include a covered amphitheater, three covered shelters, two of which include sinks, power, barbecue pits and picnic tables. The site is attractively landscaped and includes a rose garden. Also during the week of July 4th, an annual carnival is held on the park grounds.

Open Space Parklands

15. Sauk Mountain View Estates Open Space dedicated as part of the Sauk Mountain View Estates development located in the northeastern portion of the city off of Portobello Road. The area is under the BPA power lines and contains approx-

imately three acres of open space area. The developers also dedicated a public trail system to connect the open space with other developed areas. This site will be used primarily for passive recreation.

16. FEMA Floodway Property as part of the FEMA program to purchase floodplain property, the city acquired approximately eleven (11) acres adjacent to the Little League ball fields and north of Riverfront Park. Future development of the site may include open space areas and ball fields, salmon enhancement and restoration, and pedestrian trails to connect Riverfront Park with neighboring residential areas. The terms of acquiring the property limit the placement of structures on the property.

17. River Road Property is approximately 36 acres located immediately to the south of city limits, north of River Road and west of Township Street. The property is within the Skagit River floodplain, but uses thereon are not restricted as the FEMA Floodway property is restricted. Future uses may include ball fields and other uses appropriate for an area that is subject to seasonal river flooding.

Summary of Existing Park Acreage

Facility Name	Acres
1. Hammer Heritage Square	0.20
2. Metcalf Street Mall	0.25
3. Lions Roadside Park	0.25
4. Park Cottages Park	0.29
5. Fire Station 2 Park	1.00
6. Harry Osborne Park	1.50
7. Bassett Road Property	11.20
8. Bark Park	1.00
9. Bingham Park	2.60
10. Bingham Park Western Addition	2.00
11. City Ball Park	2.20
12. Memorial Park	3.00
13. Fruitdale ball field	5.35
14. Riverfront Park	20.5

Facility Name	Acres
15. Sauk Mountain View Estates Open Space	3.00
16. FEMA Property	11.00
17. River Road Property	36.00
Total	101.34 acres

Trails

1. The Fruitdale / McGarigle Road path system is a paved, off-road path within the city right-of-way along Fruitdale road from State Route 20 to McGarigle Road, then westward parallel to McGarigle Road to State Route 9. The path connects to the Cascade Trail at S.R. 20, and connects to the path system within Northern State Recreation area. Long term public works plans are to continue the path westward within the John Liner Road right-of-way.

2. Moore Street (State Route 20) path runs from the railroad trestle eastward to Township Street (State Route 9). This path is also a paved path within the city right-of-way along Moore Street, but separated from the road by a planting strip. This path creates a vital cross-town pedestrian and bicycle corridor that enables alternate forms of transportation to the goods and services located along State Route 20 and in the Central Business District.

3. Sauk Mountain View Estates trails lay on the eastern and western portions of the Sauk Mountain View Estates residential development. Some portions of the trail corridor are owned by the city, while other sections are owned by the home-owners association, but public access is allowed. These trails explore the creek ravine on the east side and run along the hillside on the west. As further development occurs in the area, these trails will be able to connect to future trails to create a unique and extensive trail system. This system may also connect to the walking trail envisioned under the power lines running from Bassett Road to the intersection of Fruitdale Road and State Route 20 (see Proposed

Capital Projects in the Action Program – section 6.24)

SURROUNDING RECREATIONAL FACILITIES, PUBLIC AND PRIVATE

The following is an inventory list of private recreation areas and public access points surrounding Sedro-Woolley. There are currently no state or federal parks within ten (10) miles. There are two County-run parks in the immediate area: Northern State Recreation Area and the county operated beach at Clear Lake.

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

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

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

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

5. State Game Department Public Access Site, located one-half mile from Sedro-Woolley off River Road. This is directly adjacent to the Riverfront Park site. The site is equipped with a boat launch and rest rooms.

6. Northern State Recreation Area (NSRA) is a Skagit County Park adjacent to the eastern edge of the city. NSRA has a diverse range of natural, cul-

tural and topographical features. There are significant wetlands on site as well as large areas of dry meadow and forested uplands. Hansen Creek, a significant salmon stream recently subject of a tremendously ambitious restoration project, flows through the site. Prior to closing in the 1970's, NSRA was the working farm associated with the Northern State Hospital. The 726 acre park includes several miles of walking trails, an 18-hole disc golf course, a small parking area and excellent opportunities for wildlife observation.

School-Owned Recreational Facilities

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

2. Cascade Middle School located on Township Street. Facilities include a grass field used for soccer, little league, and football. Indoor facilities consist of a gymnasium. Upgrades to the school facilities, including the gymnasium and outdoor ball fields and playground, is anticipated after 2012.

3. Evergreen Grade School located on McGarigle Road directly east of Township Street. Facilities consist of a play area with a variety of playground equipment.

4. Mary Purcell School located on the corner of 7th and Bennett Streets. Facilities include a paved playground with a variety of playground equipment. There is a grassy area adjacent to the paved playground.

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

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

7. Cook Road Playfields, known as the Janicki Ballfields, located on nineteen (19) acres southwest of the intersection of Cook and Prospect Roads which includes four sixty (60) foot Little League fields, two ninety (90) foot ballfields and three full size soccer fields. The School District also owns several acres east of the ball fields that are currently undeveloped grassy fields. The District plans to use this area for future school buildings.

6. Sauk Mountain View Estates - 3,500 play area, 3.2 acres of open space and 10 acres critical areas

7. Park Cottages - 4,000 square feet play area and 1.95 acres critical areas

Homeowner Association Owned Private Park Facilities and Open Spaces

Newer housing subdivisions are required to provide recreation areas and open spaces within the subdivision for the benefit of the new residents. Owned and maintained by the homeowners association, these recreation areas and open spaces are typically smaller than standard city parks, but provide conveniently located recreational opportunities for residents of the subdivision. Newer residential subdivisions may also contain property set aside as critical areas, such as wetland and stream buffers or land with steep slopes. Homeowners associations are responsible for maintaining and protecting these critical areas. Critical areas can provide limited passive recreation, such as paths and seating areas.

1. Klinger Estates - 1.3 acres of open space , roughly 8,000 of which contains play areas/equipment
2. Fidalgo Commons - 27,800 square feet of play area and 17,800 square feet of open space.
3. Spring Meadows - 8,500 square feet of play area and 3 acres of critical areas
4. Sapp Place - 900 square feet play area
5. Brickyard Meadows – 7,000 square feet of play area and 1.87 acres of critical areas

6.12

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

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

The Growth Management Act (GMA) requires municipal jurisdictions to prepare comprehensive plans that account for the long term effects of growth and development. A strategy must be developed so that the cost to maintain a desirable level of service for urban infrastructure is shared equitably among residents. It is the land use element that defines such a strategy and guides the development of all subsequent comprehensive plan elements, such as this parks element. The land use element lists the amount of acreage each of the land use designations in Sedro-Woolley, based on a 2005 Land Capacity Analysis. According to that 2005 study, there were 2,130 acres – approximately 3.7 square miles – of land within city limits. Since this time, the city has annexed 104.36 acres. Properties zoned as Public or Open Space are typically used for parks and recreation purposes.

Lands zoned Public are intended primarily for public use and include parks, schools, government facilities, cemeteries and the Northern State Campus. Not all properties zoned as such are owned by the City, much of this zone is owned by the state, county or Sedro-Woolley School District.

Lands zoned Open Space are intended for preserving open spaces and protecting critical areas, such as flood-prone lands and wetlands. There are 9.5 acres of property zoned Open Space within the city limits, plus another 7 acres in the UGA, for a total of 16 acres. The City owns approximately 36 acres of land (referred to as River Road Property in section 6.08), which is currently used as a hay field. This property lies south of city limits and outside the current UGA boundary, east of Third Street, west of Township Street and north of River Road. The property is in the 100 year floodplain, so development potential on the land is limited. Seasonal use as ball fields may be possible, as is use of the area for stormwater utility purposes. The property is not in the urban growth area, however, the city should seek to have the property designated as part of its UGA so it may be annexed in the future. The City will likely designate this property as Open Space in the Comprehensive Plan should it be included in the UGA.

