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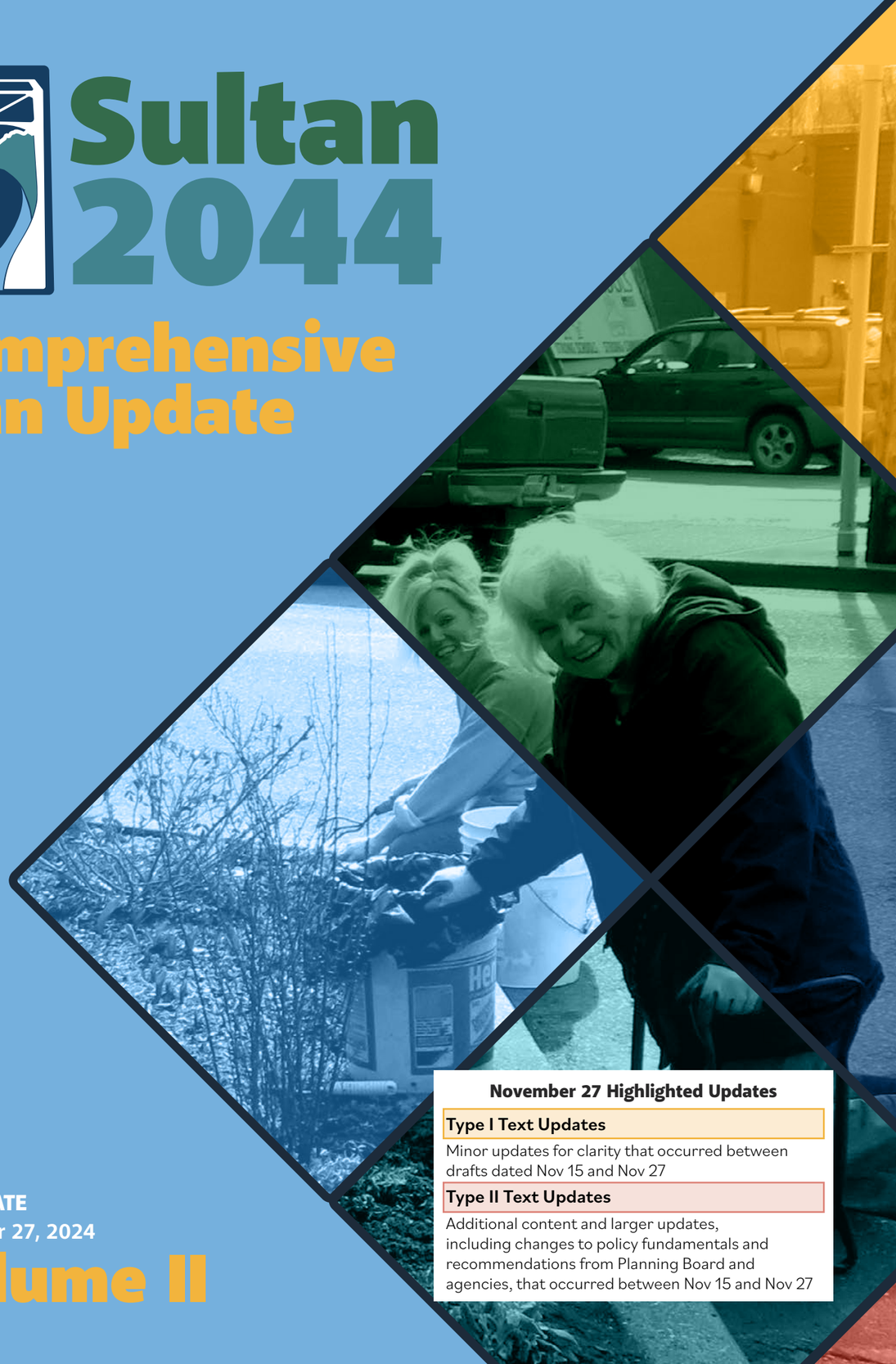
Sultan 2044

Comprehensive Plan Update



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November 27, 2024

Volume II

November 27 Highlighted Updates

Type I Text Updates

Minor updates for clarity that occurred between drafts dated Nov 15 and Nov 27

Type II Text Updates

Additional content and larger updates, including changes to policy fundamentals and recommendations from Planning Board and agencies, that occurred between Nov 15 and Nov 27

Sultan 2044

framework

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University of Washington Libraries, Special Collections

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Introduction to Volume II

Introduction

Sultan 2044 - the Comprehensive Plan Update for the City of Sultan - stems from extensive collaboration between city staff, city departments, planning board and city council members, and the community at large. This plan charts an implementable path complete with goals, policies, and programs designed to satisfy a shared community vision for 2044.

This document is Volume II of the Plan.

Volume I includes the community vision, Future Land Use Map, and goals, policies, and programs for all plan elements including Community Design, Land Use, Housing, Natural Environment, Economic Development, Parks & Recreation, Transportation, and Capital Facilities & Utilities.

Volume II includes supporting research and documentation that justifies the goals, policies, and programs of each plan element laid out in Volume I. In many cases, recent planning efforts are reflected or referenced in this material such as the Housing Action Plan, the Parks, Recreation, and Open Space Plan, Racially Disparate Impacts Report, and others.

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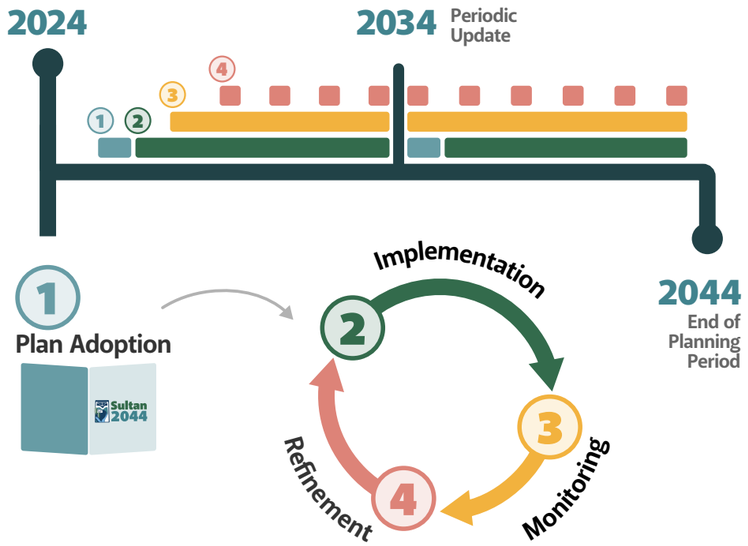
The continuous lifecycle of the comprehensive plan process.



01

Community Design

Volume II

Community Design

Overview

Community design is the process through which a city forms its unique identity and sense of place. It focuses on the form and character of the built environment, including public spaces, buildings, and streetscapes, and how these features influence what people see and experience as they move through the city.

Volume II of the Community Design Element aims to provide a clear overview of the features that define Sultan's small-town character, while acknowledging the reality of continued growth and development in the area.

Key Findings

- **Sultan's character stems from its physical, natural, and social assets** - Smaller building scales, historic architecture, pedestrian-friendly streets, locally-owned businesses, public spaces, natural beauty, and a strong sense of community are all characteristics that make Sultan unique.
- **Elements like walkability, local traditions, and community engagement contribute to Sultan's "small town character"** - The city's older neighborhoods show signs of walkability, but newer subdivisions along Sultan Basin Road lack this type of connectivity.
- **Limited pedestrian and bicycle amenities exist** - Main Street lacks dedicated bicycle infrastructure and experiences limited public seating, and other pedestrian amenities. US-2 also acts as a bottleneck for non-motorized users with commercial development facing the highway, leading to safety issues for pedestrians and cyclists.
- **Residential patterns vary across the city** - Older, gridded streets exist near downtown while newer suburban subdivisions tend to be closed loops. The architectural styles of single-family homes are wide-ranging and there is a distinct lack of multi-family housing options.
- **Sultan boasts over 150 acres of public parks, but other spaces dedicated to community gathering are limited** - What does exist is in or near downtown Sultan, and poses challenges for serving new developments along Sultan Basin Road.
- **Commercial building types fluctuate** - Strip-style development and industrial buildings exist along US-2 and a mix of old and new historic retail structures line Main Street.

Regulatory Context and Planning Framework

Washington State Growth Management Act

WAC 365-196-445.3.c lists "design" as an optional element that may be included within a jurisdiction's comprehensive plan, along with other relevant topics such as subarea plans, environmental protection, and historic preservation.

VISION 2050

Included here are the most relevant and helpful regional planning policies that might guide the development of the Community Design element moving forward:

MPP-En-5 Locate development in a manner that minimizes impacts to natural features. Promote the use of innovative environmentally sensitive development practices, including design, materials, construction, and on-going maintenance.

MPP-En-9 Enhance urban tree canopy to support community resilience, mitigate urban heat, manage stormwater, conserve energy, improve mental and physical health, and strengthen economic prosperity.

MPP-En-15 Provide parks, trails, and open space within walking distance of urban residents. Prioritize historically underserved communities for open space improvements and investments.

MPP-DP-1 Develop high-quality, compact urban communities throughout the region's urban growth area that impart a sense of place, preserve local character, provide for mixed uses and choices in housing types, and encourage walking, bicycling, and transit use.

MPP-DP-3 Enhance existing neighborhoods to provide a high degree of connectivity in the street network to accommodate walking, bicycling, and transit use, and sufficient public spaces.

MPP-DP-5 Identify, protect, and enhance those elements and characteristics that give the central Puget Sound region its identity, especially the natural visual resources and positive urban form elements.

MPP-DP-6 Preserve significant regional historic, visual, and cultural resources, including public views, landmarks, archaeological sites, historic and cultural landscapes, and areas of special character.

MPP-DP-9 Support urban design, historic preservation, and arts to enhance quality of life, support local culture, improve the natural and human-made environments, promote health and well-being, contribute to a prosperous economy, and increase the region's resiliency in adapting to changes or adverse events.

MPP-DP-10 Design public buildings and spaces that contribute to a sense of community and a sense of place.

MPP-DP-13 Allow natural boundaries to help determine the routes and placement of infrastructure connections and improvements.

MPP-DP-19 Develop and implement design guidelines to encourage construction of healthy buildings and facilities to promote healthy people.

MPP-H-2 Provide a range of housing types and choices to meet the housing needs of all income levels and demographic groups within the region.

MPP-EC-7 Foster a supportive environment for business startups, small businesses, locally owned and women- and minority-owned businesses to help them continue to prosper.

MPP-T-4 Improve the safety of the transportation system and, in the long term, achieve the state's goal of zero deaths and serious injuries.

MPP-T-16 Improve local street patterns – including their design and how they are used – for walking, bicycling, and transit use to enhance communities, connectivity, and physical activity

Snohomish County Policies

Development Pattern Policies

DP-13 The County and cities should integrate the desirable qualities of existing residential neighborhoods when planning for urban centers and mixed-use developments. Jurisdictions should adopt design guidelines and standards for urban centers to provide for compact, efficient site design that integrates building design with multimodal transportation facilities and publicly accessible open spaces.

DP-16 Jurisdictions should encourage the use of innovative development standards, design guidelines, regulatory incentives, and applicable low impact development measures to provide compact, high quality communities.

DP-34 Jurisdictions should design public buildings and spaces, transportation facilities, and infrastructure so they contribute to livability, a desirable sense of place and community identity.

DP-36 Jurisdictions should develop high quality, compact urban communities that impart a sense of place, preserve local character, provide for mixed uses and choices in housing types, and encourage walking, bicycling, and transit use.

DP-38 The County and cities should reduce disparities in access to opportunity for all residents through inclusive community planning and making investments that meet the needs of current and future residents and businesses.

Local Planning Vision

Sultan's existing comprehensive plan includes a Vision, adopted in 2004, that represents the community's collective aspirations for Sultan's future. Key points of that vision which are relevant to community design include the following:

- Maintain the city's small town character
- Emphasize the recreation opportunities outside the immediate community and within the city
- Improve the visual image (buildings, landscape, and streetscape)
- Diversify services so the shopping needs of Sultan residents can be met within the city
- Encourage small business
- Maintain the single-family character while recognizing the need to provide housing for all income ranges

Below are some of the planning directives from the current comprehensive plan that are most relevant to community design:

Downtown's future

- **Encourage new residential development.** Downtown's retail viability is a function of demand. By locating more of Sultan's residents within easy reach of downtown, the retail storefronts will have a larger demand base upon which they can rely.
- **Consider building design and placement along US 2** to improve the community's image and open up access to the Main Street commercial district. Development along the edge of US 2 can be considered a gateway to both the community of Sultan and to the central business district that lies behind it. Much of the existing development along the highway screens Main Street from the highway, ignoring the opportunity to have the two areas work

cooperatively. Likewise, some of the construction on Main Street turns its back to the highway.

- **Revise zoning and development standards** to both encourage investment in the downtown and to respect the likelihood of flooding there.

Outdoors access

- **Land-use strategies that discourage sprawl**. This and other policies urge Sultan to weigh expansion judiciously, favoring development onto lands capable and suitable for development – with the additional benefits of reducing automotive traffic and ensuring the vitality of its existing urban fabric.
- Support for the **conservation and preservation of critical areas**.
- Support for work protecting the **presence, function, and overall appearance of working farms** near Sultan, coordinating closely with Snohomish County to help keep agriculture viable in the Skykomish River Valley.
- **Integrating open space into development projects**. Sultan's growth will cause development to reach into sensitive environmental territory, providing the opportunity to incorporate those sensitive environmental elements into project design. Inclusion of these open spaces and the preservation of their functions and values will reinforce the community's commitment to the health and respect of its natural surroundings.

Employment

- **Expanding local business opportunity**, by collaborating with local businesses to adopt policies and suggest legislation to improve Sultan's business environment.
- **Integrating the natural landscape** into the manufacturing context, using it as an amenity to make these districts more attractive and as a buffer to separate residential areas from the noise and bustle of manufacturing and industrial uses.

Neighborhoods

- Ensuring that **new neighborhoods and infill projects are compatible** with the overall scale, architectural, transportation and public-space characteristics of Sultan's neighborhoods.
- Working to establish **"transition zones" between the highway frontage** near Rice Road and the tracts of land to the north, using this area to introduce higher-intensity housing within an easy walk of the commercial land uses likely to develop along the highway.
- **Encouraging mixed-use and or civic activity centers** where suitable. Traditional neighborhood patterns follow the logical, practical needs of residents within a convenient walking distance, usually measured as no more than five minutes from any given point. This pattern is rooted in Sultan's downtown, but there is room for more as the community considers how to accommodate its forecast population within the context of environmental constraints.

Local Design Regulations

The City of Sultan has various standards that dictate the design of streets, buildings, and public spaces. These regulations typically occur in Title 16 Zoning of the Sultan Municipal Code (SMC). Other relevant standards for streets and signs exist in Title 12 Streets, Sidewalks, and Public Places and Title 22 Sign Regulations.

- Ordinance No. 1260-17: Sultan adopts Snohomish County's Engineering Design Standards (EDDS).
- SMC 12.40 Complete Streets Policy
- SMC 16.12 Density
- SMC 16.20 Design Standards and Specifications
- SMC 16.26 Nonconformances
- SMC 16.32 Design Standards for the Urban Center and High Density Residential Zones
- SMC 16.34 Design Standards for Infill Development
- SMC 16.54-A Off-street parking Requirements
- SMC 16.58 Landscaping Standards
- SMC 16.62 Recreation and Open Space Standards
- SMC 22.06 Sign Standards

Strategic Plan and Vision 2021

Created through a collaboration with the University of Washington, this plan outlines an overall strategy to revitalize Sultan's downtown, with the use of community input. The following goals from that plan also contribute to community design:

Create a sense of place on Main Street

- Develop and adopt downtown Design Guidelines
- Implement a façade improvement program
- Build bike paths and increase walkability, prioritize alternative route from Sultan Basin
- Create an illumination plan

Invest now for the long-term

- Prioritize flooding solutions
- Explore tax increment financing
- Revise city code to a “form-based” code
- Purchase property for future development

Storefront Studio

Another collaboration with the University of Washington, the Storefront Studio, focused on improvements to existing parks and storefronts in the Downtown area. Part of those improvements included design strategies for mitigating floods and other natural hazards exacerbated by climate change, including:

- Permeable pavement
- Natural shading improvements
- Rain gardens / Bio-retention areas
- Public space drainage basins / sunken courts

Additionally, the following “enhancement strategies” were proposed as ideas for improving Sultan’s existing community assets:

- **Living Nature:** Sultan sits at the confluence of two rivers surrounded by lush forests and alpine mountains. By bringing more nature to Main Street, Sultan can reinforce its status as a town perfectly nestled among the natural wonders of the Pacific Northwest.
- **Supporting Community**: Sultan hosts community events such as the weekly Farmers’ Market which brings people together on Main Street. Building pedestrian focused streets and new amenities that serve people of all ages, abilities, and interests will continue to foster community.
- **Hosting Visitors:** Sultan’s yearly Shindig brings hundreds of visitors to Main Street for a summer celebration. Developing a wayfinding strategy will help visitors find their way around the city. Hosting impermanent/movable events is a great way to utilize undeveloped parcels for visitor attractions.

Housing Needs Assessment 2022

The following key findings come out of Sultan’s recent Housing Needs. Addressing each of them would in turn create impacts on community design:

- Sultan will need to increase its average rate of production of 23.4 units per year between 2010 and 2019 to around 54 units annually to meet its 2044 growth target.
- Accounting for the income distribution within the county, there is not enough housing for extremely low-income and moderate income and above households based on what they can afford (not be cost-burdened).
- For all existing gaps, an effort should be made to preserve the housing that is currently available at those price points.
- By comparing the household sizes and number of bedrooms provided in units in Sultan, there do not appear to be enough smaller units, which could provide sufficiently sized, more affordable housing options for smaller households.
- Most of Sultan’s housing stock is single family, the majority of which is three bedrooms.
- Most of Sultan’s households are one or two people.

History

Sultan's unique design characteristics are rooted in the rivers, forests, and plateaus that have shaped the historic development of the city. The confluence of the Skykomish and Sultan rivers was for generations the site of a village of the Skykomish tribe. The discovery of gold in the late 1800's by non-natives brought American settlers to the area, who within a few decades established several small industries and railroads along the Sultan River.

Early population growth and development primarily occurred within this original settlement, bounded by the Skykomish River to the south, the Sultan River to the west, and steep hills to the east. These flat lowlands provided unimpeded construction opportunities and proximity to Sultan's downtown and easy river access. However, this came at the cost of major flood risk, which became a reality several times over for the city.

Topographic challenges persist, and new residential development today occurs primarily along Sultan Basin Road, northeast of the historic central city on an elevated plateau. There is no direct connection from this area to the downtown and rest of Sultan, isolating these developments from the commercial core of the city.

Existing Design Context

Streetscapes

Highway/Arterial

U.S. Highway 2 is the primary connection between Sultan and the surrounding communities, providing access to the greater region for residents and a vital cross-state route for travelers. US-2 is also the only east-west connection across the city, and has one primary travel lane moving either direction and a central turn lane running most of the western part of the city. It acts as both a lifeline and a bottleneck, depending on the volume of out-of-town traffic passing through Sultan.

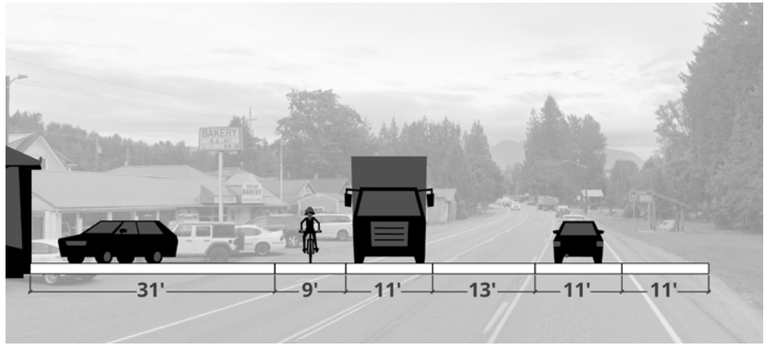


Figure CD II-1. Typical section of US-2 as it passes through downtown Sultan.

Google, 2023

While historically businesses in Sultan were oriented towards Main Street, the creation of US-2 and its subsequent travel boom has resulted in newer commercial development facing the highway instead. This has primarily taken the form of strip-style developments (e.g. Sultan Plaza) and long single-story buildings (e.g. Sultan Bakery). Gas stations and drive-up stands also dot the highway, catering to travelers passing through.

Parking lots for many of these businesses are little more than expanded shoulders for the highway, running directly parallel to US-2, without physical barriers, giving vehicles unhindered access off the highway. Pedestrians and cyclists who have little infrastructure of their own are then placed in danger as cars pull directly off US-2 and across their path.

A sidewalk runs along the northern edge of the highway, connecting pedestrians to the stretch of commerce from Old Owen Road to 6th Street. However, east of 6th the sidewalk becomes spotty, requiring pedestrians to walk along US-2 with no barrier between them and vehicle traffic. Any dedicated infrastructure disappears completely at Sultan Basin Road.

Sultan Basin Road and 339th Ave SE (Rice Road) run north-south, feeding US-2 as arterial roads. Like the highway, both have one primary travel lane for vehicles and intermittent pedestrian infrastructure.

Both the highways and arterials provide clear sightlines for drivers of forested, rural, and low-density commercial edges, and scenic vistas of the surrounding landscape. There are very few, if any, residences that directly face any one of them, and speed limits range between 35 and 40mph across each.

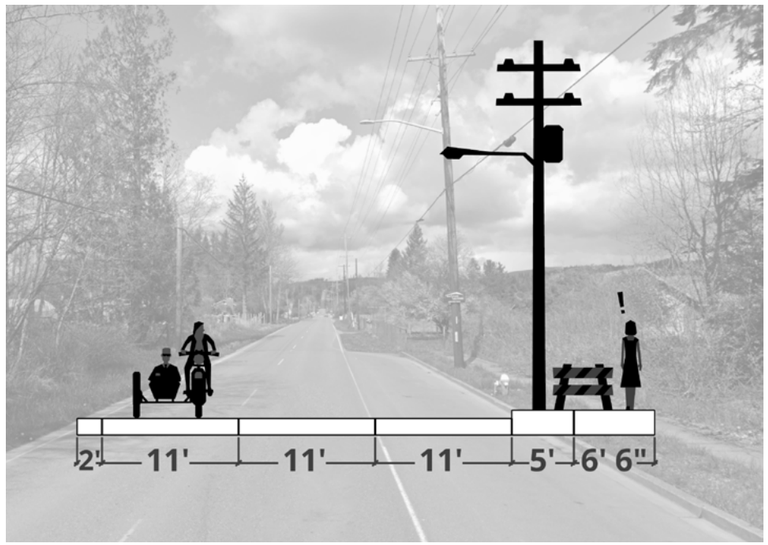


Figure CD II-2. Section view of Sultan Basin Road, where the sidewalk and shoulder disappear.

Google, 2023

Main Street

Sultan's Main Street is the historic commercial district of the city, running east-west just one block north of US 2. One- and two-story historic retail buildings line the western portion of Main Street, with detached residences making up much of the eastern half. The downtown area is a major civic hub and home to City Hall, the local police and county sheriff station, Sky Valley visitors center, museum, and the Sno-Isle library.

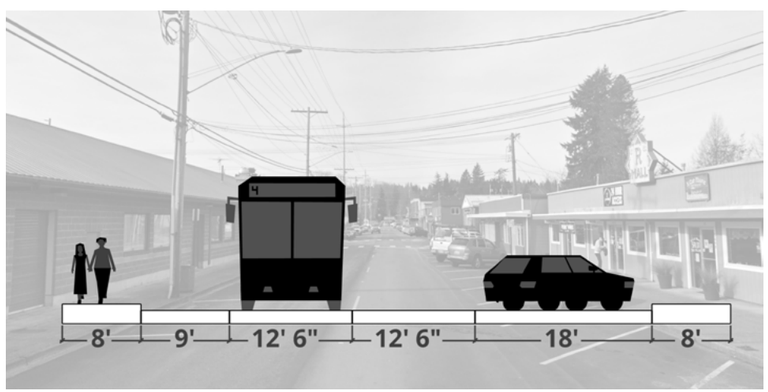


Figure CD II-3. A section of Sultan's Main Street

Google, 2023

Vehicle traffic is 25mph, one lane either way, separated by a dashed yellow line. Angled parking runs almost the full length of Main Street along the north side, and parallel parking along the south—both of which are rarely full. There are no stoplights along Main Street, and intersections are controlled by all-way stops with curb bulbs, curb cuts, and painted markers.

Main Street has sidewalks along both the north and south sides, but no dedicated bicycle infrastructure. Lighting is provided by overhanging streetlamps attached to utility poles along the south side of the road. The utility poles, located within the sidewalk, can sometimes present obstacles to pedestrians, though that varies based on the diameter of the pole.

Figure CD II-4. View looking westward from 8th and Main, in 2008, 2019, and 2023. Removal of the street trees and median increased the space available for cars at the expense of safety and attractiveness.

Google, 2023

Awnings are intermittent, and what few exist are found primarily along the north side of the street. Planters and small beds exist in limited quantities, and there are no street trees in the downtown area. Shade and protection from the elements is sparse.

There are few places to sit on Main Street: a picnic table outside the police station, a wood bench located a few feet off the sidewalk near the post office, a small bench in front of the Visitors Center, and a very small metal perch for people waiting at the 270/271 bus stop adjacent to City Hall. These seating stations potentially provide a temporary respite but do not support community gathering or lingering.

Overall, despite having the bones of an historically walkable retail and residential corridor, Main Street over time has developed into a vehicle-first area. Recent improvements to the pedestrian realm are primarily aesthetic, and compared to the existing historic structures, newer commercial buildings that run along Main Street such as Sultan Plaza and the O'Reilley Auto Parts are being oriented towards the highway, and not toward Main Street itself.

Contiguous residential

The closest Sultan has to a residential street grid exists in the western half of town, south of the high school and north of US-2. Some of these streets have painted center lines, most have sidewalks on one or both sides, and most have street parking. Although they are lower speeds, many of these streets are quite wide as a result, often 40 feet wide and occasionally even wider. These streets are the main form of circulation through the central part of the city, including access to the elementary, middle, and high schools.

Pedestrian facilities are primarily limited to sidewalks, crosswalks, and curb ramps. Coverage overall in the western portion of the city is excellent, though severely limited moving past the eastern edge of Main Street. In this older part of town, it's clear that neighborhoods were conceived with walking and easy access to downtown. There are some overhead lights dispersed over the street grid, but many are largely spaced out, and the lack of coverage overall does little to provide pedestrian and bicycle safety or comfort.

Figure CD II-5. Typical section of a street in Sultan's older neighborhoods.

Google, 2023

There are very few street trees or landscaping on these circulation streets, and what foliage does exist is primarily on private property. Between the wide streets and lack of greenery, both the pedestrian and vehicular realms are exposed and monotonous. Sultan's public realm would benefit from incorporating more of the natural beauty of its surroundings into the city itself.

Subdivision residential

Beyond the older, more gridded part of Sultan's streetscape are newer neighborhoods constructed in a traditional "suburban" style. As Sultan expanded beyond its early borders, the geographic features that limited earlier development had to be circumvented, giving rise to long spurs, private roads, culs-de-sac, and other street systems that created pockets of neighborhoods and subdivisions. Today, these subdivisions can be found both in the western portion of the city and up Sultan Basin Road, splitting off to the east.

Compared to the more contiguous street grid, these subdivision streets have smaller and more uniform setbacks than the rest of the city and are more likely to have street trees, creating a more pleasant walking experience within the subdivision itself. However, they can also at times be just as wide, and because of the sprawling layout of the city, are isolated from most amenities. Pedestrian paths leading out of the subdivision often give way to long, straight connector roads where street lighting and trees vanish, and sidewalks are not always a guarantee.

Figure CD II-6. A street section from a newer subdivision located north off of Sultan Basin Road.

Google, 2023

Particularly along Sultan Basin Road where most growth and new housing development is happening today, small subdivisions branch off Sultan Basin and create relatively intense pockets of suburban development. Between these pockets are rural and forested edges that often do not have dedicated pedestrian or bicycle facilities.

Public Space

Parks & recreation spaces

Sultan has over 150 acres of public park space, many of which have amenities like picnic seating and restrooms, as well as dedicated recreation opportunities such as play structures and sports facilities.

All of Sultan's public parks, including the playfields associated with the schools, are located west of 8th Street. While expansive, due to their location these parks do not serve new developments along Sultan Basin

Road as well as they do the rest of the city. The challenge faced by the city is to maintain and improve their existing parks where needed, while creating new public park space to serve future residents moving to this growing area.

Figure CD II-7. "Private parks" in Sultan's subdivisions put up signage that is unwelcoming to those from outside the neighborhood.

Framework, 2023

Trails

Sultan's trail system is a valuable asset for recreation and connectivity as the city develops. Most public trails can be found in Osprey Park and River Park. Private trails are more widespread and tend to be around or within new residential development.

Public trails are generally well-maintained, but some sections are at risk of flooding due to proximity to the Sultan River. The Sultan Evacuation Trail near Sultan High School is used for both pedestrians and emergency vehicles, and while new lighting has been added to this trail to aid visibility, the area's topography means the trail remains quite steep. Combined with lack of paving, overall the Evac Trail is not very pedestrian friendly or ADA accessible.

Community gathering spaces

There are few dedicated community gathering spaces. River Park is the location for numerous community events, including the Sultan Shindig and National Night Out, as well as the seasonal Farmers Market. The park has two sub-facilities—a small pavilion that is used for musical performers during large events and a community skate park.

Aside from River Park, Main Street is sometimes closed to vehicle traffic and used as a gathering place for other events such as the Sultan Car Show. However, aside from the facilities at River Park and Osprey Park, there is no other outdoor community gathering space that is used on a consistent basis. The City's recent acquisition of the property at 500 Alder Street, across from City Hall and behind Kiss the Sky Books, represents an opportunity to create a different kind of gathering space than exists today.

Buildings

Figure CD II-8. Sultan's west side has a variety of home styles including ranch style, cottage, and colonial.

Google, 2023

Existing residential types

Sultan's residential housing pattern can be characterized primarily as single-family detached homes—one to two stories in height, laid out in either a grid pattern or in irregular, isolated branches that split off from connector streets. Older housing stock is closer to downtown and tends to be single-story homes often in either a ranch or cottage style arranged in the familiar grid. Larger homes in this area tend to be two-story colonials. Most homes have driveways leading to attached garages, though large parcels often use their extra room for detached garage structures. Ample curb space provides consistent parking for those homes without dedicated garages.

Newer homes tend to be larger than older housing stock, primarily two stories in height, and sited further from the center of town. These homes resemble many others found in American suburbs and emphasize vehicular access with large garage doors and long driveway cuts fronting the street. While homes of this style can be found in the older, closer-in parts of Sultan, they are much less common. While these newer homes are often larger by square footage, subdivisions tend to have narrower parcels fronting the street, greatly reducing the distance between homes.

Figure CD II-9. Newer homes in Sultan, arranged on smaller parcels and in a rigidly constrained architectural style.

Everett Herald, 2022

Multi-family homes are much less common in Sultan, and those that do exist usually attempt to emulate the existing fabric as much as possible, in the form of duplexes, triplexes, or large townhomes. There are limited options for apartment-style homes, but some can be found in Mid-Town Sultan. However, this style of home tends to be available only for rent.

Figure CD II-10. A sixplex in downtown Sultan.

Zillow, 2023

Existing commercial types

Aside from the older, single-use buildings along US-2 previously mentioned, Sultan Plaza represents a typical strip-style commercial development. The Plaza fronts US 2 with two rows of parking and a planter strip. There is no sidewalk in front of this development, but those on foot can avoid the parking lot by walking directly in front of the businesses instead. The building is wrapped in brick and has sheet metal roof, which combine to give it a clean, if not impersonal aesthetic, and large square windows face US-2 and the parking lot. While the other side of the building directly interfaces with Main Street, that side is mostly flat brick with sparse windows, opaque roll-up doors, and only one pedestrian entrance, clearly denoting it as the "back" of the building. This configuration, facing the highway with little consideration for the pedestrian downtown, reinforces the importance of the vehicular realm, a pattern emulated by other businesses along US-2.

Figure CD II-11. Sultan Plaza's front (left) and rear (right). Note the lack of transparency to Main Street.

LoopNet, 2023

The Red Apple is the only fresh grocery in Sultan and is located inside a "big box" building with a large parking lot. Transparency from anywhere is virtually nonexistent, as corrugated metal is wrapped around the building facade. The size of the building and its corresponding parking lot requires a larger parcel than was available in the existing commercial core, so the grocery is relegated to the far west end of town. In this location, pedestrian and bicycle access is limited and uncomfortable as it requires taking a path adjacent to US 2 for about ¾ mile, much of which is unprotected by a guard rail. The sidewalk also ends just before it reaches Red Apple.

In contrast to the previous commercial buildings, Main Street businesses are a mixture of old and new historic retail structures, one or two stories tall with brick, stucco/plaster, or plank wood facades and traditional siding. Main Street itself being the most pedestrian-oriented district in Sultan, these businesses make use of their excellent transparency to the street, and a few have inset entryways that provide additional window frontage. Although the older retail spaces typically do not have their own dedicated parking lots, customers can use the angled parking on the north side of the street.

Figure CD II-12. Kiss the Sky Books is among the most distinctive places on Main Street. City Hall sits across the street.

Framework, 2023

Existing industrial types

Industrial buildings and companies in Sultan tend to be clustered near US 2, taking advantage of highway access for movement of goods, and are primarily located on the eastern side of the city (east of Sultan Basin Road). However, aside from the proximity to US 2, these facilities remain relatively isolated as the highway functions as the sole point of entry and exit. There are generally few if any pedestrian amenities surrounding these buildings, and while they can range in size, Sultan's industrial facilities have much larger footprints than the rest of the commercial buildings in the city.

Figure CD II-13. Single story sheet metal industrial buildings at the intersection of 339th and US-2.

LoopNet, 2023

Existing civic types

City Hall and Sultan's Visitor's Center face each other on Main Street. The building home to the Visitor's Center was constructed in 1928 and provides an historic anchor for the area while maintaining its original brick-and-mortar charm and simplicity. City Hall, built in 2000, emulates that character but provides updated facilities, and hosts a library and other civic functions within. Also clustered along Main Street are the Post Office and Police Station, and taken together these four buildings provide the only public seating in the Downtown district.

Clustered along 1st Street near Osprey Park are the Volunteers of America Sky Valley Community Resource Center and Sultan Food Bank, as well as the Boys and Girls Club of Sultan. The VOA campus is home to a senior center and food bank and provides social services including public showers and other resources for families in crisis and people experiencing homelessness. The campus is a 10 to 15 minute walk from the nearest bus stop (at City Hall downtown), so while not far, it is also not co-located near any other services or local government resources.

Figure CD II-14. The Sky Valley Community Resource Center.

Volunteers of America Western Washington, 2023

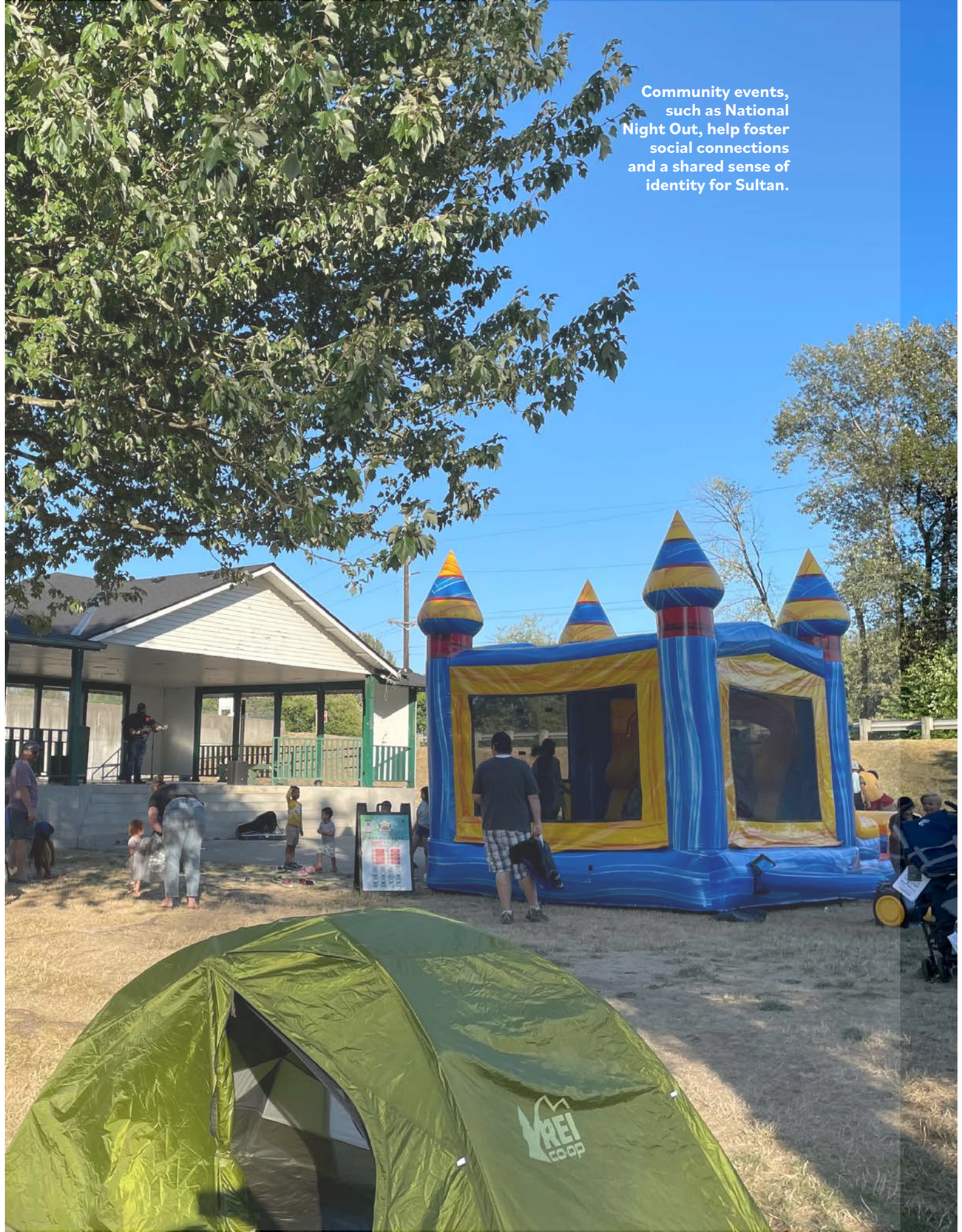
Sultan's elementary, middle, and high schools provide anchors for the wider community as well as for students, often hosting meetings, events, and recreational activities in their playfields. All three campuses are located in the older, gridded part of Sultan.

Defining Character

Sultan's streetscapes, public spaces, and buildings do not exist in isolation, however, and the interaction of these elements is what contributes to its "small town character," prized by many in the community.

Scale and Proportion: Sultan features smaller, more intimate building scales, and most buildings reach only two stories tall in most of the city. The downtown area especially maintains a focus on human-scale architecture, creating a cozy and inviting atmosphere. In the neighborhoods adjacent to Downtown, the homes are smaller and more traditional in style, making them feel familiar yet distinct from one another.

Architecture and History: Sultan's historic core also contains elements of the architectural styles that defined the city's history and cultural heritage. These vernacular designs give the downtown a timeless quality and include styles such as the Visitor's Center and Kiss the Sky Books with their original brick, and the false front architecture exhibited by the Cascade Health Clinic. Museums and cultural markers downtown further celebrate Sultan's history and heritage.



Community events, such as National Night Out, help foster social connections and a shared sense of identity for Sultan.

Pedestrian-Friendly Streets: Downtown Sultan and adjacent neighborhoods emphasize walkability with sidewalks, crosswalks, and pedestrian-scale streetscapes, due in part to Sultan's history that predates the dominance of the automobile. City blocks range between 250' and 300' in length, making them attractive for mixed and diverse uses while providing an interesting visual and textural landscape for those on foot. Ultimately, this walkability encourages residents and visitors to stroll, shop, and interact more than they would in disconnected and unfriendly streets.

Local Businesses: Locally-owned shops, restaurants, and service providers are prized by the community, and keeping them economically sustainable is a priority.

Public Spaces: Sultan's parks provide places for community gatherings and recreation, and River Park's proximity to downtown makes it an ideal location for many of these events. These are places for everyone, which helps to create a friendly and welcoming atmosphere.