Extension of the city limits to the southern fringe of the city UGA at the Skagit River would require the city to incorporate the river shoreline into its Shoreline Management Area, making it subject to the rules and guidelines developed in the city's Shoreline Management Plan. Inclusion of Skagit River frontage in the city's Shoreline Master Plan will provide the city with an opportunity to address further access to the river frontage in a comprehensive manner within the regulatory framework of the State Shoreline Management Act and within state and federal grant programs that give priority to waterfront recreation and public access.

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

6.16

GOALS AND POLICIES

Parks and Open Space

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

Recreational Facilities

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

Vision Statement

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

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

Through public outreach and surveys, the city has compiled the following vision of parks and recreation in Sedro-Woolley:

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

Sedro-Woolley has prepared its vision statement in the form of a narrative that describes how it will appear twenty years from now. This narrative reflects the concern of citizens for maintaining the "small town" character of this place.

Goals and Policies

The vision statement informs the city's current goals and policies. The following is the list of the City of Sedro-Woolley's current Goals and Policies to guide future land use decisions and code revisions that affect park and recreation uses.

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

Policy P1.1: Pursue joint ventures with Skagit County, other jurisdictions, and public/private op-

portunities in order to obtain access to a greater variety of recreational facilities than the city could provide on its own.

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

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

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

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

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

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

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

Policy P1.9: Limit the placement of buildings on park land whose use is unrelated to the park’s purpose. If land is to be taken for the purpose of buildings, it must be replaced with new parkland. The

intent of this policy is to ensure “no-net-loss” of useable park property.

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

Policy P1.11: Develop parks that are suited for multi-generational users, from toddlers to seniors, and all ages in-between.

Policy P1.12: Construct indoor/covered sports courts for year-round use.

Policy P1.13: Coordinate with local service organizations in the development and improvement of city parks facilities.

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

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

Policy P2.2: Develop a mixture of active and passive recreational areas in order to accommodate the desires and lifestyles of Sedro-Woolley’s residents.

Policy P2.3: Work with the parks department to better screen parks that are adjacent to major arterials, by way of landscaping and fencing to ensure pedestrian safety and to minimize noise from traffic.

Goal P3: To provide recreation programming and activities

Policy P3.1: To encourage community involvement in the city’s artistic and architectural heritage, the city should participate in organized art walks to city art installations, significant buildings, murals and private art galleries. Work together with the local

businesses to foster an arts community in the Central Business District.

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

Goal P4: To provide a park system that complements Sedro-Woolley's natural and cultural heritage and character

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

Policy P4.2: Acquire areas of environmental significance for preservation and limited, sensitive development of educational and interpretive facilities.

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

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

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

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

Policy P4.7: Continue to work with local artists to install art – sculptures, murals, etc. – in public plac-

es, including city owned properties downtown, the community center, the senior center, the library, and city parks.

Policy P4.8: The use of artistic detailing in public works items such as bike racks, sidewalk paving, tree grates, bollards, sidewalk crossings, etc. should be encouraged.

(Ord. 1524-05 § 4 (Exh. D)(part))

6.20

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

In 2009 Skagit County adopted a state-mandated plan to coordinate and plan for linkages between the Urban Growth Areas (UGAs). The UGA Open Space Concept Plan identifies and prioritizes open space corridors and greenbelts within and between County’s UGAs that include lands useful for recreation, wildlife habitat, trails, and connection of critical areas. The plan identifies priority areas within the county to be considered for a strictly voluntary open space preservation program. The Skagit County UGA Open Space Plan does not create a regulatory land use designation or allow public access by default. Nor does the Plan mandate that identified areas be regulated or protected.

The plan, along with the Sedro-Woolley Parks and Recreation Element, the Skagit County Comprehensive Park and Recreation plan and the Skagit County Planning Policies related to UGA development give guidance for how new growth and open space needs will be coordinated in the fringes of the city. The plans also help the region’s parks program providers work cooperatively to meet the regional parks and recreation need.

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

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

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

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

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

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

<i>Northern State Recreation Area</i>	<i>726 acres</i>
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Skagit County acquired the seven hundred twenty-six (726) acre Northern State Recreation Area northeast of Sedro-Woolley, in 1990 from the State of Washington. In 2000, a Master Plan workshop lasting three days was conducted on the site to generate ideas and focus energy on a few specific improvements. A Master Plan was created from that meeting. Much of the development will depend on private funding. The facility will include trails, ball fields, play areas, campgrounds, equestrian center, and environmental education and interpretation sites. Natural resources on the site include Hansen Creek with associated wetlands and tributaries and Red Creek. Over five hundred (500) acres of the site will remain undeveloped to support the wildlife populations. The park will showcase the natural, historical, and cultural character of the region while

incorporating accessibility and sustainability. An extensive trail network will provide access to much of the property for a range of interests and physical ability levels. The site will address the education themes of Salmon Habitat Restoration, the Northern State Hospital Farm, Natural Habitats & Biodiversity, and Native American Continuity. An ambitious restoration project on Hansen Creek, including removal of field grasses, reconstruction of the stream bed structure to restore the natural alluvial plain, installation of large woody debris in the stream and planting acres of native plants to decrease flooding and improve fish habitat was completed in 2010. These themes will be presented in the Education Center, as well as along the trail system. Camping facilities will include a forty (40) acre site with one hundred (100) camping sites with various designs, including yurts for year-round camping, RV sites and group camping sites.

(Ord. 1524-05 § 4 (Exh. D)(part))

6.24

ACTION PROGRAM

This action program is designed to accomplish the parks and recreation goals and policies set forth in the previous section. The action program consists of policies specifically addressing parks provision within the city and its urban growth area, development standards, recommended capital facilities, and financing strategies.

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

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

Sedro-Woolley does collect park impact fees on new residential development in accordance with the rules set forth in the Growth Management Act. Appendix A of the Parks and Recreation Element contains an up to date impact fee calculation that shows the anticipated costs of providing the city's desired level of service (LOS) for its parks system. The City Council sets the actual amount charged per unit based on the findings of the parks impact fee calculation and the goals and policies found in this element of the Comprehensive Plan.

In addition, as part of a development proposal, an applicant may dedicate park land for areas where additional parks are needed pursuant to the parks capital facilities plan.

Both approaches must follow the basic constitutional and statutory requirements of completing a comprehensive plan together with a capital facilities element that identifies:

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

Park and Recreation Provision Policies

- (1) New residential development shall pay its own way, in accordance with park standards established in the city's parks plan, either through a park land dedication requirement or a park impact fee.
- (2) The city should seek to develop and operate park and recreation facilities through cooperative arrangements with the Sedro-Woolley school district, Skagit County, and other public and private groups and agencies.
- (3) The city should continue to look to Skagit County for recreation programming until the city establishes a Parks and Recreation Director position and should work cooperatively with the county thereafter.
- (4) The city should cooperate with the rest of the county in meeting the need for major indoor recreational facilities through construction of multi-use facilities, such as that proposed at the Skagit Exposition and Recreation Center at Northern State.

- Skagit County, will apply in the city's urban growth area.
- (5) The city should cooperate with the rest of the county in meeting the need for trails through development and implementation of a county-wide non-motorized plan.
 - (6) The city shall establish its parks development standards and program in such a way as to ensure that there is a balance of larger, regional parks along with smaller, neighborhood parks.
 - (7) The city shall approve future development regulations to ensure that:
 - (a) Adequate open space buffers and landscaping are provided in new development.
 - (b) Clustering new development and maximizing open space is one option that is considered.
 - (c) Homeowners Associations are formed to manage common open space and recreational areas that are not needed as part of the city's parks program.
 - (d) Park design minimizes maintenance and operations costs.
 - (e) Subdivisions that continue Sedro-Woolley's traditional neighborhood design are encouraged.
 - (8) Any city subdivision code requirements for park land dedication shall be extended to new multi-family and mobile home development and any in lieu payment shall be adjusted annually to reflect land price increases within the city of Sedro-Woolley as identified by the county assessor.
 - (9) The city should work to secure Skagit County's agreement that city park standards and development regulations, and not those of
 - (10) The city should accept the proposal set out in the county parks plan that the county lend its resources to those of the city in securing potential park property within the city's urban growth area.
 - (11) The city should work with the county to develop a fifteen (15) to thirty (30) acre Community Park at Northern State under the joint auspices of Skagit County and the city of Sedro-Woolley.
 - (12) The annual city budget should provide adequate funding for maintenance of city parks after ensuring that all user groups pay their fair share and volunteer efforts are maximized.
 - (13) As far as practicable, the city should seek to minimize its park development costs by working with service organizations, user groups, and volunteers.
 - (14) This plan should be updated as necessary to meet changing conditions and to ensure that the goals and policies of the city comprehensive plan are met.
 - (15) The city should work to increase the availability of RV parking space and facilities for residents and visitors to Sedro-Woolley. A downtown RV camp site would bring additional visitors and foot traffic to the commercial core of the city.
 - (16) The city should work to construct a municipal pool, including exercise facilities, day care, and meeting rooms.
 - (17) The city should implement a dynamic city-wide recreational program with sufficient staff for the parks and recreation department.

- (18) The city should consider the development of a performing arts center.
- (19) The city will maintain and improve the skateboard park by providing new equipment to meet the needs of youths in the city.
- (21) The city should work to develop a splash park, or interactive water fountain in which children may play.
- (22) The city should pursue opportunities to construct a small, uncovered, outdoor amphitheater for children’s productions and other small-scale performances, using a hill or man-made berm for seating.
- (23) Unopened right-of-ways should be examined as potential parks.
- (24) Creek Corridors, power easement corridors and abandoned railway corridors shall be examined as potential parks and trails.
- (25) Harry Osborne Park may be expanded for parks and visitor information services.
- (26) Bicycle and pedestrian trails and paths should be separated from driving lanes by landscape strips or other means to provide more pedestrian-friendly experience for travelers using non-motorized transportation. Such separation on State Routes 9 & 20 is especially desired.
- (27) A new location for a baseball field appropriately sized for Babe Ruth league baseball games shall be sought and developed.

Development Standards

Figure P-1 illustrates the areas within the city where parks and recreational facilities are located. The figure allows one to see where additional park

lands and trails are necessary to accommodate the 2025 projected population.

The city has set a level of service (LOS) for parks and trails through 2025. The LOS is based on existing parks infrastructure and public input concerning the desired amount of parks in the city. The LOS is less than, but comparable to, the LOS set by other cities in the region. A full analysis of the existing parks LOS, the proposed parks LOS and the projected costs per new unit of development through 2025 are included in Appendix A to the Parks and Recreation Element. Below is a summary of the desired parks LOS for 2025 as determined through the Planning Commission’s public hearing process:

Neighborhood, community and regional parks – Ten (10) acres of neighborhood, community and regional park (total, not each park type) per 1,000 residents in 2025.

Open space – Five (5) acres of open space park per 1,000 residents is recommended as the LOS for 2025.

Trails – 1 mile of trail (separated from roadways) per 1,000 residents in 2025. This includes both trails on public lands and trails on private land where an easement is in place to allow public trail access.

Appendix A of the Parks and Recreation Element contains an up to date impact fee calculation that shows the anticipated costs of providing the city’s desired LOS for its parks system. That calculation does not include existing deficiencies, only the amount of new parks needed to accommodate future population needs and the costs to improve newly acquired land. The city is electing to fund less than the full amount through parks impact fees, but will actively seek grants to fund the shortfall. Additional costs to fund the shortfall should be through private donations to this city park funds and through the city general fund.

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

Recommended Capital Facilities

Figure P-1 shows the location of existing city parks and trails. The city should strive to maintain a balance of regional community parks, smaller neighborhood parks, open spaces between neighborhoods, and a trail system linking such facilities.

Given that much of the projected population growth of the city is steered toward the north of the current city limits, and dispersed northeast and northwest, two separate community parks in the northern portion of the city would make sound planning sense. The city-owned property adjacent to the Fire Station No. 2 property is a likely location for a new city park that would meet this need. An unspecified location in the vicinity of the multi-family developments on Trail Road and the property within the Urban Village Mixed Use (UVMU) Overlay is also of interest. Further, given the number of existing neighborhood parks, joint-use facilities, and park size preferences articulated in this plan, it would be most useful to plan for each of these to be more than ten (10) acres in size.

Proposed Capital Projects

Based on the results of the Parks and Recreation survey, proposed parks and recreational develop-

ment to occur between 2012-2018 should include the following projects:

- Fire Station No. 2 Park (2012-2014) The City owns approximately one acre of level land adjacent to the north side of the fire station on State Route 9, in the north end of the city. This property is encumbered by a 100-foot power line easement, but there is still potential for passive uses and some active uses. The western portion of the property is at the top bank of a slope leading to the Brickyard Creek riparian corridor, thus offering good opportunity to develop a walking path and interpretive signs along the area covered by native vegetation. The area under the power lines may be used as a grassy field or possibly an off-leash park. Development of this area would require minimal funding from the park impact fee fund.
- Sapp Road Activity Area (2013-2014) - The city will construct a passive recreational activity area south of Sapp Road between the Brickyard Creek Development and Township Street. In recent years, this area has experienced the most significant growth in the city. The city anticipates a donation of two to three acres by a developer at the site, adjacent to Brickyard Creek. The park will be designed for passive uses (i.e. walking, nature hikes and interpretive areas). Again, this project will rely to a great extent on volunteer labor and materials. Cost to develop the site to be funded by park impact fees, state grants (i.e. vegetation, fishery enhancement) and budgeted city funds.
- Sauk Mountain View Estates Area (2016-2018) - With residential development anticipated to occur north of the golf course on Fruitdale Road, an active use neighborhood park will be necessary in this location. The city accepted a donation of a three acre park at the western edge of the Sauk Mountain View Estates North. The property is under the PSE power lines and has limited devel-