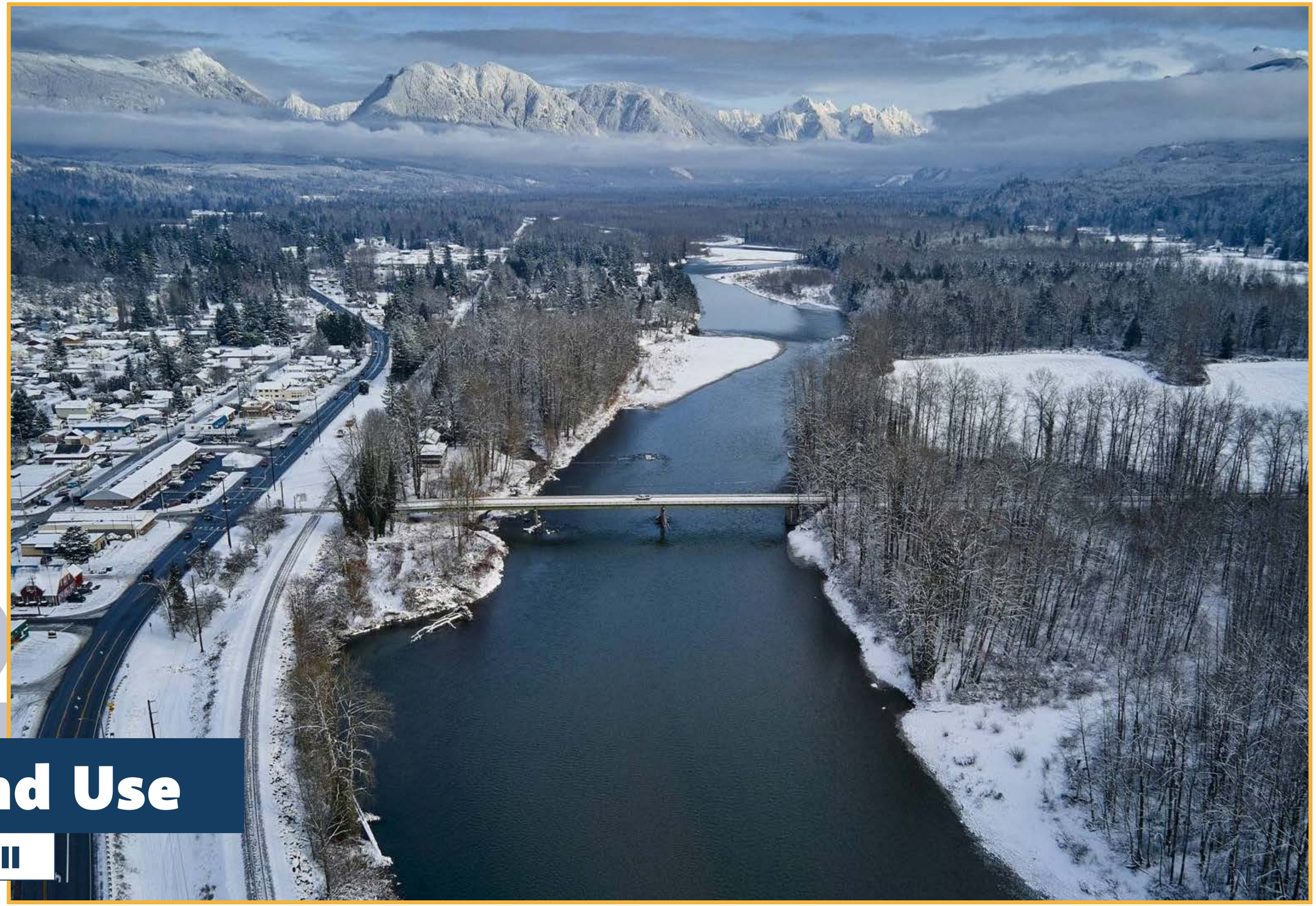
Natural and Scenic Beauty: Natural features, such as the scenic views of the mountains, confluence of the rivers, and surrounding forests define much of Sultan.

Sense of Community: The sense of community is a fundamental aspect of Sultan's character. Community involvement and engagement in planning and decision-making processes is critical, and residents have a say in shaping their town's future. Residents have strong social connections and a shared sense of identity.

Taken together, these elements combine to create Sultan's "small town character." They emphasize local traditions, foster a strong sense of community, and reflect the physical, historic, and geographic elements that distinguish Sultan from larger urban centers in the Puget Sound.

Summary

Sultan's unique community design is shaped by its historical development, geography, and values. Neighborhoods can vary greatly in both age and form—largely due to history, topographic separation, and a lack of paths bridging east and west. Continued subdivision sprawl to the north may contribute this separation without creating additional connections between neighborhoods. However, its historic elements, natural beauty, and strong sense of community remain Sultan's biggest assets, and embracing its "small town character" could contribute vitality and a stronger sense of identity to the city.



02

Land Use

Volume II

Land Use

Overview

The Land Use Element is the foundation of the Comprehensive Plan and has wide-ranging implications for many other plan elements. The City of Sultan must continue to demonstrate that it can provide necessary services to accommodate growth and development anticipated in the Land Use Element such as parks and open space, capital facilities, and utilities. Other important issues such as housing types and affordability, protection of natural and critical areas, and transportation are directly impacted by this element. Zoning and development standards must be consistent with the Comprehensive Plan and directly influence development outcomes to achieve the vision and goals of the Plan.

This Volume II document provides technical background information that supports the goals, policies, and programs in Volume I of the Land Use Element.

Planning Area

Sultan has a planning area of approximately 2,246 acres, which includes all land and water area within the City limits (2,123 acres) and land within the Urban Growth Area (123 acres), as illustrated by Figure LU II-1.

Summary of Land Use Conditions and Trends

Figure LU II-2 shows the historical Future Land Use Map adopted during the last comprehensive plan update in 2015. This map largely mirrors the City's existing zoning map, which was last updated in 2022. Figure LU II-3 shows that, prior to the 2024 Comprehensive Plan update, Sultan was predominantly planned for single-family land use (17% Low Density Residential and 23% Moderate Density Residential), followed by Highway Oriented Commercial (32%). These numbers are derived from a GIS analysis of Figure LU II-2 using a methodology consistent with others found in this plan including for existing land use.

Figure LU II-1.
Planning Area

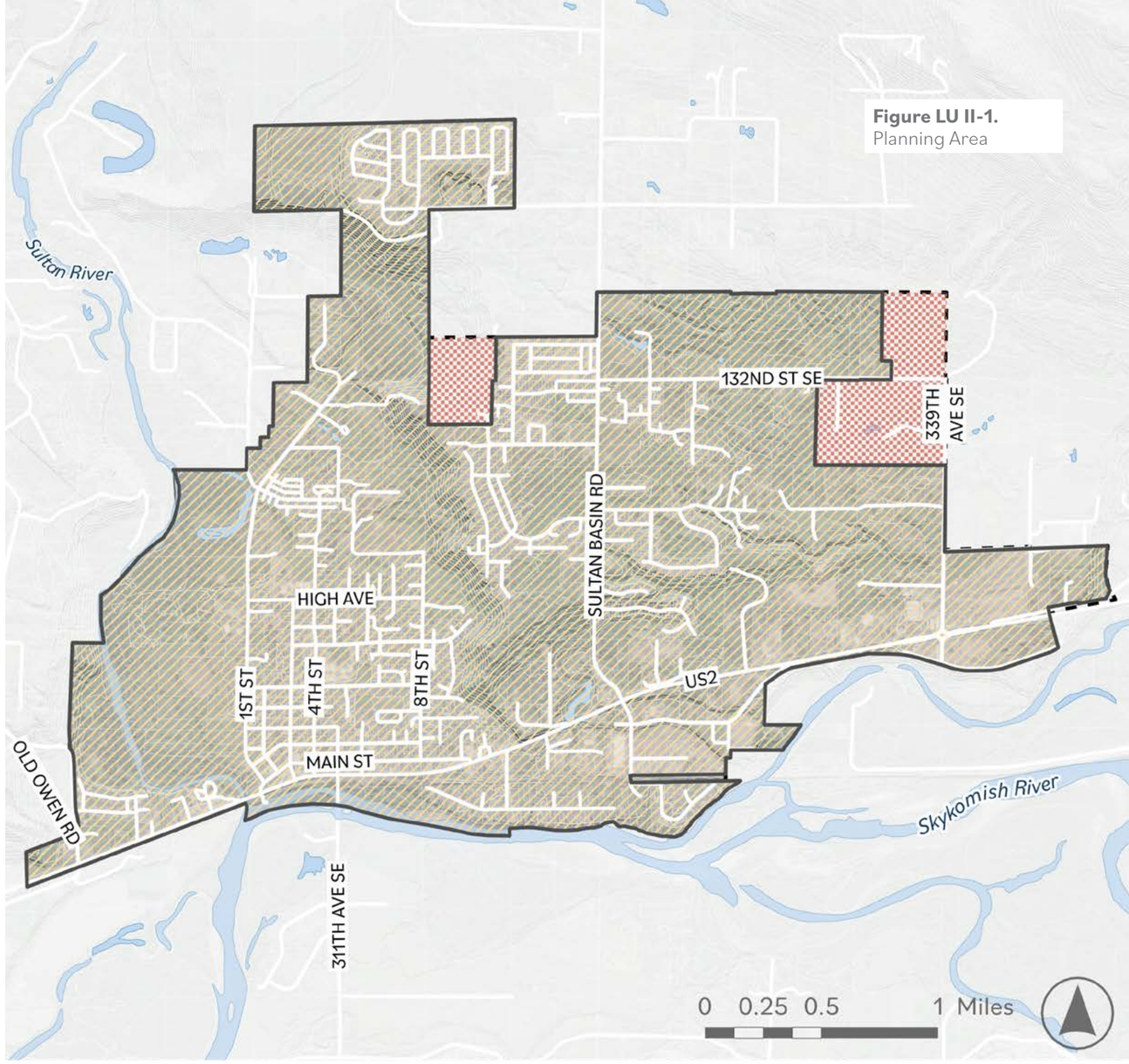
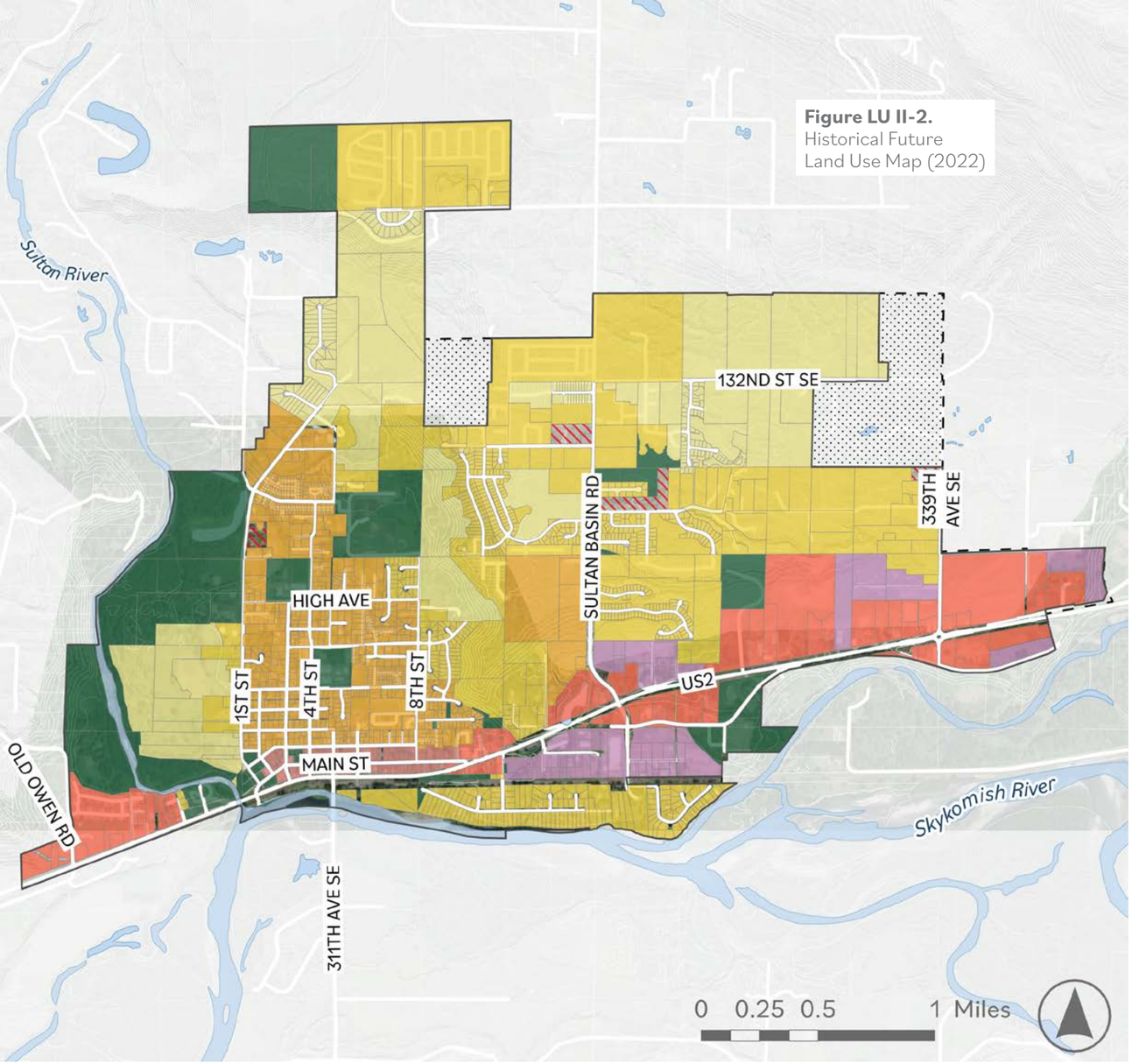


Figure LU II-2.
Historical Future Land Use Map (2022)



Future Land Use Designation	Parcel Acreage	
	Acres	Percent of City Limit
Low/Moderate Density	553	17%
Moderate Density	736	23%
High Density	452	14%
Urban Center	18	1%
Neighborhood Commercial Overlay	19	1%
Public & Institutional Overlay Zone	314	10%
Highway Oriented Development	1,026	32%
Economic Development	107	3%
Total	**3,225**	

Figure LU II-3.
Proportion of Historical Future Land Use Designations (Based on 2022 Zoning Map)

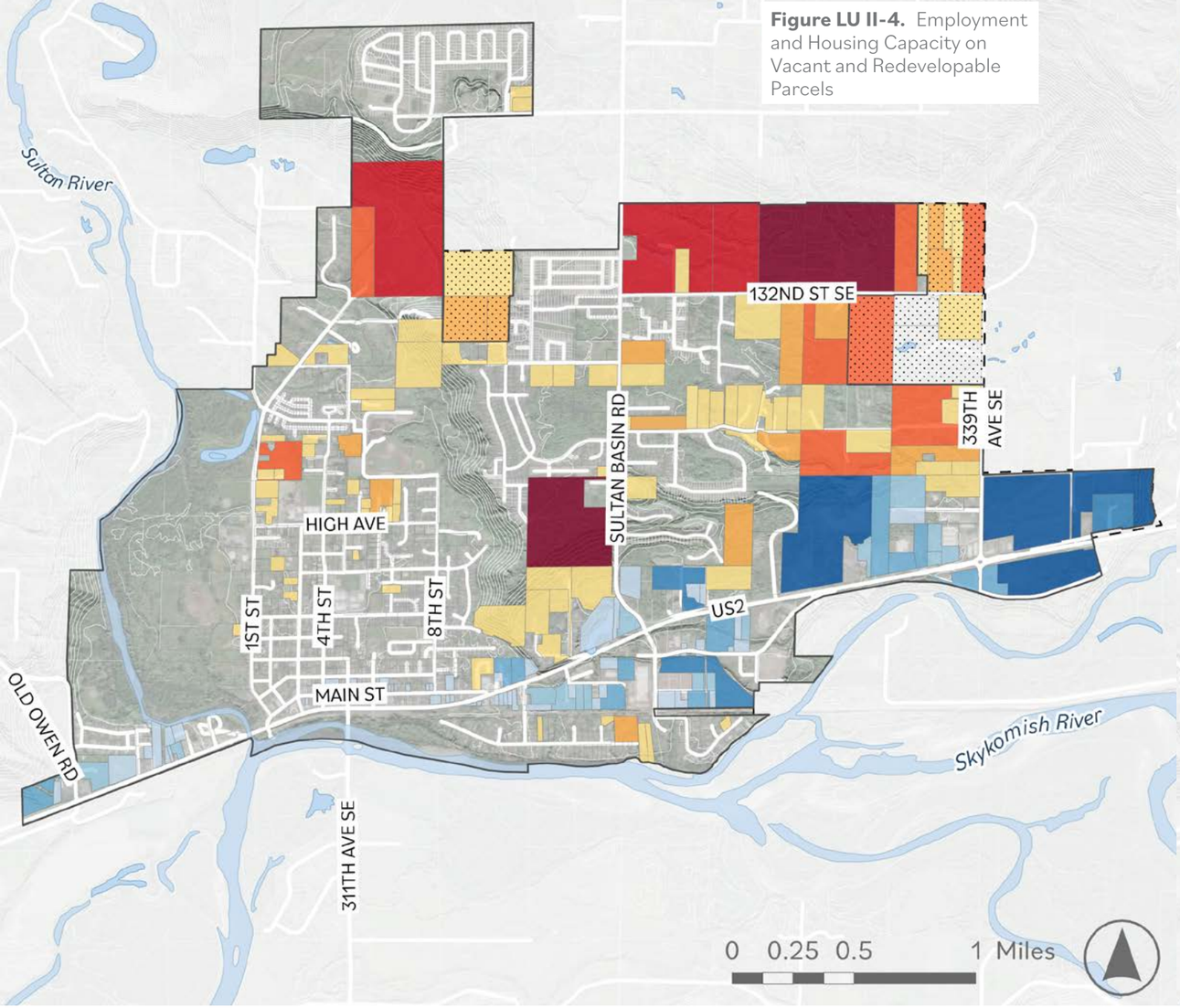
Housing and employment targets set by Snohomish County heavily influence the future of land use in Sultan. Housing growth targets for 2044 are attainable based on existing capacity (see Figure LU II-4 and LU II-5); however, some land use and zoning changes are necessary to accommodate the County's affordable housing allocation—which disaggregates the growth target by income band. Minor zoning tweaks also address the deficit in parcel capacity to meet the 2044 employment targets. Changes to the Future Land Use Map (Figure LU II-6) and corresponding capacity estimates for the 2024 Plan update are described in the 2044 Growth Strategy section below.

Figure LU II-5. Growth Targets and Capacity Estimates

Targets and Capacities	Housing		Employment	
	Sultan City	Sultan UGA	Sultan City	Sultan UGA
Growth Target (2020-2044)	1425	73	1329	1
Parcel Capacity (2019)	1335	193	1247	0
Initial Capacity Surplus/ Deficit	**-90**	**120**	**-82**	**-1**
Permits (2020-2023)	596	0	0	0
Remaining Growth Target	829	73	1329	1
Parcel Capacity (2023 adjusted)	975	193	1355	0
Adjusted Capacity Surplus/ Deficit	**146**	**120**	**26**	**-1**

Snohomish County; Framework, 2023

Figure LU II-4. Employment and Housing Capacity on Vacant and Redevelopable Parcels



Housing Capacity

- 0 - 1 units
- 2 - 12 units
- 13 - 26 units
- 27 - 60 units
- 61 - 128 units
- 129 - 199 units

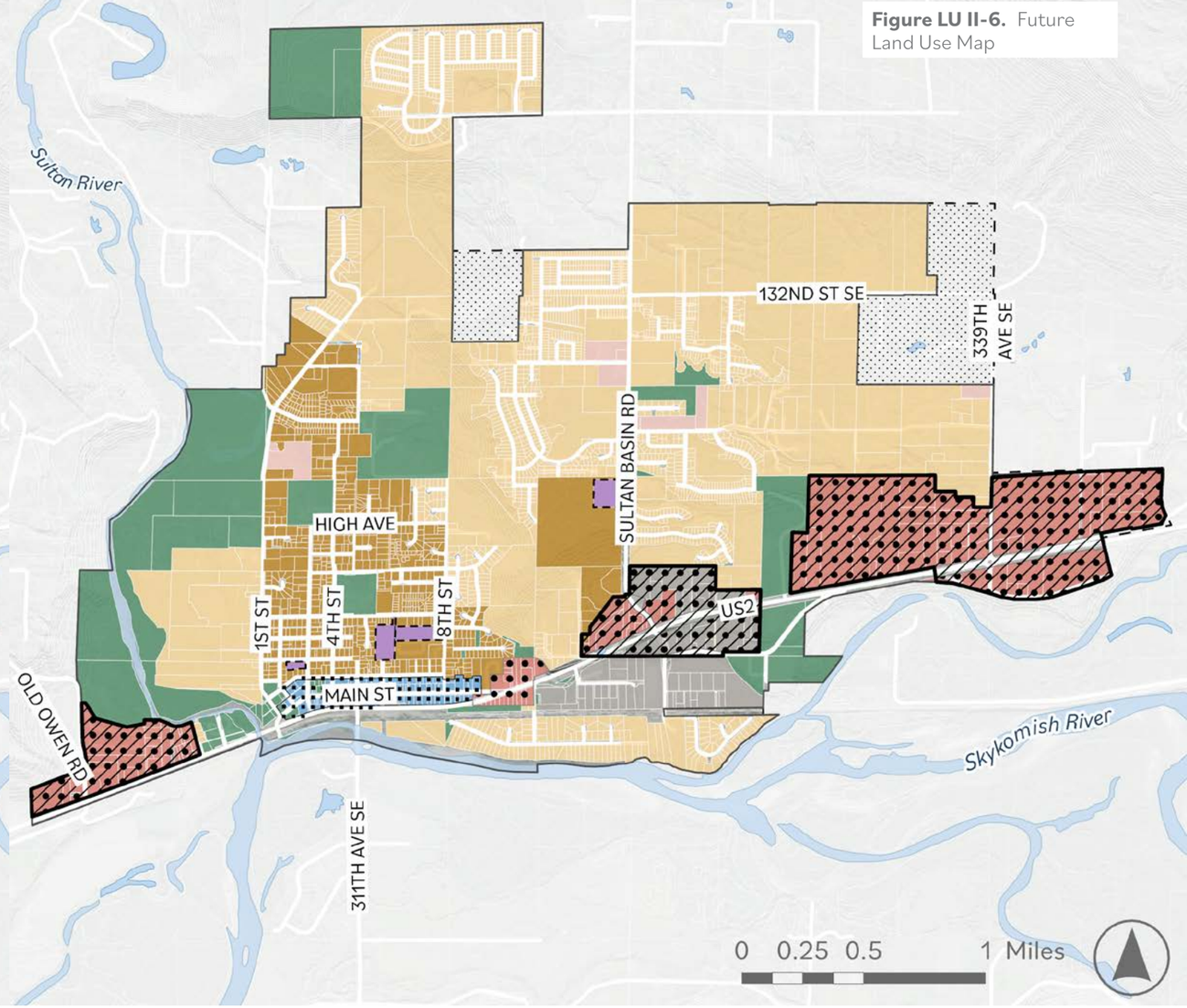
Employment Capacity

- 0 - 1 jobs
- 2 - 8 jobs
- 9 - 18 jobs
- 19 - 37 jobs
- 38 - 81 jobs
- 82 - 202 jobs

- Unincorporated
- City Limit
- Sultan UGA

Note: This figure is based on 2021 Buildable Lands Data for Snohomish County. Parcel capacity has been removed based on development that has occurred since the Buildable Lands Data was collected.

Figure LU II-6. Future Land Use Map



Future Land Use Designations & Overlays

- Neighborhood Residential
- Compact Residential
- Neighborhood Hub
- Urban Center
- Mixed-Use Corridor
- Manufacturing
- Public/Institutional
- Religious-Owned Parcels
- Potential Subarea
- 3 Story Overlay
- 4 Story Overlay
- Unincorporated
- City Limit
- Sultan UGA

Key Findings

- **Sultan has sufficient parcel capacity for housing in general, but not for its affordable housing allocation and employment targets** – Based on Snohomish County buildable lands data compiled in 2021 and local permit data for 2023, Sultan has enough zoned development capacity to absorb county-mandated targets for 902 new homes but will require land use and regulatory changes to accommodate lower-income housing and 1,330 new jobs.
- **Single-Family Residential is the predominant land use** - Single-family residential makes up 62 percent of Sultan's existing land uses. This trend is expected to continue given the new permits for single-family residences.
- **Limited opportunities exist for commercial and mixed-use development outside the US-2 corridor and downtown** – Current zoning concentrates non-residential uses along US-2 and in downtown but provides few opportunities for commercial and mixed-use development in Sultan's neighborhoods where most residents live.
- **Outdated land use regulations** – Zoning and development standards should be updated to align with community planning priorities.
- **US-2 remains auto-oriented and lacks non-motorized infrastructure** - Land use and transportation/streetscape improvements should be better aligned along US-2 and Sultan's larger streets like Sultan Basin Road.

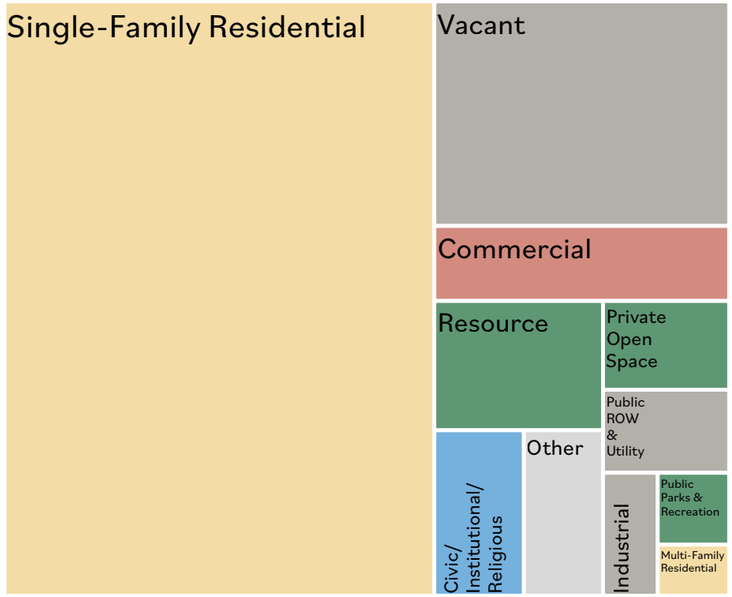


Figure LU II-7. Existing Land Use Makeup, 2023

Snohomish County; Framework, 2023

Regulatory Context and Planning Framework

Washington State Growth Management Act

The Growth Management Act (GMA) establishes 13 overarching planning goals (RCW 36.70A.020) to guide local jurisdictions in future visioning and in developing plans, regulations, programs, and budgets to implement that vision. The 13 planning goals are summarized below:

- Guide growth in urban areas
- Reduce sprawl
- Encourage an efficient multi-modal transportation system
- Encourage a variety of housing types including affordable housing
- Promote economic development
- Recognize property rights
- Ensure timely and fair permit procedures
- Protect agricultural, forest, and mineral lands
- Retain and enhance open space, protect habitat, and develop parks and recreation facilities
- Protect the environment
- Ensure adequate public facilities and services
- Encourage historic preservation
- Foster citizen participation

The most relevant goals for Sultan's land use plans include focusing growth in urban areas, reducing sprawl, promoting economic development, and protecting the natural environment.

The land use element is a central part of the Sultan Comprehensive Plan and the implementation of GMA land use element requirements (as per RCW 36.70A.070(1):

A land use element designating the proposed general distribution and general location and extent of the uses of land, where appropriate, for agriculture, timber production, housing, commerce, industry, recreation, open spaces, general aviation airports, public utilities, public facilities, and other land uses. The land use element shall include population densities, building intensities, and estimates of future population growth. The land use element shall provide for protection of the quality and quantity of groundwater used for public water supplies. Wherever possible, the land use element should consider utilizing urban planning approaches that promote physical activity. Where applicable, the land use element shall review drainage, flooding, and stormwater runoff in the area and nearby jurisdictions and provide guidance for corrective actions to mitigate or cleanse those discharges that pollute waters of the state, including Puget Sound or waters entering Puget Sound.

VISION 2050

The Puget Sound Regional Council developed VISION 2050 as a regional framework for growth and multi-county planning policies in alignment with the GMA. VISION 2050 presides over the central Puget Sound region.

Sultan joins 42 "Cities and Towns" under this framework, which are described as:

> *Cities and Towns provide important housing, jobs, commerce, and services in their downtowns and local centers. The region's 42 Cities and Towns are expected to accommodate relatively less growth than historical trends and remain relatively stable for the long term (...) Their locally-designated city or town centers provide local job, service, cultural, and housing areas for their communities. These local centers should be identified in local comprehensive plans and become priority areas for future investments and growth at the local level.*

VISION 2050 also indicates that "Cities and Towns in Snohomish and Pierce counties are expected to accommodate a relatively higher share of their countywide growth compared to King and Kitsap counties."

Snohomish County Policies

Countywide planning policies (CPPs) address a range of growth management topics at the county level. Sultan's land use policies must be consistent with the 2021 CPPs for King County, ratified April 6, 2022. The most relevant CPPs addressing land use are found in the Development Pattern Chapter; however, other notable policies are found in the Environment Chapter and Economic Chapter. A summary of key CPPs is below:

General Framework Policies:

- GF-3 Decisions on land use, transportation, and economic and social infrastructure should consider impacts on climate change and provide solutions to reduce greenhouse gas emissions. Solutions should emphasize:
  - a. Integrated planning;
  - b. Adaptive management;
  - c. Efficiency and resiliency; and
  - e. Minimize the need for air quality treatment by minimizing emissions.

Joint Planning Policies:

- JP-4 The County and cities shall develop comprehensive plan policies and development regulations that provide for the orderly transition of unincorporated Urban Growth Areas (UGAs) to incorporated areas in UGAs. Mutual agreements may be utilized to address governance issues and expedite the transition.

Development Pattern Policies:

- DP-5 The County and cities shall adopt comprehensive plans and development regulations (RCW 36.70A.040). In Urban Growth Areas (UGAs), such plans and regulations shall:
  - a. Achieve urban uses and densities;
  - b. Provide for urban governmental services and capital facilities sufficient to accommodate the broad range of needs and uses that will accompany the projected urban growth; and
  - c. Permit the urban growth that is projected to occur in the succeeding twenty-year period (RCW 36.70A.110(2)).
- DP-6 City and County comprehensive plans should locate employment areas and living areas in close proximity in order to maximize transportation choices, minimize vehicle miles traveled, optimize the use of existing and planned transportation systems and capital facilities, and improve the jobs-housing balance.
- DP-11 Consistent with the Regional Growth Strategy and growth targets in Appendix B, the County and cities should encourage higher residential densities and greater employment concentrations in Urban Growth Areas by revising development regulations and incentive programs as appropriate.
- DP-15 The County and cities should adopt policies, development regulations, and design guidelines that allow for infill and redevelopment of underutilized lands and other appropriate areas.
- DP-19 City comprehensive plans should have policies on the annexation of areas within their unincorporated Urban Growth Area and/or Municipal Urban Growth Area.
- DP-39 The County and cities should include measures in comprehensive plans, subarea plans, and development regulations that are intended to reduce and mitigate the impacts of displacement on marginalized residents and businesses as a result of development and redevelopment, particularly in regional, countywide, and other urban centers.
- DP-41 The County and cities should adopt policies that create opportunities for:
  - a. Supporting urban food production practices, distribution, and marketing such as community gardens and farmers markets; and
  - b. Increasing the local agricultural economy's capacity to produce, market, and distribute fresh and minimally processed foods.

- DP-42 The County and cities should conserve designated industrial land for future industries and related jobs by:
    - a. Protecting industrial land from encroachment by incompatible uses and development on adjacent land;
    - b. Discouraging non-industrial uses on industrial land unless such uses support and enhance existing industrial land uses; and
    - c. Discouraging conversion of industrial land to other land use designations unless it can be demonstrated that a specific site is not suitable for industrial uses.

Housing Policies:

- HO-14 The county and cities should incentivize and promote the development and preservation of long-term affordable housing through the use of zoning, taxation, and other tools, including height or density bonuses, property tax incentives and parking requirement reductions. The incentives should apply where feasible to encourage affordable housing

Economic Development and Employment Policies:

- ED-9 As appropriate, the County and cities should adopt plans, policies, and regulations that preserve designated industrial, commercial, agricultural, and resource land base for long-term regional economic benefit.
- ED-11 In cooperation with school districts, other education providers, and each other, jurisdictions should ensure the availability of sufficient land and services for future K-20 school needs, and support high-quality education and job training resources for all residents, such as a 4-year university or technical college in Snohomish County.

Natural Environment and Climate Change Policies:

- CC-7 Jurisdictions should consider rising sea level by planning for the siting of new and relocation of existing essential public facilities and hazardous industries to areas that are outside the 500-year floodplain.

Local Planning Policies

Sultan's existing comprehensive plan, adopted in 2011, includes amendments made in 2015 and 2019. It sets out the following select goals in response to land use issues and opportunities identified by the public:

- Goal LU 1 Create an effective land use management process to guide the city's population growth in a manner that endeavors to maintain or improve Sultan's quality of life, and unique character.
- Goal LU 2 Coordinate and cooperate with regional jurisdictions and agencies on rural transition areas, essential public facilities, and annexations.
- Goal LU 3 Establish land use patterns that encourage one or more central places as locations for more compact, mixed-use development. (MPP DP-11)
- Goal LU 4 Provide active and diverse industrial centers that promote economic growth, provide family wage jobs and meet the 20-year employment growth targets set by Snohomish County Planning Policies.
- Goal LU 5 Maintain a realistic balance between the land's capability and Sultan's ability to provide urban services.
- Goal LU 6 Define a pattern of urban development that is recognizable, provides an identity, and reflects Sultan's character, values and opportunities.
- Goal LU 7 Blend new land uses with the features and characteristics that have come to be valued from past developments of Sultan's manmade environment. (LU 7 was DP 1)
- Goal LU 8 Create local visual identities and interests, retain natural landscape features, and generally develop a quality urban environment. (LU 8 was DP 2)
- Goal LU 9 Recognize that the well-being of all Sultan residents is affected by the built environment, land use, density, transportation strategies and street design.
- Goal LU 10 Support innovative techniques in land use planning to create mixed-use central places and a vibrant sustainable economy which preserves our natural resources.

History

The history of Sultan traces back to the Skykomish Tribe, who had a permanent village along the confluence of the Sultan and Skykomish rivers. The City's location is historically important to the community, first as a native American village and then as a mining, and eventually, a logging community.

Sultan's inception and a surge in its population occurred when white, non-native settlers drew to the Skykomish Valley after the discovery of Gold in 1869, followed by the unearthing of a lucrative vein in 1878. In 1885, fifty settlers signed a petition to establish a post office for 'Sultan City', and their request was accepted. The name 'Sultan' is an anglicized version of the Chief's name at the time, Tseul-tud, also known as Tseul-Dan.

With the Great Northern Railway track construction in the 1890s, Sultan City became the site of a railroad supply station, overcoming challenges of the economic Panic of 1893. The city shortened its name to Sultan, and through the success of its newly established Millsite and Improvement Company, enticed new businesses, transitioning from a mining town to a logging town. By 1905, the town's population had grown to about 400, leading to its incorporation as a town of the fourth class.

Sultan's early industries included logging, shingle mills, mining, and a state fish hatchery. The city experienced downsizing in the 1920s due to economic challenges resulting from the increasingly stiff competition within the lumber industry in Snohomish County. In 1920, after an economic collapse due to World War I, the people of Sultan voted in favor of reducing the size of the city. The Population grew from 820 in 1952 to 1,110 in 1970, as the town again expanded its boundaries through a series of annexations. By 1998, Snohomish County was one of the fastest growing counties in the state with new residential and businesses replacing farms and logging operations.

A notable event in Sultan's history was the Sky River Rock Festival in 1968, attracting thousands of attendees, though local officials did not plan to repeat the event in subsequent years. In recent times, Sultan has become a hub for outdoor enthusiasts, located near various wilderness areas and experiencing population growth. Sultan's strategic location near Seattle and Stevens Pass, along with being on US Highway 2, has made it into a hub for outdoor enthusiasts, catering to hikers, climbers, boaters, and campers exploring the nearby wilderness areas and national forest. By 2010, the town's population had surged to 4,651.

Surrounding Land Uses

Sultan is in direct proximity to two cities via US-2: Monroe to the West and Startup to the East. The immediate area around Sultan is predominantly characterized by green landscapes and various natural features. These include tree-covered areas managed by the Department of Natural Resources on the North, Sultan River and Rudolf Reese Park to the West, Skykomish River and expansive forest to the South, and small agricultural lands on the East.

Existing Land Uses

Sultan's existing land use pattern is dominated by single-family residential (62%) and vacant parcels (14%). Natural resources also make up a sizable portion of the city's total land area, along with commercial, civic, institutional, and religious uses. Although these categories follow single-family residential parcels in land area, the gap between them and others is substantial.

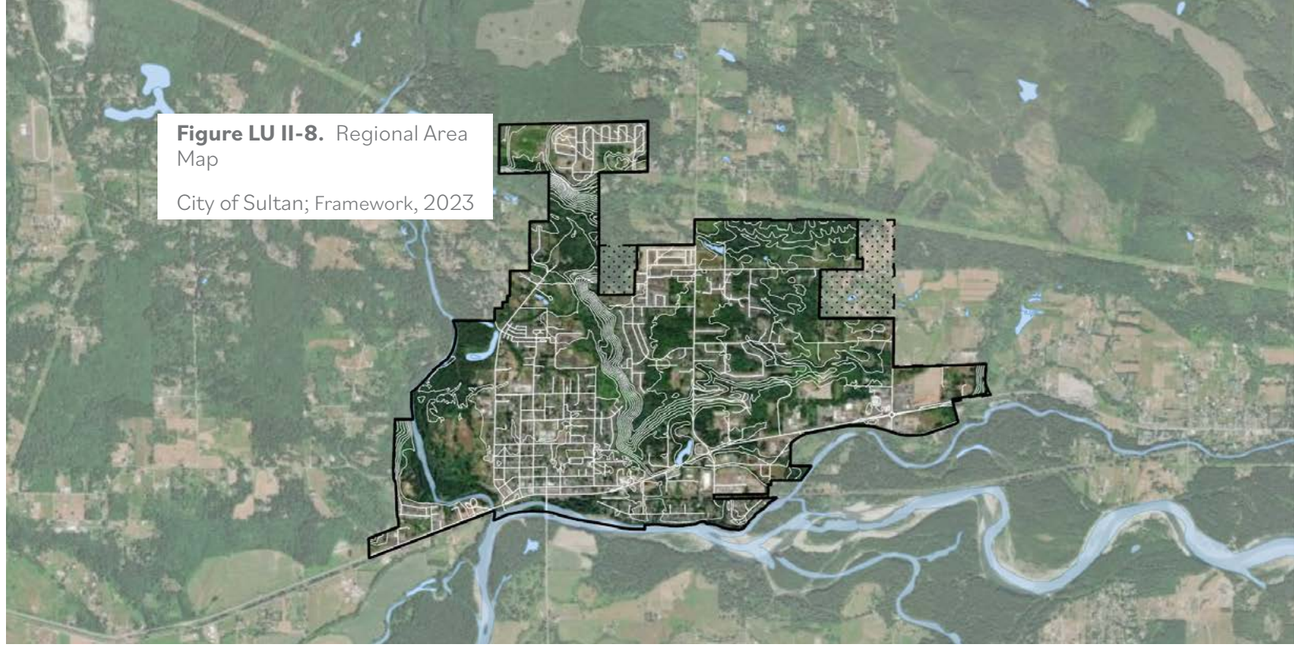


Figure LU II-8. Regional Area Map

City of Sultan; Framework, 2023

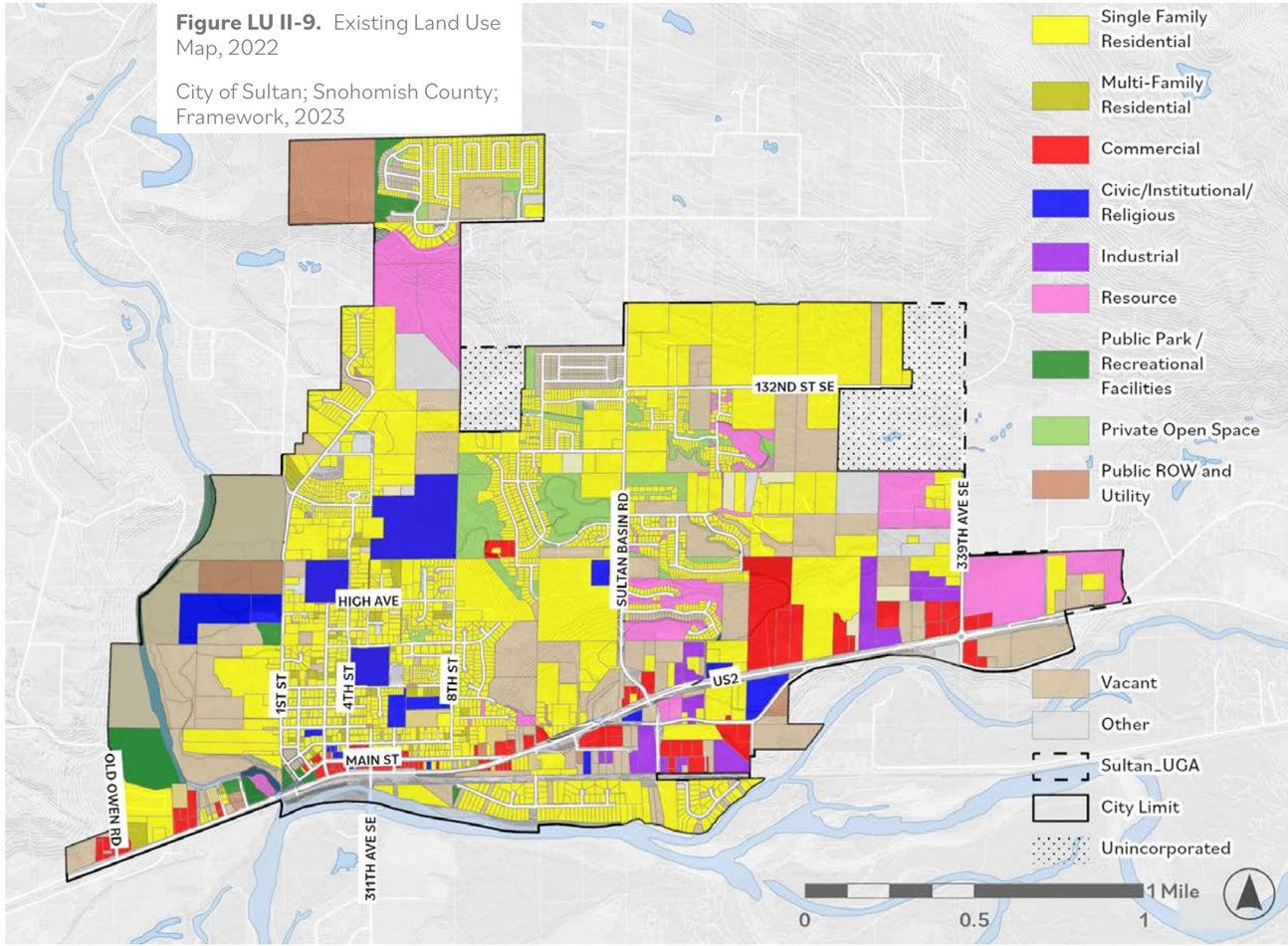


Figure LU II-9. Existing Land Use Map, 2022

City of Sultan; Snohomish County; Framework, 2023

The planned land use established by the historical future land use map (see Figure LU II-2) reinforces much of the same pattern of existing uses today, dominated by single-family and highway-oriented commercial. The areas of focus in past and ongoing planning efforts are Sultan's Urban Center (Downtown) and the US-2 Corridor.