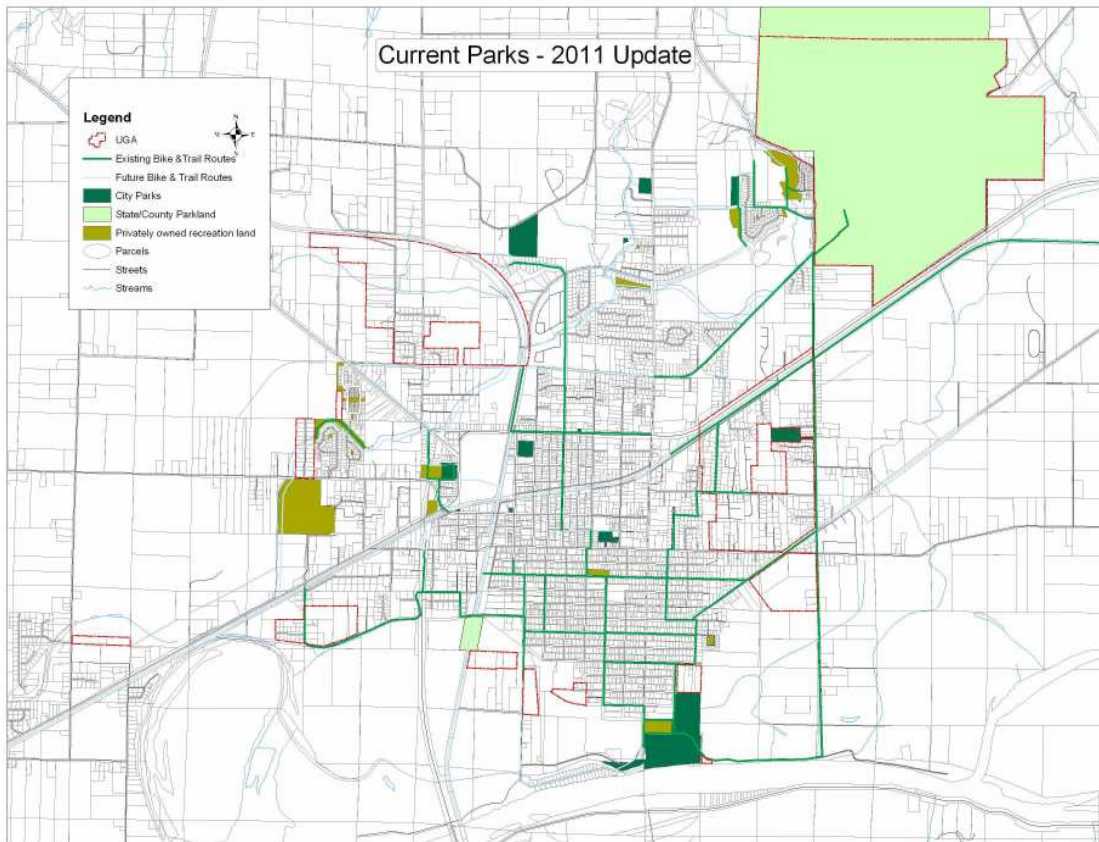
opment potential. Structures, including fences, goals, basketball hoops or backstops, are not allowed by PSE. Activities in the park will be limited to passive uses such as walking paths, thus this park will be an open space park instead of a developed park. Funding for this project will be minimal, but will not likely take place until development in the west side of the park is completed in the future.

- Bassett Road Recreational Site (2018-2019) - Again, with residential development anticipated to occur to the north of Sedro-Woolley, development of a recreational area will be necessary on the north side of the city limits. The city intends to convert the former 11.2 acre Bassett Road Landfill into a passive recreation site, with an emphasis on maintaining a natural recreational area (i.e. trails, nature hikes and interpretive areas). This project will rely to a great extent on volunteer labor and materials. Cost to develop this project to be funded by park impact fees and budgeted city funds.
- Northern State Recreational Area (NSRA) (on-going) - Owned by Skagit County, Consisting of 726 acres of former farm land, NSRA is being developed as a regional park destination. The County has plans for new ball fields, overnight camping and extensive walking and interpretive paths. A large-scale ecological restoration has been performed on the lower extent of Hanson Creek within the County property, and further restoration within the park area is expected. The City will continue to support the County's efforts to develop regional park improvements, including ball fields, at NSRA.
- Metcalf Street Ballpark Redevelopment (2014-2015) - The current park adjacent to the north side of City Hall has a small skate park, however the site is primarily developed as one baseball field. Because the park is located near the downtown business core the park has potential to be a central gathering place for the community. Redevelopment of

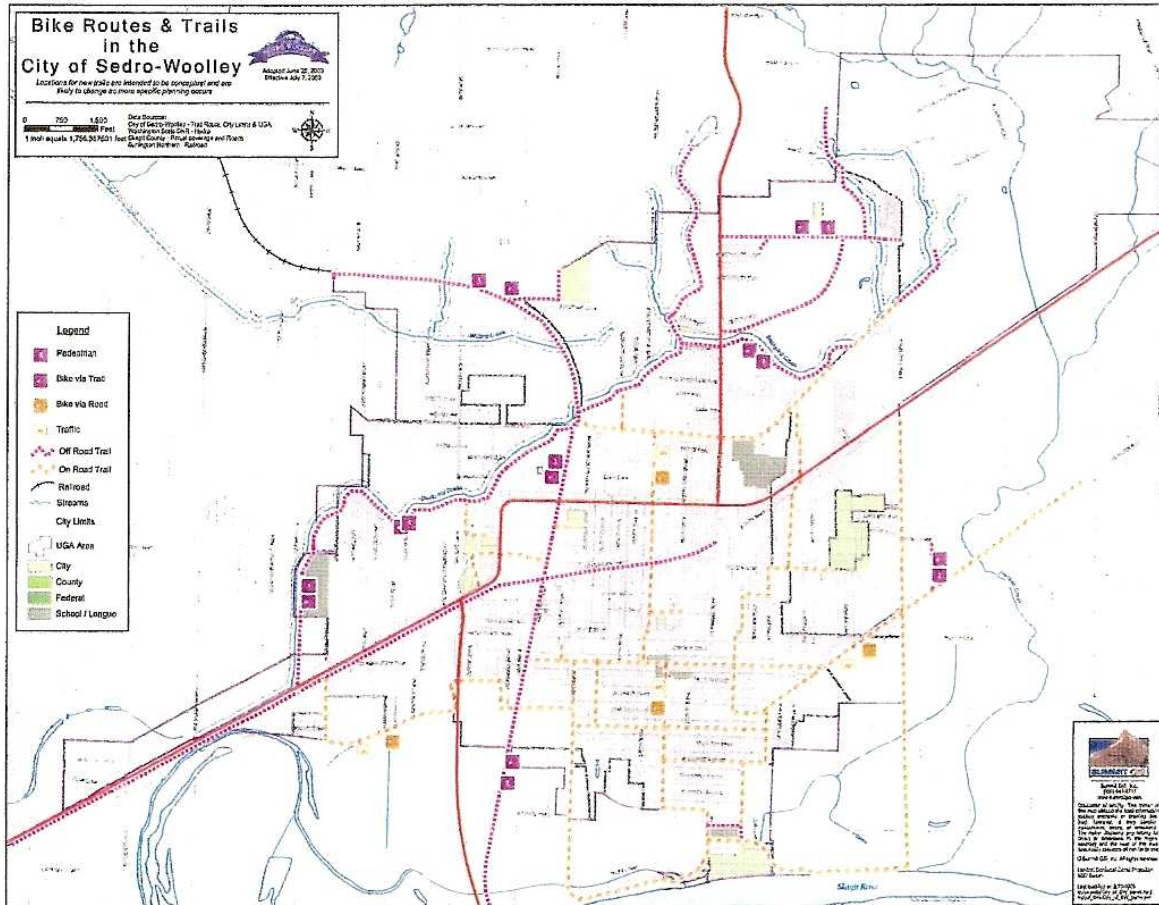
the park to provide amenities to encourage year-round use and to accommodate a wider range of uses may be made to bring more pedestrian activity to the downtown area. Possible improvements include a splash park, expansion of the existing skate park, a small outdoor performance area with gentle slopes for seating, landscaping, public restrooms and/or a little off-leash area for dogs. Improvements to be funded by park impact fees, budgeted city funds and potentially grant funding.

- State Street properties adjacent to Memorial Park (2015-2016) – Memorial Park, along with the city library, community center and senior center, makes up almost an entire city block between State Street, Pacific Street, Ball Street and a city alley. There are three land-holdings adjacent to Memorial Park, fronting on State Street, that are not owned by the city. These properties obstruct visual connection to the park from State Street and generally present safety, usability and access issues for the park. The City has long-term intentions to acquire these properties and improve park access and infrastructure. Acquisition of these properties and subsequent improvements to be funded by park impact fees, budgeted city funds and potentially grant funding.
- Develop a walking trail under power lines from Bassett Road to Fruitdale Road (2013-2015). Puget Sound Energy maintains a 100-foot wide easement across the northwestern portion of the city. A walking trail below the power lines in this easement will provide a safe and scenic recreational amenity and make a convenient cross-town pedestrian corridor. It will be necessary to acquire an easement or other permission to use the area under the power lines as city trail. Trail development costs are anticipated to be minimal since developing permanent structures (besides a gravel trail) is not necessary.