Figure LU II-10. Multi-Family Development

Google, 2023

Areas and Districts

Figure LU-II 11 shows the two planning areas identified in Sultan's existing comprehensive plan: Urban Center (Downtown), and Highway Oriented Commercial (US-2 Corridor). The US-2 Corridor has been split into two segments to the east and west of Downtown. The West Commercial Node has been added as a third planning area as part of this update.

Sultan's zoning districts mirror what is designated in the existing future land use map. The purpose statements listed below are derived from the Sultan Municipal Code and outline the requirements and intended functions of the existing zoning categories. Figure LU-II 12 shows simplified dimensional standards for each district.

- **Low Density Residential (LDR):** To provide for low density (4.5-plus units per acre) residential development of single-family and accessory dwelling units and other uses associated and accessory to large lot, low density residential development, with development patterns that provide for private yards and larger detached houses.
- **Moderate Density Residential (MDR)**: To provide for moderate density (six to nine units per acre) residential development of duplex, zero lot line attached dwelling, single-family and accessory dwelling units and other uses associated and accessory to small yard, moderate density residential development, with development patterns that provide for more affordable detached and duplex housing.

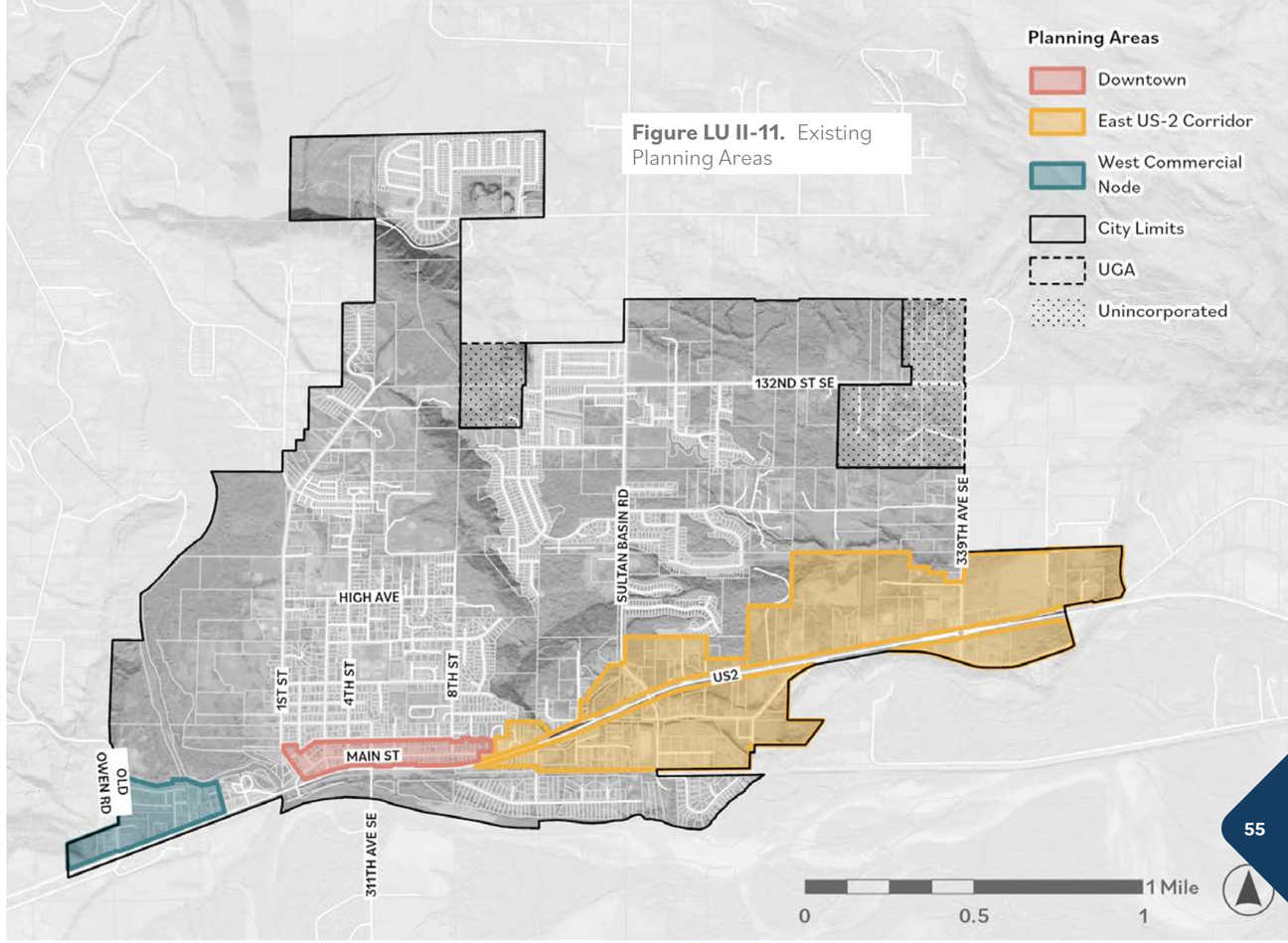


Figure LU II-11. Existing Planning Areas

- **High Density Residential (MDR):** To provide for high density (nine to 24 units per acre) residential development of multifamily, two-family and single-family dwelling units and other uses associated with and accessory to common yard, high density residential development, with development patterns that provide for the greatest range of affordable housing options.
- **Neighborhood Commercial (NC):** To provide for convenient location of small-scale commercial uses similar to home occupations and primarily serving local residents, thereby reducing longer vehicular trips and traffic congestion on city streets and encouraging pedestrian and nonmotorized modes of transportation. Neighborhood commercial zones are intrinsically small nodes (less than five acres in size), interspersed within larger residential zones (not closer than one mile from each other).
- **Urban Center (UC):** To provide a mixed-use downtown for high density residential, commercial, office, and other central business district functions supported by a full range of pedestrian-oriented activities and urban services to establish a close-knit urban center.

- **Highway-Oriented Commercial (HOC):** To provide a more intensive commercial zone that can accommodate large scale, automobile-oriented activities along Route 2.
- **Manufacturing (M):** To provide for manufacturing and other industrial activities that may have associated adverse environmental impacts such as noise, lighting, odor, vibration, and hazardous waste.
- **Public Buildings, parks and open spaces (PB/P/OS):** to recognize public places and provide zoning safeguards for properties devoted to public uses and uses that take place in a wide distribution and variety of zones throughout the Sultan community. The zone is applicable to property owned or managed by governmental agencies, special purpose districts, and privately owned open space preservation. This purpose is accomplished by:
  - Providing a zone in which uses serving public needs and critical area preservation may be located with attention to the specific needs of such uses throughout the community.
  - Identifying publicly owned and privately owned land uses with special zoning limitations.
  - Protecting adjacent properties from potential impacts of public uses, natural hazards, and critical area/open space preservation.
  - Placement of this zone on properties owned, managed, used, or intended to be used by public agencies such as schools, government facilities, social services, hospitals, libraries, special purpose districts, etc.

Figure LU II-12. Select Land Development Dimensional Regulations

Standards	LDR	MDR	HDR	NC	UC	HOC	M	PB/P/OS
Maximum Density (units/ac)	5	8 - 10	10 - 24	10 - 24	10 - 24	24	N/A	N/A
Minimum Lot Area (sqft.)	8,600	4,500	3,600	5,000	5,000	8,000	10,000	10,000
For a Duplex	N/A	10,000	6,000	6,000	7,000	N/A	N/A	N/A
For a Multi-Family Dwelling	N/A	N/A	8,000	8,000	8,000	8,000	N/A	N/A
Minimum Lot Width	70 ft.	50 ft.	40 ft.	50 ft.	40 ft.	50 ft.	70 ft.	75 ft.
Maximum Lot Coverage	50%	60%	60%	60%	80%	85%	85%	60%
Maximum Building Height	30 ft.	30 ft.	30 ft.	30 ft.	30 ft.	30 ft.	50 ft.	50 ft.
Permitted Housing Types								
Single-Family	●	●	●	●	●			
ADUs	●	●	●	●	●			
Duplexes		●	●	●	●			
Townhouses			●	●	●			
Multi-Family			●	●	●			
Mixed-Use Residential					●	C		
Permitted Job Types								
Retail Sales			●	●	●			
Personal Service			●	●	●	●		
Business/Professional Service			●	●	●	●		
Community/Government				●	●	●		
Recreation/Entertainment				●	●			
Manufacturing/Industrial						●		
Wholesale/Storage/ Distribution						●		
Public Agency Offices/ Facilities							●	
Public Hospital/Library							●	

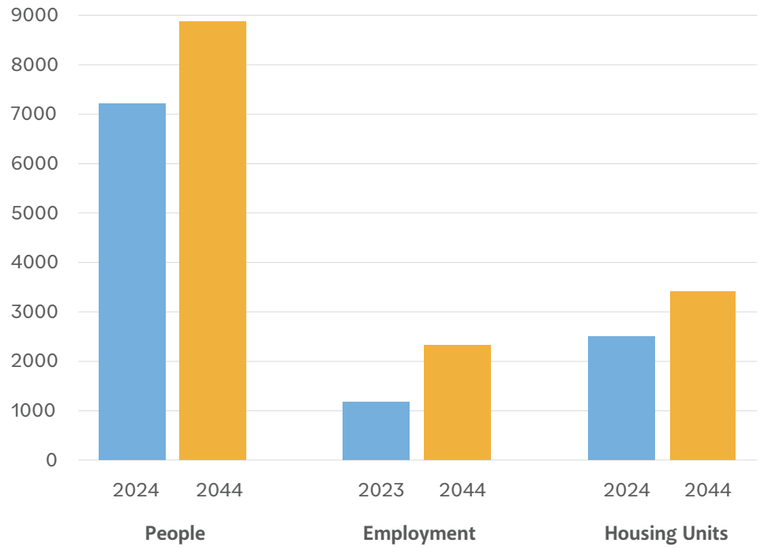
City of Sultan; Framework, 2023

Current and Future Population, Housing, and Jobs

According to the Washington Office of Financial Management, Sultan had an estimated population of 7,160 people as of April 1, 2024 and is expected to grow by at least 21% or 1,512 persons by 2044, as shown in Figure LU II-13. Also depicted is the estimated local growth in housing units and employment. As with population, estimates for local growth in dwelling units and jobs are based on growth targets established by the Snohomish County Countywide Planning Policies. Employment estimates for 2024 are not yet available; instead, this chart uses 2023 Covered Employment Statistics produced by the Puget Sound Regional Council.

Figure LU II-13. Estimated Population, Housing, and Jobs; 2024 and 2044

WA Office of Financial Management; PSRC; Framework, 2024



Sultan's 2044 growth targets, established by Snohomish County, are listed in Figure LU-II 15. The City is required to accommodate its share of regional growth by developing comprehensive plan policies and by adjusting its development capacity through zoning changes.

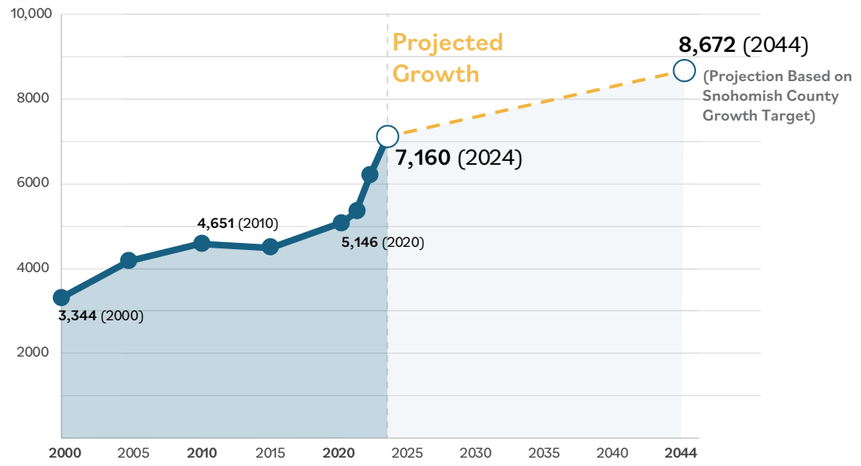


Figure LU II-14. 2044 Population Projection

WA Office of Financial Management; Snohomish County; Framework, 2024

Figure LU II-15. Sultan Growth Targets and Capacities for Housing and Jobs; 2020-2044

Snohomish County; Framework, 2024

Targets and Capacities

Targets and Capacities	Housing		Employment	
	Sultan City	Sultan UGA	Sultan City	Sultan UGA
Growth Target (2020-2044)	1425	73	1329	1
Parcel Capacity (2019)	1335	193	1247	0
Initial Capacity Surplus/ Deficit	**-90**	**120**	**-82**	**-1**
Permits (2020-2023)	596	0	0	0
Remaining Growth Target	829	73	1329	1
Parcel Capacity (2023 adjusted)	975	193	1355	0
Adjusted Capacity Surplus/ Deficit	**146**	**120**	**26**	**-1**

2024-2044 Affordable Housing Allocation

As per State legislation passed in 2021 (HB 1220), Snohomish County disaggregates the City's housing growth target of 1,425 units by income band. Figure LU II-16 shows the affordable housing allocation for five ranges of household income relative to the area median income (AMI) for Snohomish County:

- Extremely Low Income (0-30% AMI), including permanent supportive housing (PSH) and non-permanent supportive housing
- Very Low Income (30-50% AMI)
- Low Income (50-80% AMI)
- Moderate to Median Income (80-100% AMI)
- Above Median Income (100-120%+ AMI)

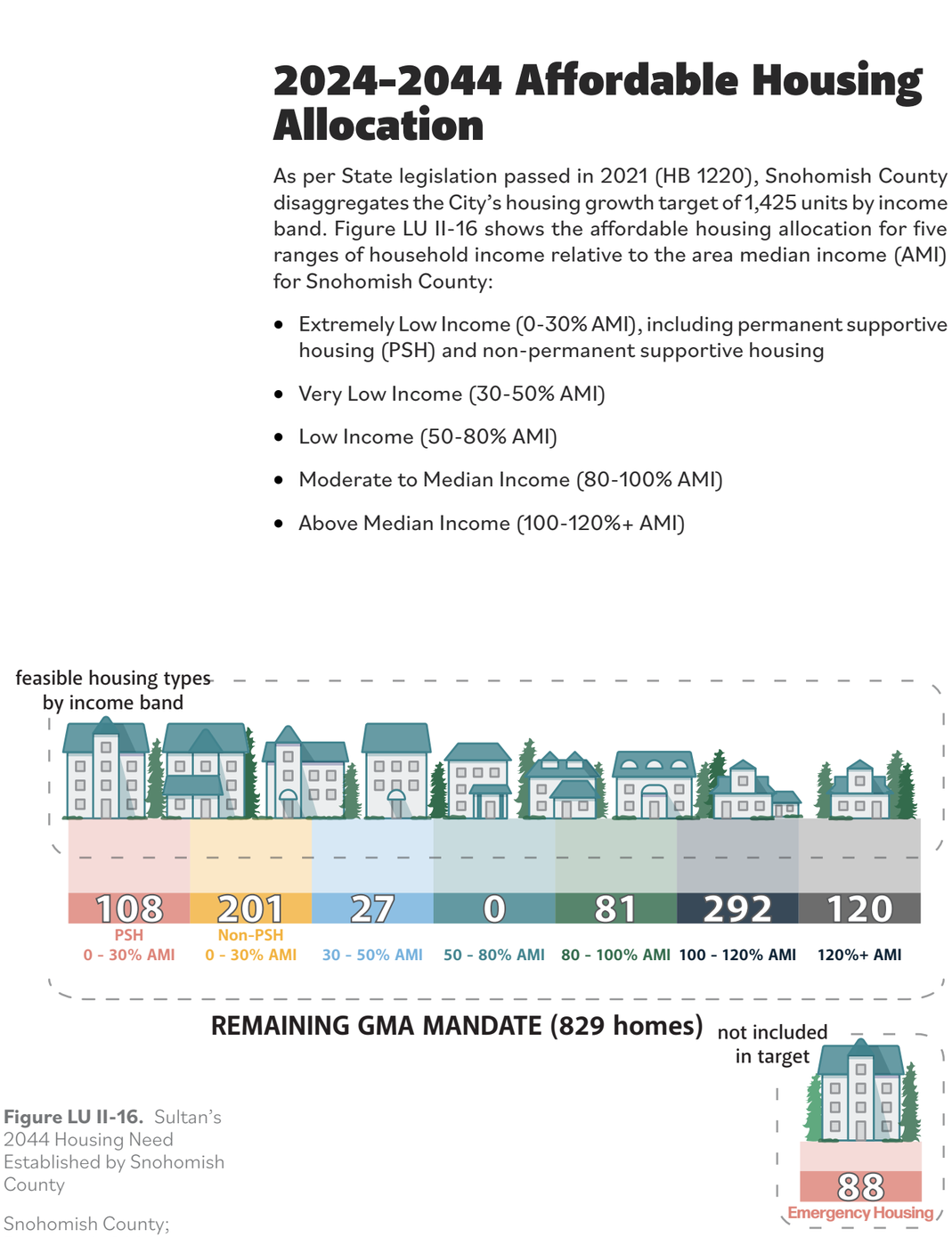


Figure LU II-16. Sultan's 2044 Housing Need Established by Snohomish County

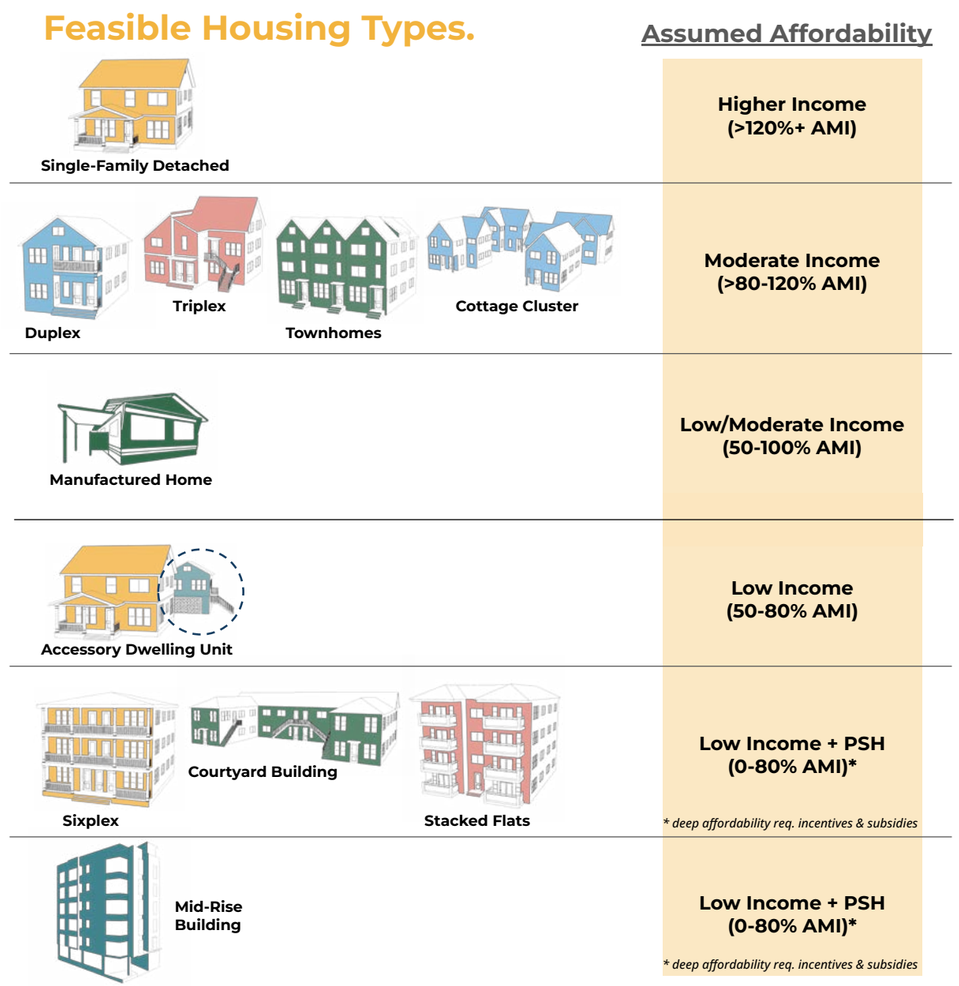
Snohomish County; Framework, 2024

State Guidance

Washington State Department of Commerce issued guidance to cities for sufficiently meeting the affordable housing need directed by HB 1220. Figure LU II-17 shows, according to Commerce, which housing types most feasibly provide housing affordable to each income level for moderate cost cities like Sultan.

The Puget Sound Regional Council (PSRC) provided cities with guidance on county-issued growth targets as they relate to planned population growth over the planning horizon. The direction from PSRC is to limit the planned growth for 2044 to the 1,425-unit growth target and population target of 8,876. This guidance from PSRC, however, does not preclude the City from embedding more capacity beyond the housing and job target in its land use plan.

Figure LU II-17. Feasible housing types for each income level as per Washington Department of Commerce guidance.



2044 Growth Strategy

Based on the latest available buildable lands report conducted by Snohomish County, Sultan had an estimated parcel capacity of 1,335 housing units as of 2019. After accounting for nearly 600 units that were permitted or built between 2020 and the end of 2023, the City has an estimated capacity of 975 units. This suggests surplus capacity when considering the total remaining growth target (829 units). However, not enough zoned capacity exists for low-rise multi-family, mixed-use, and apartment housing necessary to support the City's affordable housing need. Considering this, the 2024 Comprehensive Plan project team developed several strategies that would expand parcel capacity for moderate to high-density housing. The strategies below were vetted by Planning Board members, City Council members, and planning staff:

Increased Capacity Along the US-2 Corridor: Recognizing the development restrictions along US-2, this strategy expands the possibilities of residential and mixed-use development in taller buildings to support low- and mid-rise buildings in Sultan. The Mixed-Use Corridor future land use designation makes possible a wider range of housing options and commercial offerings necessary to meet the City's growth targets. In certain areas, permissions up to four stories and the potential for subarea planning lay the groundwork for coordinated, larger-scale mixed-use development in the future.

Expanded Housing Types in Neighborhoods: Enabling more diverse housing across Sultan's residential areas is essential to the Neighborhood Residential and Compact Residential future land use designations. Much of these areas were historically limited to single-family homes and faced unrealistic requirements for multi-family development. Updated zoning and right-sized development standards will promote infill housing and modest multi-family homes suitable for moderate-income households.

Taller Buildings Downtown: Modest increases in Downtown building height is another component of the City's growth strategy for 2044. By allowing three-story structures above a flood pedestal, Downtown Sultan can support a variety of retail necessary for everyday needs and Main Street activation while growing opportunities for office and residential living above.

Multi-Family Development on Religious-Owned Land: This strategy leverages surplus land owned by religious institutions across Sultan's Compact Residential areas. Enabling affordable housing on vacant or underutilized acreage will expand opportunities for lower-income households while retaining existing religious functions and structures like churches.

Expanded Commercial and Mixed-Use Opportunities in Neighborhoods: Providing opportunities for small neighborhood-scale commercial offerings is another strategy to increase Sultan's residential and employment capacity over the next 20 years. The City's Neighborhood Hub future land use designation—expanded during this Update—promotes mixed-use and low-rise residential development in Sultan's residential areas.

2044 Future Land Use Map

The 2044 Growth Strategy is demonstrated spatially in the Sultan Future Land Use Map (FLUM), which is introduced in Volume I of the Land Use Element. Figure LU-II 19 shows the citywide breakdown of each future land use classification.

Future Land Use Designation	Parcel Acreage	
	Acres	Percent of City Limit
UGA	118	-
Neighborhood Residential	1,037	37%
Compact Residential	330	12%
Neighborhood Hub	31	1%
Urban Center	17	1%
Mixed-Use Corridor	1,007	36%
Manufacturing	82	3%
Public/Institutional	307	11%
Total Parcel Acres (City)	**2,811**	

Figure LU II-18. Future Land Use by Acreage

City of Sultan; Snohomish County; Framework, 2024

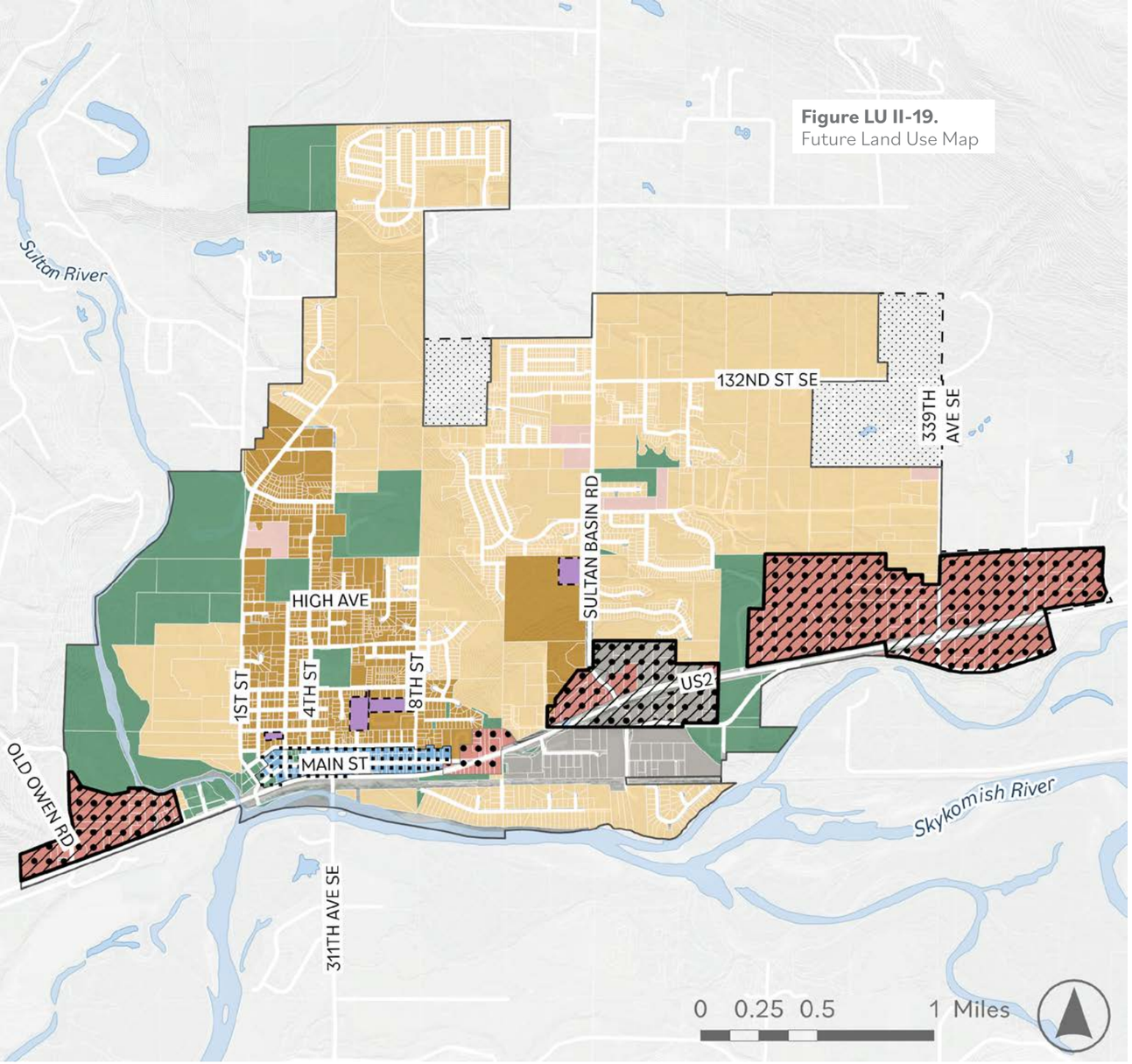


Figure LU II-19.
Future Land Use Map

Future Land Use Designations & Overlays

- Neighborhood Residential
- Compact Residential
- Neighborhood Hub
- Urban Center
- Mixed-Use Corridor
- Manufacturing
- Public/Institutional
- Religious-Owned Parcels
- Potential Subarea
- 3 Story Overlay
- 4 Story Overlay
- Unincorporated
- City Limit
- Sultan UGA

Capacity Estimates for New Homes and Jobs

The growth strategies introduced above and reflected in the future land use map result in the capacity estimates listed in Figure LU-II 20. Additional analysis for residential capacity for the purposes of Sultan's Housing Need and HB 1220 is available in Volume II of the Housing Element.

Overall, the 2044 Growth Strategy builds in sufficient capacity to satisfy the City's growth targets and local needs for a wide range of housing and job opportunities. Capacity estimates have limited accuracy, however, due to the complex and uncertain nature of development decisions and processes. For example, the uptake of middle housing is likely to be less than the capacity figures due to homeowner association restrictions and low participation rates among landowners.

Future Land Use Designation	Capacity Estimate	
	Housing Units	Jobs
UGA	94	0
Neighborhood Residential	953	0
Compact Residential	376	0
Neighborhood Hub	48	50
Urban Center	10	45
Mixed-Use Corridor	934	854
Manufacturing	0	406
Public/Institutional	0	0
Religious-Owned*	71	
Total (UGA)	**94**	**-**
Total (City)	**2,392**	**1,355**

Figure LU II-20.
Estimated capacities under Sultan's 2044 growth strategy

Snohomish County; Framework, 2024

Capacity Assumptions

Development assumptions were applied to vacant, redevelopable, and partially-used parcels according to the Snohomish County Buildable Lands Report and collaboration with Sultan planning staff, and anticipated market conditions over the next 20 years. Figure LU-II 21 summarizes the density assumptions and deductions applied to parcels across each land use designation.

Figure LU II-21. Development Capacity Assumptions

Future Land Use Designation	INPUTS: PARCEL EXCLUSIONS	INPUTS: OTHER EXLUSIONS	ASSUMPTIONS: RESIDENTIAL DENSITY (du/ac)	ASSUMPTIONS: JOB DENSITY (FAR)	ASSUMPTIONS: EMPLOYMENT SECTOR RATIO	ASSUMPTIONS: MARKET FACTOR	ASSUMPTIONS: Public Purpose/ROW DEDUCTION
UGA	Parcels marked "constant" (developed) in buildable lands data. Parcels excluded for other reasons in buildable lands data or as defined by City staff: due to use, ownership, or size	Critical areas	4	N/A	N/A	**Vacant:** 12% **Redevelopable:** 16% **Partially-Used:** 35%	5%
Neighborhood Residential		Pipeline Development & Critical areas	8	N/A	N/A	**Vacant:** 12% **Redevelopable:** 16% **Partially-Used:** 35%	5%
Compact Neighborhood		Pipeline Development & Critical areas	10	N/A	N/A	**Vacant:** 14% **Redevelopable:** 23% **Partially-Used:** 25%	5%
Neighborhood Hub		Critical areas	10	0.1	**Retail:** 0.75 **FIRES:** 0.25 **Govt/Educ:** 0 **Man-WTU:** 0 **Con-Res:** 0	**Vacant:** 12% **Redevelopable:** 16% **Partially-Used:** 35%	5%
Urban Center		None	18	0.3	**Retail:** 0.5 **FIRES:** 0.25 **Govt/Educ:** 0.25 **Man-WTU:** 0 **Con-Res:** 0	**Vacant:** 15% **Redevelopable:** 30% **Partially-Used:** 40%	5%
Mixed-Use Corridor		Pipeline Development & Critical areas	18	0.15	**Retail:** 0.8 **FIRES:** 0.2 **Govt/Educ:** 0 **Man-WTU:** 0 **Con-Res:** 0	**Vacant:** 15% **Redevelopable:** 30% **Partially-Used:** 40%	5%
Manufacturing		Critical areas	0	0.25	**Retail:** 0 **FIRES:** 0 **Govt/Educ:** 0 **Man-WTU:** 0.75 **Con-Res:** 0.25	**Vacant:** 15% **Redevelopable:** 30% **Partially-Used:** 40%	5%

City of Sultan; Snohomish County; Framework, 2024

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03 Housing

Volume II

Housing Element

Background Information

The following documents referenced or included in this Volume II constitute the background information used to inform Volume I of the 2024 Comprehensive Plan Update.

Included in Volume II

The following analyses are included as new requirements under HB 1220.

Supplemental Housing Inventory and Analysis

This section provides additional data to support the Housing Element.

Housing Land Capacity Analysis

This analysis compares permanent and temporary/emergency housing capacity to the City's allocated need.

Adequate Provisions Checklists

These checklists, provided by the Department of Commerce, help identify barriers to developing affordable housing.

Racially Disparate Impacts Report

This report identifies historic policies and practices that have resulted in displacement, exclusion, and other racially disparate impacts, uses Census data to identify areas at greater risk of displacement, and establishes anti-displacement policies.

External References

Housing Action Plan

Adopted in 2023, the Housing Action Plan is a grant-funded plan directed by House Bill 1923 and an important driver of the 2024 Comprehensive Plan Update. The HAP identifies strategies for Sultan to expand housing diversity, improve affordability, and increase housing access for all residents. The Plan can be found on the City website.

Supplemental Housing Inventory and Analysis

The following tables provide supplemental housing inventories and population characteristics to provide additional context to the Housing Element. Similar data tables are available for 2020 in the Housing Action Plan and corresponding Housing Needs Assessment.

Figure H II-1. Existing housing units by structure type

Housing Units in Structure	Number of Units: Owner Occupied	Number of Units: Renter Occupied	Number of Units: Total	% of Total
1-unit, detached	1,437	181	1,618	78.1%
1-unit, attached	10	128	138	6.7%
2 units	0	14	14	0.7%
3 or 4 units	0	53	53	2.6%
5 to 9 units	0	0	0	0.0%
10 to 19 units	0	17	38	1.8%
20 to 49 units	0	21	21	1.0%
50 or more units	0	0	0	0.0%
Mobile home	168	42	210	10.1%
Boat, RV, van, etc.	0	0	0	0.0%
Total housing units (2022)	**1,615**	**456**	**2,071**	
Total housing units (2024)			**2,583**	

ACS 5-Year, 2018-2022

Figure H II-2. Existing housing units by tenure

Tenure	Number of Units	% of Total
Owner occupied	1,615	78%
Renter occupied	456	22%
Total	**2,071**	

ACS 5-Year, 2018-2022

Figure H II-3. Existing housing units by age

Housing Unit Age	Number of Units	% of Total
Built 2020 or later	85	3.9%
Built 2010 to 2019	174	8.0%
Built 2000 to 2009	406	18.8%
Built 1990 to 1999	477	22.1%
Built 1980 to 1989	276	12.8%
Built 1970 to 1979	284	13.1%
Built 1960 to 1969	44	2.0%
Built 1950 to 1959	111	5.1%
Built 1940 to 1949	13	0.6%
Built 1939 or earlier	292	13.5%
Total	**2,162**	

ACS 5-Year, 2018-2022

Figure H II-4. Existing housing units by condition (select characteristics)

ACS 5-Year, 2018-2022

Condition	Number of Units	% of Total
Lacking complete plumbing facilities	0	0.0%
Lacking complete kitchen facilities	0	0.0%
No telephone service available	19	0.9%
Occupied housing units	**2,071**	

Figure H II-5. Household Size vs Housing Unit Size

ACS 5-Year, 2018-2022

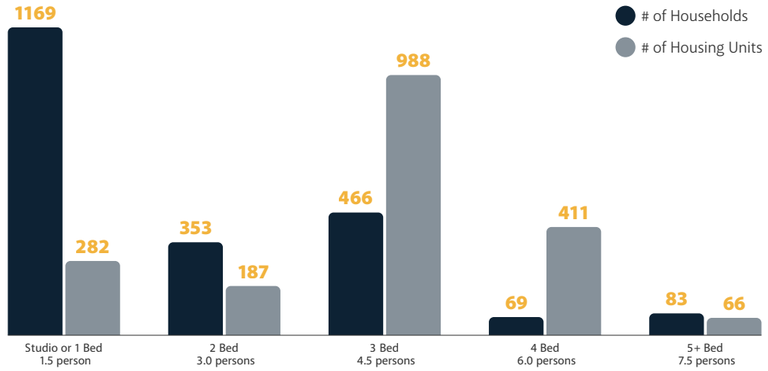

Figure H II-6. Housing Unit Surplus/ Deficit

ACS 5-Year, 2018-2022

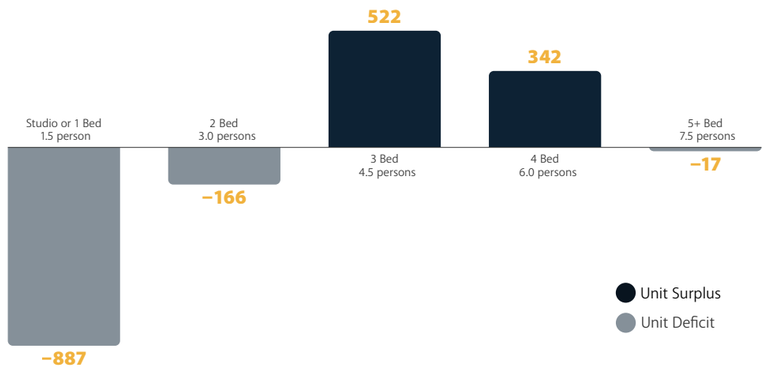

Figure H II-7. Existing income-restricted affordable housing

NHPD, 2021; PolicyMap, 2021; PSRC, 2021

Development Name	Affordable Units	AMI Range
Galway Bay	26	80%
Unknown	5	30-50%

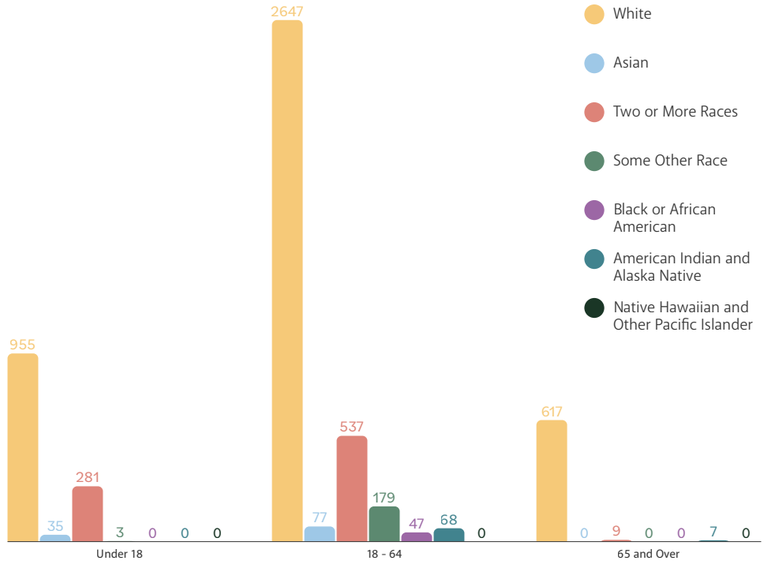

Figure H II-8. Age of Sultan residents by race/ethnicity

ACS 5-Year, 2018-2022

Disability Status	Number of People	% of Total
Population Living with a Disability	4,772	88%
People without a Disability	630	12%
Total Population	**5,402**	

Figure H II-9. Sultan residents living with a disability

ACS 5-Year, 2018-2022

Housing Land Capacity Analysis

Overview

As per requirements of the Growth Management Act (GMA), the Sultan Housing Element must identify "sufficient capacity of land" to accommodate all projected housing needs during the 20-year planning period of its comprehensive plan (RCW 36.70A.070(2)(c)). This includes explicit consideration of capacity for the following household needs and building types:

- Moderate, low, very low, and extremely low-income households;
- Permanent supportive housing;
- Emergency housing and emergency shelters; and
- Duplexes, triplexes, and townhomes (within an urban growth area boundary)

Extrapolating from the 2020 Snohomish County Buildable Lands Report, the project team for the 2024 Sultan Comprehensive Plan Update developed a Land Capacity Analysis (LCA) to measure and document capacity for new housing development on vacant, redevelopable, or partially-used lands. This analysis considers the potential for land within City boundaries to accommodate new housing growth given current zoning and development regulations. Unlike the County's buildable lands studies, which look backward at performance under the previous period's comprehensive plan, the LCA looks forward to the land uses and development types planned for 2044.

Household Income Segments for Snohomish County

Figure H-II 10 shows the four income ranges defined in RCW 36.70A.030 and the corresponding income limits and rent/mortgage limits established by Snohomish County for 2023. Limits for three-person households are included due to Snohomish County's average household size of 2.64 people (2022).

Figure H II-10. Snohomish County income and rent limits for GMA defined income segments

Household Income Segment	Income Relative to Area Median Income (AMI)	Snohomish County 2023 Income Limit (3 Person Household)	Snohomish County 2023 Rent Limit (3 Person Household)
Extremely Low-Income	0-30% of AMI	$26,280	$759
Very Low-Income	>30-50% of AMI	$43,800	$1,265
Low-Income	>50-80% of AMI	$70,080	$2,025
Moderate Income	>80-120% AMI	$105,120	$3,037

Snohomish County; Framework, 2024

Land Capacity Analysis for Permanent Housing

Countywide Planning Policies (CPPs) for Snohomish County disaggregate Sultan's 2044 growth target to establish Housing Need for different income brackets. Sultan's 2044 Growth Strategy, implemented through updates to its land use, zoning, and development standards, in combination with subsidies, shows that the City has sufficient land capacity to meet its remaining CPP Housing Need for permanent housing (a total of 830 units). An additional LCA for temporary housing below demonstrates the City's capacity for its emergency housing need (88 units).

Figure H II-11. Current housing and housing needed in Sultan by income bracket

	Total Units	0-30% AMI		30-50%	50-80%	80-100%	100-120%	120%+
		PSH	Non-PSH					
Snohomish County Baseline Supply (2020)	2,120	21	85	488	848	424	106	170
Snohomish County Growth Target (Net New Housing Needed 2020-2044)	1,426	108	201	27	-	96	293	701
Snohomish County Total Future Housing Needed: 2044	3,546	129	286	515	848	520	399	871
Sultan Building Permits (New Housing Permitted/Built 2020-2023)	596	0		-	-	15	-	581
Sultan 2044 Growth Strategy (Net New Housing Capacity 2024-2044)	2,392	320		226	175	635	559	477
Sultan 2044 Growth Strategy (Net New Housing Planned 2024-2044)	830	108	201	27	-	81	293	120
Sultan 2044 Growth Strategy (Surplus/Deficit of Housing Capacity)	**1,562**	**11**		**199**	**175**	**554**	**266**	**357**
Sultan 2044 Growth Strategy (Surplus/Deficit of Planned Housing)	**0**	**0**	**0**	**0**	**0**	**0**	**0**	**0**

Snohomish County; Framework, 2024

The project team updated the underlying assumptions from the 2020 Snohomish County Buildable Lands Report to reflect more realistic development dynamics in the 2044 Growth Strategy to produce the updated capacities below. A full list of development assumptions is included in Volume II of the Land Use Element.

Figure H II-12. Residential land capacity summary by future land use designation

Future Land Use Designation	Net Developable Land (acres)	Residential Density (du/ac)	Gross Residential Capacity (units)*	Existing Housing on Redevelopable Parcels (units)	Net Residential Capacity (units)
Neighborhood Residential	187.3	8	973	20	**953**
Compact Residential	89.8	10	429	53	**376**
Neighborhood Hub	8.6	10	51	3	**48**
Urban Center	4.0	18	19	9	**10**
Mixed-Use Corridor	93.1	18	957	23	**934**
Religious-Owned Parcels*	10.3	12	71	-	**71**

Snohomish County; Framework, 2024

The following land use categories and associated zoning districts under the 2044 Growth Strategy for Sultan regulate many factors, including building type and development intensity. Building types (e.g. single-family detached, duplexes, cottage clusters, townhomes, etc.) help organize development based on its form and function. Development intensities indicate the bulk of development (e.g. building height) and density (the number of housing units per acre) for a specific building typology. For example, low-rise is an intensity that might include small mixed-use buildings or walk-up apartments. Low-density can include building typologies like single-detached homes, accessory dwelling units, duplexes, and townhomes.

As per Department of Commerce guidance, from a construction cost perspective, each intensity and its corresponding building types are most feasibly built for specific levels of affordability. This is not to suggest that all housing built at low-rise intensities will serve moderate income households; in fact, luxury condominiums at these intensities could only be affordable to households earning 120%+ AMI. As such, building typology is one of many factors influencing affordability; incentives, subsidies, and creative financing mechanisms are required to achieve deep affordability.

Figure H II-13. Sultan 2044 land use designations, preliminary zoning districts, and associated building types, intensities, and incomes served

Snohomish County; Framework, 2024

Sultan 2044 Land Use Designations	Sultan 2044 Zoning Districts with Planned Housing	Sultan 2044 Associated Housing Typologies	Sultan 2044 Associated Intensities	Lowest Potential Income Served	
				Market-Rate	Subsidized
Neighborhood Residential	LDR; MDR	Detached Single-Family, Manufactured Homes, ADUs, Cottage Clusters, Multi-plex, Townhomes	Low Density, Moderate Density	High Income (>120% AMI)	Not Feasible at Scale
Compact Residential	HDR	Cottage Clusters, Multi-plex, Townhomes, Stacked Flats, Courtyard Buildings	Moderate Density	Low/ Moderate and High Income (>50% AMI)	Very Low and Moderate Income (30-80% AMI)
Neighborhood Hub	NC	Multi-plex, Townhomes, Small Mixed-Use Buildings with Apartments	Moderate Density, Low-Rise	Moderate and High Income (>80% AMI)	Very Low and Moderate Income (30-80% AMI)
Urban Center	UC	Small Mixed-Use Buildings with Apartments	Moderate Density, Low-Rise	Moderate and High Income (>80% AMI)	Low and Moderate Income (50-80% AMI)
Mixed-Use Corridor	HOC	Mixed-Use Buildings with Apartments/Condos, Stacked Flats, Mass Timber	Low-Rise, Mid-Rise	Moderate and High Income (>80% AMI)	Extremely Low, Very Low, Low, and Moderate Income (0-80% AMI)

Implementing Actions to Satisfy Housing Need

Together, the Land Use and Housing Elements acknowledge real-world factors constraining development outcomes in Sultan. The 2044 Growth Strategy includes a variety of zoning changes designed to sufficiently achieve housing type production associated with various AMI levels.

- Increased development capacity for multi-family residential and mixed-use development will make low- and mid-rise construction possible along US-2. A zoning district for the Mixed-Use Corridor future land use designation will support 24-36 dwelling units per acre.
- The creation of Neighborhood Residential provides right-sized development standards for single-family homes, small-scale multi-family homes, ADUs, and neighborhood infill that will increase densities from 5-8 du/ac to 6-12 du/ac depending on the underlying zoning.
- An improved High Density Residential zone within the Compact Residential future land use designation will reduce regulatory barriers and make modest increases to the City's capacity for low-rise multi-family and larger forms of middle housing.
- The allowance of affordable housing on religious-owned parcels.

Income Level (% AMI)	Zone Intensities Serving These Needs	Aggregate Housing Need (units)	Net Residential Capacity (units)	Capacity Surplus or Deficit (units)
0-30% PSH 0-30% Other >30-50%	Low-Rise Mid-Rise	336	546	210
>50-80% >80-100%	Low-Rise Moderate Density	81	810	729
>100-120% >120%	Low Density	413	1,036	623
Total		**830**	**2,392**	**1,562**

Figure H II-14. Comparing housing need to zone categories

City of Sultan; Framework, 2024

Land Capacity Analysis for Temporary and Emergency Housing

The GMA also requires cities to demonstrate explicit consideration for emergency housing and emergency shelters, including the allowance of these uses wherever hotel/motels are permitted (RCW 36.70A.070(2)(c)). Historically, Sultan did not define or permit emergency housing or emergency shelters in the Sultan Municipal Code. The City has, however, permitted hotels/motels in its Urban Center and Highway Oriented Commercial Zones.

Zoning changes occurred during the adoption of the 2024 Comprehensive Plan included definitions and permissions for emergency housing and emergency shelters wherever hotels and motels are allowed. The City also developed reasonable intensity standards (40 beds/acre) and is deferring to the Snohomish County Department of Public Health and Building Code to impose reasonable limits to occupancy and spacing.

Department of Commerce guidance suggests that an LCA must be conducted for plausible parcels to demonstrate the City's capacity for its emergency housing need (88 units). To carry out this analysis, the project team has identified an existing motel (Dutch Cup Motel) and two Mixed-Use Corridor parcels that contain sufficient surplus area and are adjacent to transit, services, and amenities. A prototypical suburban emergency congregate shelter with 40 beds/acre has been used to best estimate the capacities of selected parcels.

Existing or Plausible Parcels	Emergency Housing Type	Net Developable Land (acres)	Density (beds/ac)	Emergency Housing Capacity (beds)	Total Emergency Housing Capacity (beds)	Emergency Housing Need	Capacity Deficit or Surplus
Dutch Cup Motel (Compact Residential)	Motel Conversion	N/A	N/A	23			
Parcel #1 (Mixed-Use Corridor)	Congregate Shelter	0.5	40	30	172	88	84
Parcel #2 (Mixed-Use Corridor)	Congregate Shelter	0.435	40	26.1			
Parcel #3 (Mixed-Use Corridor)	Congregate Shelter	2.785	40	111.4			

Figure H II-15. Land capacity of select bonus parcels for emergency housing

Washington Department of Commerce; Snohomish County; Framework, 2024

Adequate Provisions Checklists

The Beyond the barriers to housing development that were addressed in the City's Housing Action Plan and the analysis and outreach efforts that contributed to this Plan Update, the City has identified regulatory and funding barriers using the Adequate Provisions Checklist provided by the Department of Commerce. The gaps identified below are used to inform the goals, policies, and strategies in Volume I of the Housing Element and will be used to guide subsequent efforts to update the City's development regulations.

Figure H II-16. Moderate Density housing barrier review checklist

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
DEVELOPMENT REGULATIONS			
Unclear development regulations	No	**SMC** 16.04 Definitions: revised, redundancy removed **SMC** 16.34 will be repealed. **SMC** 16.12 Permitted Uses has been revised for clarity and compliance.	Further revision to **SMC** 16.12, other chapters in 2025 may implement a more diagrammatic approach
Prohibiting some moderate density housing types, such as: Duplexes, Triplexes, Four/five/six-plexes, Townhomes, Cottage housing, Live-work units, & Manufactured home parks	Yes/ Unlikely	Higher density types are not likely to be built in lower density areas of Sultan. Use tables have been updated with middle housing types in **SMC** 16.12. Further revision anticipated in 2025.	
High minimum lot sizes	No	Proposed revisions to **SMC** 16.12 have matched density and lot size	Further revision to **SMC** 16.12, other chapters in 2025 will better address density, lot, height, coverage standards
Low maximum densities or low maximum FAR	Yes	Revisions to **SMC** 16.12 have been made with further revisions to better address density standards anticipated in 2025.	
Low maximum building heights	No	Revisions to **SMC** 16.12	
Large setback requirements	Yes	Revisions to **SMC** 16.12 have been made with further revisions to better address density standards anticipated in 2025.	
High off-street parking requirements	Yes	Revisions to Table 16.54-A. Based on current development patterns, parking would be built anyway and is unlikely to reduce housing significantly, but required spaces may still impose development challenges.	Further revisions in 2025 may better address parking requirements
High impervious coverage limits	No	**SMC** 16.12	
Lack of alignment between building codes and development codes	No	**SMC** 15.01.030 **SMC** 16.12 refers to the IBC as needed, see footnotes	
Other (for example: complex design standards, tree retention regulations, historic preservation requirements)	Yes	Proposed repeal of **SMC** 16.34. **SMC** 16.32 may require further revision to create clear and objective design standards. Anticipated work in 2025	2025 Revisions

Figure H II-16 Continued

PROCESS OBSTACLES			
Conditional use permit process	No	**SMC** 16.06	
Design review	Yes	**SMC** 16.32 may require further revision to create clear and objective design standards. Anticipated work in 2025	2025 Revisions
Lack of clear and accessible information about process and fees[1]	No	Proposed Revisions to **SMC** 16.06 will clarify process and fees.	
Permit fees, impact fees and utility connection fees	Yes	**SMC** 16.72 may need revision to clarify how fees are calculated	Review and revise **SMC** 16.72 in 2025
Processing times and staffing challenges	No	Staff report timely permit processing. Revisions to **SMC** 16.06 will help.	
SEPA process	No	Proposed revisions to **SMC** 16.06	
LIMITED LAND AVAILABILITY AND ENVIRONMENTAL CONSTRAINTS			
Lack of large parcels for infill development	No	For low, moderate and high density zones: Partially-Used: 84 surplus acres Vacant: 54 gross buildable acres	
Environmental constraints	Yes	Topography and floodplain may constrain development. Proposed zoning changes will help address these issues with increased density, height and flood pedestals. **SMC** 16.12	Proposed amendments will help to a reasonable extent.

Figure H II-17. Low-Rise or Mid-Rise housing barrier review checklist

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barrier.
DEVELOPMENT REGULATIONS			
Unclear development regulations	No	SMC 16.04 Definitions: revised, redundancy removed SMC 16.34 will be repealed. SMC 16.12 Permitted Uses has been revised for clarity and compliance.	Further revision to SMC 16.12, other chapters in 2025 may implement a more diagrammatic approach
High minimum lot sizes	No	Proposed revisions to SMC 16.12 have matched density and lot size	
Low maximum densities or low maximum FAR	Yes	Revisions to SMC 16.12 have been made with further revisions to better address density standards anticipated in 2025.	2025 Revisions
Low maximum building heights	Yes	Revisions to SMC 16.12, flood podium allowance. NC and UC zones still have low height limits, but this is unlikely to change.	Long term changes as the market and context adjust.
Large setback requirements	Yes	Revisions to SMC 16.12 have been made with further revisions to better address density standards anticipated in 2025.	2025 Revisions
High off-street parking requirements	Yes	SMC 16.54	2025 Revisions
High impervious coverage limits	No	SMC 16.12: lot coverage ranges between 85 and 90%	
Lack of alignment between building and development codes	No	SMC 15.01.030 SMC 16.12 refers to the IBC as needed, see footnotes	
Other (for example: ground floor retail requirements, open space requirements, complex design standards, tree retention regulations, historic preservation requirements)	Yes	SMC 16.32 may require further revision to create clear and objective design standards.	Anticipated work in 2025
PROCESS OBSTACLES			
Conditional use permit process	No	SMC 16.06	
Design review	Yes	SMC 16.32 may require further revision to create clear and objective design standards. Anticipated work in 2025	2025 Revisions
Lack of clear and accessible information about process and fees	No	Proposed Revisions to SMC 16.06 will clarify process and fees.	
Permit fees, impact fees and utility connection fees	Yes	SMC 16.72 may need revision to clarify how fees are calculated	Review and revise SMC 16.72 in 2025
Process times and staffing challenges	No	Staff report timely permit processing. Revisions to SMC 16.06 will help.	
SEPA process	No	Proposed revisions to SMC 16.06	
LIMITED LAND AVAILABILITY AND ENVIRONMENTAL CONSTRAINTS			
Lack of large parcels for infill development	No	For UC, HOC, and NC zones: vacant: 30 gross buildable acres partially-used: 36 surplus acres	
Environmental constraints	Yes	Topography and floodplain may constrain development. Proposed zoning changes will help address these issues with increased density, height and flood pedestals. SMC 16.12	Proposed amendments will help to a reasonable extent.

Figure H II-18. Supplemental barrier review checklist for PSH and emergency housing

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barriers.
DEVELOPMENT REGULATIONS			
Spacing requirements (for example, minimum distance from parks, schools or other emergency/ PSH housing facilities)[2]	None	Addition of SMC 16.68	
Parking requirements	No	Revisions to SMC 16.54 require a moderate amount of parking for staff	
On-site recreation and open space requirements	None	SMC 16.68	
Restrictions on support spaces, such as office space, within a transitional or PSH building in a residential zone	None	SMC 16.68	
Arbitrary limits on number of occupants (in conflict with RCW 35A.21.314)	No	SMC 16.12 density limits are reasonable.	
Requirements for PSH or emergency housing that are different than the requirements imposed on housing developments generally (in conflict with RCW 36.130.020)	No	Requirements in SMC 16.68 are minimal and likely already met due to other non-zoning requirements.	
Other restrictions specific to emergency shelters, emergency housing, transitional housing and permanent supportive housing	No	Requirements in SMC 16.68 are minimal and likely already met due to other non-zoning requirements.	

Figure H II-19. Accessory dwelling unit barrier review checklist

Barrier	Is this barrier likely to affect housing production? (yes or no)	Why or why not? Provide evidence.	Actions needed to address barriers.
DEVELOPMENT REGULATIONS			
Consistent with HB 1337 (2023)	Consistent	Proposed revisions to 16.12, 16.54	
Unclear development regulations	No	16.12, 16,54, 16.04	
Large setback requirements	Yes	16.12: rear and front setbacks could be reduced	2025 Revisions
Off-street parking requirements	Yes	16.54. Compliant with state mandate but parking is still required.	This could be addressed in 2025 revisions after the city conducts further parking analysis.
Other (for example: burdensome design standards, tree retention regulations, historic preservation requirements, open space requirements, etc.)	No	16.12	
PROCESS OBSTACLES			
Lack of clear and accessible information about process and fees	No	16.06	
Permit fees, impact fees and utility connection fees that are not proportionate to impact	Yes	Chapter 16.72 may need revision to clarify how fees are calculated	Review and revise 16.72 in 2025
Processing times and staffing challenges	No	Staff report timely permit processing. Revisions to 16.06 will help.	

Figure H II-20. Checklist for local option tools for addressing affordable housing funding gaps

Local option tools for addressing affordable housing funding gaps*	Implementation status	Plans for implementation
Housing and related services sales tax (RCW 82.14.530)	The City of Sultan has not utilized this optional tool for address affordable housing funding gaps currently.	The City of Sultan may consider exploring this approach as a potential strategy in the future.
Affordable housing property tax levy (RCW 84.52.105)	The City of Sultan has not utilized this optional tool for address affordable housing funding gaps currently.	The City of Sultan may consider exploring this approach as a potential strategy in the future.
REET 2 (RCW 82.46.035) – GMA jurisdictions only and only available through 2025	The City of Sultan has not utilized this optional tool for address affordable housing funding gaps currently.	The City of Sultan may consider exploring this approach as a potential strategy in the future.
Affordable Housing Sales Tax Credit (RCW 82.14.540) – was only available to jurisdictions through July 2020	This tax was not implemented by the City of Sultan.	N/A, Sultan did not collect this tax.
Lodging Tax (RCW 67.28.150 and RCW 67.28.160) to repay general obligation bonds or revenue bonds	N/A	N/A, Sultan does not collect lodging tax.
Mental Illness and Drug Dependency Tax (RCW 82.14.460) – jurisdictions with a population over 30,000	N/A	N/A, Sultan is under 30,000.
Donating surplus public lands for affordable housing projects (RCW 39.33.015)	The City of Sultan has not utilized this optional tool for address affordable housing funding gaps currently.	The City of Sultan may consider exploring this approach as a potential strategy in the future.
Impact fee waivers for affordable housing projects (RCW 82.02.060)	The City of Sultan has not utilized this optional tool for address affordable housing funding gaps currently.	The City of Sultan may consider exploring this approach as a potential strategy in the future.
Application fee waivers or other benefits for affordable housing projects (RCW 36.70A.540)	The City of Sultan has not utilized this optional tool for address affordable housing funding gaps currently.	The City of Sultan may consider exploring this approach as a potential strategy in the future.
Multifamily Tax Exemption (MFTE) with affordable housing requirement (RCW 84.14)	The City of Sultan has not utilized this optional tool for address affordable housing funding gaps currently.	The City of Sultan may consider exploring this approach as a potential strategy in the future.
General funds (including levy lid lifts to increase funds available)	The City of Sultan has not utilized this optional tool for address affordable housing funding gaps currently.	The City of Sultan may consider exploring this approach as a potential strategy in the future.

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Racially Disparate Impact Report

Supplement to

Sultan 2044

Sultan is committed to meeting the housing needs of members of our community who have experienced disproportionate harm.

This report supplements Sultan's 2024 Comprehensive Plan Update to identify racially disparate impacts, displacement, and exclusionary effects, and to ensure City policies address these inequities moving forward.

Local History

The Skykomish peoples lived along the present-day Skykomish River, inhabiting the lands just east of Monroe up to Index. The confluence of the Skykomish and Sultan rivers was for generations the site of a Skykomish village, called **tw'tsəitəd**. Another village site, **stək'talidubc**, was situated along the southern bank of a slough of the Skykomish River near Sultan, and was home to a permanent fishery. There was also a third unnamed village site on the Sultan River four miles above its mouth. The Skykomish were considered to have two distinct groups, and those that lived in and around Sultan were called **sḏexwəbc**. From these and other permanent villages, the Skykomish participated in seasonal hunting, gathering, and fishing activities.

In the mid-1800s, the Skykomish population was estimated between 300 and 450 people. At the turn of the century, there were still about 320 Skykomish living at Sultan and Goldbar, all members of approximately 40 families. This number stands in stark contrast to a population that may have been well into the thousands prior to smallpox epidemics in the late 1700's and mid-1800's that devastated the indigenous peoples of the region.

The discovery of gold in the late 1800's brought non-native settlers to the area, who within a few decades established several small industries and railroads along the Sultan River. These newcomers claimed land at the mouth of the Sultan River in 1880, opened a small store and hotel, and catered to the growing population of prospectors, loggers, agricultural workers, and tourists. Settlers named the Sultan River in honor of a local chief, Tseul-tud, his name anglicized to "Sultan" by the newcomers.

Even through the early 1880's, at least one Skykomish canoe was reported every day, passing the Sultan area with people in transit to or from the coast. However, since the Skykomish were so often grouped with the larger Snohomish tribe, state records stopped identifying and tracking them separately from the Snohomish by around 1870.

Indigenous Skykomish passing through Sultan.

Photo courtesy of Skykomish Valley Museum

Racist Historic Practices

Historic practices such as restrictive covenants and redlining have denied housing to marginalized communities, primarily based on racial and ethnic backgrounds. The Racial Restrictive Covenants Project from the University of Washington researches and catalogs instances in which racially restrictive covenants were historically attached to individual parcels or subdivisions. While these covenants have been legally void since 1968, their lingering impacts continue to be felt. According to the Project website, which catalogs these covenants, there were no recorded instances of racially restrictive covenants in Sultan.

Redlining maps, discriminatory maps created in the 1930s by the Home Owners' Loan Corporation, categorized neighborhoods in American cities by perceived investment risk. These categories were often based on racial composition, which led to systemic disinvestment in minority communities. While HOLC maps were created for Seattle and Tacoma, these risk maps were not created for smaller jurisdictions in the Puget Sound area. Thus, Sultan does not have an historic HOLC map of its own. Similarly, no historic laws were in place that would have characterized Sultan as a "sundown town" for any minority groups.

This lack of historic records that indicate racial discrimination in Sultan is likely reflective of its small size, outlying location, and historically miniscule non-white population. This is particularly evident in reviewing Sultan's historic census tract data from the Racial Restrictive Covenants Project site. The 1960 data identify a total Black population of three individuals, out of the tract's population of over 3,100. This strongly suggests that the relative lack of people of color in Sultan is due to broad historical trends, including the widespread displacement of the native Skykomish, and pervasive structural forces and attitudes that prevented non-white people from owning land at the time, thus creating compounding exclusionary effects in Washington's less urban areas.

Identifying Disparate Impacts

Demographic Background

To identify potential disparate impact in the present day, the data found in this report is disaggregated by race and ethnicity to isolate individual effects, typically compared against the white alone population. Additionally, affordability metrics and demographic data are compared to Snohomish County to evaluate disparate impacts in comparison to the wider area.

Chart 1 presents Sultan's population by race and ethnicity from the 2020 American Community Survey (ACS) 5-year estimates. Chart 1a aggregates all persons of color to better visualize the size of the BIPOC population when compared to the white and Hispanic or Latino populations.

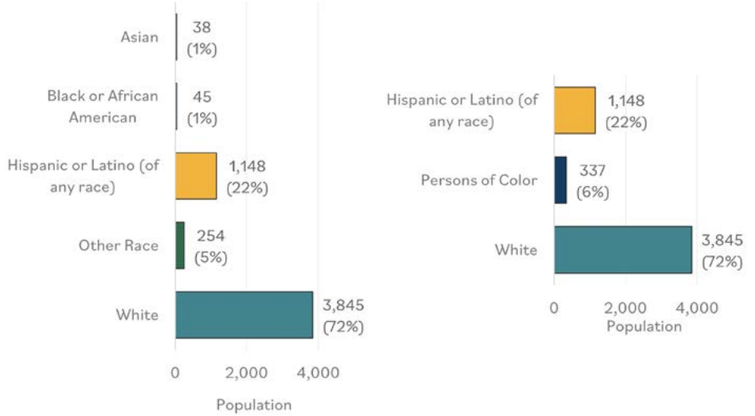
Throughout this report, numbered figures with an "a" suffix indicate the aggregation of all non-white, non-Hispanic/ Latino populations into a single category, Persons of Color or POCs.

This is done for cohorts with relatively low representation in an overall population, such as those found in Sultan, in order to mitigate the effect of statistical unreliability in the case of smaller sample sizes. This report adheres to the recommendation of Washington's Office of Financial Management (OFM) regarding statistical reliability.

Charts 1 + 1a

Sultan Population by Race/Ethnicity

Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023



Charts 2 and 2a similarly show the racial composition of Sultan, but add in Snohomish County as a comparison metric. As can be seen in Chart 2, the Hispanic/Latino population makes up a greater proportion of Sultan's population than it does compared to the County overall, while the populations of other races are all less represented in Sultan versus the County. In particular, the Asian population, which makes up 11% of Snohomish County overall, accounts for only 1% of Sultan's population. Chart 2a makes clear that the proportion of Hispanic/Latino residents in Sultan is twice that compared to the County, while the relative POC population is about a third of the size of the County's POC population.

Charts 2 + 2a

Race/Ethnic Group as a Proportion of Population, Sultan and Snohomish

Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

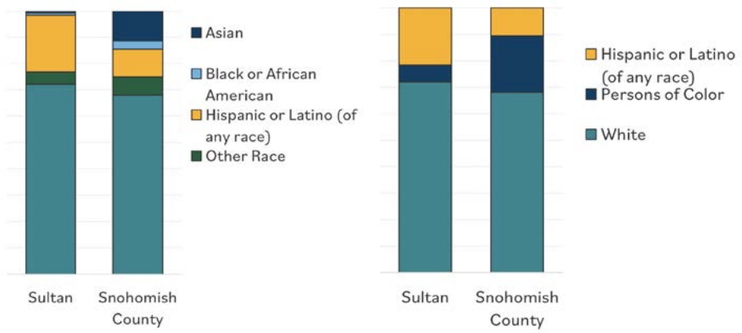


Table 1 provides a full breakdown of the 2020 populations of Sultan and Snohomish County, to supplement these charts.

Chart 3 and Table 2 provide further insight into demographic changes over time, comparing the 2015 and 2020 populations of Sultan and Snohomish County. Today, while the population of Sultan residents has grown significantly, the number of white residents has actually declined slightly. This growth is instead driven by a large increase in the number of Hispanic/Latino residents.

Table 1

2020 Populations by Race/Ethnicity, Sultan and Snohomish

Race or Ethnic Category	Sultan 2020 Population	Snohomish 2020 Population
American Indian and Alaska Native	80	6,582
Asian	38	91,482
Black or African American	45	25,918
Hispanic or Latino (of any race)	1,148	85,321
Native Hawaiian and Other Pacific Islander	0	3,811
Other Race	0	3,510
Two or more races	174	42,435
White	3,845	552,513
Total	5,330	811,572

Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

Table 2

2015 vs 2020 Populations by Race/Ethnicity, Sultan and Snohomish

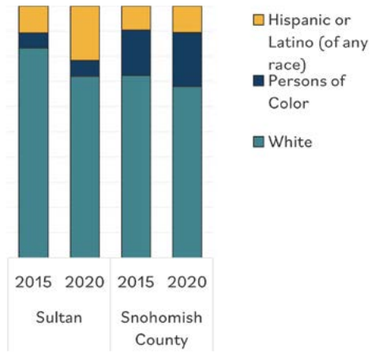
Race or Ethnic Category	Sultan 2015 Population	Sultan 2020 Population	Snohomish 2015 Population	Snohomish 2020 Population
American Indian and Alaska Native	19	80	6,403	6,582
Asian	79	38	70,469	91,482
Black or African American	0	45	18,374	25,918
Hispanic or Latino (of any race)	507	1,148	71,133	85,321
Native Hawaiian and Other Pacific Islander	31	0	3,310	3,811
Other Race	0	0	756	3,510
Two or more races	149	174	35,006	42,435
White	3,959	3,845	541,202	552,513
Total	4,744	5,330	746,653	811,572

Source: US Census Bureau, 2011-2015 and 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023

Chart 3

Change in Proportional Population 2015-2020, Sultan and Snohomish

Source: US Census Bureau, 2016-2020 American Community Survey 5-Year Estimates (Table DP05); Washington Department of Commerce, 2023



In contrast, Snohomish County saw an increase in the number of white residents over that same time period. However, the relative percentage of white residents in the county has declined due to much larger increases in other populations, primarily Asian and Hispanic/Latino residents. The increase in the Hispanic/Latino population in Snohomish accounted for only a 1% gain against the relative population, whereas in Sultan this group increased twofold, going from 11% of the population in 2015 to 22% in 2020.

Notably, Sultan sees far fewer Black households today than Snohomish County. Though the total Black population increased over the 2015 to 2020 period, in 2015 the estimated number of Black residents living in Sultan was zero. Despite growing to 45 in 2020, this proportion is still less than 1% of the population of the city overall. In Snohomish County, the Black population instead makes up a little more than 3% of the total population - not a huge amount in and of itself, but still over three times that of the Black population in Sultan.

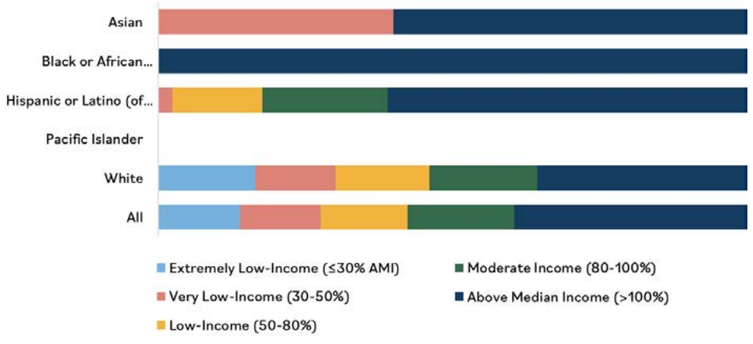
Income Comparison Across Race

Demonstrated connections between household income and the race of income earners mean that income disparities themselves can be evidence of racially disparity impacts, potentially leading to exclusion. Charts 4 and 4a illustrate the income breakdown of Sultan's households, shown by race. While white households clearly outnumber the other groups, they are also the only cohort with households at or below 30% AMI in Sultan. In fact, as demonstrated clearly in Chart 4a, the proportion of Hispanic/Latino households and households of Color that are at or above median income exceeds the proportion of white households at the same income level. A full table of AMI band by race/ethnicity is available in Table 3.

Chart 4

2019 Distribution of Households by Income and Race/Ethnicity

Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1)



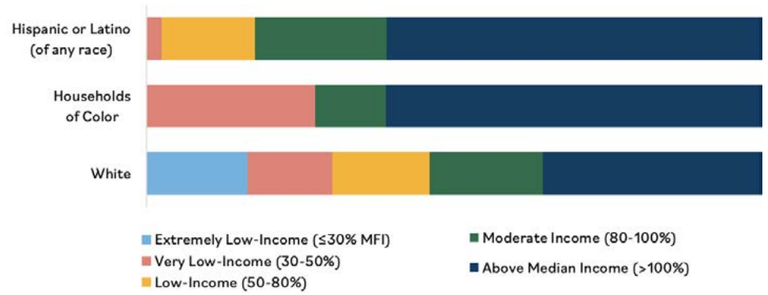


Chart 4a

2019 Distribution of Households by Income and Race/Ethnicity

Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1)

Table 3

2019 Proportion of Households by Income and Race/Ethnicity

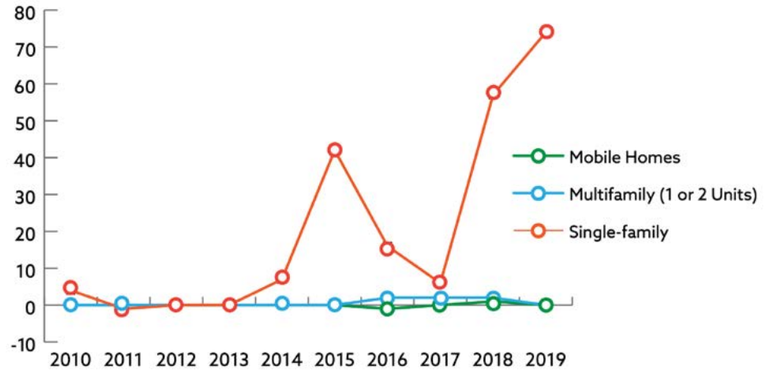
Race or Ethnic Category	Extremely Low-Income (≤30% AMI)	Very Low-Income (30-50%)	Low-Income (50-80%)	Moderate Income (80-100%)	Above Median Income (>100%)
Asian	-	40%	-	-	60%
Black or African American	-	-	-	-	100%
Hispanic or Latino (of any race)	0%	2%	15%	21%	61%
Some Other Race	21%	11%	19%	14%	36%
White	17%	14%	16%	18%	36%
Overall	14%	14%	15%	18%	39%

Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1)

These patterns, together with the demographic shifts discussed previously, suggest that despite there being a relatively low number of non-white households in Sultan, these households that are fueling Sultan's recent population growth are bringing with them more wealth than the existing (and predominantly white) residents. This correlation also tracks with building permitting in the city. According to Sultan's Housing Action Plan (HAP), 2015-2019 saw a massive increase in the number of permitted single family homes compared to previous years, with construction concentrated along Sultan Basin Road (Chart 5). Because single family homes are generally more affordable to those households making 100% AMI or more, one would expect that the new families moving in in this scenario would be at or above median income.

Chart 5

Permitted Units by Building Type in Sultan, 2010 to 2019



Source: Sultan Housing Action Plan, 2023; PSRC, 2019

Finally, Table 4 and Chart 6 support the overall trend of newer residents having higher incomes than previous. For example, 100% of Black households moving to Sultan over the 2015-2020 period are estimated to be at or above median income. The Hispanic/Latino population more than doubled over that period, and the percentage of those households at or above median income jumped from 25% to 61%, while the percentage of low- and very-low-income households shrank significantly by comparison. Similarly, moderate income Hispanic/Latino households went from 0% in 2015 to 21% by 2020. Relative to the income breakdowns of these other non-white groups, the income distribution of white households remained steady.

Table 4

Sultan Five Year Change in Distribution of Households by Race and Income, 2014 - 2019

Race or Ethnic Category		Extremely Low-Income (≤30% AMI)	Very Low-Income (30-50%)	Low-Income (50-80%)	Moderate Income (80-100%)	Above Median Income (>100%)
Asian	2015	-	-	-	-	-
	2020	-	40%	-	-	60%
Black or African American	2015	-	-	-	-	-
	2020	-	-	-	-	100%
Hispanic or Latino (of any race)	2015	6%	32%	37%	-	25%
	2020	-	2%	15%	21%	61%
Some Other Race	2015	0%	16%	2%	24%	58%
	2020	0%	23%	0%	21%	56%
White	2015	22%	10%	20%	13%	35%
	2020	17%	14%	16%	18%	36%
Overall	**2015**	**19%**	**12%**	**21%**	**12%**	**35%**
	2020	**14%**	**14%**	**15%**	**18%**	**39%**

Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1)

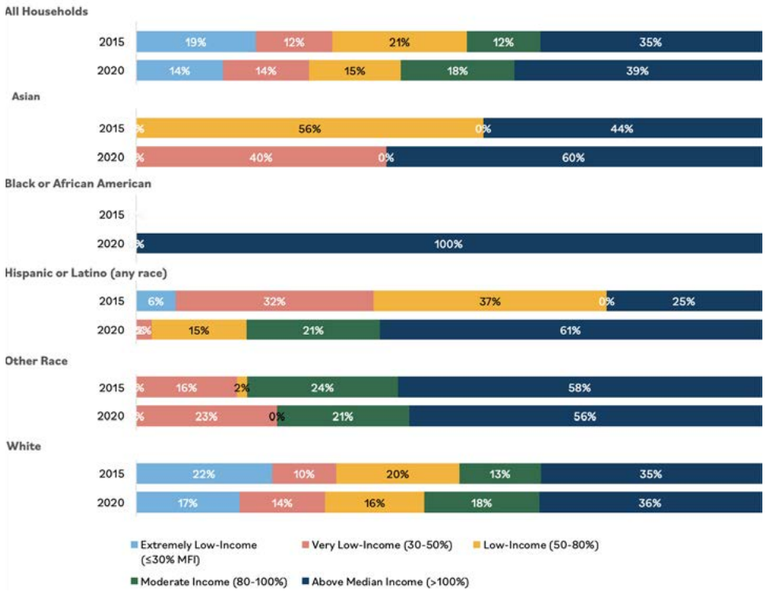


Chart 6

Sultan Five Year Change in Proportional Distribution of Households by Race and Income, 2014 - 2019

Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 1)

Homeownership Rates

For a given area, higher percentages of renters would indicate an increased risk of housing instability, and therefore a higher rate of displacement among those renters.