Figure P-1
Current Park & Trail Locations



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



Financing Strategies

A variety of financing strategies are necessary to provide the level of parks and recreation services that the community expects. Impact fees and grants, along with traditional funding sources like REET funds, general funds and state funding are important sources for parks services, especially as local jurisdictions are facing significant budget challenges as a result of declining sales tax revenues and state funding.

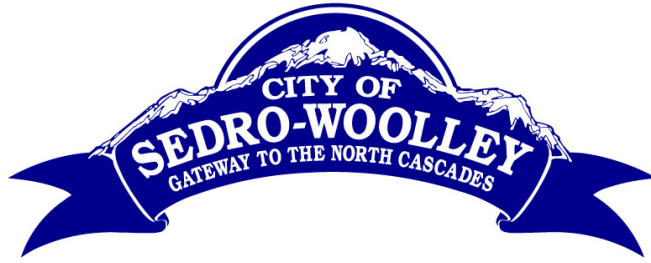
The City of Sedro-Woolley approved the collection of park impact fees on new residential development in 2006. Per state statutes, cities planning under the Growth Management Act are authorized to impose impact fees on development activity as part of the financing for public facilities, provided that the financing for system improvements to serve new development must provide for a balance between impact fees and other sources of public funds and cannot rely solely on impact fees. Sedro-Woolley is using a balanced variety of funding options to for parks system improvements. A portion of the impact fees collected have been used to acquire a strategic piece of land that has long been needed to expand Riverfront Park as the city's population has grown. The parks advisory committee recommended that the city increase its park impact fee collected in order to fund future capital improvements needed to accommodate projected population increases. Impact fee valuations are shown in Title 15 of the municipal code. The calculations that provide the support for the value are found in Appendix A of this Element. That calculation, which was fully reviewed and revised in 2011, shows a cost of \$12,659 per new residential unit to purchase and develop the new park space necessary to accommodate new development. The city has elected to charge less than the full amount per unit. In 2008, the City Council increased the park impact fees to bring the amount raised per unit closer to the actual cost of development for park space, to \$1,500 per unit. The parks advisory committee will continue to examine the parks needs of the community, recommend parks development projects and explore fund-

ing possibilities for parks and recreation projects and programs.

Grant moneys will be pursued to purchase additional park property and to assist in the development of those facilities. Several grants are available annually through the Washington State Recreation and Conservation Office.

Appendix A to Parks and Recreation Element

PARKS IMPACT FEE CALCULATIONS
(See Parks Impact Fee Calculation Update document)



City of Sedro-Woolley Park Impact Fee Calculation Update



December 2011

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Section 1 – Introduction

The City of Sedro-Woolley is updating the Parks and Recreation Element of the Sedro-Woolley Comprehensive Plan. The Parks and Recreation Element includes the calculations used to set the parks impact fee for new residential development in the city. This document explains the technical information and methods used to determine the anticipated cost to meet the level of service (LOS) standards for parks over the next fourteen years. LOS is measured by the amount of park land per 1,000 residents that will be provided by the city. During the Parks and Recreation Element update process, the Planning Commission established a desired LOS for parks in 2025. Those standards are elaborated on in Section 2 of this report.

This document will examine the existing park land and determine the amount of land that will need to be acquired and improved to meet the Planning Commission's desired LOS standards goal for 2025. The cost of acquiring that land and improving it for park use is then estimated. Using that figure and the projected housing increase, this document determines the *estimated cost per new dwelling unit to pay for the needed park system improvements (end result)*. The impact fees can only be used to pay for improvements reasonably related to new development, not existing deficiencies. The city owns several acres of land that are intended to be used for parks in the future. The cost of improving these lands is counted as deficiencies in the existing system. For the purposes of this study, those unimproved lands have been included as *existing parks* (though noted as unimproved in Table 1) and the cost of improving them has not been included. No other existing deficiencies have been found in the current park system. Because the cost of improving any deficiencies has been excluded from this study, the full estimated cost per new dwelling unit found in Section 4 may be applied to future development.

RCW 82.02.050-100 establishes the requirements for impact fees in the State of Washington. This document will not set new park impact fees, but rather it addresses the state requirements for impact fee calculations and informs the City Council for future park impact fee discussions. The end result is a number that the City Council can ultimately use to determine how much the city should charge new development to reasonably offset the impacts of new development on the city's parks system. This document will show the fiscal impacts of new development on the park system to assist the City Council if they choose to change the parks impact fee. Per RCW 82.02.050, the City Council may set the impact fee lower (incorporate an "adjustment factor"), but not higher, than the estimated cost per dwelling unit that is determined in this document.

Section 2 – Level of Service

There are five basic types of parks and recreation facilities that the city provides, described below:

- Neighborhood parks are smaller areas meant to accommodate the residents in the immediate vicinity. Amenities are limited and include playgrounds, picnic areas and other amenities expected in a small park.
- Community parks generally are larger and serve the needs of the greater Sedro-Woolley community. Picnic shelters, playgrounds, ball fields and restrooms are typical to these parks. Bingham Park, the City Ball Park (Metcalf Street) and Memorial Park are examples.
- Regional parks serve areas beyond city limits and include amenities that attract users from the region and beyond such as a sports field complex suitable for large tournaments, camping, trails, playgrounds, restrooms and picnic shelters.
- Open Space parks are areas for passive recreation and have limited, if any amenities. Typical amenities are limited to trails, viewing areas and maybe a small parking area.
- Trails are less expensive on average to develop because they consist of little more than a graded path, some signage and maybe some security fencing. The city has also been including paved paths as part of major road improvement projects (Fruitdale/McGarigle Road improvement and State Route 20 improvements).

For the purposes of this analysis, the first three types of parks – which share user characteristics – have been consolidated into one subgroup. Thus there are three subgroups used in this analysis: 1) neighborhood, community and regional parks; 2) open space; and 3) trails.

Only properties that the city can control for parks purposes are included in this study. Though the School District properties serve a vital recreational need in the community, use of school owned properties is limited and access to them is not guaranteed to the general public. Therefore only city-owned properties are included in this study. Also, this study is based on 2025 population projections adopted by Skagit County. Thus the planning horizon for the Sedro-Woolley park impact fees is through 2025. The County's projected population for Sedro-Woolley in 2025 is 15,000 residents, an increase of 4,410 residents from the current estimated population of 10,590.

Table 1 shows the existing land owned by the City of Sedro-Woolley that is currently used for parks or is anticipated to be used as parkland in the future.

Table 1 – Existing city parklands

Park Name	Park Type	Acreage	Developed
Harry Osborne Park	Neighborhood	1.5	Yes
Hammer Heritage Park	Neighborhood	0.20	Yes
Metcalf Street Mall	Neighborhood	0.25	Yes
Lions Roadside Park	Neighborhood	0.25	Yes
Fire Station 2 Park	Neighborhood	1.00	No
Basset Road Property	Neighborhood	11.20	No
Park Cottages Property	Neighborhood	0.29	No
Dog Park	Community	1.00	Yes
Bingham Park	Community	2.60	Yes
Bingham Park Western Addition	Community	2.00	Yes
Memorial Park	Community	3.00	Yes
City Ball Fields	Community	2.20	Yes
Fruitdale Road Ball Fields	Community	5.35	Yes
Riverfront Park	Regional	20.50	Yes
FEMA Property	Open Space	11.00	N/A
Sauk Mountain View Estates Park	Open Space	3.0	N/A
River Road Property ¹	Open Space	36.00	N/A
Fruitdale Road/McGarigle Road Paths	Trail	7,000 lf	Yes
State Route 20 Path	Trail	3,500 lf	Yes
RR Path (Fruitdale Rd to Township St) ²	Trail	4,500 lf	Yes
Sauk Mountain View Estates Trails ³	Trail	2,600 lf	Yes

Before the Planning Commission made a decision on the future LOS per 1,000 residents, the existing LOS was examined. Using the information on Table 1 and the current population of 10,590, the existing parks LOS was determined. The existing amount of park land is listed in the second column of Table 2 (page 7), the existing LOS results are included in the third column.

After reviewing the existing amount of parks owned by the city, the Planning Commission debated the appropriate LOS for 2025 considering the increased demand on undeveloped and underdeveloped property in city limits. The result of that discussion is as follows:

- 1) Neighborhood, community and regional parks – Ten (10) acres of neighborhood, community and regional park per 1,000 residents in 2025. This number includes limited-use parks such as ball fields and undeveloped properties where the public does not have unfettered access

¹ Undeveloped field outside city limits

² Mostly outside of city limits, on Skagit County's Cascade trail

³ Private land with easement for public trail access

to the property. An allowance that only 75% of that property must be fully developed by 2025 was included to account for the typical lag time between property acquisition and securing of funding for improvements to the land. This means that city-owned 7.5 acres out of every 10 acres of open, city-owned park should be available per 1,000 residents.

2) Open space – Five (5) acres of open space park per 1,000 residents is recommended as the LOS for 2025.

3) Trails – 1 mile of trail (separated from roadways) per 1,000 residents in 2025. This includes both trails on public lands and trails on private land where an easement is in place to allow public trail access.

The existing LOS is lower than the newly recommended LOS. The LOS was raised to compensate for the loss lands that are not owned by the city, but have been used for recreation purposes in the past. Such lands include private land that has been recently developed or is anticipated to be developed in the near future. The Planning Commission recognizes that the city has traditionally had lower density rates than those projected for 2025. Higher densities coupled with the loss of previously vacant land within the city increases the need for parks and open spaces to be provided by the city. Unused and otherwise vacant lots have in the past served both recreational and aesthetic needs of the community because their presence as undeveloped areas gave the impression of open space and gave residents a place to recreate. As private lands are developed, city parks will need to fulfill all of the open space and recreational needs of the community. Therefore, the city must take a more active roll in providing park land to replace the open space to which the community has grown accustomed. To maintain the existing perceived open space amenities, the city must increase the number of acres of official parks per resident, thus the increased LOS for parks in 2025.

Table 2 shows the existing LOS, planned LOS, and the amount of land that must be acquired to meet the Planned LOS for each of the three subgroups of park type.

Table 2 – Projected acreage needed to meet the 2025 LOS standards

Park Type	2011 Existing Acres	2011 Existing LOS (acres per 1000 residents. 10,590 residents in 2011)	2025 Planned LOS	2025 Total Acres Under Planned LOS based on 15,000 population	2025 New Acreage Needed to meet Planned LOS
Neighborhood, Community & Regional	51.34 acres	4.85 per 1,000	10 per 1,000	150 acres	98.66 acres
Open Space	50	4.72 per 1,000	5 per 1,000	75 acres	25 acres
Trails ⁴	8.08 acres (3.33 linear miles)	0.315 linear miles per 1,000	1 mile per 1,000	36.36 acres (15 linear miles)	28.28 acres (11.67 linear miles)
Totals	109.42 acres	N/A	N/A	261.36 acres	151.94 acres

Based on the above Table 2, the City of Sedro-Woolley needs to acquire 98.66 acres of land to be developed as neighborhood, community and regional parks to meet the needs of the residents in 2025. In addition, 25 acres of land to be conserved as open space parkland must also be acquired, as well as enough property to accommodate 11.67 linear miles of trails. To determine an estimated cost of trail-miles, a minimum right-of-way of 20 feet is assumed. 11.67 linear miles equals 61,600 linear feet. Multiplied by the assumed 20-foot wide right-of-way, the estimated number of acres that is necessary to meet the trails LOS is determined. $20' \times 61,600' = 1,232,000$ square feet. This is equivalent to 28.28 acres of trail corridor. The total amount of land the city needs to acquire to meet the 2025 parks LOS is 151.94 acres

⁴ Assuming 20-foot wide trail right-of-way

Section 3 – Development Costs

Two factors will affect the cost of park development, the cost of land acquisition and the cost of building the park infrastructure.

Cost of land acquisition

The study used valuations from the Skagit County Assessor Office to determine an average price per acre of land that might potentially be used for parks. The Assessor's Office provided a list of developable land suitable for park use within Sedro-Woolley's city limits and urban growth area. The properties included are based on criteria set by the city⁵. Attached to each parcel is the Assessor's valuation, which was devised from the Office's determination of highest and best use for the property.

The Planning Department calculated the total amount of land and the total assessed value of all the properties that meet the above criteria. 599.54 acres of land totaling \$39,769,352 was found to meet the criteria. The average assessed value for property one acre or larger within city limits is \$66,332 / acre (See Exhibit A). The anticipated cost of acquiring enough land for park use to meet the 2025 LOS (151.94 acres) is \$10,078,484.

Cost of Infrastructure Development

No specific development cost standards exist for park infrastructure and each project is different. The site location, scope of the improved development and other factors affect the cost. However, in 2011 the City of Poulsbo determined a cost estimate based on recent park development projects, typical park amenities and feedback from other municipalities. That study yielded the following cost estimates:

Neighborhood Park: average \$75,000 per acre (*typical amenities: playground, picnic area, lawn/sitting area, barbeque, trails, viewing area*).

Community Park: average \$115, 000 per acre (*typical amenities: playground, sport fields, picnic area/shelter, barbeque, trails/paths, lawn/sitting area, viewing areas, dog run, and community gardens*).

Regional Park: average \$130,000 per acre (*typical amenities: playground, picnic area, restrooms, trails/paths, lawn/sitting area, multi-purpose fields, viewing areas, picnic shelter*)

Open Space Park: average \$60,000 per acre (*typical amenities: trails and paths, viewing areas, viewing platforms, arboretum*).

Trails: average \$30,000 per acre (*typical development: grading and gravel path*).

⁵Criteria for lands included in Assessor's data are as follows; in general, parks are not located in commercial or industrial areas, so only properties in residential areas are included in this study. Also, small lots that have been subdivided for use by single family residences were not included in this study. Thus, only properties one acre or larger in residential zones are considered for the purposes of determining a value per acre for properties that may feasibly be used for parks.

Because Sedro-Woolley is not specifying percentages of land for neighborhood, community and regional parks, the average cost of developing those parks is used in the calculations shown below in Table 3. The calculation of \$105,000 is roughly equivalent of the average of \$60,000, \$115,000 and \$130,000. The anticipated cost of improving 151.94 acres of newly acquired lands for park use to meet the 2025 LOS is \$12,707,700.

Table 3 – Projected Cost to Develop Specific Park Types

Park Type	2025 New acreage needed to meet planned LOS	Average cost of development per acre	Estimated cost to acquire and improve
Neighborhood, Community & Regional	98.66 acres	\$105,000	\$10,359,300
Open Space	25 acres	\$60,000	\$1,500,000
Trails ⁶	28.28 acres (11.67 linear miles)	\$30,000	\$848,400
Totals	151.94 acres	N/A	\$12,707,700

⁶ Assuming 20-foot wide trail right-of-way

Section 4 – Costs Related to Future Residential Development

The financial costs discussed in Section 3 are for parks improvements necessary because of future development. The total cost of acquiring 151.94 acres necessary to accommodate new development is \$10,078,484 and the estimated cost to improve those lands is \$12,707,700. Together, *the total estimated cost of future development on the city's parks and recreation system is \$22,786,184.*

Although it is not anticipated that the full cost of upgrading the parks system will be paid by new development through parks impact fees, the following analysis shows what the responsibility per new dwelling unit would be if no other funding measures are used to fund the improvements.

According to Skagit County's adopted population projections for 2025, the City of Sedro-Woolley is expected to increase to 15,000 residents. The current population is estimated at 10,590. The 2010 United States Census results indicate that there is an average of 2.449 residents per dwelling unit in Sedro-Woolley. Therefore an increase of 4,410 residents results in an *additional 1,800 dwelling units between 2011 and 2025* ($4,410/2.449=1,800$).