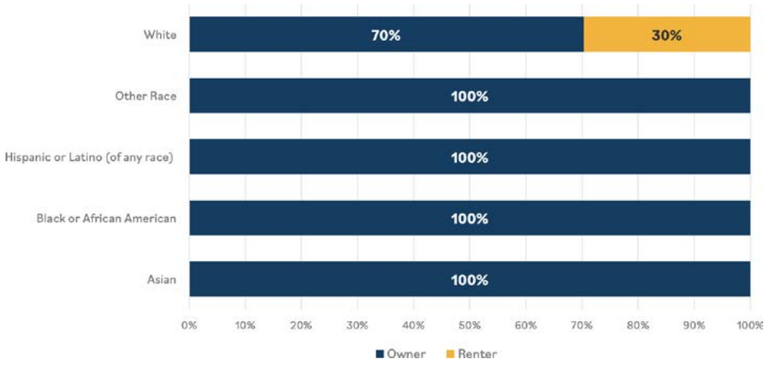


Chart 7

Sultan Percent Owner vs Renter by Race, 2019

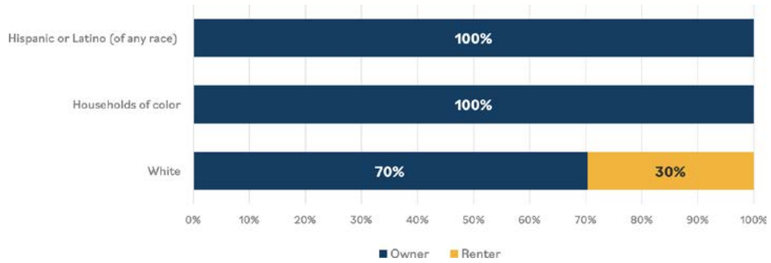
Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9)

Somewhat uniquely, in the 2019 data (the most recent data provided by PSRC), every non-white household in Sultan is shown to be homeowners; zero non-white households rent (Charts 7 and 7a). Again, this tracks with the construction permit data from Sultan's HAP; the recent boom in for-sale single-family homes means that new growth is driven by households purchasing houses in Sultan. Given that population growth has come primarily from households of color (see *Demographic Background*), it follows logically that these households are purchasing their homes, so it's no surprise this then is directly reflected in ownership data.

Chart 7a

Sultan Percent Owner vs Renter by Race, 2019

Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9)



Homeownership rates of 100% for households of color and Hispanic/Latino households means that, when compared to Snohomish County, non-white households all outperform county homeownership rates. On the other hand, both Sultan and Snohomish County share the same proportion of white households who own their home (70%).

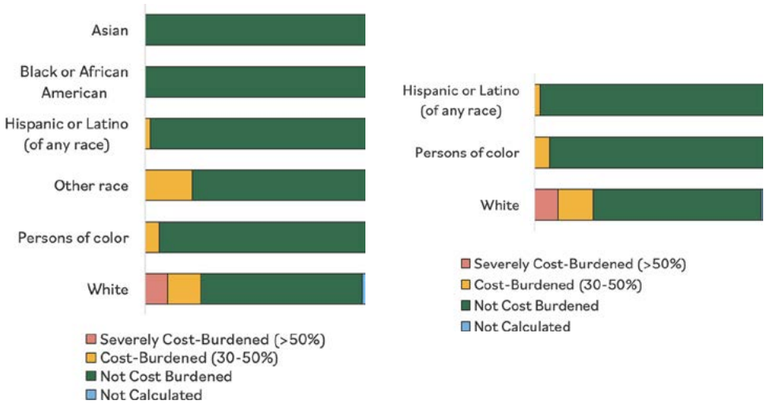
Sultan's overperformance in home ownership rates across non-white cohorts means a lower displacement risk for these households compared to Snohomish County. Yet taken in combination with the demographic shift and construction permitting data, this overall pattern of high home-ownership and above-median incomes for non-white groups indicates a potential exclusionary effect. In Sultan's case, those households who can afford to buy their homes are the only ones driving population growth in the city. On the other hand, those households without the means to purchase single-family homes are unable to move to Sultan, as there's little other choice for new housing.

Cost Burden

HUD defines a household as "cost burdened" when their monthly housing costs (including utilities) exceeds 30% of their monthly income. Similarly, a household is considered severely cost burdened if these costs exceed 50% of their monthly income. Cost burdened households are at higher risk of displacement, as residents look for cheaper housing to better afford other necessities like food, clothes, transportation, and healthcare.

Charts 8 and 8a show the percentage of households in each category who experience cost burden, or severe cost burden. White households are the only cohort containing households that are severely cost burdened, and similarly are the cohort with the greatest proportion of cost burdened households (25%).

For those households of color who are cost burdened, it's important to reiterate that all households of color are shown in the data as owning their home as well. Given that homeowner households are typically able to absorb some amount of cost burden due to typically higher lebvels of income combined with growth in home equity, there's little to indicate here that this cost burden effect has anything to do with racial factors and is likely due to economic conditions and migration patterns.



Charts 8 + 8a

Sultan Percent Cost Burdened by Race, 2019

Sources: US HUD, 2015-2019 Comprehensive Housing Affordability Strategy (CHAS) (Table 9); Washington Department of Commerce, 2023

In this case, the larger cost-burdened impact is borne by white households. Both white renter households and owner households see similar levels of cost burden, at 25% and 26% respectively, which similarly proportional levels of severe cost burden at 15% and 16% again respectively.

Exclusionary Effects

Highly concentrated areas of a given racial or ethnic population indicate potential segregation effects. Below we explore two methods for identifying such concentrations: a location quotient analysis and a dissimilarity index. Both analyses use the same underlying 2020 decennial Census data provided by PSRC.

Location Quotient

A location quotient analysis measures areas of concentration of a given population across a broader region, in this case, measuring the concentration of racial groups across the city. For example: 72% of Sultan residents identify as white alone. If 72% of residents within a Census block group are white, then that block group has a location quotient score of 1. If instead 36% of residents are white, then the block group has a score of 0.5. Put simply, a high location quotient score means a higher concentration of that population compared to the rest of Sultan, and a low location quotient score means a lower concentration compared to the city as a whole. For this exploration, populations are calculated for Census Tract 538.02, and displayed at the Census block group scale.

Charts 9-16 on the following pages show the location quotients for the races and ethnicities discussed in this report, those being American Indian/Alaska Native (AIAN), Asian, Black, Native Hawaiian or Pacific Islander (NHOPI), Hispanic or Latino, White, Some Other Race, and Two or More Races. Chart 17 shows the overall POC location quotient.

Chart 9

Location Quotient by Census Block Group (Tract 538.02);

AIAN Population in Sultan, 2020

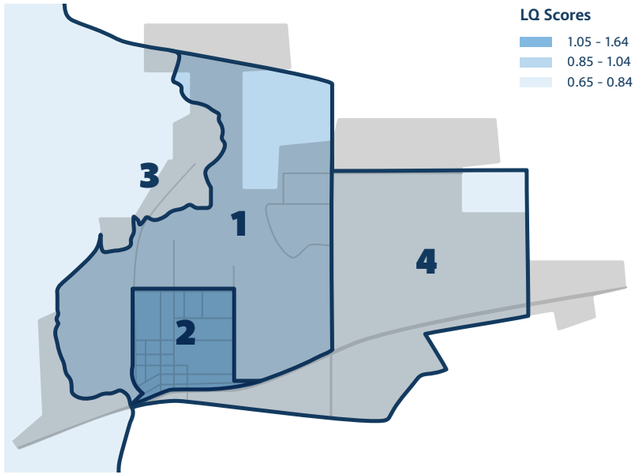


Chart 10

Location Quotient by Census Block Group (Tract 538.02);

Asian Population in Sultan, 2020

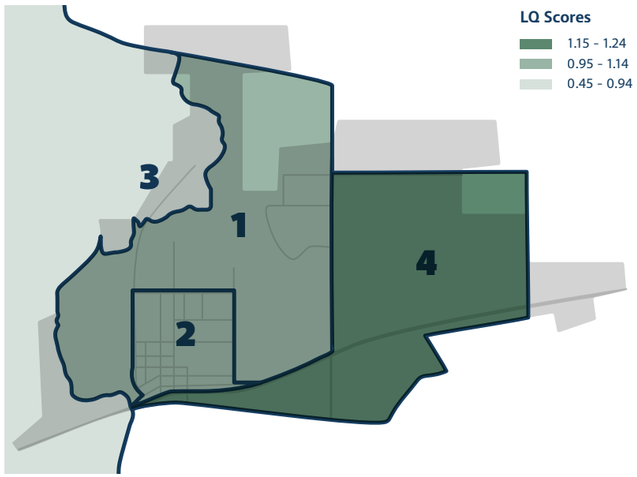
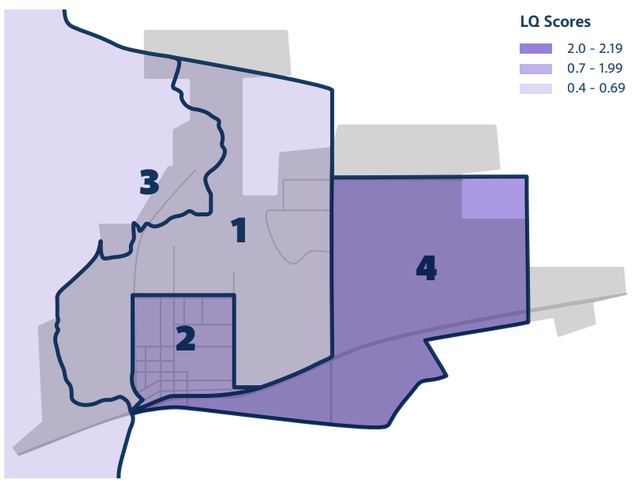


Chart 11

Location Quotient by Census Block Group (Tract 538.02);

Black Population in Sultan, 2020



Sources: 2020 Census Redistricting File (P.L. 94-171)(Table 2); PSRC, 2024

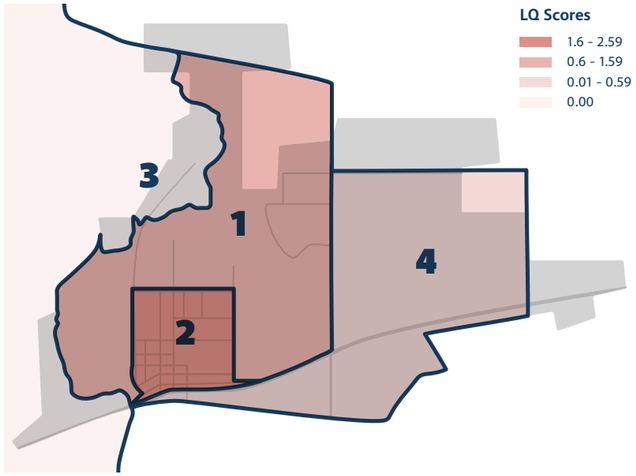


Chart 12

Location Quotient by Census Block Group (Tract 538.02);

NHOPI Population in Sultan, 2020

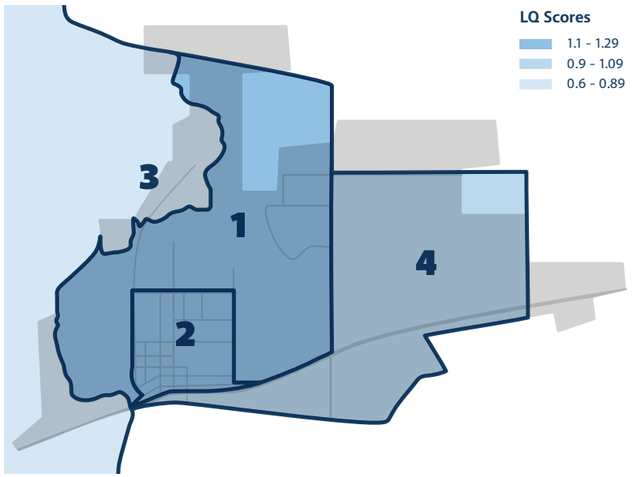
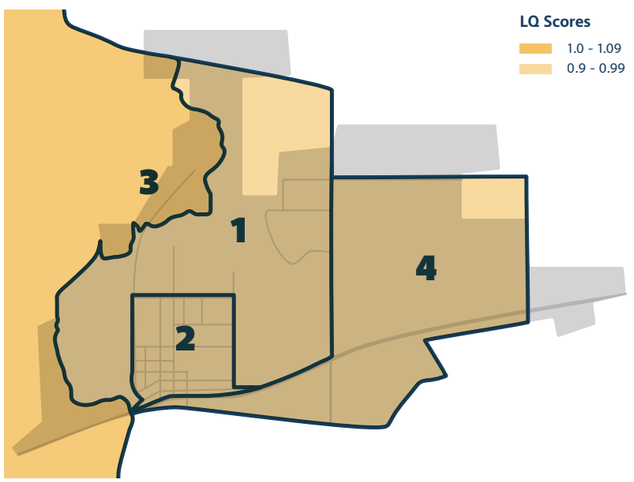


Chart 13

Location Quotient by Census Block Group (Tract 538.02);

Hispanic/Latino Population in Sultan, 2020



Sources: 2020 Census Redistricting File (P.L. 94-171)(Table 2); PSRC, 2024

Chart 15

Location Quotient by Census Block Group (Tract 538.02);

Some Other Race Population in Sultan, 2020

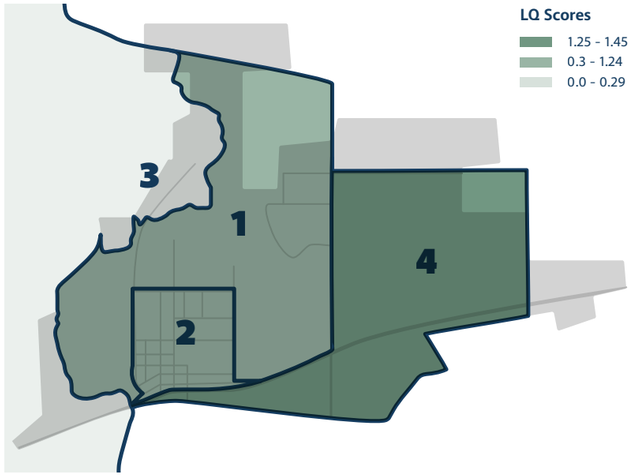


Chart 16

Location Quotient by Census Block Group (Tract 538.02);

Two or More Races Population in Sultan, 2020

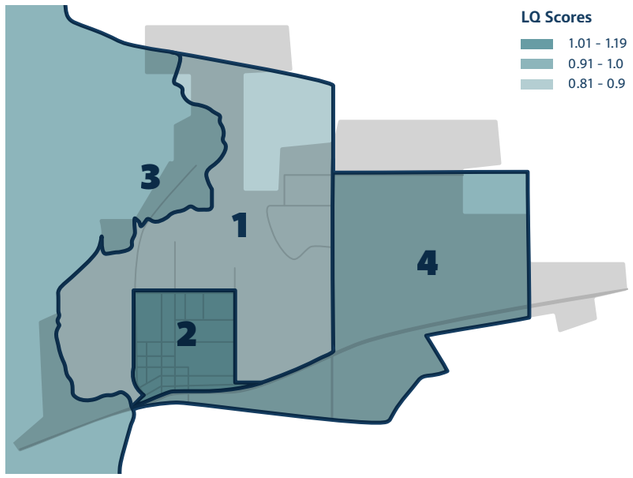
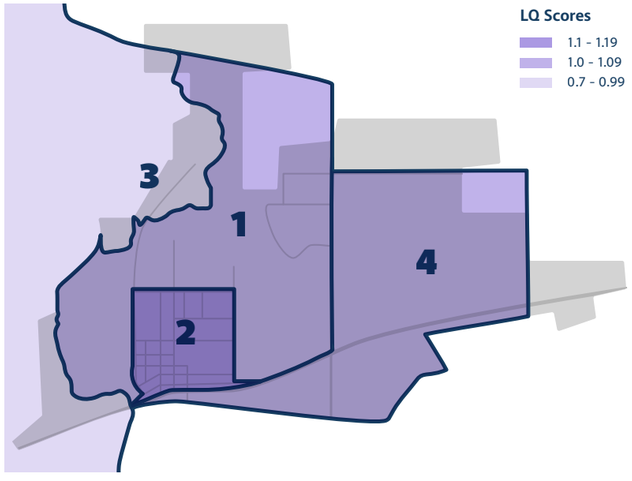


Chart 17

Location Quotient by Census Block Group (Tract 538.02);

POC Overall Population in Sultan, 2020



Sources: 2020 Census Redistricting File (P.L. 94-171)(Table 2); PSRC, 2024

This analysis finds that the highest location quotient score, and therefore the highest concentration of any racial group, belongs to Black residents, who tend to be concentrated on the east side of Sultan Basin Road. Location quotient scores peak here at 2.18, meaning that this area has up to 2.18 times more Black residents than would be seen with an even distribution across Sultan as a whole. However, as noted previously, single-family home construction in the Sultan Basin Road area exploded in the years since 2015, and given the 100% ownership rate of Black households, it would follow that many of them purchased homes in these new housing developments.

With only 52 residents in the full study area and a very small number of Census block groups in this analysis, any statistical variation could result in an overemphasizing of “extreme” outcomes. In this case, it’s impossible that these new housing developments could themselves be part of historic segregation patterns in the City of Sultan itself.

Similarly, the next highest location quotient score of 2.17 belongs to another very small group in Sultan. In the block group in question, there are 7 Native Hawaiian or Pacific Islander (NHOPI) residents. With a total population of 13 residents across the study area, in practice this could simply mean that two NHOPI families live in this block group instead of one.

As such, these cases demonstrate the importance of context when evaluating measures of segregation in a vacuum, and do not themselves indicate significant structural patterns of discrimination so much as they do of sample size variance with small cohorts.

Dissimilarity Index

A dissimilarity index indicates the evenness of distribution throughout an area, identifying areas of segregation by scoring demographic composition across neighborhoods. The dissimilarity index data used for Sultan compares racial groups, calculating their dissimilarity index scores across 2020 Decennial Census blocks using the same data from the location quotient analysis, provided by PSRC.

If the ratio of both cohorts being compared in a Census Block is the same as the ratio across the city as a whole, then the dissimilarity index score will be 0 (no segregation). If one population were entirely contained within a Census block, then the index score for that block would be 1 (total segregation). Guidance from HUD states that a score of 0.4 or less indicates “low” levels of segregation, greater than 0.4 but less than 0.55 as “moderate” segregation, and 0.55 or greater as “high” levels of segregation.

The dissimilarity index scores in Table5 reflect the degree of separation between the white population and other racial or ethnic groups in Sultan, using Census block groups as the area of study.

Census Block Groups outside of Tract 538.02 were not used in the Location Quotient and Dissimilarity Index analyses for two primary reasons

1) The geographies covered by these adjacent block groups would greatly expand the analysis area beyond a reasonable scale; and

2) Residents counted in these expansive areas would add an additional 3,000 residents to the analyses, mostly from outlying communities including Startup. Given Sultan’s population of 5,146 at the 2020 Census, including these areas and residents would invalidate any possible findings.

Table 5

2020 Dissimilarity Index Scores, White Population Baseline

Sources: 2020 Census Redistricting File (P.L. 94-171)(Table 2); PSRC, 2024

	White-Black	White-AIAN	White-Asian	White-NHOPI	White-Other	White-2+ Races	White-Hisp/Lat	White-All POC
Sultan	0.33	0.16	0.15	0.37	0.21	0.05	0.10	0.08
Snohomish	0.44	0.40	0.43	0.44	0.28	0.12	0.28	0.27

These scores indicate that Sultan as a whole experiences relatively low levels of segregation, with lower scores across every comparison cohort compared to Snohomish County, and no score exceeding HUD's 0.4 threshold. Overall, households of two or more races see the lowest level of segregation against the white population, with the Hispanic/Latino population in Sultan experiencing the second-lowest level of segregation. The dissimilarity index score comparing white and non-white residents overall is 0.08, indicating a similarly even distribution. This finding makes sense, given the size of the Hispanic/Latino population relative to all other nonwhite groups across the city. Overall, Sultan sees positive evidence of integration in the city as a whole.

The Black and NHOPI populations see the highest level of segregation compared to the white population, but their scores do not exceed the threshold of 0.4. Again, this is not so much an indication of segregated communities as it is a reflection of a very small statistical population measured across a low number of block groups and clustering due to new housing construction.

Studies on dissimilarity indices have shown that small sample sizes and small populations overstate segregation with this metric and thus provide limited statistical power, evidencing our logic that this is not a structurally imposed finding. Furthermore, income data for the Black and NHOPI populations in Sultan show that these households vastly outperform AMI, and of course, all are shown to be homeowners as well. Therefore, clustering due to low-income status is also not a factor.

Table 6

Sultan 2010 Dissimilarity Index Scores, White Population Baseline

Sources: 2010 Census, Summary File 1 (Table P5); PSRC, 2024

White-Black	White-AIAN	White-Asian	White-NHOPI	White-Other	White-2+ Races	White-Hisp/Lat	White-All POC
0.33	0.16	0.15	0.37	0.21	0.05	0.10	0.08

Dissimilarity index scores for Sultan were also calculated for the 2010 Decennial Census and compared to 2020, in an effort to identify other trends for exploration (Table 6). Levels of segregation between white residents and people of color very slightly decreased overall, but Black residents in particular saw a significant DI score jump from 0.14 to 0.33 over that period – a score increase of over 100%. This marked change is again reflective of the population growth of Black residents in Sultan moving to new housing alongside most newcomers to the area, primarily up Sultan Basin Road. As such this is not reflective of an historic pattern of city policies contributing to segregation.

Similarly, the NHOPI and Some Other Race scores indicate very small population sizes, with 7 of 9 NHOPI residents living in one Census block group, and all 3 Some Other Race residents in the same block group.

Overall Findings

This analysis finds relatively low displacement risk associated with race and ethnicity within Sultan compared to Snohomish County on the whole. Of course, low displacement risk does not mean that no one experiences displacement, but that the city is not showing a pattern of reinforced racial segregation or gentrification typically associated with widespread displacement of an existing BIPOC population. Exploring the data over time also indicates relative stability in racial distributions across the city, with score measurement anomalies being explained primarily by the rapid recent population growth, particularly amongst nonwhite groups.

However, there are indications that this stability is not associated with any specific anti-racist or pro-housing policies in effect, so much as it is a result of income-based self-sorting; as demonstrated in the above exploration of income by race, members of all racial cohorts moving to Sultan have high incomes and homeownership rates compared to the vast majority of Snohomish County, notably high even when compared to the county's overall white population. Those moving to Sultan are therefore already less likely to be displaced due to their economic status, reinforced by the high likelihood that they will be purchasing their home.

The economic reality facing households in the region is that if they are not already wealthy enough to be able to purchase a home, moving to a community like Sultan is becoming increasingly unattainable. As opposed to issues around race and displacement, this creates an exclusionary effect based on wealth and income. This exclusionary effect is particularly felt by people of color who live outside the city and who have been systematically denied the opportunity to build generational wealth.

The construction of new single-family housing reinforces this exclusion. While more housing supply is a positive thing, over the coming decades Sultan needs to focus on creating housing that is more affordable from both a rental and ownership perspective. This would include promoting the construction of middle housing like townhomes and cottage housing, and the development of medium-density apartments, to further increase housing supply, relieve pressure on the demand for housing, and make the city a more equitable and welcoming place for all.

04 Natural Environment

Volume II

Natural Environment

Overview

Sultan's natural environment has shaped the city since its very inception with Sultan and Skykomish Rivers providing key transportation routes, accommodating the floating timber harvest from the surrounding forest to the bluff and plateau shaping the traditional Sultan core. The Natural Environment Element combines several environmentally related topics, including critical areas (wetlands, critical aquifer recharge areas, fish and wildlife habitat conservation areas, and geologically hazardous areas), water and air quality, and shorelines. Sultan has many of these features throughout its 2,246-acre Urban Growth Area. The purpose of this volume is to identify those natural features, especially those classified as critical areas.

This Volume II document provides technical background information that supports the goals, policies, and actions in the Volume I Natural Environment Element.

Perhaps one of Sultan's most prominent features is its rivers and creeks. Three major rivers, a creek, and numerous minor streams drain the Sultan urban growth area.

- The Skykomish River flows west across the southern city draining into Puget Sound at Everett.
- The Sultan River flows south across the western city limits to its confluence with the Skykomish River.
- The Wallace River south and east of Sultan joins the Skykomish River in Sultan near Skywall Drive.
- Winters Creek originates north of Sultan and flows southwest before joining the Sultan River north of Osprey Park.
- Wagley Creek originates east of the City and flows west and southwest before joining the Skykomish River near Sultan Basin Road.
- Unnamed streams and water courses flow into the Sultan River and Wagley Creek.

The river and tributaries drain the Sultan UGA within 3 principal basins:

- The Lower Sultan River Basin drains the Sultan River valley into Winters Creek and the Sultan River. The basin extends from the headwaters of the Sultan River south to the edge of the downtown, and from the top of the east valley wall near Loves Hill Drive west to the opposite side of the valley.
- The Lower Mainstem Skykomish Basin drains the entire plateau into Wagley Creek and then into the Skykomish River. The basin extends from about 116th Street SE south down the plateau and through the downtown and industrial area into the Skykomish River, and from Loves Hill Drive east to the crest of the west wall of May Creek and the Wallace River Valley.
- The May Creek Basin drains the Wallace River valley into May Creek then into the Wallace River and then the Skykomish River at the edge of Sultan's UGA. The basin extends south from Startup along SR-2 and the Wallace River across Sultan Cemetery and Skywall Drive to the Skykomish River.

Sultan's residents recognize the unique challenges of Sultan's location. When the Skykomish River is high, the Sultan River backs up from its confluence with the Skykomish and floods the lower portion of downtown. This regular flooding, at least twice in the last decade, presents a significant challenge to existing business and property owners and for new businesses and construction. Location within a floodplain triggers special design considerations that are required for new buildings in the area.

In 2020 the Federal Emergency Management Agency (FEMA) remapped the Sultan and Skykomish River floodplain. FEMA is proposing to remove some areas from the 100-year floodplain area and reclassify other areas previously in the 100-year floodplain to the 500-year floodplain. These proposed changes would lower flood insurance premiums and relax building requirements for a large number of properties in the downtown.

The plateau above the older part of town, while not impacted by flood hazards, face development constrains because of wetlands and creeks. These natural features impact an area of town traditionally devoted to residential uses. As Sultan accommodates projected population increases within the existing City limits and UGA, it will face the complex challenge of increasing the number of housing units, maintaining neighborhood character, and protecting the natural environment's functions and values.

The 2024 Comprehensive Plan Update addresses these issues and the caring for the natural environment through its policy framework. It identifies through a series of maps, the complex tapestry of wetlands, floodplains, geologically hazardous areas, and aquifer vulnerability areas and provides strategies to balance the mandate of protecting these critical areas with the desire for growth and development.

Key Findings

- **A complex of critical areas exists across Sultan** – Wetlands, geologically hazardous areas, critical aquifer recharge areas, and wildlife habitat dot the landscape, providing substantial natural assets and development challenges.
- **Over 30% of Sultan's parcels are impacted by the 100-year floodplain –** An increasing amount of the city is vulnerable to Skykomish and Sultan River flooding.
- **Sultan has a high vulnerability to the aquifer recharge areas –** These sensitive areas contribute to development challenges throughout the City.
- **Sultan faces heightened wildfire risk –** Wildfires are increasingly common in Western Washington and have occurred in the Skykomish River Valley in recent years. Much of Sultan is categorized as the Wildland-Urban Interface—a dangerous mix of built structures and forest—one factor that indicates the city's risk of wildfire.

Regulatory Context and Planning Framework

Federal Regulations

Many environmental regulations are set at the federal level, including, but not limited to, the National Environmental Policy Act (NEPA), Clean Air Act, and Clean Water Act. These regulations focus on federal actions that may have environmental impacts and mandate a systematic approach. While they do not directly mandate comprehensive plans or policies for cities, they have implications for city planning and development in the context of environmental considerations and impacts.

For example, in compliance with the Clean Water Act, cities often need National Pollutant Discharge Elimination System (NPDES) permits to discharge stormwater into waters of the United States. These permits may require cities to develop stormwater management plans and implement best management practices (BMPs) to control stormwater pollution.

Washington State

At the state level, the Growth Management Act (GMA), the State Environmental Policy Act (SEPA), the Shoreline Master Program, and many other regulations impact city programs, regulations, and project review processes.

State Environmental Policy Act

The State Environmental Policy Act (SEPA) is a state-level environmental law in Washington State, USA. SEPA requires a process of environmental review for projects that require government approval. This review assesses the potential environmental impacts of a proposed project and considers alternatives to mitigate those impacts.

Shoreline Management Act

The Washington State Shoreline Management Act (SMA) is a state law aimed at managing and protecting the state's shorelines. Enacted in 1972, it requires jurisdictions to develop Shoreline Master Programs (SMP) for waterbodies and associated uplands designated as "Shorelines of the State" as defined below.

"Shorelines" means all of the water areas of the state, including reservoirs, and their associated shorelands, together with the lands underlying them; except (i) shorelines of statewide significance; (ii) shorelines on segments of streams upstream of a point where the mean annual flow is twenty cubic feet per second or less and the wetlands associated with such upstream segments; and (iii) shorelines on lakes less than twenty acres in size and wetlands associated with such small lakes. [RCW 90.58.030 (2) (e)]

The Shoreline Master Program (SMP) is a system of regulations designed to protect shoreline of statewide significance. In Sultan this includes the Sultan, Skykomish, and part of the Wallace Rivers. These regulations apply to any applicable activity within 200-feet of the Ordinary High-Water Mark of these bodies of water. The SMP is updated as needed with the last update occurring in 2019.

Washington State Growth Management Act

The Washington State Growth Management Act (GMA) outlines specific requirements for environmental planning in relation to land use and comprehensive plans. These requirements encompass the classification and designation of natural resource lands, critical areas, and the utilization of Best Available Science in decision-making processes.

The subsequent goals are adopted to provide guidance for the development and adoption of comprehensive plans and development regulations in counties and cities that are mandated or opt to plan under RCW 36.70A.040. Additionally, these goals guide the development of regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW. They are not listed in order of priority and should be used exclusively for the purpose of guiding the development of comprehensive plans, development regulations, and, where specified, regional plans, policies, and strategies:

- **(9) Open space and recreation.** Retain open space and green space, enhance recreational opportunities, enhance fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.
- **(10) Environment.** Protect and enhance the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- **(14) Climate change and resiliency.** Ensure that comprehensive plans, development regulations, and regional policies, plans, and strategies under RCW 36.70A.210 and chapter 47.80 RCW adapt to and mitigate the effects of a changing climate; support reductions in greenhouse gas emissions and per capita vehicle miles traveled; prepare for climate impact scenarios; foster resiliency to climate impacts and natural hazards; protect and enhance environmental, economic, and human health and safety; and advance environmental justice.
- **(15) Shorelines of the state.** For shorelines of the state, the goals and policies of the shoreline management act as set forth in RCW 90.58.020 shall be considered an element of the county's or city's comprehensive plan.

Critical Areas and Best Available Science Review

The GMA has required that counties and cities must include the "Best Available Science (BAS)" when developing policies and development regulations to protect the functions and values of critical areas and must give "special consideration" to conservation or protection measures necessary to preserve or enhance anadromous fisheries. [RCW 36.70A.172(1).2]

As defined by the Revised Code of Washington [RCW 36.70A.030(5)], critical areas include:

- geologically hazardous areas,
- frequently flooded areas,
- critical aquifer recharge areas used for potable water,
- wetlands, and
- fish and wildlife habitat conservation areas.

Sultan also adopted critical area regulations and the Department of Ecology's Stormwater Manual to protect the functions and values of the critical areas identified above. Sultan's Shoreline Master Program, and this plan incorporates the goals and policies of the shoreline program. The following existing conditions sections summarize the extent of Sultan's critical areas.

Climate Change & Resilience (HB 1181)

Planning for climate change and resiliency was added as the 14th goal to the GMA in 2023, by adoption of House Bill 1181 (Chapter 228, Laws of 2023). The GMA now requires local comprehensive plans to have sub-elements with climate resilience and greenhouse gas emissions reduction:

Greenhouse Gas (GHG) Emission sub-element — with goals and policies to reduce GHG emissions and vehicle miles traveled — is mandatory for the state's 11 largest counties and for cities located within those counties that have a population size greater than 6,000 as of April 1, 2021, according to the Office of Financial Management (OFM). As per OFM's population report, Sultan is not subject to this requirement.

Resilience sub-element — with goals and polices to improve climate preparedness, response and recovery efforts — is mandatory for all fully planning counties and cities under the GMA and is encouraged for others. Sultan is required to fulfill this mandate by 2029.

VISION 2050

The Puget Sound Regional Council (PSRC), the regional planning authority for our region, has adopted VISION 2050 as the long-range growth management, environmental, economic, and transportation strategy for the central Puget Sound region. VISION 2050 encompasses goals, general policies, PSRC actions, and local actions for each planning topic, including dedicated chapters for environmental and climate change.

Environment Goal: The region cares for the natural environment by protecting and restoring natural systems, conserving habitat, improving water quality, and reducing air pollutants. The health of all residents and the economy is connected to the health of the environment. Planning at all levels considers the impacts of land use, development, and transportation on the ecosystem.

Environment Local Action: *En-Action-4 Local Open Space Planning*. In the next periodic update to the comprehensive plan, counties and cities will create goals and policies that address local open space conservation and access needs as identified in the Regional Open Space Conservation Plan, prioritizing areas with higher racial and social inequities and rural and resource land facing development pressure. Counties and cities should work together to develop a long-term funding strategy and action plan to accelerate open space protection and enhancement.

Climate Change Goal: The region substantially reduces emissions of greenhouse gases that contribute to climate change in accordance with the goals of the Puget Sound Clean Air Agency (50% below 1990 levels by 2030 and 80% below 1990 levels by 2050) and prepares for climate change impacts.

Climate Change Local Actions: *CC-Action-3 Policies and Actions to Address Climate Change.* Cities and counties will incorporate emissions reduction policies and actions that contribute meaningfully toward regional greenhouse gas emission goals, along with equitable climate resiliency measures, in their comprehensive planning. Strategies include land uses that reduce vehicle miles traveled and promote transit, biking, and walking consistent with the Regional Growth Strategy, developing, and implementing climate friendly building codes, investments in multimodal transportation choices, and steps to encourage a transition to cleaner transportation and energy systems.

CC-Action-4 Resilience. Cities and counties will update land use plans for climate adaptation and resilience. Critical areas will be updated based on climate impacts from sea level rise, flooding, wildfire hazards, urban heat, and other hazards. The comprehensive plans will identify mitigation measures addressing these hazards including multimodal emergency and evacuation routes and prioritizing mitigation of climate impacts on highly impacted communities and vulnerable populations.

Snohomish County Countywide Planning Policies

The environmental countywide planning polices are addressed in the policy topic Natural Environment in county-wide planning policy. The Natural Environment countywide planning goal and polices focus on: environmental stewardship, sustainable building techniques, earth and habitat, water quality, and air quality, regional greenhouse gas emissions reduction, and climate change. The countywide planning policies are adopted by Snohomish County and its local jurisdictions, establishing a framework for policy coordination on those topics that are more regional in nature.

Housing Policies:

- HO-10 Jurisdictions should encourage the use of environmentally sensitive housing development practices and environmentally sustainable building techniques and materials in order to minimize the impacts of growth and development on the county's natural resource systems. This approach should also consider the potential costs and benefits to site development, construction, and building maintenance to balance housing affordability and environmental sustainability.

Environmental Policies:

- Env-1 All jurisdictions shall protect and enhance natural ecosystems through their comprehensive plans, development regulations, capital facilities programs, and management practices. Jurisdictions should work collaboratively, employing integrated and interdisciplinary approaches, to consider regional and countywide strategies and assessments, as well as best available qualitative and quantitative information, in formulating plans and regulations that are specific to their community.
- Env-3 The County and cities shall work collaboratively to create goals and policies intended to implement and address the needs identified in the Regional Open Space Conservation Plan.
- Env-4 The County and cities should identify and protect, enhance, or restore wildlife corridors and important habitat areas that support designated species of local or state significance, such as orca and salmon, and those areas that are critical for survival of endangered or threatened species.
- Env-5 The County and cities should work with neighboring jurisdictions and tribes to identify and protect significant open space areas, natural resources, and critical areas through appropriate local policies, regulations or other mechanisms such as public acquisition, easements, voluntary agreements, supporting the efforts of conservation organizations, and other best practices.

- Env-6 In recognition of the broad range of benefits from ecological systems, the County and cities should establish policies and strategies to restore – where appropriate and possible – the region's freshwater and marine shorelines, watersheds, and estuaries to a natural condition for ecological function and value.
- Env-7 The County and cities should reduce and mitigate the stormwater impacts of land development and redevelopment through collaboration in watershed planning, implementation of low impact development, and other best practices.
- Env-8 The County and cities shall work to maintain and improve air and water quality and ensure that all residents have equitable access to clean air and water.
- Env-9 The County and cities should reduce the impacts of light and noise pollution upon residents, including an emphasis on reducing these impacts on vulnerable populations, through land use, development, and transportation decisions.
- Env-10 The County and cities should support the use of integrated pest management and other programs that work to reduce the use of toxic pesticides and other products that present a risk to the health of the environment and humans.
- Env-11 The County and cities should establish and/or support programs that manage and work to reduce the spread of invasive species that are harmful to natural ecological function and habitat throughout the county.

Climate Change Policies:

- CC-1 The County and cities shall incorporate emissions reduction actions into local plans and collaborate with regional and state agencies on initiatives to ensure that air quality meets or exceeds established state and federal standards and greenhouse gas emissions are reduced in accordance with the goals of the Puget Sound Clean Air Agency. Any initiatives which exceed established state and federal standards shall be voluntary between jurisdictions and are not required by CC-1.
- CC-2 The County and cities should support the implementation of the state's climate change initiatives and work toward developing a common framework to analyze climate change impacts when conducting environmental review under SEPA.
- CC-3 The County and cities should establish and/or support programs that work to reduce greenhouse gas emissions and increase energy conservation, including the retrofit of existing buildings, expansion of alternative/clean energy within the public and private sector, and the use of environmentally sustainable building techniques and materials.
- CC-4 The County and cities should use natural systems to reduce carbon in the atmosphere by establishing programs and policies that maintain and increase natural resources that sequester and store carbon, such as forests, vegetative cover, wetlands, farmland, and estuaries.
- CC-5 The County and cities should plan for climate adaptation and resilience by establishing a planning framework in local plans and coordinating regionally to identify, anticipate, prepare for, and adapt to likely impacts of climate change on natural systems, infrastructure, public health, and the economy. These efforts should identify measures to mitigate climate impacts and include a focus on minimizing these impacts upon highly impacted and vulnerable populations.
- CC-6 The County and cities should support the achievement of regional greenhouse gas emissions reduction targets through adoption of policies and implementation of actions including identification of emissions reduction goals in local plans and providing support for land use, transportation, and development policies that reduce vehicle miles traveled and greenhouse gas emissions from transportation.

Local Planning Policies

Sultan's existing comprehensive plan incorporates robust environmental regulations, comprising seven major goals and their associated policies, addressing natural environments and resources, land management, climate change, and air quality.

Natural environment related regulations adopted in the Sultan Municipal Code (SMC) and Sultan Zoning Code (SZC) include but are not limited to:

- Title 13 Water, Sewers and Public Services
- Title 14 Stormwater
- Title 17 Environment

Existing Conditions

Vegetation

Sultan consists of very deep, moderately well-drained soils formed in recent alluvium on floodplains. These soils are found at elevations ranging from near sea level to 120 feet, with slopes ranging from 0 to 3 percent. The average annual precipitation is about 45 inches, and the mean annual temperature is 50 degrees F.

Most of the Sultan soils have been cleared and are utilized for growing seeded grass pastures or row crops. The native vegetation primarily includes Douglas-fir, red alder, and western redcedar. Additionally, there is an understory of Douglas spirea, trailing blackberry, salmonberry, and thimbleberry, along with Oregon-grape, willow, western swordfern, vine maple, and tree seedlings.

Wetlands

Wetlands are extremely diverse and are characterized by their size, vegetation, and function. They store floodwaters, reducing flooding and downstream erosion. They protect water quality by trapping and absorbing sediments. They also help replenish ground water supplies, maintain base flows for surface water bodies, and provide wildlife and plant habitat.