By dividing the number of new units expected to be built between now and 2015 (1,800) into the cost of improving parks to meet the 2025 LOS (\$22,786,184), the cost per new unit is determined. The result of the calculation shows that it will cost the city **\$12,659** for each new unit of residential development to meet the desired goals for park services in 2025.

It is not recommended that the city alter its park impact fees to try to capture the above cost per unit. This study was performed to provide up to date information about the cost of providing parks, as required by the state legislation regarding impact fee rates (RCW 82.02). The City is currently in compliance with these requirements; this study was performed to keep the city in compliance in the new planning horizon stretching into 2025. The findings herein show that the impacts of new development have a direct and substantial financial impact on the Sedro-Woolley park system. The findings further support the city's current park impact fee of \$1,500 per new residential unit. Though the above calculations indicate that the cost of new parks facilities that are necessary as a result of new development is actually much higher per unit, state legislation allows jurisdictions to charge less than the actual projected cost per unit.

Exhibit A - Assessor's Office Valuation chart

ALL PROPERTIES 1 ACRE OR LARGER

prop_id	subset_cd	abs_subdv _cd	legal_acreage	Property use_cd	hood_cd	value	amount over base value
36589	71	SWW	1.00	110	20SWRURAL	102,400.00	
36603	71	SWW	1.00	110	20SWRURAL	102,400.00	
37686	71	SWW	1.00	110	20SWRURAL	102,400.00	
37687	71	SWW	1.00	110	20SWRURAL	102,400.00	
37139	71	SWW	1.00	111	20SWRURAL	102,400.00	
37431	71	SWC	1.00	111	20SWRURAL	102,400.00	
37434	71	SWC	1.00	111	20SWRURAL	102,400.00	
39513	470	SWC	1.00	111	132	102,400.00	
95635	71	SWW	1.00	111	20SWRURAL	102,400.00	
37438	71	SWC	1.00	810	20SWRURAL	102,400.00	
36359	71	SWC	1.01	111	20SWRURAL	103,327.04	0.01
95637	71	SWW	1.02	111	20SWRURAL	104,252.16	0.02
36383	71	SWC	1.04	110	20SWRURAL	106,096.64	0.04
122991	71	SWC	1.04	111	20SWRURAL	106,096.64	0.04
37673	71	SWW	1.04	111	20SWRURAL	106,096.64	0.04
77251	71	4173	1.06	111	20SWRURAL	107,933.44	0.06
36598	71	SWW	1.06	180	20SWRURAL	107,933.44	0.06
36606	71	SWW	1.06	180	20SWRURAL	107,933.44	0.06
122090	71	3899	1.08	110	20SWRURAL	109,762.56	0.08
37404	470	SWC	1.08	111	310	109,762.56	0.08
37157	71	SWW	1.08	180	20SWRURAL	109,762.56	0.08
64967	71	3899	1.10	110	20SWRURAL	111,584.00	0.10
37176	71	SWW	1.10	111	20SWRURAL	111,584.00	0.10
36594	71	SWW	1.10	180	20SWRURAL	111,584.00	0.10
36597	71	SWW	1.10	180	20SWRURAL	111,584.00	0.10
37171	470	SWW	1.13	111	311	114,301.76	0.13
39546	71	SWC	1.14	111	20SWRURAL	115,203.84	0.14
36368	71	SWC	1.15	111	20SWRURAL	116,104.00	0.15
37463	71	SWC	1.16	111	20SWRURAL	117,002.24	0.16
39768	71	SWC	1.17	110	20SWRURAL	117,898.56	0.17
36481	71	SWC	1.18	110	20SWRURAL	118,792.96	0.18
36690	71	SWW	1.18	110	20SWRURAL	118,792.96	0.18
36353	71	SWC	1.20	111	20SWRURAL	120,576.00	0.20
39896	71	SWC	1.21	110	20SWRURAL	121,464.64	0.21
64936	71	3899	1.22	110	20SWRURAL	122,351.36	0.22
95636	71	SWW	1.22	111	20SWRURAL	122,351.36	0.22
125213	470	SWW	1.23	111	312	123,236.16	0.23

36382	71	SWC	1.25	910	20SWRURAL	125,000.00	0.25
77766	71	4187	1.27	110	20SWRURAL	126,756.16	0.27
36362	71	SWC	1.27	910	20SWRURAL	126,756.16	0.27
37154	71	SWW	1.33	180	20SWRURAL	131,978.56	0.33
39903	71	SWC	1.36	110	20SWRURAL	134,563.84	0.36
39398	71	SWC	1.36	111	20SWRURAL	134,563.84	0.36
100299	470	SWW	1.38	910	312	136,277.76	0.38
36404	71	SWC	1.40	111	20SWRURAL	137,984.00	0.40
77020	470	4170	1.41	111	312	138,834.24	0.41
39583	71	SWC	1.43	110	20SWRURAL	140,528.96	0.43
39359	71	SWC	1.43	111	20SWRURAL	140,528.96	0.43
37138	470	SWW	1.46	111	310	143,056.64	0.46
37776	71	SWW	1.47	111	20SWRURAL	143,895.36	0.47
77001	470	4170	1.47	111	312	143,895.36	0.47
36407	71	SWC	1.49	111	20SWRURAL	145,567.04	0.49
37168	71	SWW	1.50	111	20SWRURAL	146,400.00	0.50
37169	470	SWW	1.50	111	312	146,400.00	0.50
37484	470	SWC	1.51	111	310	147,231.04	0.51
39451	71	SWC	1.51	111	20SWRURAL	147,231.04	0.51
37150	71	SWW	1.54	111	20SWRURAL	149,712.64	0.54
37194	470	SWW	1.54	690	122	149,712.64	0.54
36403	71	SWC	1.58	180	20SWRURAL	152,994.56	0.58
37726	71	SWW	1.60	180	20SWRURAL	154,624.00	0.60
36584	71	SWW	1.61	110	20SWRURAL	155,435.84	0.61
36660	71	SWW	1.62	110	20SWRURAL	156,245.76	0.62
37674	71	SWW	1.63	111	20SWRURAL	157,053.76	0.63
39906	71	SWC	1.64	110	20SWRURAL	157,859.84	0.64
77368	470	4175	1.67	111	112	160,266.56	0.67
36587	71	SWW	1.70	110	20SWRURAL	162,656.00	0.70
37335	71	SWW	1.70	111	20SWRURAL	162,656.00	0.70
39550	71	SWC	1.76	110	20SWRURAL	167,383.04	0.76
76918	470	4170	1.79	111	312	169,720.64	0.79
36678	71	SWW	1.81	110	20SWRURAL	171,269.44	0.81
39578	71	SWC	1.82	111	20SWRURAL	172,040.96	0.82
126654	470	4169	1.85	111	110	174,344.00	0.85
37216	71	SWW	1.85	111	20SWRURAL	174,344.00	0.85
37696	71	SWW	1.90	910	20SWRURAL	178,144.00	0.90
107812	470	SWC	1.93	111	310	180,400.96	0.93
76524	71	4163	1.95	111	20SWRURAL	181,896.00	0.95
36378	71	SWC	1.98	110	20SWRURAL	184,124.16	0.98
39891	71	SWC	1.98	110	20SWRURAL	184,124.16	0.98
36638	71	SWW	2.00	110	20SWRURAL	185,600.00	1.00
36522	71	SWC	2.00	111	20SWRURAL	185,600.00	1.00