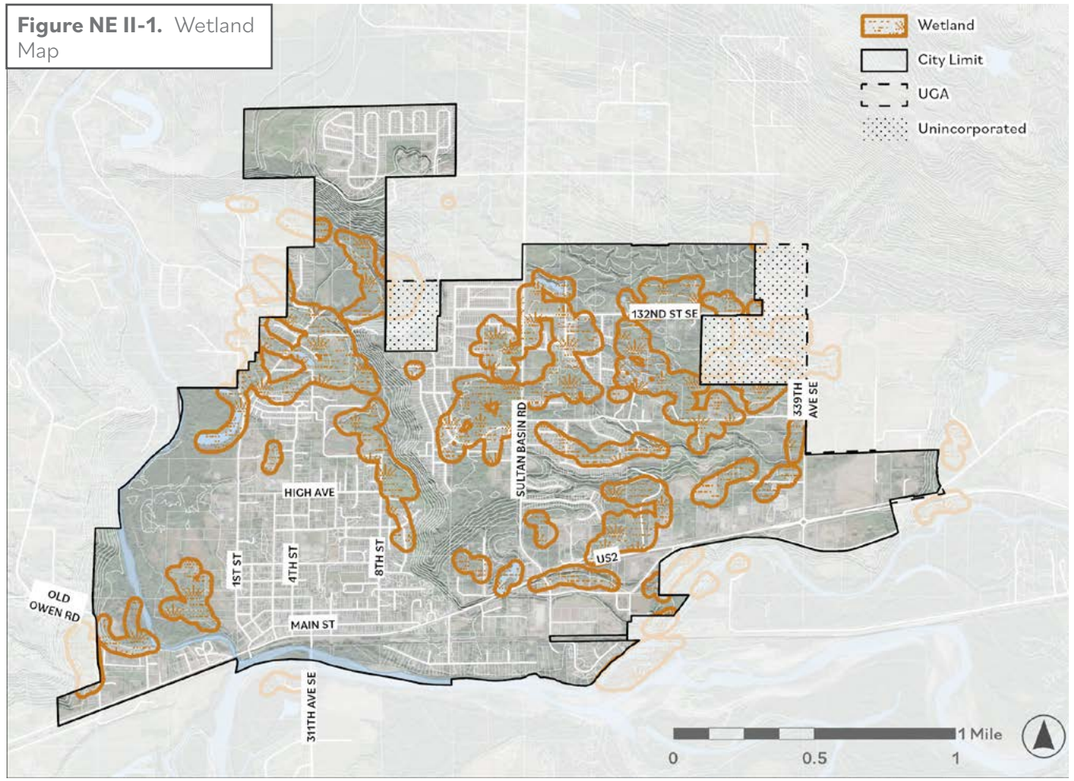
Figure NE-II 1 illustrates the generalized extent of wetlands within the City of Sultan and its UGA. Generally, the wetlands are in the northern half of the city, with the majority of the wetlands on the plateau. Land significantly impacted by wetlands is mostly undeveloped. Less constrained areas were developed first, leaving the more constrained areas to accommodate forecast population growth. Sultan's challenge will be to care for these natural resources and protect neighborhood character while accommodating projected growth.

Critical Aquifer Recharge Areas (CARAs)

The GMA defines critical aquifer recharge areas as: "areas with a critical recharging effect on aquifers used for potable water" [RCW 36.70A.030 (5)]. The Washington Administrative Code states that "Much of Washington's drinking water comes from ground water supplies, and once ground water is contaminated it is difficult, costly, and sometimes impossible to clean up" (WAC 365-190-100). Protecting the ground water and preventing contamination is necessary to avoid high cost, hardship, and potential physical harm.

Groundwater quality is linked to its recharge area. Two main factors affect a recharge area's ability to maintain a healthy groundwater resource: "hydrologic susceptibility" and "contamination loading potential." Hydrologic susceptibility measures the ease by which water passes through the soils into the ground water. Contamination loading potential refers to how easily containments may reach the ground water.

Figure NE II-1. Wetland Map



Sultan participated in the development of the 1999 Snohomish County Ground Water Management Plan (GWMP), which was subsequently certified by Washington State Department of Ecology in May 2001. The plan addressed approximately 850 square miles of western Snohomish County, encompassing Sultan and its Urban Growth Area (UGA). It provided area characterization, management alternatives, and a set of recommended actions for protecting ground water resources. Additionally, the GWMP forms the basis for delineating Sultan's critical aquifer recharge areas. That report identifies Sultan and its UGA as generally having a high vulnerability to the water table. Figure NE-II 2 below shows the vulnerability to water table in the Sultan area.

Nearly all of Sultan and its UGA have a high vulnerability to the aquifer recharge areas, potentially impacting development throughout the City. Sultan adopted groundwater management regulations under SMC 17.12 aimed at protecting human health and the long-term conservation of the natural resource while providing predictability for development.

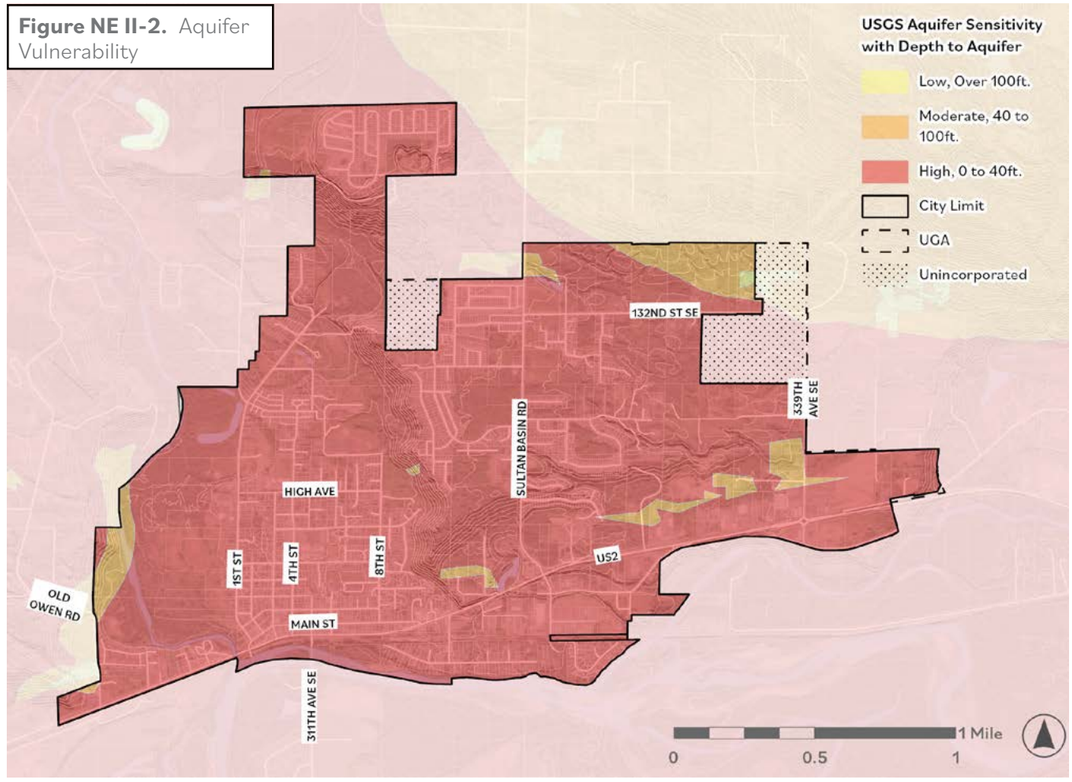


Figure NE II-2. Aquifer Vulnerability

Frequently Flooded Areas

Frequently flooded areas are natural physical features of a watershed that play an important role in stormwater storage and disposal. Maintenance of the natural function of these areas protects property and reduces the need to construct flood control facilities. Frequently flooded areas are lands within Flood Hazard Areas, in Sultan there are three flood zones:

- The Floodway, which is located south of Dyer Road and Skywall Drive along the Skykomish River and West of 1st Street bordering the Sultan River;
- The 100-year Flood Zone, which impacts a large portion of the City and contains the floodplain with a 1% annual chance of flooding and a 26% chance of flooding over the life of a 30-year mortgage; and
- The 500-year Flood Zone, which impacts a small portion of the City and is mostly on the fringe of the 100-year Flood Zone.

Frequently flooded areas include, but are not limited to, streams, rivers, lakes, sink areas, major natural drainage ways and wetlands. Approximately 863 acres of residential areas are within 100-year Flood Zone. These areas are identified by the Federal Emergency Management Agency (FEMA) as the 100-year floodplain and are delineated in Figure NE-II 3.

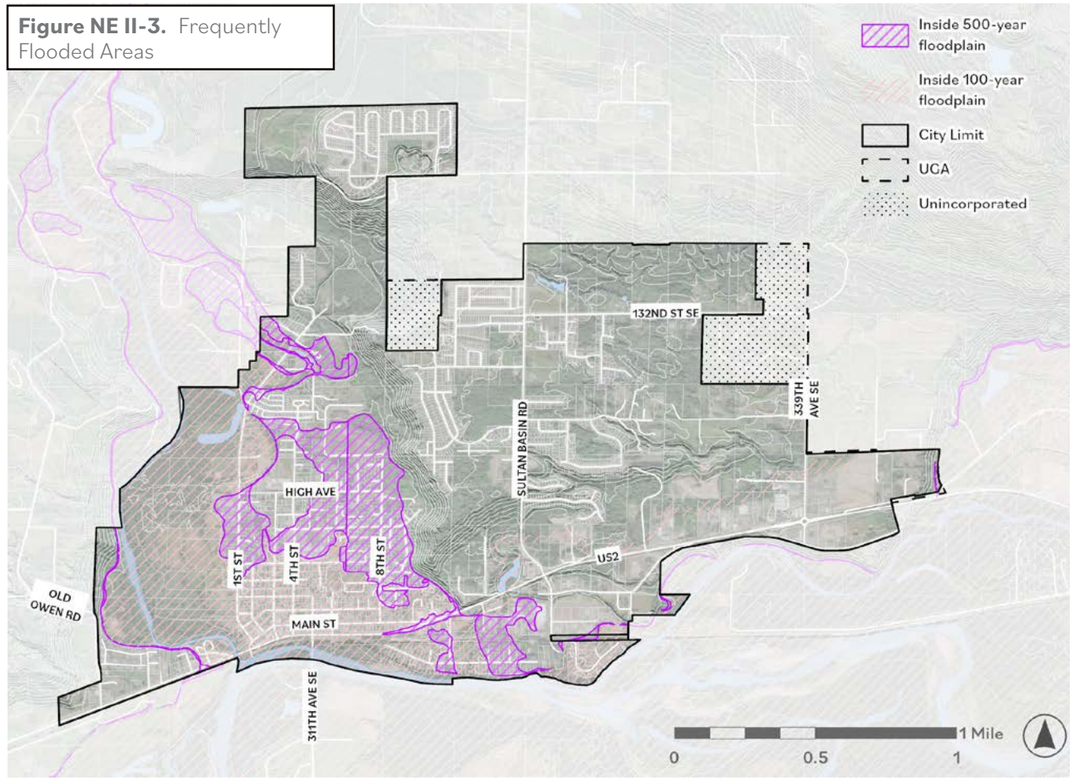


Figure NE II-3. Frequently Flooded Areas

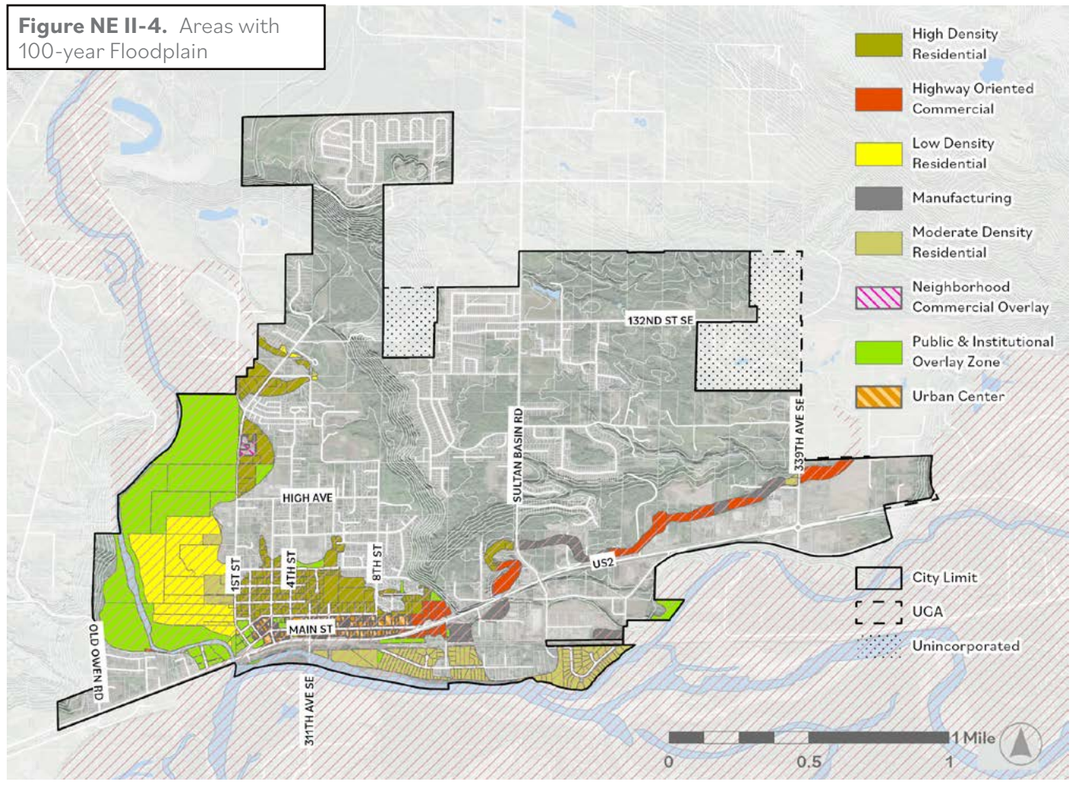


Figure NE II-4. Areas with 100-year Floodplain

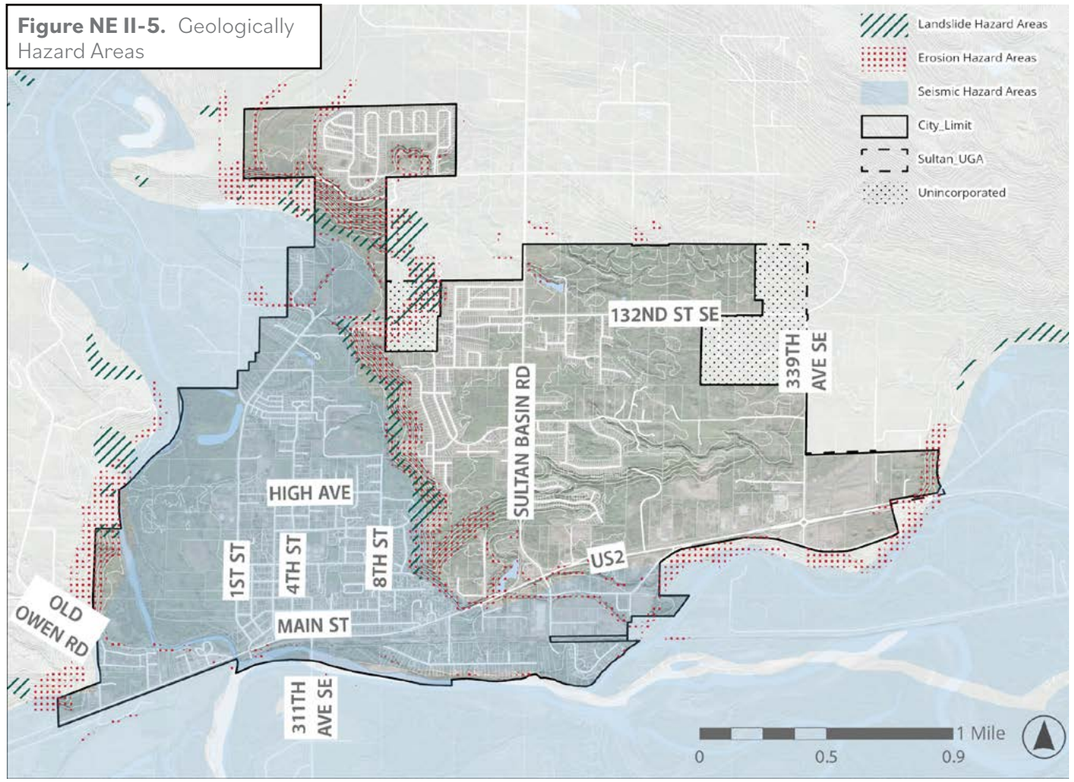
Geologically Hazardous Areas

Geologically hazardous areas are susceptible to erosion, sliding, earthquake, volcanic eruptions, and tsunamis, posing a threat to the health and safety of residents. Generally, geologically hazardous areas are not well suited to development.

The geologically hazardous areas impacting the City of Sultan and its UGA can be seen Figure NE-II 5. Steep slopes along the Sultan Basin Plateau and river banks are classified as erosion and landslide hazards and many seismogenic folds and faults crossing the city are identified seismic hazards. Much of the lower-lying areas within the Sultan River and Skykomish River floodplains are identified liquifaction zones with moderate to high susceptibility. This classification from the National Earthquake Reduction Program advises where earthquake shaking will be strongest and where potential damage to buildings and other structures may be elevated because of soil effects.

Sultan's geologically hazardous areas, especially those identified as landslide or erosion areas, are not advisable to accommodate high density development because of elevated risks and added costs of building. Future building in geologically hazardous area will require rigorous development standards to protect the health and safety of people and property.

Figure NE II-5. Geologically Hazard Areas



Fish and Wildlife Habitat Conservation Areas

The GMA requires cities to address land use issues that directly and indirectly impact fish and wildlife habitat. Fish and wildlife habitat conservation is the management of land for maintaining species in suitable habitats. Habitat conservation areas generally include wetlands, streams, and water bodies but may also include areas of species richness, breeding habitat, winter range, and migration corridors.

The Washington State Department of Fish and Wildlife considers sensitive species and habitat locations to be confidential, and therefore the mapping of this data for public consumption may be limited. However, the City of Sultan in conjunction with WDFW may consider impacts to habitat in the permitting of projects. Fortunately, fish and wildlife habitat generally coincides with wetlands, shorelines, and frequently flooded areas. While the Jackson Hydroelectric project and Culmback Dam have affected the Sultan, Skykomish, and Wallace Rivers, this plan assumes that the wetland map, other critical areas, and shoreline regulations are a good first step to identifying fish and wildlife habitat. The City through its existing regulations, SEPA and coordination with WDFW will work to avoid, reduce, or mitigate impacts to fish and wildlife habitat.

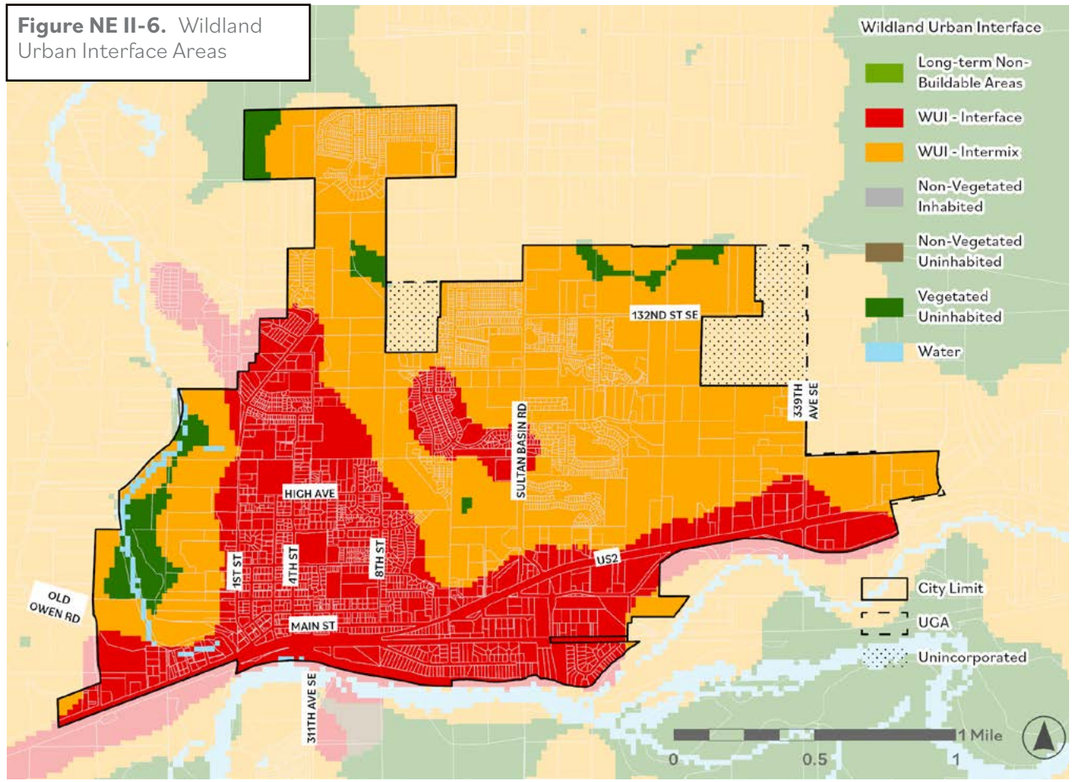
Wildfire Risk (Wildland Urban Interface - WUI)

Communities located in native vegetation, such as forests, are often referred to as Wildland Urban Interface or WUI communities. These communities face a higher risk of wildfire. It is important for the fire service and urban planning to work together to create healthy landscapes and communities that are more resilient to wildfires. The National Cohesive Wildland Fire Management Strategy is a collaborative process aimed at restoring and maintaining landscapes, keeping communities safe, and improving fire response.

The wildland-urban interface comes in two types: The classic interface marks the boundary where urban expansion meets natural areas, creating a clear urban-rural divide. The intermix, in contrast, represents a transition from agricultural and forest lands to urban development, blending rural and urban land uses within the same area.

Most of the land within Sultan's city limits is classified as WUI-interface and WUI-intermix. The majority of WUI-interface areas are located on the south side of the city along the highway and on the southwest side of 8th Street.

Figure NE II-6. Wildland Urban Interface Areas



Water Quality

Complying with the Clean Water Act, the City of Sultan owns and operates a Wastewater Treatment Plant (WWTP) under the terms and conditions of the existing NPDES permit number WA-002330-2. The WWTP is located at the convergence of the Skykomish and Sultan Rivers. It has a capacity of 0.72 million gallons per day (MGD) and employs extended aeration activated sludge technology for secondary treatment in two oxidation ditches. The plant was constructed in 1970, and there are plans for upgrades in the near future due to population growth in the area.

The City of Sultan has two sources of drinking water: Lake 16 and water purchased from the City of Everett. The city owns a raw water supply reservoir (Lake 16). The city is primarily reliant on Lake 16 for its water supply (approximately 97%). Additionally, the city has an intertie with the City of Everett's water system, which delivers treated water to Sultan water consumers during periods of maintenance activity at the Water Treatment Plant or when Lake 16 turbidity is high (typically in the autumn after a heavy rainstorm).

The Safe Drinking Water Act requires water systems to provide customers with annual reports on the quality of their drinking water. According to Sultan's Annual Water Report for the year 2022, the Sultan Water Treatment Plant has the capacity to produce 1.3 million gallons of drinking water per day. The drinking water in Sultan meets or exceeds all government standards and is safe to drink, and it is consistently meets or exceeds the state standards for copper and lead.

Air Quality

Sultan's current air quality meets the EPA air quality standards.

The federal Clean Air Act requires the EPA to set National Ambient Air Quality Standards (NAAQS) for the six common air pollutants below, including Carbon monoxide (CO), Lead (Pb), Nitrogen dioxide (NO2), Ozone (O3), Particle or particulate matter (PM), and Sulfur dioxide (SO2).

Using air monitoring data, the Washington State Department of Ecology determines whether an area meets each air quality standard and then recommends the air quality designations ("attainment," "nonattainment," or "unclassifiable") to the EPA. If the air quality does not meet a standard, the EPA may classify the affected area as nonattainment, indicating that the area does not meet national air quality standards. A State Implementation Plan (SIP) outlines actions to improve air quality.

Summary of Natural Environment Conditions and Key Issues

Sultan, situated in a region with diverse topography, features a blend of flatlands, plateaus, hills, and valleys, with the nearby Cascade Range contributing to its varied landscape.

Most of the wetlands in Sultan are located in the northern half of the city, primarily on the plateau. While the majority of wetland-impacted land remains undeveloped, the City faces the challenge of balancing the preservation of natural resources and neighborhood character with accommodating projected population growth.

Nearly all of Sultan and its UGA have a high vulnerability to the aquifer recharge areas, potentially impacting development throughout the City.

Frequently flooded areas in Sultan fall into three flood zones: the Floodway located south of Dyer Road and Skywall Drive, the 100-year Flood Zone covering a large part of the city, and the 500-year Flood Zone, which is primarily on the fringe of the 100-year Flood Zone.

The geologically hazardous areas affecting Sultan and its UGA are primarily situated in the bluff dividing the historic core from the newer plateau. Due to increased construction expenses, these areas are unlikely to support high-density development.

Most of the land within Sultan's city limits is classified as Wildland-Urban Interface (WUI) interface and intermix. The majority of WUI-interface areas are located on the south side of the city along the highway and on the southwest side of 8th Street.

05

Economic Development

Volume II

Economic Development Profile

Resident Profile

Key Findings

- About 25% of Sultan residents have a college degree. Nearly 90% of residents have a high school education and most of the City's existing student population attends public school.
- Sultan has fewer 20-34 year olds compared to the region. This cohort makes up 11.2% of Sultan compared to 14.2% in Snohomish County. The share of residents 35-44 years old, however, is much larger in Sultan than in the County.
- Sultan has a high proportion of children under 18. Sultan's child dependency rate is 40.3% compared to 35.5% in Snohomish County. Sultan also has a slightly lower senior (65 years and above) dependency ratio of 18% compared to 21.3% in the County. Dependency ratios compare the number of people in the population in question to the number of workers.
- Sultan has a high proportion of Hispanic or Latino residents. Nearly 25% of Sultan residents identify as Hispanic or Latino compared to 10.8% in Snohomish County. Relatedly, the predominant birth countries of foreign born residents are El Salvador and Mexico. Nearly 14% of residents over the age of five speak English "less than very well."

Figure ED II-1. City of Sultan Population Growth, 2000-2022.

Washington State Office of Financial Management, 2023

Source: Washington State Office of Financial Management, 2023

Historic Growth and Annexations

The City of Sultan was incorporated in 1905. At that time, the City covered approximately 510 acres and had a population of approximately 570.

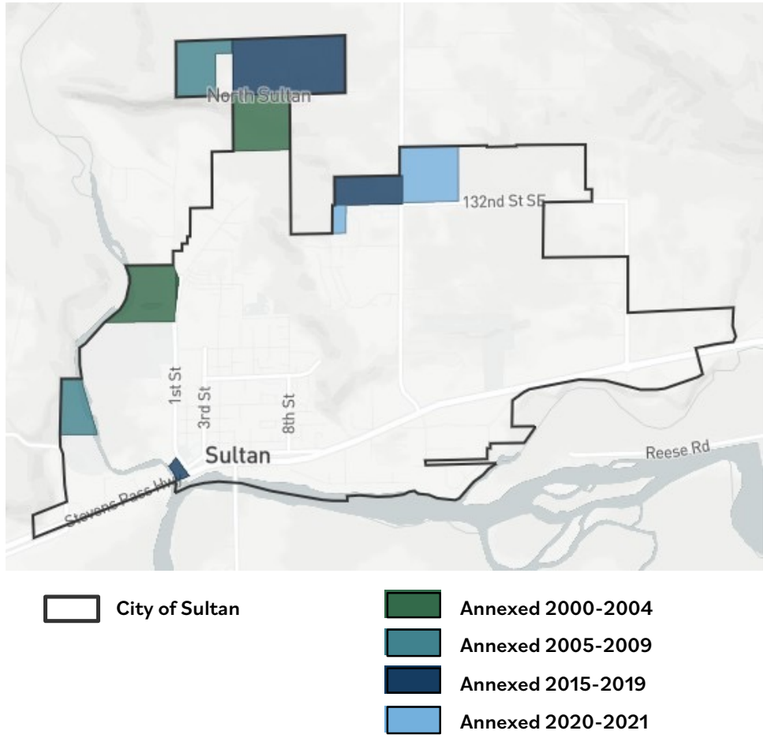


Figure ED II-2. City of Sultan Annexations, 2000-2021.

Washington State Office of Financial Management, Annexation Detail, 2023

Since it's incorporation in 1905, Sultan's population has naturally increased, but the City has also grown through annexation of unincorporated area around it. In total, the City has allowed 34 annexations with 10 occurring over the past 20 years:

- Ordinance 740-00, incorporating 0.50 acres effective March 8, 2000.
- Ordinance 759-01, incorporating 40.12 acres effective June 20, 2001.
- Ordinance 740-00 (amended), incorporating 37.33 acres effective September 5, 2001.
- Ordinance 922-06, incorporating 20.04 acres effective May 6, 2006.
- Ordinance 923-06, incorporating 30.63 acres effective May 6, 2006.
- Ordinance 1216-15, incorporating 2.87 acres effective July 1, 2016.
- Ordinance 1261-17 (amended), incorporating 79.92 acres effective August 9, 2017.

- Ordinance 1292-18, incorporating 24.17 acres effective January 1, 2019.
- Ordinance 1310-19, incorporating 4.85 acres effective January 1, 2020.
- Ordinance 1349-21, incorporating 40 acres effective July 5, 2021.

The Sultan UGA currently includes unincorporated parcels zoned Urban Low Density Residential and Urban Medium Density Residential located north and northeast of the city boundary. Approximately 87 acres are located in the UGA near the intersection of Rice Road and 132nd Street Southeast and about 30 acres are located in the UGA west of Cascade Street and north of Bryant Road. These areas contain less than 10 single-family homes with accessory agricultural production.

Population Attributes

Below are key population attributes for a comparison between Sultan and Snohomish County.

Age and Dependency

The median age in Sultan is 36.9, slightly younger than the median age of 38.2 in Snohomish County overall. This is because Sultan generally has fewer people in the age goups above 45 years old with the exception of those 75 to 84 years old. We also compared the "working age" population to the size of the population under 15 (children) and the population 65 and older (older adults) to understand the ratio of "dependents" to working age adults. Sultan has a higher child dependency ratio than the County overall, but a lower old age dependency ratio than the County.

Figure ED II-3. Population Proportion by Age Bracket.

US Census Bureau, ACS 5-year 2018-2022

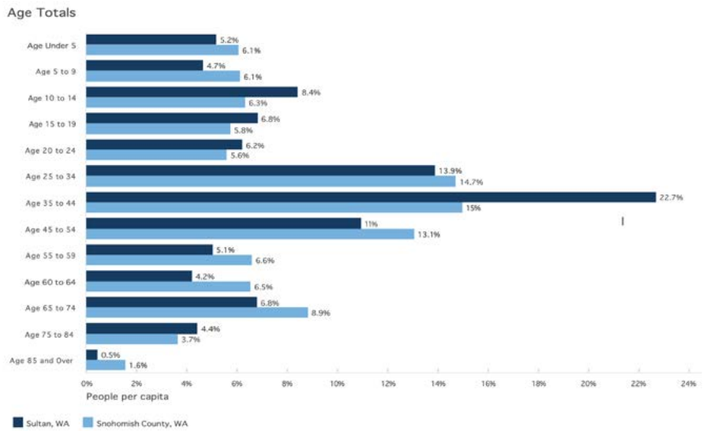


Figure ED II-4. Age Dependency Ratios, Sultan and Snohomish County.

US Census Bureau, ACS 5-year 2018-2022

Dependency ratios capture variations in the proportions of children, elderly people, and working-age people in the population that imply the dependency burden that the working-age population bears in relation to children and the elderly. The working population is defined as those ages 18- 65, Old Age is defined as those over 65 and Children defined as those 17 and under.

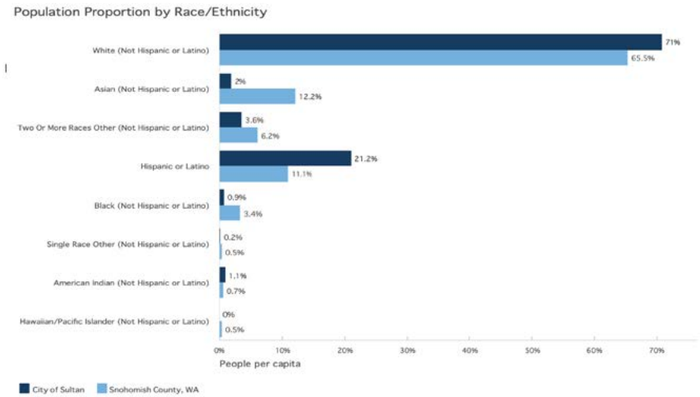
Race and Ethnicity

Between the 2010 and 2020, Sultan's racial diversity increased; in 2010, almost 83% of the population identified as white (not Hispanic or Latino), while in 2020, only a little over 73% of the population identified the same way. During the same period, those identifying as Hispanic or Latino increased from 11.7% to 14.3% of the total population. Similarly, those identifying as Asian increased from 1.5% to 2.6%.

As of the 2018-2022 ACS 5-year estimates, with the exception of White, Hispanic or Latino, and American Indian, Sultan has a lower representation of all other races when compared to Snohomish County. Although there was a decline in those identifying as white (not Hispanic or Latino) between 2010 and 2020, the increase in diversity has not made the City's racial and ethnic diversity representative of Snohomish County's population overall, but rather increased the representation of select populations, particularly people identifying as Hispanic or Latino.

Figure ED II-5. Population Proportion by Race/Ethnicity

US Census Bureau, ACS 5-year 2018-2022



Home Language

About 23% of Sultan residents speak a language other than English at home. Over half of these residents speak English less than “very well” which reflects the need for bilingual materials in Sultan—particularly in Spanish.

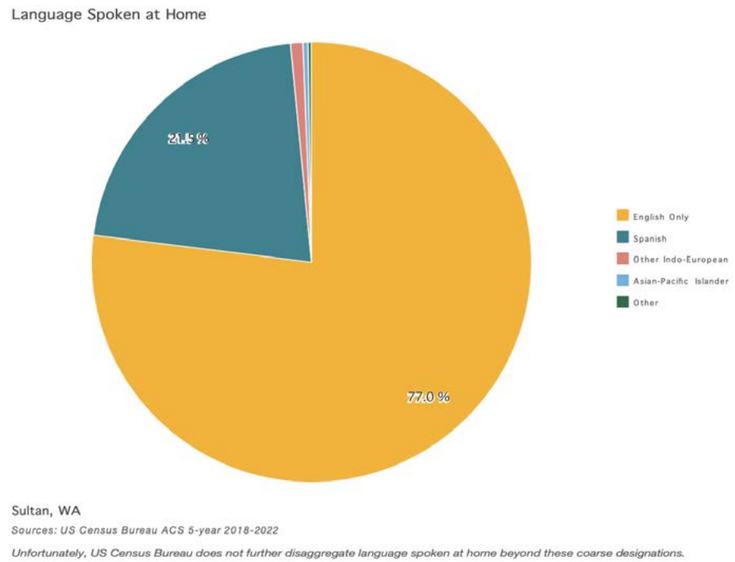


Figure ED II-6. Language Spoken at Home

US Census Bureau, ACS 5-year 2018-2022

Note: US Census Bureau does not further disaggregate language spoken at home beyond these coarse designations

Origins of Foreign Born Population

Almost 18% of Sultan’s population was born outside of the US. This is significant, because the places of birth for the foreign born population can provide additional insight into the cultural identities and needs of the population. The majority of Sultan residents who were born outside of the US were born in Mexico or El Salvador. As of 2022, 24.2% of foreign born residents were born someplace other than the locations listed in the legend below.

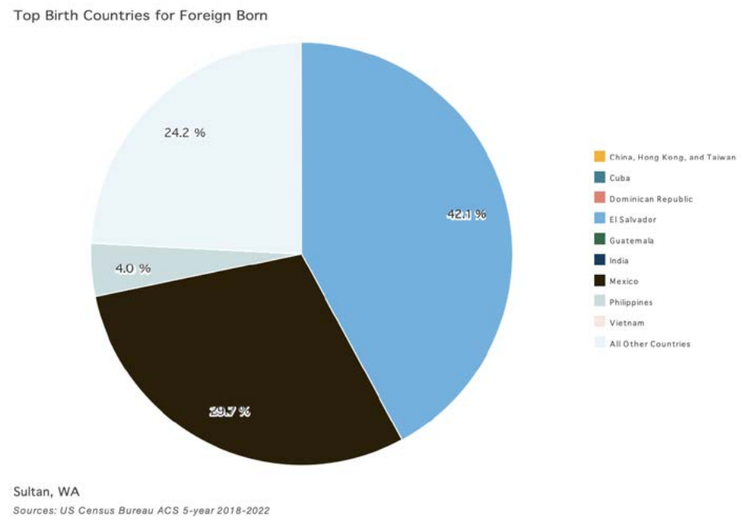


Figure ED II-7. Birth Countries for Foreign Born Population

US Census Bureau, ACS 5-year 2018-2022

Healthcare and Disability

While Sultan has a relatively low old age dependency ratio, a larger proportion of residents are living with a disability than in Snohomish County overall. Sultan residents also have a lower rate of access to health insurance than the County.

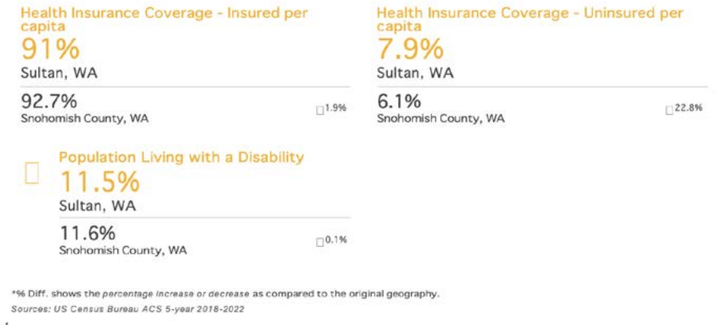


Figure ED II-8. Health Insurance Coverage per Capita

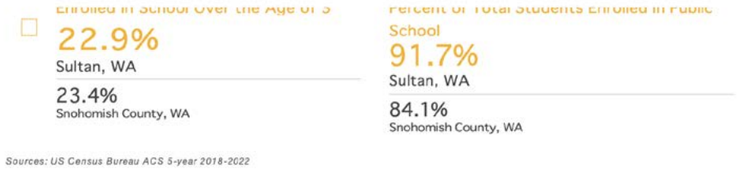
US Census Bureau, ACS 5-year 2018-2022

Education

Sultan residents are served by one public school district, the Sultan School District, which enrolls students in kindergarten through twelfth grade. Nearly 23% of Sultan’s population over the age of three are enrolled in school. Public school enrollment for all Sultan students is high, with about 7% more caregivers opting to send students to public school than in Snohomish County.

Figure ED II-9.
School Enrollment Rates

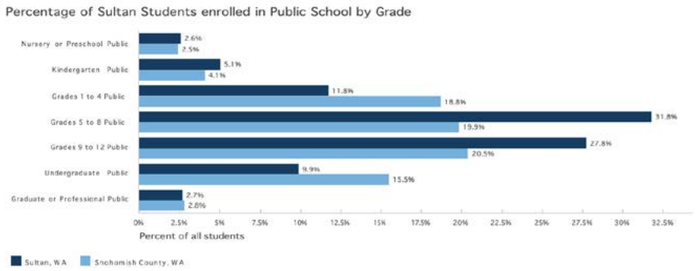
US Census Bureau, ACS 5-year 2018-2022

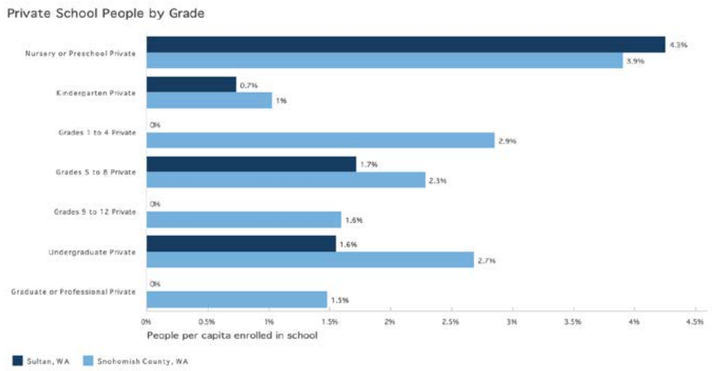


Sultan residents are more likely to attend public school than private school. The exception is for nursery or preschool. This is likely because there are sparse public nursery and preschool programs in Washington and most of the public programs are targeted to those who cannot afford private programs. Further, based on income data for Sultan households, discussed in the Household profile, residents in Sultan are more likely to be able to afford these programs than the Snohomish County population overall.

Figure ED II-10.
Public and Private School Enrollment Rates

US Census Bureau, ACS 5-year 2018-2022



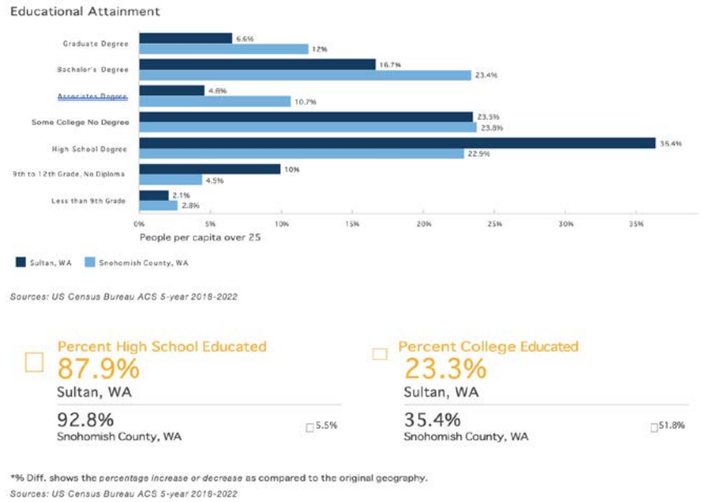


Educational Attainment

About 23% of Sultan residents over 25 have received a bachelors or advanced degree and

Figure ED II-11.
Educational Attainment

US Census Bureau, ACS 5-year 2018-2022



Household Profile

Key Findings

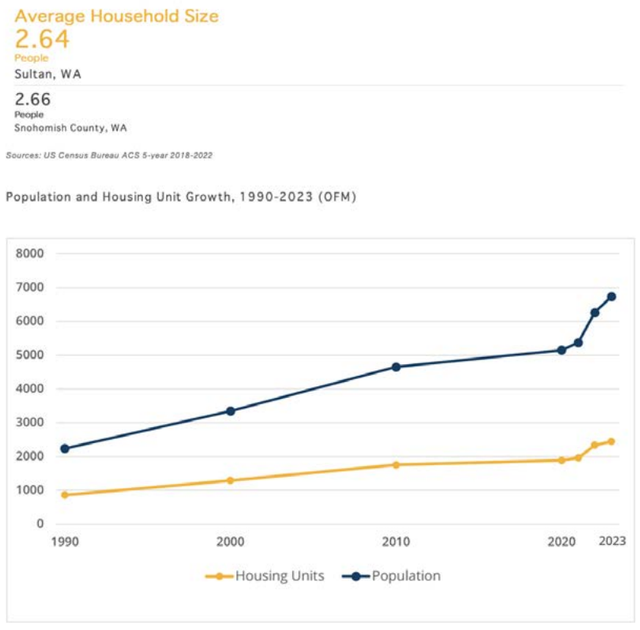
- In 2020, Sultan had 5,146 people and 1,802 households for a average household size of 2.64 people. According to Washington State estimates, the population has jumped to 6,730 as of early 2023.
- Almost two-thirds of Sultan families have at least two income earners.
- As of 2021, the median household income in Sultan was $79,084 and only 0.02% of households were below the federal poverty level. Estimates for 2023 suggests the median household income is now above $89,000.
- The rate of homeownership in Sultan is high (78.3%). Only 5.5% of low income households are severely cost burdened (spending over 50% of income on housing); however about 20% of renter households are experiencing cost burden.

Household Demographics

The City of Sultan was incorporated in 1905. As of 2000, the City had a total population of 3,344 people living in 1,291 housing units. As of April 1, 2023, according to the Washington State Offce of Financial Management, Sultan has 6,730 residents in 2,445 housing units.

Figure ED II-12.
Household Size, Population, and Housing Unit Growth

US Census Bureau, ACS 5-year 2018-2022



Household Income

Sultan households have a lower median income compared to Snohomish County, although the gap is closing with 2023 estimates showing median household incomes above $89,000. About 15% of households earn over $150,000 a year. A small percentage of families live under the federal poverty line. The majority of Sultan households have two income earners. Less than 10% of families have no workers and only one-fourth have a single income earner.

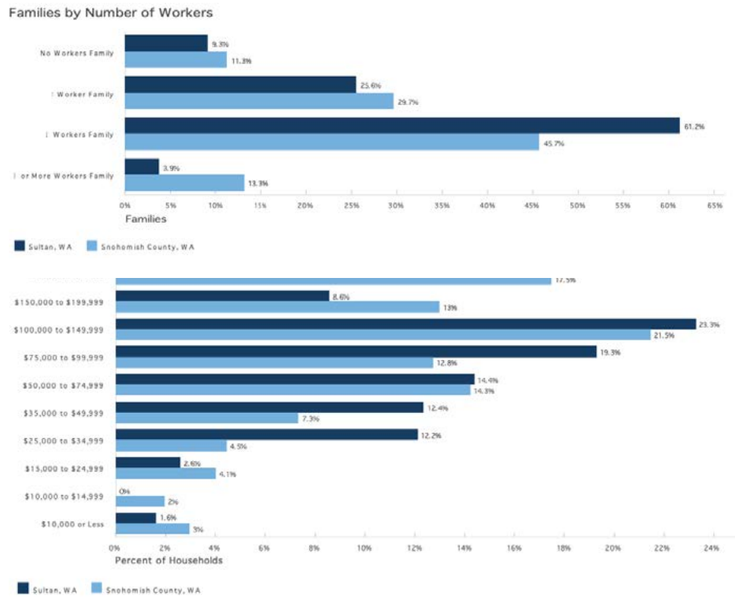


Figure ED II-13.
Families by Number of Workers

US Census Bureau, ACS 5-year 2018-2022

Figure ED II-14.
Incomes and Spending Power

US Census Bureau, ACS 5-year 2018-2022

Figure ED II-15.
Median Household Income Over Time

US Census Bureau, ACS 5-year 2018-2022

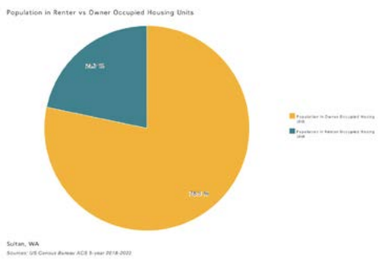
Affordability and Housing Insecurity

For most households, monthly housing costs are a significant budget item. The proportion of income that a household puts towards housing has large implications for disposable income and for housing security.

The vast majority of Sultan households own their home which indicates a high level of housing security. However, housing costs are high, and housing cost burden can have significant implications for the purchasing power of households. These burdens are felt most acutely for low-income renters.

Figure ED II-16.
Population in Renter vs Owner Occupied Units

US Census Bureau, ACS 5-year 2018-2022



Cost Burden

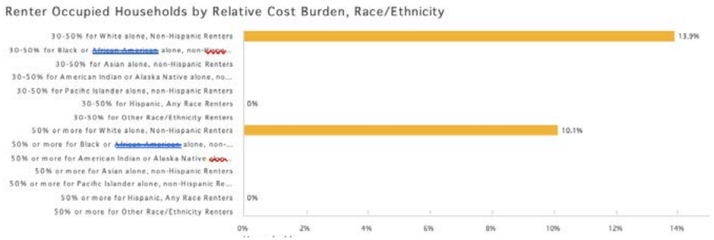
Cost burden is a key indicator of housing security. Although housing security is determined by many factors other than income—including wealth and whether one owns their home—it does provide important insight into how households are doing financially.

A smaller percentage of low-income households are severely cost burdened (pay 50% or more of their income for rent) in Sultan than in Snohomish County. Although many Sultan households are cost burdened, because so many families own their homes and have moderate incomes, the relative burden of housing costs is less acute compared to low-income renting families.

However, in Sultan, about 6% of renters spend more than 50% on rent, deeply impacting the amount of money they are able to spend in the community.

Figure ED II-17.
Renter Occupied Units by Relative Cost Burden, by Race/ Ethnicity

HUD CHAS 2016-2020



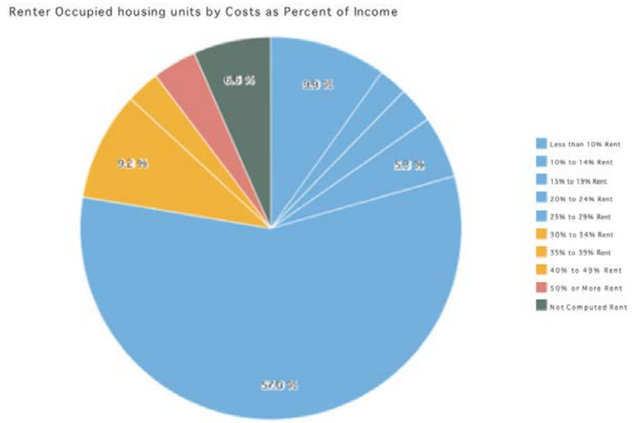


Figure ED II-18.
Renter Occupied Units by Cost as % of Income

US Census Bureau, ACS 5-year 2018-2022

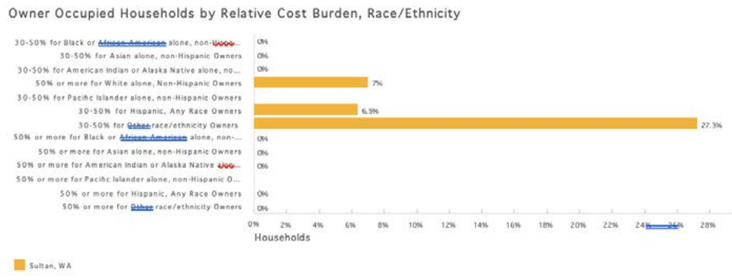


Figure ED II-19.
Owner Occupied Units by Relative Cost Burden, by Race/ Ethnicity

HUD CHAS 2016-2020

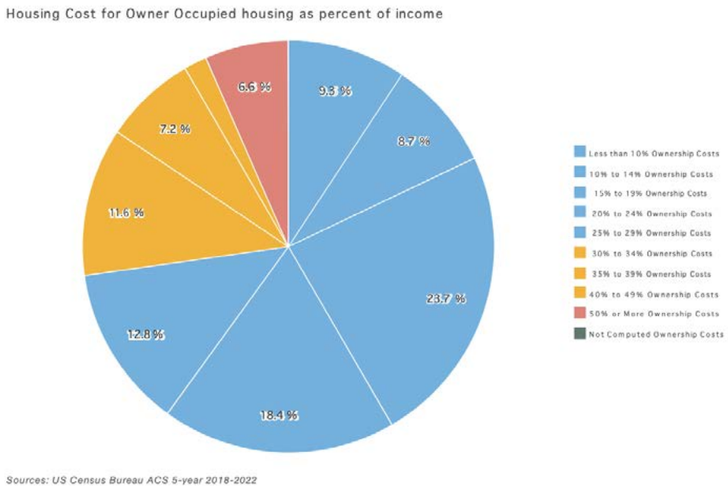


Figure ED II-20.
Owner Occupied Units by Cost as % of Income

US Census Bureau, ACS 5-year 2018-2022

Poverty

While only an estimated 45 Sultan households lived below the federal poverty threshold based on 2022 estimates, it's important to remember that the federal poverty level is a national standard that is not influenced by cost of living differences across the United States. For 2022, the federal poverty threshold for a three-person household (two adults and one related child under 18 years old) was only $21,811. This means that while a small number of households lived under the poverty threshold, it may be a poor indicator of those experiencing financial hardship.

Figure ED II-21.
Household Poverty Statistics

US Census Bureau, ACS 5-year 2018-2022

Digital Access

The vast majority of households own a computer and have access to the internet in Sultan. However, it is important to recognize that households without digital access are also likely experiencing disparities in education, income, and quality of life.

Figure ED II-22.
Household Digital Access Statistics

US Census Bureau, ACS 5-year 2018-2022

Employment Profile of Sultan Residents

Key Findings

- A growing number of Sultan's employed residents worked from home between 2020 and 2022. As of 2022, 185 residents (about 9%) were working from home. Even though residents work from home, their job may be associated with location outside of the City. This is an important trend to track to understand the lasting impacts of work from home resulting from the COVID pandemic.
- Snohomish County has gained 85k jobs from 2002 to 2020. The significant increases in county-wide jobs indicates a strong economy that Sultan can tap into for economic development activities within the city.
- Many employed Sultan residents do not work in the city. In 2020, only approximately 7.4% of employed Sultan residents both lived and worked within the city.
- Over 40% of employed Sultan residents commute more than 45 minutes. Commute times are often longer due to congestion and delays on US-2. Nearly 80% of employed residents commute alone while 8.5% carpool and 3% use public transit or "other transit".

Labor Force Participation

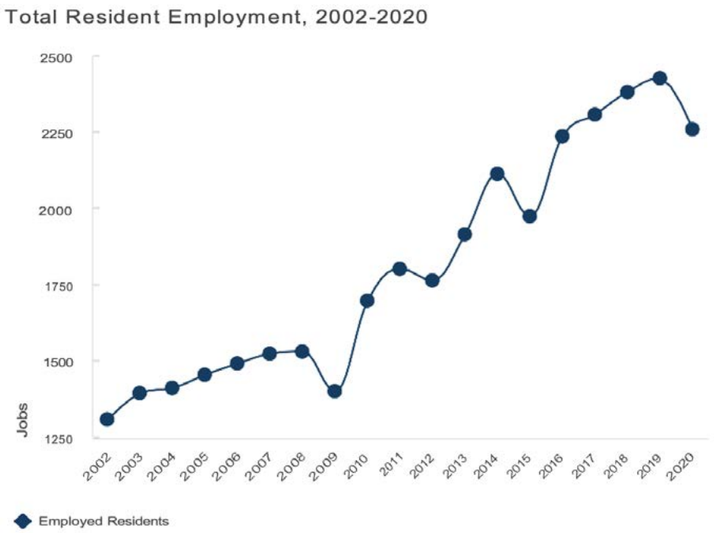
According to the 2018-2022 ACS five-year estimates, approximately 3,803 Sultan residents were "working age" or between the ages of 16 and 64. Approximately 2,781 of these residents were employed. As such, Sultan residents have a labor force participation rate of about 70%. Sultan's employment to population rate is almost as high, meaning that there are some Sultan residents under 16 and over 64 who are participating in the labor force.

Figure ED II-23.
Labor Force Participation Rate

US Census Bureau, ACS 5-year 2018-2022

Figure ED II-24. Total Resident Employment, 2002-2020

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023



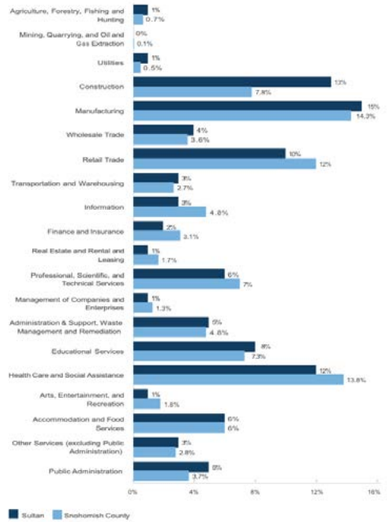
Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

Industry Participation

Employment characteristics of Sultan residents closely mirror that of Snohomish County as a whole. A disproportionate number of Sultan residents, however, work in a few industries. For example, 13% of Sultan residents work in construction, compared to only 7.8% countywide.

Figure ED II-25. Total Percentage of Resident Workers by Industry Compared to Snohomish County, 2020

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023



Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

Unsurprisingly, Sultan's employed residents are distributed throughout the City, with larger concentrations based on housing density. The map below, along with the figures above, is based on 2020 data - the latest available dataset. The map below shows where Sultan's employed residents reside.

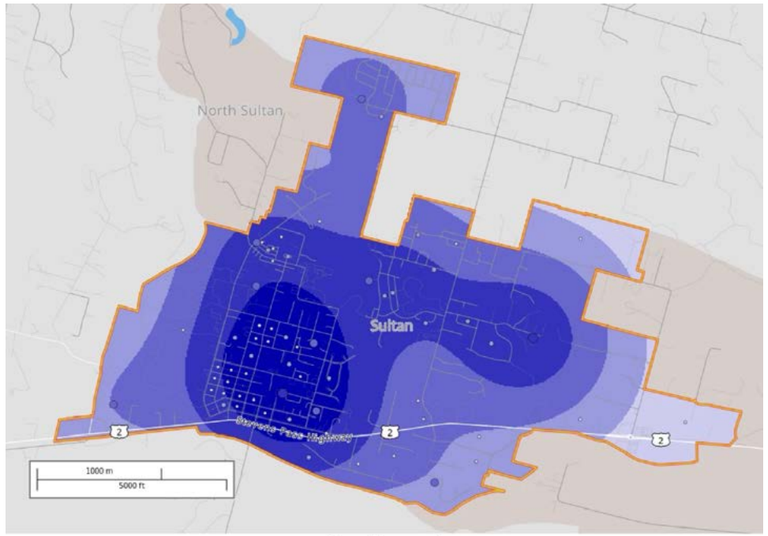


Figure ED II-26. Employed Resident Home Distribution

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

Where Sultan Residents Work

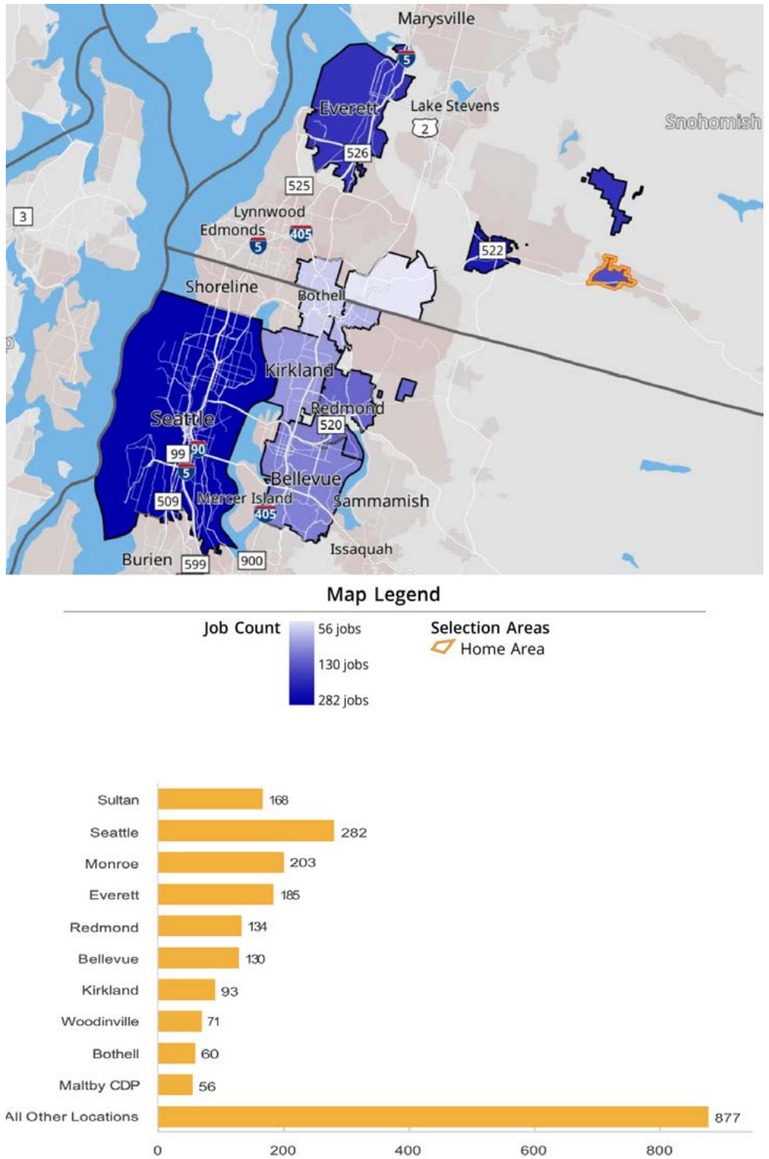
The majority of Sultan residents travel outside the city for work. As of 2020, only approximately 168 Sultan residents work in Sultan.

Working Outside Sultan

As of 2020, the vast majority of Sultan residents were employed outside of Sultan with approximately one-third employed in Seattle, Monroe, Everett, or Redmond.

Figure ED II-27. Map of Sultan Residents' Employment Locations

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023



Working from Home

Employment figures for Sultan residents who live and work in Sultan do not include residents who work from home. The pandemic precipitated a huge increase in work from home. In 2022, 285 employed Sultan residents worked from home. Although these numbers have likely declined, this is a trend that can guide Sultan's policies regarding land use and taxation.

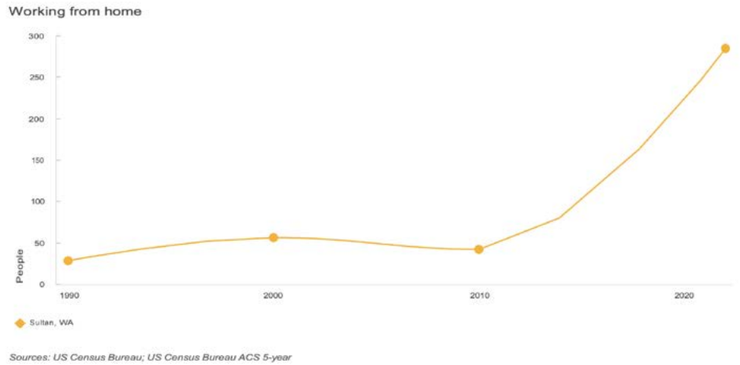


Figure ED II-28. Working from Home Over Time in Sultan

US Census Bureau, ACS 5-year 2018-2022

Commuting

However, since many Sultan residents do not work from home and most are employed outside of the city, they do a significant amount of commuting, including long commutes. Sultan residents have longer commutes than residents across Snohomish County as a whole, with the majority commuting over 30 minutes.

The vast majority commutes alone in their car, leading to a large number of long, single-occupancy trips in and out of Sultan.

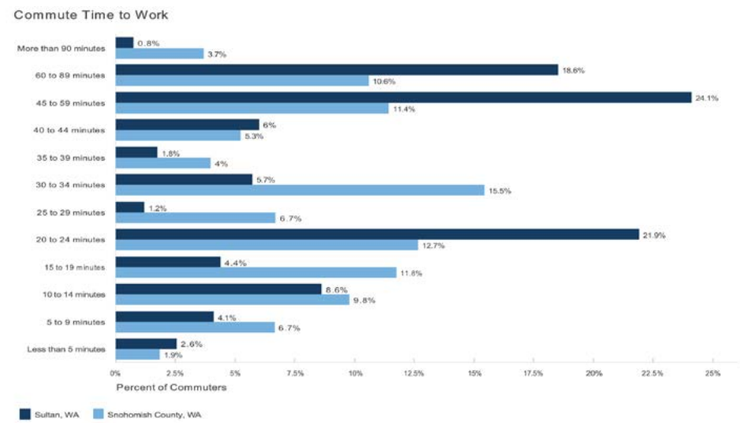


Figure ED II-30. Commute Means of Transportation

US Census Bureau, ACS 5-year 2018-2022

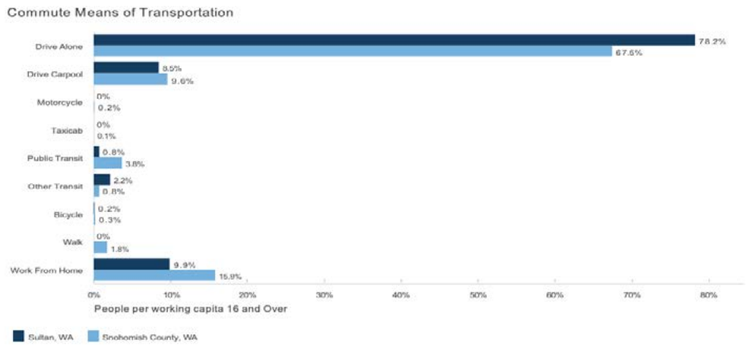


Figure ED II-29. Long Commuters (45+ minutes) by Commute Type

US Census Bureau, ACS 5-year 2018-2022

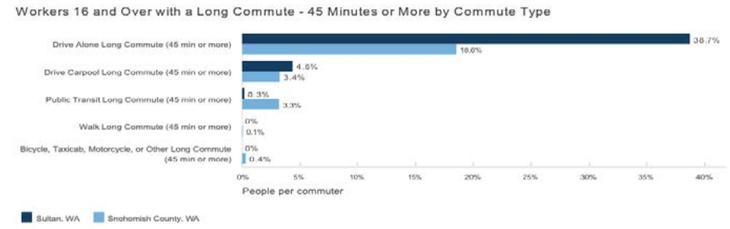
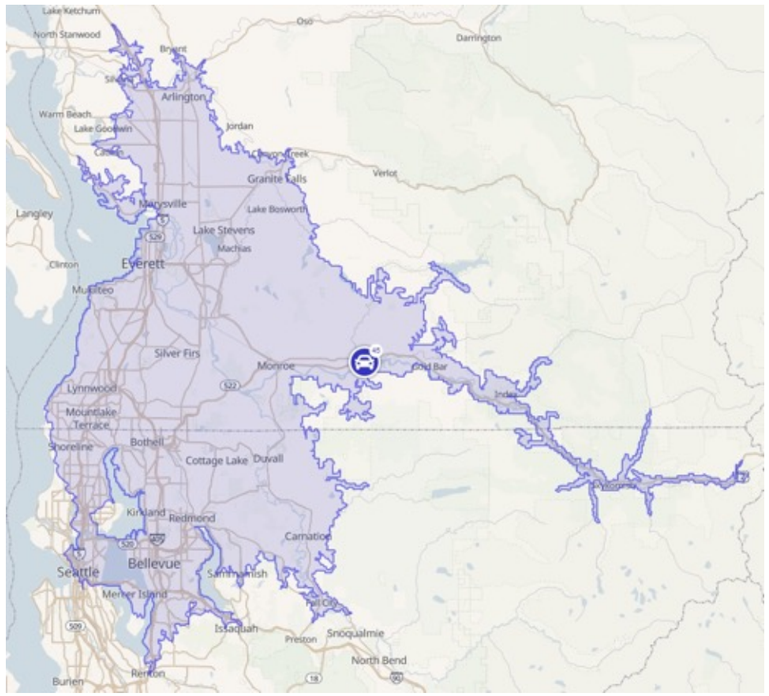


Figure ED II-31. 45 minute drive time map from Sultan

Commute Time Map



Employment Inflow and Outflow

It is notable that the majority of Sultan residents work outside of the City while the majority of people employed in Sultan live outside of the City. This trend has slightly increased between 2010 and 2020. In other words, a smaller proportion of residents were employed locally in 2020 (7.4%) compared to 2010 (8.7%). This points to a mis-match between the availability of jobs, wages, and the cost of living in Sultan.

The maps below show worker inflow and outflow in 2010 and 2020 respectively. Inflow is represented by the dark green arrow pointing towards Sultan; these are all of the workers who commute to Sultan to work. The medium green circle represents workers who both live and work in Sultan. Finally, the light green arrow pointing away from the city represents workers who live in Sultan but are employed elsewhere.

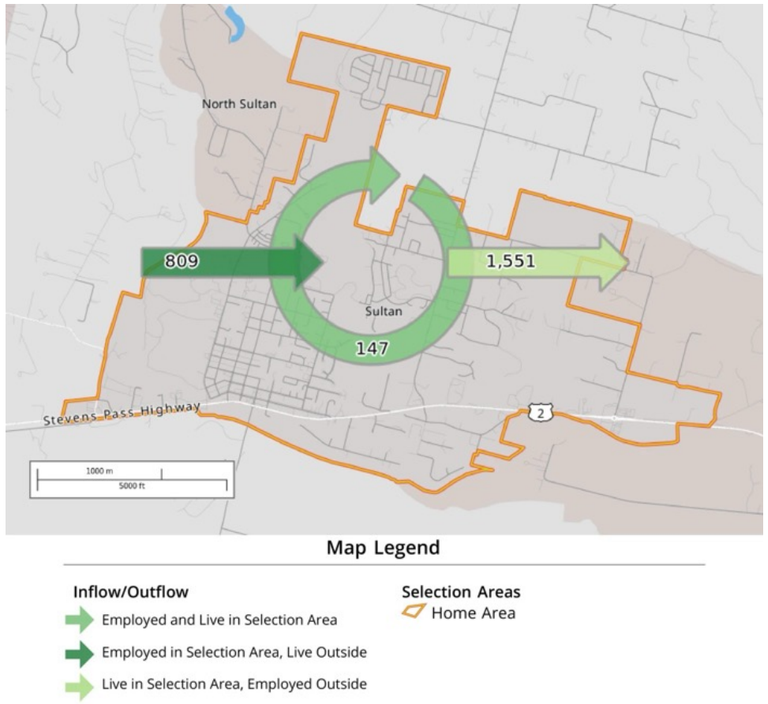


Figure ED II-32. Sultan Employment Inflow/Outflow, 2010

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

Figure ED II-33. Sultan Employment Inflow/Outflow, 2020

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

Employment in Sultan

Key Findings

- As of 2022, Sultan had 1,013 jobs in the city. The number of jobs has fluctuated substantially over the past 20 years; the city has lost about 85 jobs since 2018.
- Nearly 34% of local jobs are in Educational Services and 26.1% are in Manufacturing. Retail Trade, Information, and Finance and Insurance are disproportionately small industries in Sultan compared to Snohomish County as a whole.

Employment in Sultan

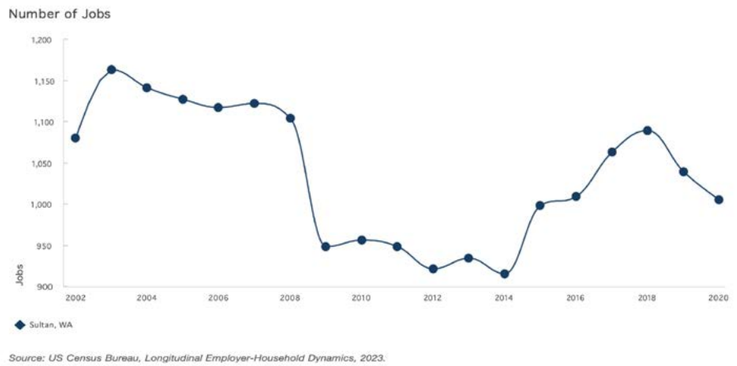
The number of jobs in Sultan has fluctuated considerably over the past 20 years with a noticeable decline of about 150 jobs between 2008 and 2009. Manufacturing, public administration, transportation and warehousing, and wholesale trade are among the industry sectors that lost jobs during this time.

The chart below, based on a dataset produced by the U.S. Census, shows 1,005 jobs in Sultan in 2020. According to Covered Employment Statistics published by the Puget Sound Regional Council, this number of jobs slightly increased to 1,013 in 2022.

Unlike population growth, increases in jobs did not occur during most of the City's annexations since 2000 because the annexation areas were primarily residential. The compound annual growth rate (CAGR) of Sultan residents' employment between 2016 and 2020 was -1.19%, lower than the Sultan population CAGR of 3.64%.

Figure ED II-34. Jobs in Sultan Over Time, 2002-2020

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023



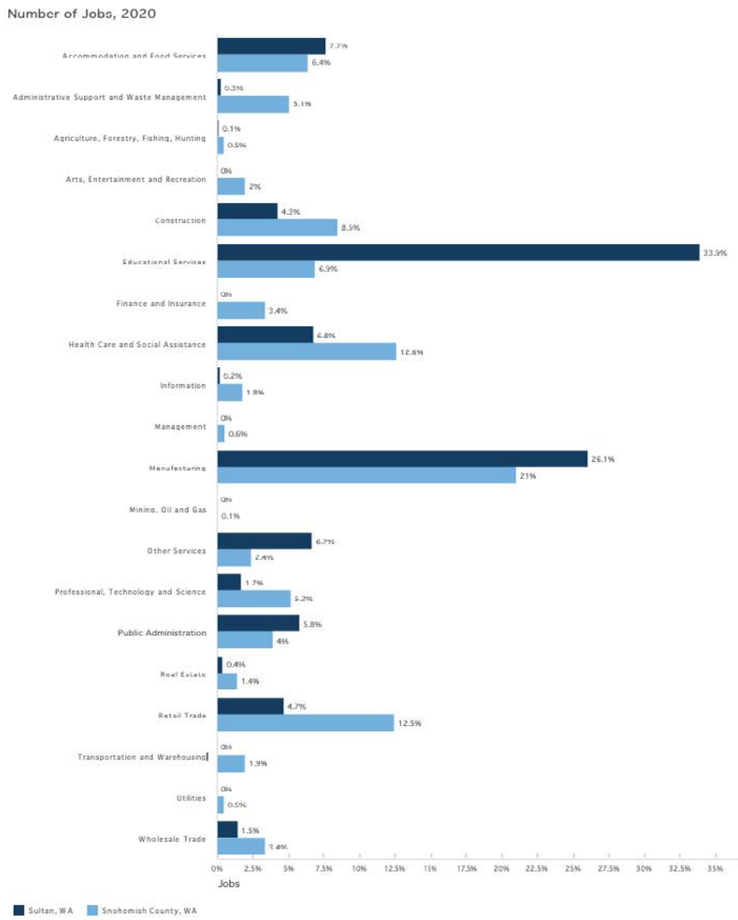
Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023.

Sultan Jobs by Industry

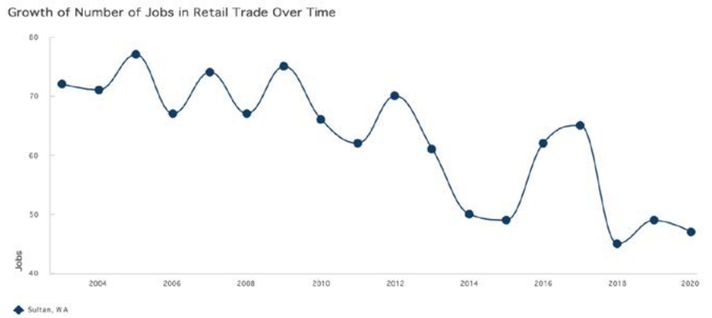
Over 30% of employees in Sultan work in Educational Services and 26.1% work in Manufacturing. The next most represented industries are Accommodation and Food Services (7.7%) and Health Care and Social Assistance (6.8%). Compared to Snohomish County, a substantially smaller percentage of Sultan workers are engaged in Retail Trade, Information, Finance and Insurance, and Professional, Technology, and Science.

Figure ED II-35.
Percent Share of Jobs by Industry

US Census Bureau, Longitudinal Employer-Household Dynamics, 2020



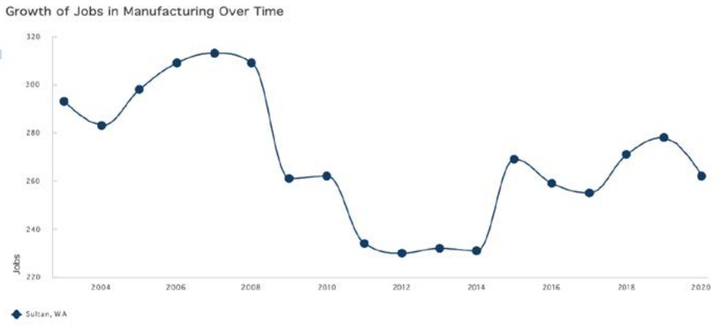
Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2020.



Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023.

Figure ED II-36.
Change in Sultan's Retail Jobs Over Time

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023



Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023.

Figure ED II-37.
Change in Sultan's Manufacturing Jobs Over Time

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

Labor Market Comparison

The employment entropy index indicates a moderate degree of heterogeneity in Sultan's employment across different industries, but less employment diversity than Snohomish County as a whole. Sultan's lower regional economic diversity index score indicates a small deviation in labor market slack from the region as a whole.

Regional Economic Diversity Index	Employment Entropy Index
0.3 Sultan, WA	0.71 Sultan, WA
0.52 Snohomish County, WA	0.9 Snohomish County, WA

Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023.

The Regional Economic Diversity Index quantifies the deviation of the ratio of number of jobs to population for a given geography from the regional average ratio of number of jobs to population. Higher values of the index indicate greater deviation in labor market slack for a given geography from the regional average. The ratio of the number of jobs to population is often used to measure slack in the labor market, or alternatively, the quantity of unemployed labor resources.

The Employment Entropy Index ranges from 0 to 1, with higher values indicating a greater degree of employment mix across industries.

Figure ED II-38.
Economic Diversity and Employment Entropy

US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

Economic and Fiscal Drivers

Key Findings

- As of fiscal year 2021, the City of Sultan generates approximately $1,016 per capita in governmental revenue.
- Despite levying property tax, retail sales and use tax, and a utility tax, in 2022, the City collected the largest share of it's revenues from development and impact fees.
- Even adjusted for inflation, City of Sultan's retail sales tax and use activity has gone up significantly, at a compound annual growth rate of 13.43% between 2013 and 2022. Much of this increase is due to one-time taxation on new housing construction. The City still has far less taxable retail sales activity than you would expect based on its population compared to Washington state overall.

Fiscal Analysis

Washington cities have the authority to levy two categories of taxes: property taxes and excise taxes. Property taxes are, by far, the most significant revenue source for most Washington cities when considering government funds. It is important to clarify that this may not be the case for some smaller cities, like Sultan, that operate utility enterprises and, thus, collect significant service and commodity charges from ratepayers, in proprietary funds.

Excise taxes are a diverse class of taxes levied on goods and commodities, as well as some services, and on licenses granted for certain activities. Along with property tax, three key excise taxes (business and occupation tax, retail sales and use tax, and utility tax), are the "four legs under the table" of city funding in Washington.

Cities directly levy these taxes and control their rates (sometimes, indirectly, through the will of the people). As they are often the most significant revenue sources for cities, and those which they control, they are also the greatest opportunities for Cities to influence their revenue generation, either through the tax rates themselves or through their economic drivers. Simplistically, theses economic drivers are:

- Assessed valuation drives property tax receipts
- Taxable retail sales drive retail sales and use receipts
- Utility usage drives utility taxes
- Gross business income drives business and occupation taxes

These sources are all forms of taxation, and therefore, cities must consider the tax burden they impose on residents, businesses, and visitors, as well as how that burden impacts their competitiveness in driving taxes.

Following, we consider Sultan's revenues, with and without its proprietary funds.

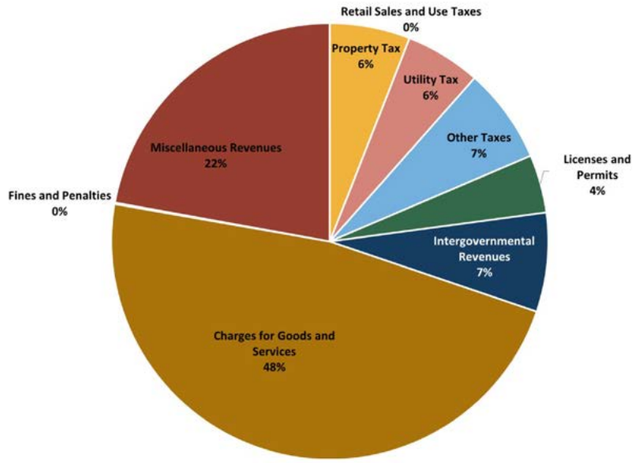


Figure ED II-39. City of Sultan Governmentwide (*with* Proprietary Funds) Revenues by Source, 2022

Washington State Auditor's Office, Financial Intelligence Tool, 2022 Filings, 2023.

The City of Sultan operates water, sewer, and stormwater utilities. These enterprises are largely funded by charges for goods and services. To better understand the City's governmental revenues we must exclude these enterprises (by excluding all of the City's proprietary funds, which include the Water Utility Fund, Sewer Utility Fund, Stormwater Utility Fund, and the Equipment Fund [an internal service fund through which the City's fleet and equipment is managed]).

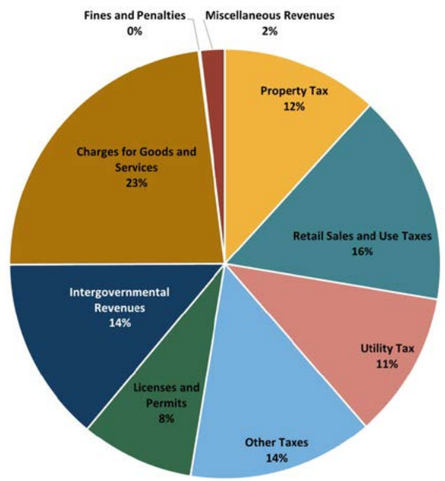


Figure ED II-40. City of Sultan Governmentwide (*without* Proprietary Funds) Revenues by Source, 2022

Washington State Auditor's Office, Financial Intelligence Tool, 2022 Filings, 2023.

Surprisingly, even when looking at exclusively governmental funds, Charges for Goods and Services are still the City of Sultan's largest revenue source. This is largely because the City collects development fees, including both Transportation and Parks Impact Fees, and had unusually high collections in this area in 2022, collecting a total of $1,825,066.