37166	71	SWW	2.00	111	20SWRURAL	185,600.00	1.00
37177	71	SWW	2.08	910	20SWRURAL	191,426.56	1.08
123079	71	3899	2.09	180	20SWRURAL	192,146.24	1.09
37482	470	SWC	2.11	111	312	193,579.84	1.11
39376	71	SWC	2.12	720	20SWRURAL	194,293.76	1.12
39897	71	SWC	2.14	110	20SWRURAL	195,715.84	1.14
39902	71	SWC	2.17	120	20SWRURAL	197,834.56	1.17
36550	71	SWW	2.19	110	20SWRURAL	199,237.44	1.19
36652	71	SWW	2.20	110	20SWRURAL	199,936.00	1.20
36468	71	SWC	2.21	111	20SWRURAL	200,632.64	1.21
37147	71	SWW	2.21	910	20SWRURAL	200,632.64	1.21
36510	71	SWC	2.27	111	20SWRURAL	204,772.16	1.27
74638	470	4135	2.32	180	244	208,168.96	1.32
76912	470	4170	2.34	111	312	209,514.24	1.34
37421	71	SWC	2.34	111	20SWRURAL	209,614.83	1.34
76913	470	4170	2.35	111	312	210,184.00	1.35
36651	71	SWW	2.36	110	20SWRURAL	210,851.84	1.36
36511	71	SWC	2.38	111	20SWRURAL	212,181.76	1.38
36416	470	SWC	2.39	111	321	212,843.84	1.39
39900	71	SWC	2.43	110	20SWRURAL	215,472.96	1.43
113070	71	SWC	2.43	111	20SWRURAL	215,472.96	1.43
39825	71	SWC	2.43	111	20SWRURAL	215,472.96	1.43
36418	470	SWC	2.58	111	320	225,058.56	1.58
36561	71	SWW	2.62	180	20SWRURAL	227,541.76	1.62
37140	71	SWW	2.67	111	20SWRURAL	230,602.56	1.67
64948	71	3899	2.70	110	20SWRURAL	232,416.00	1.70
108053	71	1	3.00	180	20SWRURAL	249,600.00	2.00
36564	71	SWW	3.05	111	20SWRURAL	252,296.00	2.05
39399	71	SWC	3.15	111	20SWRURAL	257,544.00	2.15
76522	71	4163	3.21	111	20SWRURAL	260,600.64	2.21
39305	470	SWC	3.22	810	360	261,103.36	2.22
113471	470	SWC	3.23	110	320	261,604.16	2.23
39548	470	SWC	3.40	110	310	269,824.00	2.40
37407	470	SWC	3.40	910	320	269,824.00	2.40
123564	470	SWC	3.47	110	324	273,047.36	2.47
36367	71	SWC	3.47	111	20SWRURAL	273,047.36	2.47
39371	470	SWC	3.59	111	320	278,354.24	2.59
37412	71	SWC	3.66	111	20SWRURAL	281,322.24	2.66
39757	71	SWC	3.69	110	20SWRURAL	282,565.44	2.69
36623	71	SWW	3.86	180	20SWRURAL	289,283.84	2.86
36409	71	SWC	3.89	111	20SWRURAL	290,411.84	2.89
36643	71	SWW	3.90	110	20SWRURAL	290,784.00	2.90
36644	71	SWW	3.90	110	20SWRURAL	290,784.00	2.90

36552	71	SWW	3.93	110	20SWRURAL	291,888.96	2.93
36379	71	SWC	4.00	180	20SWRURAL	294,400.00	3.00
36379	71	SWC	4.00	180	20SWRURAL	294,400.00	3.00
121361	470	4829	4.02	111	117	295,100.16	3.02
108053	71	1	4.14	180	20SWRURAL	299,139.84	3.14
39773	71	SWC	4.25	110	20SWRURAL	302,600.00	3.25
39290	71	SWC	4.32	111	20SWRURAL	304,680.96	3.32
36675	71	SWW	4.38	110	20SWRURAL	306,389.76	3.38
36680	71	SWW	4.45	111	20SWRURAL	308,296.00	3.45
36528	470	SWC	4.46	790	991	308,560.64	3.46
36405	71	SWC	4.47	111	20SWRURAL	308,823.36	3.47
36640	71	SWW	4.54	110	20SWRURAL	310,608.64	3.54
36509	71	SWC	4.64	111	20SWRURAL	312,995.84	3.64
36372	71	SWC	4.73	810	20SWRURAL	314,980.16	3.73
118271	71	4779	4.74	111	20SWRURAL	315,191.04	3.74
39417	71	SWC	4.77	111	20SWRURAL	315,812.16	3.77
37291	71	SWW	4.83	180	20SWRURAL	317,002.56	3.83
37073	71	SWW	4.85	180	20SWRURAL	317,384.00	3.85
36653	71	SWW	4.89	110	20SWRURAL	318,123.84	3.89
36470	71	SWC	4.91	110	20SWRURAL	318,482.24	3.91
37066	71	SWW	4.92	180	20SWRURAL	318,658.56	3.92
37320	71	SWW	4.92	180	20SWRURAL	318,658.56	3.92
36684	71	SWW	5.00	110	20SWRURAL	320,000.00	4.00
127102	71	SWC	5.07	910	20SWRURAL	323,798.59	0.07
37229	470	SWW	5.15	111	332	328,116.80	0.15
127103	71	SWC	5.17	910	20SWRURAL	329,192.51	0.17
127101	71	SWC	5.30	910	20SWRURAL	336,147.20	0.30
36374	71	SWC	5.98	110	20SWRURAL	371,468.03	0.98
121363	470	4829	6.34	111	117	389,448.45	1.34
36637	71	SWW	6.66	180	20SWRURAL	405,013.25	1.66
36477	71	SWC	6.78	110	20SWRURAL	410,748.67	1.78
36380	71	SWC	7.00	810	20SWRURAL	421,120.00	2.00
76509	71	4163	7.22	810	20SWRURAL	431,305.47	2.22
41322	470	4958	7.64	111	330	450,234.37	2.64
113136	470	1	7.69	110	350	452,442.69	2.69
36419	71	SWC	7.80	180	20SWRURAL	457,267.20	2.80
36366	71	SWC	7.95	111	20SWRURAL	463,771.20	2.95
36469	71	SWC	9.21	110	20SWRURAL	514,993.73	4.21
39756	470	SWC	9.52	790	6M14	526,661.63	4.52
39370	470	SWC	11.59	110	360	495,644.03	1.59
39391	470	SWC	12.00	111	360	506,880.00	2.00
113138	470	1	12.26	110	350	513,782.27	2.26
37854	71	1	15.24	180	20SWRURAL	580,534.27	5.24

36480	470	SWC	17.88	910	340	620,679.17	7.88
36482	71	SWC	19.44	810	20SWRURAL	636,014.59	9.44
39366	470	SWC	19.55	111	342	636,860.80	9.55
39361	470	SWC	23.90	740	360	645,491.20	3.90
39369	470	SWC	24.41	910	350	643,330.43	4.41
Total value of properties 1 acre or larger						39,769,352.11	
Total acreage 1 acre or larger						599.54	
Average price per acre of developable land 1 acre or larger						66,332.94	

The formulas and data are part of the Skagit County Assessor's Office developmental acreage rates for 2011 assessments in Sedro Woolley and surrounding UGA.

The formulas are used to determine the value of property based on the land's potential highest and best use.

Property ID is Assessors parcel number

Subset ID codes - 71 means single family home on site. 470 means no residence on site.

Value formulas:

under 1 acre = acreage X 102400

1 to 5 acres = (102400-(9600 X amount over base value)) X
legal acreage

5.1 to 10 acres = (64000-(1920 X amount over base value)) X
legal acreage

10.01 to 20 acres = (44800-(1280 X amount over base value)) X legal acreage

20.01 acres or more = (32000-(1280 X amount over base value)) X legal
acreage

Developmental acreage rates for 2011 assessments in Sedro Woolley and surrounding UGA. Generated by Skagit County Assessor's Office

1 acre = 102400

5 acres and below = 6400

10 acres and below = 44800

20 acres and below = 32000

20 acres and above = 32000