Even more surprisingly, Sultan collected more retail sales and use taxes than property taxes in 2022. A significant amount sales taxes, however, come from new housing construction, which there was a lot of in 2022. This is one time money that the city cannot anticipate on an ongoing basis.

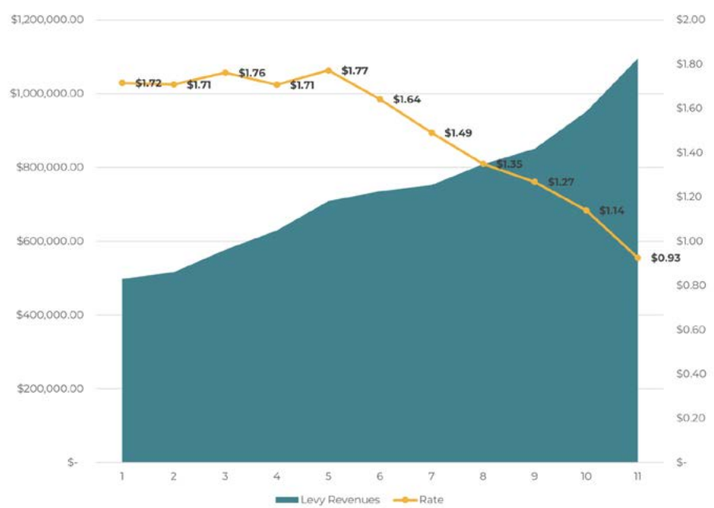
The City does currently levy a business and occupation tax on Utilities (noted as a Utility Tax) in the chart above, but doesn't levy business and occupation taxes otherwise

Property Tax

Approximately 12% of the City of Sultan's 2022 revenues were generated by the City's property tax levy. The City's property tax levy is part of the overall property taxes that Sultan property owners pay. As of 2023, the City serves four tax code areas with three unique rates (that is, two tax code areas levy the same total property tax rate).

In Washington State, property tax revenues have been limited by Initiative 747, which passed in 2001, which allows total revenues to increase by 1% plus the value of any additional construction. Cities that do not take the 1% increase can "bank" that increase for the future. In 2023, the City of Sultan took its 1% increase as well as a 1.15% increased from banked property tax capacity for a regular levy rate of approximately $0.90.

Figure ED II-41. City of Sultan Property Tax Revenues and Rate, 2014 to 2023



However, in addition to it's regular levy, the City also levies an additional property tax intended to refund limited tax general obligation bonds which were issued pursuant to passage of Proposition 1 Emergency Radio System and Health and Safety Bonds on September 14, 2004, at a rate of approximately $.028, for a total City of Sultan property tax rate of approximately $0.93 in 2023. This means that, in 2023, the property taxes collected by the City's levies were between approximately 11.5% and 13.3% of property owners total property tax costs.

As property tax costs are driven by assessed value, it is difficult to pinpoint tax burden for residents. Instead, we compared the property tax costs (total and those specifically attributable to the City) for an average home. In 2023, the Snohomish County Assessor reported that the average home value in Sultan was $448,400 (a 35.7% increase in average home value from 2022).

Depending on the property's location (that is, which tax code area it was in), their total tax burden would be between approximately $3,116 and $3,510 dollars. Property owners with a home of this "average" value would pay approximately $415 in property taxes to the City.

Retail Sales and Use Tax

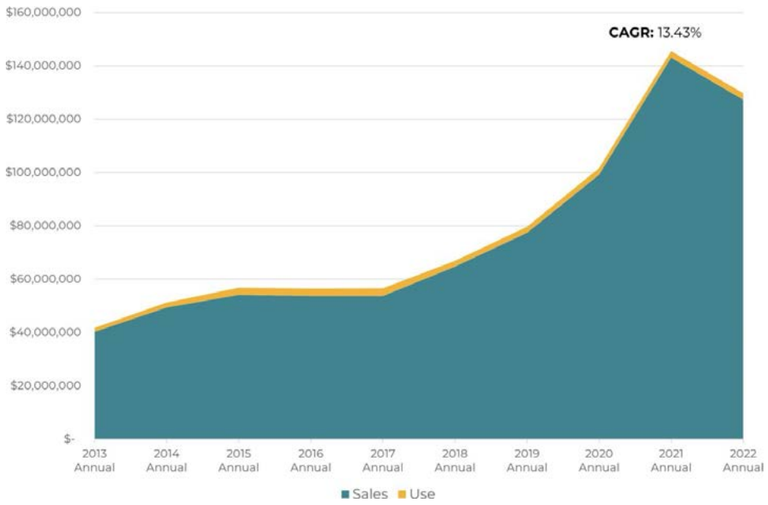
In Washington, sales taxes apply to most retail sales of "tangible personal property" including digital products as well as certain services including those related to installation, repair, cleaning, altering, improving, construction, and decorating or otherwise improving real and personal property, retail recreation services (e.g., day trips, fishing charters, services fees on tickets to professional sporting events), personal services (e.g., personal training, tanning, tattooing, and dating services), and other miscellaneous services (e.g., car washes, vehicle parking and towing, catering, extended warranties, and restaurants, among many other varied examples).

Washington is a "destination-based sales tax" state, which means that tax is collected at the "point of delivery" of the good, rather than the "point of sale" of the good. As part of this, Washington levies a "use" tax, which makes up the difference between sales tax levied and the local sales tax rate on purchases made out of state for use in Washington. Implementation of the Marketplace Fairness Act in 2018 requires remote sellers to collect sales taxes on purchases delivered to Washington, eliminating a need for a use tax on most online and other remote orders.

Taxable retail sales and use taxes are collected and classified against the North American Industry Classification System (NAICS) codes which is the standard industry classification system used by federal statistical agencies in classifying business establishments for collecting, analyzing, and publishing statistical data related to the U.S. economy.

The NAICS classification system includes two-digit (least detailed) to six-digit (most detailed) codes. For the purposes of this analysis, we looked at overall taxable retail sales and use data at the two-digit code level and specifically retail trade data at the four-digit level. The full NAICS classification system can be found here: https://www.census.gov/naics/?58967?yearbck=2017 .

Figure ED II-42. City of Sultan Taxable Retail Sales and Use Activity, 2013 to 2022



Retail sales and use tax collections are volatile as they are largely driven by consumer spending. While some amount of consumer spending is necessary, discretionary spending often follows the economy (that is, when the economy lags, so does retail spending).

Over the last ten years, between 2013 and 2022, Sultan's inflation-adjusted taxable retail sales and use activities have increased by a compound annual growth rate of 13.43%. This is due to a number of factors, including the transition to "destination-based sales tax system," ongoing marketplace fairness activities that have increased collections from online and other remote orders, and the overall growth and strength of the US economy. However, it is important to remember that taxable retail sales and use also decreases when the US economy contracts.

Since taxable retail sales and use is a key driver of taxable retail sales and use tax collections, it useful to consider whether Sultan is meeting the demand for retail sales and use in its community (or "trade area"). Retail leakage is extremely complex and generally done at a very detailed level as part of retail analysis, so as a proxy we have considered whether Sultan has it's "fair share" of taxable retail sales and use activities based on its population occurring in the City. That is, is Sultan' per capita retail sales and use at or above it's total share of the statewide population

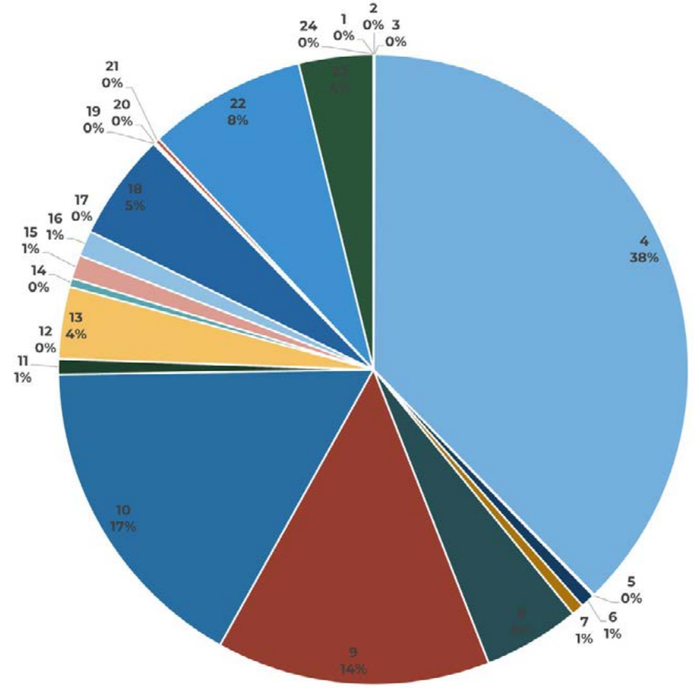
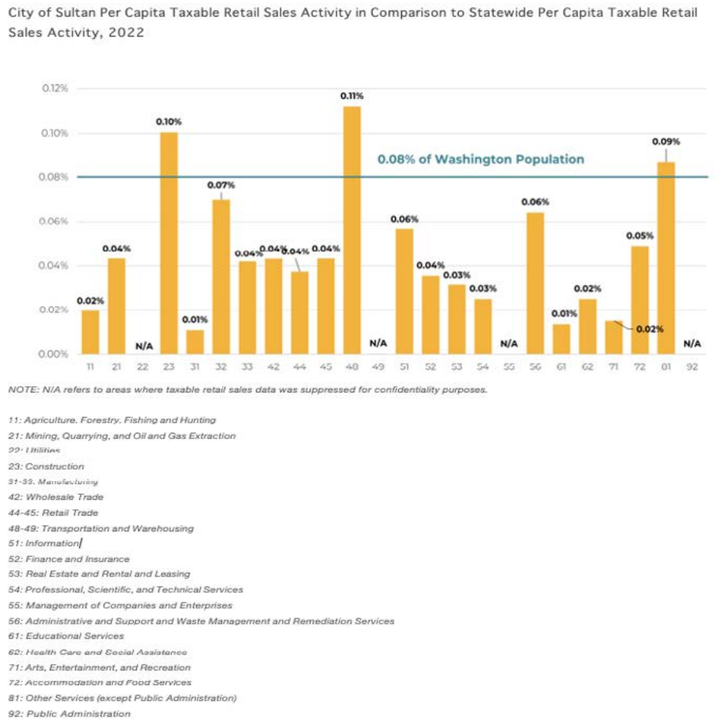


Figure ED II-43. City of Sultan's Taxable Retail Sales and Use Activity by Industry, 2022

Figure ED II-44. City of Sultan Per Capita Taxable Retail Sales Activity in Comparison to Statewide Per Capita Taxable Retail Sales Activity, 2022



Sultans' retail sales and use is far below its share of Washington State's based on population in most industries, with the exception of "Construction," Transportation and Warehousing," and "Other Services (except Public Administration)" where it is slightly above its expected share.

Other Taxes

Beyond property tax and retail sales and use tax, the other two "legs under the table" of City finance in Washington state, are business and occupation tax and utility tax. The City of Sultan levies a utility tax of the maximum 6% of the total gross revenue derived from the provision of telephone, electricity, natural gas, water, sewer, garbage, and cable television service. In 2022, this amounted to approximately 11% of the City of Sultan's governmental revenues.

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06

Parks & Recreation

Volume II

Overview

Sultan residents care about their parks, and many desire proximity to more amenities that will allow them to play, exercise, gather, and relax in these spaces. Currently Sultan's parks are concentrated on the west side of the City, with the vast majority of land contained within Osprey Park (76.2 acres) and Rudolph Reese Park (18.8 acres). While these large parks provide amenities such as trails (Osprey Park), playgrounds, and sports fields, much of the land is undeveloped and functioning more as open space.

Sultan residents report visiting park facilities in other cities such as Monroe, and desire to have parks with trails, playgrounds, and other facilities within walking distance. The addition of Mountain View Avenue Park, which is currently under construction, will address some of this need. As the City grows, the development of parks in additional neighborhoods and the addition of facilities to existing parks will ensure that all residents have access to recreation, respite, and gathering.

This is Volume II of the Parks Element. See Volume I for the following:

- Planning themes
- Community input summary
- Overview of parks and recreation today
- Park typologies
- Demands and needs analysis
- Facilities inventory
- Level of Service metric

Volume II provides the following:

- **Public engagement:** Further detail about public engagement results.
- Capital Projects list and profiles
- **Indoor facilities:** inventory and description of indoor facilities in or near Sultan.
- **Regional recreation:** summary of nearby regional and state parks, as well as opportunities for intergovernmental coordination.
- **Capital Project profiles:** Further information on planned Capital Improvement projects.

Public Engagement

Public engagement is an integral part of any planning process. For the Parks Element, public engagement plays a key role in shaping how the Capital Facilities Project list is developed and determining whether the Level of Service standard adequately encapsulates local desire for parks amenities and programs.

Public engagement for this element was conducted as part of the 2020 Parks, Recreation, and Open Space (PROS) Plan and again during the comprehensive planning process. The PROS Plan engagement was conducted by the University of Washington students who wrote the plan as part of their coursework. It should be noted that much of this public engagement took place in spring of 2020, during the beginning of the Covid-19 global pandemic. The public forums and meetings were thus held online, as many navigated these new remote working conditions. The remote working conditions and general hardships being faced at the time may have resulted in fewer responses to the public survey and attendees to the public forums.

Public Engagement Activities:

2020 Parks, Recreation, and Open Space (PROS) Plan

- Parks survey (Response rate: approx. 3% of population)
- Public Engagement events
- Meetings with stakeholders
- Public forums

2024 Comprehensive Plan

- Community Survey
- Sultan Shindig
- National Night Out
- Farmers Market
- Planning Summit Series
- Return of the Salmon
- Listening Posts at Red Apple and City Hall

2020 Parks, Recreation, and Open Space (PROS) Plan Public Engagement Summary

Summary of feedback:

- Desire for new and updated playground equipment.
- Desire for more park amenities such as lighting, benches, signage, picnic tables.
- Preference for larger recreation areas over pocket parks.
- Desire for more dog parks/off leash areas.
- Park maintenance rated as a high priority.
- Desire for more recreation opportunities.
- Desire for equestrian/pedestrian trails.

2024 Comprehensive Plan Public Engagement Summary

- Desire to have nearby parks that provide access to trails, playgrounds, and sports facilities.
- Desire for more opportunities to connect to the river in the parks.
- Desire to preserve and enhance green spaces.
- Desire for more community gathering spaces.

Participants in the annual Salmon Run at Osprey River Park.

Sky Valley Chamber

Capital Projects

The Capital Projects list aims to address existing park deficiencies as well as additional needs that will result from population growth in the next 20 years. Growth in Sultan is expected to bring in more families, which comes with it the need for additional playgrounds, ball fields, and park space in general. For people in general and families especially, having parks nearby increases the likelihood of frequent visits, which can lead to better physical and emotional health as well as stronger community ties.

Sultan desires to be a recreation hub, and expansion of its parks can be part of a strategy for attracting visitors and providing more things for visitors to do while they are in town. This can look like many things: unique recreation facilities, sports fields that can host tournaments, arts events... It can mean increasing signage and creating public art that help to orient and direct travelers. All of these things have benefits for existing residents as well.

Some of these improvements may be paid for using grant funding, such as that available through the Recreation and Conservation Office (RCO). Others may benefit from funds collected from development projects as Impact Fees, which must be used for projects that address growth and will reasonably benefit residents associated with the new development. On the following pages, Capital Projects for each park are outlined, with explanations of which projects address anticipated population growth in Sultan.

Park Finance

Sultan parks are funded in the following ways:

- The City's **General Fund**, which allocated **$364,252** towards parks in the 2023 budget.
- **Park Impact Fees**, which are charged to developers based on the number of units they are building. This brought in **$1,353,600** in 2023.
- Sultan's **Park Improvement Fund** draws on grant funding, loans, impact fees, and donations. This fund brought in **$1,141,450** in 2023.

A Capital Facilities project list is required under the GMA, and helps to plan for park spending over the course of the next 20 years. The project lists on the following pages show the park projects that the City plans to fund, as well as the Eligible Acres that could be added by doing so.

Impact Fee-Eligible Projects

Under RCW 82.02.050-.110 and WAC 365-196-850, cities and towns planning under the Growth Management Act can impose impact fees on new development projects and use the resulting funds for publicly owned parks, open space, and recreation facilities. These impact fee dollars can only be used on projects that are listed within the comprehensive plan (RCW 82.02.050(5)) and can only be used to fund projects that are reasonably related to growth.

As Sultan grows, it is anticipated that the number of families will increase, meaning that there will be a higher need for playgrounds, sports facilities, and park space in general. While Sultan has a good amount of park acreage, the addition of facilities that serve all ages will help to ensure that current and new residents are able to enjoy their time using parks and trails. The following project lists note projects that have been determined to be impact-fee eligible, meaning that they address needs that will arise from Sultan's population growth. The actual amount of impact fee dollars that the City accrues will depend on factors out of the City's control.

Parks Capital Projects List

The following pages outline planned Capital Projects that will contribute to increasing Sultan's Eligible Acres. More detailed descriptions of the Eligible Acres LOS approach can be found in Volume I.

Figure PR-1. Capital Projects - Osprey Park

	Projects - Osprey Park	Estimated Cost	Year	Eligible Acres Added
OP1	Paved path around sports fields	$128,000	2027	.79
OP2	Install wayfinding signs for trails	$10,000	2026	.79
OP3	Extend a paved path from the Senior Center to the basketball court	$85,000	2025	.79
OP4	Install lights for ball fields	$300,000	2027	.79
OP5	Replace the grass ball field with synthetic turf	$5,000,000	2028-2036	.79
OP6	Pave the trails	$460,000	2028-2036	3.18
OP7	Replace the bridge over the side channel near big rock	$150,000	2025	.79
OP8	Replace the bridge near the Senior Center	$150,000	2024	
OP9	Replace the bridge between the playground and the ballfields	$175,000	2024	
OP10	Expand athletic fields*	$40,000	2023	1.6
OP11	Restroom upgrades and expansion*	$100,000	2027	1.6
OP12	Park improvements aimed at regional draw, including potential pump track	$250,000	2028-2036	3.2
	Total Costs:	$7,586,000	**Eligible Acres Added**	14.3

Figure PR-2. Capital Projects - Rudolph Reese Park

	Projects - Rudolph Reese Park	Estimated Cost	Year	Eligible Acres Added
RR1	Install a new playground	$175000	2027	.59
RR2	Replace the picnic shelters	$60,000	2025	.59
RR3	Upgrade field lighting	$300,000	2027	.29
RR4	Pave all roads in the park	$350,000	2024	0
RR5	Add a paved parking lot*	$100,000	2028	.59
RR6	Replace the grass ball field with synthetic turf*	$5,000,000	2028-2036	.29
RR7	Install new paved trails in the woods to the north of the park area*	$350,000	2028-2036	.29
RR8	Pedestrian bridge to Osprey Park	$2,500,000	2028-2036	1.2
RR9	Replace backstops on baseball field	$120,000	2028-2036	.29
	Total Costs:	$8,955,000	**Eligible Acres Added**	4.1

*Projects determined to address predicted population growth

Figure PR-3. Capital Projects - River Parks

	Projects - River Parks	Estimated Cost	Year	Eligible Acres Added
RP1	Park Master Plan	$60,000	2025	.11
RP2	Install a new playground*	$200,000	2024	.45
RP3	Install a swing set*	$20,000	2024	0
RP4	Install irrigation*	$150,000	2025	0
RP5	Rebuild the skate park	$300,000	2028-2036	.23
RP6	Install wayfinding signs*	$10,000	2028	.23
RP7	Turn ROW on 1st and Main into permanent event space and parking lot*	$40,000	2028	.23
RP8	Install a sports court*	$25,000	2025	.23
RP9	Install a bathroom facility*	$150,000	2025	.45
RP10	Pave Suzie's trail	$336,000	2028-2036	0
RP11	Acquire 111 Main Street for community plaza*	$550,000	2024	.23
RP12	Public Art	$10,000	2026	.23
RP13	River access improvements - new kayak or tube launch	$750,000	2028-2036	.45
RP14	Pavement improvements including pathways, splash pad, and plaza*	$800,000	2026	.45
	Total Costs:	$3,411,000	**Eligible Acres Added**	3.3

Figure PR-4. Capital Projects - Sportsman Park

	Projects - Sportsman Park	Estimated Cost	Year	Eligible Acres Added
SP1	Park Master Plan*	$100,000	2025	.11
SP2	Pave the drive isles and install storm system	$800,000	2026	0
SP3	Install a formal boat launch facility*	$3,000,000	2028-2036	.11
SP4	Replace the gazebo and add covered seating/picnic areas	$80,000	2025	.11
SP5	Add paved pathways*	$300,000	2028	.11
	Total Costs:	$4,260,000	**Total Eligible Acres Added**	.33

*Projects determined to address predicted population growth

Figure PR-5. Capital Projects - Travelers Park

	Projects - Travelers Park	Estimated Cost	Year	Eligible Acres Added
TP1	Pave the parking area	$125,000	2024	.06
TP2	Pave a path from the intersection at 5th and Mann to the parking lot*	$86,640	2024	.03
TP3	Pave a loop path that connects parking lot to behind businesses on US-2*	$118,000	2024	.03
TP4	Replace and add trash cans and benches	$5,000	2024	.12
TP5	Install a bathroom facility*	$150,000	2028	.06
TP6	Install wayfinding signs*	$10,000	2025	.06
TP7	Add covered seating	$20,000	2025	.03
	Total Costs	$859,640	**Total Eligible Acres Added**	.24

Figure PR-6. New Parks and Trails

Projects - New parks and trails	Estimated Cost	Year	Eligible Acres Added
Acquisition of land in Sultan Basin area for new Neighborhood Park*	$500,000	2036-2044	TBD
Design and construction of new park in Sultan Basin area*	$1,200,000	2036-2044	TBD
Purchase of easements and construction of new trails to connect to a new neighborhood park in the Sultan Basin area*	$1,200,000	2036-2044	TBD
Total Costs	$2,900,000	**Total Eligible Acres Added**	TBD

*Projects determined to address predicted population growth

Osprey Park

Park Typology:
Regional Park

Total Acres: 76.2

Eligible Acres: 35.9

At 76.2 acres, Osprey Park is by far the largest park in Sultan. Accessible via 1st Avenue and located adjacent to the Sultan River, it is also a centrally located and ecologically important park.

Currently Osprey Park contains a covered basketball court, children's play area, fenced-in dog area, athletic fields, as well as 2 miles of trails that weave through the park's forested areas. It offers the greatest number of facilities compared to other Sultan parks, and is the most visited park according to survey results from the 2020 PROS Plan.

Improvements to Osprey Park are focused on equipping the park to better serve existing and future residents as well as visitors. As a Regional Park, Osprey Park should be drawing in visitors from outside of Sultan, who may contribute to the economy by frequenting local businesses when they are in town. It should also continue to serve residents, with upgrades to existing facilities to allow for a safer and more enjoyable park experience. If the City completes all the projects on Osprey Park's list, they will add an estimated 14.3 Eligible Acres to the parks system, reflecting an increased ability to contribute to local recreation, respite, and gathering.

Projects on the Capital Facilities list may contribute to regional park visitorship in the following ways:

- **OP2: Install wayfinding signs for trails.** Respondents to the 2020 PROS plan expressed that trail signage would encourage them to use Sultan Trails more. For visitors, signage is additionally important, as they may not be familiar with the routes. Install wayfinding signs for trails can encourage regional tourism by making it easier for visitors to navigate trails in Osprey Park.
- **OP12: Park improvements aimed at regional draw**. By offering a unique recreation destination, Sultan can attract visitors to Osprey Park. A pump track is one option that was suggested during the 2020 PROS Plan, which would offer a unique opportunity to mountain bike through Osprey Park's forested expanse.

Projects on the Capital Facilities list that are aimed at accommodating future growth include:

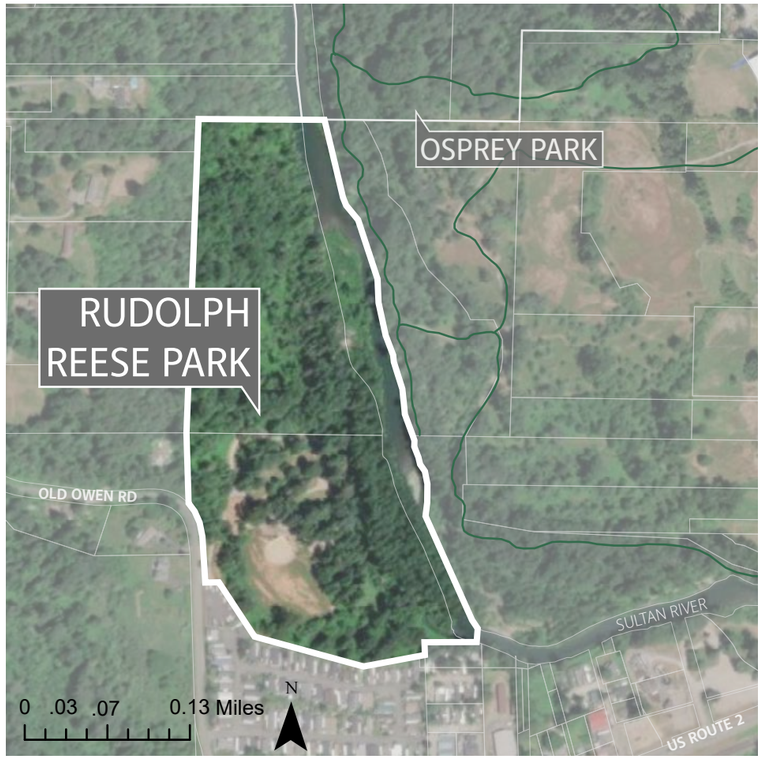
- **OP10: Athletic fields expansion.** As more families move to Sultan, the need for both youth and adult sports facilities will almost certainly increase. The addition of athletic fields in Osprey Park will help to accommodate this growing demand, offering space for local leagues as well as space for informal recreation.
- **OP11: Bathroom upgrade and expansion.** Upgrades to the bathrooms in Osprey Park will help to accommodate the increased use expected to result from population growth as well as park upgrades.

Rudolph Reese Park

Park Typology:
Community Park

Total Acres: 18.78

Eligible Acres: 11.0



Rudolph Reese Park has a similar wooded quality to Osprey Park, and offers a play structure, sports fields, and two shelters with grilling stations. Unlike Osprey Park, it does not have an established trail system.

As a Community Park, Rudolph Reese should be accessible to residents across Sultan, but its entrance on Old Owen Road necessitates driving on Route 2 to access the park. Some proposed improvements to Rudolph Reese Park are thus aimed at improving access into the park:

- **RP5: Add a paved parking lot.** A park of this size would typically have a paved parking lot. This addition for Rudolph Reese Park will help to accommodate those attending baseball games and otherwise making use of the park's facilities. As park improvements draw more visitors, parking will be an important addition.
- **RP8: Pedestrian Bridge to Osprey Park.** Old Owen Road lacks sidewalks, and is disconnected from Sultan's pedestrian network. It is thus impractical and unsafe to access Rudolph Reese Park by walking or rolling. The addition of a pedestrian bridge to link Rudolph Reese Park with Osprey Park would open up a pedestrian route to the park via the City's more connected street grid. Additionally, this could also serve as a regional draw as a continuous hiking loop between these two wooded, riverside parks.

Projects that could address population growth:

- **RP5: RP7: Add a paved parking lot:** Families coming to attend baseball games in the park need to have someplace to park, and the growing use of this park for its ballfields and playground will increase this demand.
- **RP6: Replace the ballfield with synthetic turf.** Increasing use of ballfields will make lawn upkeep prohibitively difficult for parks staff. Synthetic turf will ensure that the fields are in game-condition throughout the year, even during rainy winter months. This will allow the existing fields to be used by additional leagues and informal recreators, allowing new and existing Sultan residents to enjoy the benefits of competitive sports.
- **RP7: Install new paved trails in the woods to the north of the park area.** The addition of residents to Sultan will mean more people who desire to use the City's trails. The addition of trails throughout Sultan will allow more people to have easy and convenient trail access.

River Parks

Park Typology:
Community Park

Total Acres: 7.21

Eligible Acres: 3.2

The parcels collectively known as “River Parks” are centrally located off Main Street, close to the Skykomish River and Route 2. The parks contain the skate park, Veterans Memorial, and a small stage, which collectively take up less than half of the park’s acreage. The rest of the mostly flat, lawn area allows the park to function as the grounds for events such as Sultan Shindig, which draws residents and visitors to the park to enjoy music, fireworks, and logging competitions.

While maintaining space for large events is an important function of River Parks, there is also an opportunity for the park to serve more frequent users by providing desired amenities. The future land use designation of “Urban Center” abuts these parcels, presenting the opportunity for River Parks to contribute to a hub where Sultan residents can dine at restaurants, run errands, and gather together in parks.

Key to this park’s project list is the Master Plan. Transforming River Parks into a hub for recreation and gathering will require the addition of several elements spanning several parcels. Planning will be key to ensuring that these elements function well together and create a cohesive and memorable park experience. This project could also look at how these parcels are named and connected, as currently the south-most parcel is separated from the others by Highway 2.

River Parks is graded according to a Community Park because it is centrally located and contains several sizable parcels. It does not currently function as a Community Park, however, as it lacks pathways, sport facilities, a playground, and other elements that would allow it to serve more frequent users. The addition of these features will allow this park to function as a Community Park, serving the growing population of Sultan with needed amenities.

Projects that could address population growth include:

- RP2: Install a new playground
- RP3: Install a swing set
- RP4: Install irrigation
- RP7: Turn ROW on 1st and Main into permanent event space and parking lot
- RP8: Install a sports court
- RP9: Install a bathroom facility
- RP11: Acquire 111 Main Street for community plaza
- Pavement improvements including pathways, splash pad, and plaza

The proposed projects also have the potential to contribute to Sultan’s position as a recreation hub:

- **RP12:** Public art contributes to a city’s character, branding, and placemaking. Memorable public art makes for iconic photos, charming downtowns, and culturally-rich park experiences. Those who visit Sultan for recreation will likely pass through Main Street, and having visible art in River Parks will help to orient people and enrich their experience visiting Sultan.
- **RP13:** The addition of a new kayak or tube launch will offer access to water recreation close to the heart of Sultan. As the City grows, this water access point may be blocks away from the Urban Center’s food and retail destinations, encouraging adventures into Sultan’s waterways that end at its bars and restaurants.
- **RP14:** Pavement improvements including pathways, splash pad, and plaza: Parks in city centers encourage people to linger, where they take in more of the local culture and frequent local vendors and businesses. The creation of a public plaza within River Parks will set the stage for this potential, offering a location for markets, public gatherings, and other flexible uses. A splash pad also has the potential to draw in visitors, especially if it features a unique and thematic design which contributes further to local placemaking.

If all of the Capital Improvement Projects for River Parks are completed, the park will add 3.3 acres, bringing it to nearly 100% eligible acres.

Sportsman Park

Park Typology:
Community Park

Total Acres: 3.57

Eligible Acres: 1.8

Sportsman Park is used primarily as a site for launching boats into the Sultan River. The park contains an unpaved parking lot that occupies around a quarter of its acreage, as well as grassy areas with mature trees,and a gazebo. Located off Highway 2 and connected to River Park via a pedestrian bridge, Sportsman Park is accessible to cars and pedestrians. Future improvements to the park could improve how it functions as a boat launch while also making use of its acreage to offer more park amenities. The result could be a park with regional draw as a destination for boating and picnicking by the river.

As Sultan grows, there will be more people who desire to access the river and enjoy local nature. The addition of pathways and amenities at Sportsman Park can help to meet that growing need.

Projects that could address population growth include:

- **SP1: Park Master Plan.** A master plan could determine how to accommodate additional park users and make best use of park acreage. Amenities to consider include additional picnic tables and gazebos and a restroom and/or shower area.
- **SP5: Add paved pathways**. In order for this park to function as a Community Park, it needs to be accessible by paved pathway.

Travelers Park

Park Typology:
Community Park

Total Acres: 1.9

Eligible Acres: .7

Travelers Park is a small, narrow park located off US-2. Functioning primarily as a rest stop, it offers a grassy area with trees and picnic tables, as well as a recently-added off-leash dog area.

Improvements to Travelers Park have the potential to improve pedestrian connectivity in the area, while also improving the way the park offers respite to travelers. The park's position along US-2 renders it inaccessible by sidewalk, resulting in poor connectivity to neighboring food and retail destinations. Proposed Capital Projects would introduce a paved pathway that spans from retail parking at the park's eastern extents to the 5th and Mann Intersection. This path would allow visitors to traverse the length of the park, while also offering improved connectivity between US-2 adjacent businesses.

Additional Park and Recreation

In addition to Sultan's core system of parks that are owned and maintained by the City, there are other public and private spaces that residents use for recreation, gathering, and time in nature. Though these facilities do not factor into the Level of Service (LOS) calculation, it is important to understand what is available to people in Sultan within the larger region and where the City may want to add facilities that are lacking.

Indoor Facilities

Facility	Type	Jurisdiction
Sultan Boys & Girls Club	Nonprofit	Sultan
Sky Valley Family and Community Resource Center	Nonprofit	Sultan
Monroe/Sky Valley Family YMCA	Nonprofit	Monroe

Sultan Boys and Girls Club

The Sultan Boys and Girls Club offers a range of recreational programs to Sultan's youth. The Boys and Girls Club is located just across the parking lot from the Community Center's Large "A-frame". The large field and acres of wooded land along the river allows members to enjoy time outdoors. In 2015, a new gymnasium was built (Boys and Girls Club of Snohomish County, 2020). The Boys and Girls Club offers a range of sports programs including basketball, volleyball, baseball, and flag football. They also offer a leadership program, cooking classes, childcare, and a preschool program. One of the more popular programs, the "Drop in World Club" provides various after-school activities to Sultan youth (Boys and Girls Club of Snohomish County, 2020). The club offers programs to children 5-18 years of age and activity fees are modestly set to accommodate various income levels. The club offers a sliding scale fee system and provides scholarship awards for qualifying low income households. DSHS funds are accepted for the child care program.

Volunteers of America

Located centrally at 617 1st Street and 701 1st Street, Volunteers of America (VOA) offers a wide range of community services to the Sultan area. The VOA provides various community resources such as the Sky Valley Family and Community Resource Center. The Resource Center hosts the Early Child Education and Assistance Program Pre-school, Sultan Food Bank, Senior Center activities, emergency services to area clients, budgeting classes, employment readiness classes, and playgroups. The VOA also provides a public meeting site for groups. The VOA Safe Stop program provides safe, fun, and educational programs to Sultan youth.

The VOA sponsors various community events such as the Point in Time Homeless Count, Community Night Out Against Crime, the annual Giving Tree program, and holiday party, the National Family Week Celebration, the Sultan Shindig, Winterfest, and the Sultan Harvest Community Dinner. They also offer a hunter-safety program out of the center as well as a boat launch in the County located within the city's urban growth area (Volunteers of America, Western Washington, 2020). There are various leadership opportunities as a part of the Sky Valley Family Support Center such as the Red Cross Emergency Shelter Committee, the Resource Development Advisory, the Safe Stop Youth Advisory Committee, and the Volunteer Advisory Board/Council.

Monroe/Sky Valley Family YMCA

The nearest YMCA facility for Sultan residents is 10 miles from downtown Sultan, in the neighboring city of Monroe. The Monroe YMCA offers numerous community programs to various users and age groups. While the exact number is not known, according to YMCA staff, due to the facility's easy access and close proximity to Sultan, many of its members are Sultan residents. The YMCA offers various programs including aquatics classes for preschool to senior clientele, various sports programs, a popular teen program, and organized youth sports.

Regional Recreation Assets

Sultan residents and visitors have access to regional and state park facilities that can appeal to many forms of outdoor activities. Regional facilities complement Sultan's facilities and offer a wide range of unique recreation experiences that include boat launches, campgrounds, hiking trails, shooting ranges, and kayaking. The city works closely with the Washington State Parks Department, Snohomish County Parks, and the Snohomish County Public Utility District to create an attractive suite of regional park facilities that attract tourists and visitors throughout the year. Multi-agency relationships encourage shared resources and discourage duplication of services.

The Sultan City Council has expressed interest in partnering with national, state, and regional agencies to develop attractive parks and recreational facilities as a way to attract residents, tourists, and encourage the economic development of the region as a whole (PROS Plan, 2020).

Swultan desires to be a hub for recreation, attracting US-2 travelers into its parks for hiking, water sports, fishing, and other local recreation offerings. Some of these opportunities are widely available in the area, while others can be an offering that is unique to Sultan. Understanding the wider recreation context helps to inform local park needs as well as opportunities for amenities that can attract recreation-focused travelers.

Washington State Parks and Recreation

Wallace Falls State Park

Wallace Falls State Park Management Area is a 4,735-acre camping park with shoreline on the Wallace River, Wallace Lake, Jay Lake, Shaw Lake, and the Skykomish River. The trailhead for the Wallace Falls State Park is located 15 miles east of Sultan. The park features a popular 3-mile hike through old-growth coniferous forests, along the fast-moving Wallace River to the 265-foot waterfall (PROS Plan, 2010).

Washington State has twice considered closing the popular park in 2008 and 2010 to help balance the state park's budget. Both times, Snohomish County stepped up and offered to take ownership of the park because it serves as a popular destination for many outdoor enthusiasts. The trails are scenic and regularly maintained by the Washington Trails Association and continue to attract many hikers (Wallace Falls State Park, 2019).

Sultan's location on U.S. Highway 2 makes Wallace Falls an accessible park for residents to visit, and the city wishes to maintain its connection with the popular park due to its high footfall throughout the year. For this reason, Sultan will continue to monitor the state park's fiscal commitments and encourage efforts to keep the park open (PROS Plan, 2010).

Department of Natural Resources

Reiter Foothills Forest

The Department of Natural Resources (DNR) manages Reiter Foothills Forest, a 10,000-acre block of the forest surrounding Wallace Falls State Park to the east, south, and west. The forest is part of the legacy of more than 5 million acres of state-owned forest, aquatic, agricultural, and urban lands managed by the DNR for long-term benefits to current and future trust beneficiaries and the people of Washington. According to the DNR planning board, recreation provides a

secondary use to the DNR managed lands which do not impact their primary uses for providing revenue for trust beneficiaries, along with habitat for their wildlife (Wallace Falls State Park, 2019).

In 2010, DNR developed a Reiter Foothills Forest Recreation Plan that prioritizes long-term recreation opportunities with the main objective to collaborate with various stakeholders and interest groups from the Wallace State Park, the surrounding counties and cities, like Gold Bar, Index, Monroe, and Sultan (Washington State Department of Natural Resources, 2020). Currently, the forest provides 4 miles of singletrack trails, 2 miles of all-terrain vehicle (ATV) trail, and over two miles of challenging 4 X 4 trails with a high density of obstacles (Seattle North Country, 2019).

Reiter Foothills is an important component of the Sky Valley economic development strategy based on its attraction for tourists. The Sky Valley Chamber and DNR have been working together to create a set of off-road trails connecting the cities within the Sky Valley (PROS Plan, 2010).

Snohomish County Parks and Recreation

Sky Valley Shooting (Sportsman) Park

The Sky Valley Shooting Park is under pending development near Sultan by Snohomish County Parks and Recreation Department. The park is approximately 146-acres, surrounded by DNR land, and will be developed into a "multi-purpose shooting range and will be managed through a public-private or public nonprofit partnership" (Sky Valley Shooting Park, 2020). A shooting facility has been stated as a goal in several county Comprehensive Plans, including Sultan, and in 2020, a committee will produce preliminary layouts for the park. This committee will consist of shooting enthusiasts, environmentalists, park near neighbors, and the consulting team members (Sky Valley Shooting Park, 2020).

During the development of this park site, the work has temporarily stopped after analysis identified a wetland as a critical area, and therefore it is protected under the GMA. Due to these discoveries, the county has made a formal request to the DNR to acquire another property for the construction of a multipurpose recreational park, comprising shooting facilities. Currently, the County is investigating the critical area issues on the new property (Sky Valley Shooting Park, 2020).

Sky View Fisherman's Park and Campground

Sky View Tracts is a designated floodplain area in Snohomish County on the south bank of the Skykomish River across from Sultan's historic business district. In 2017, the Snohomish County Puget Sound Initiative designated that land for residential and recreational purposes. However, the FEMA repetitive flood loss buy-out program in 1980 relocated most of the full-time residents as the land had become too hazardous for residential use. In 2007, Snohomish County began an effort to purchase the properties with the intent of creating a recreational facility for aquatic uses. From those efforts, a fisherman's park with a boat launch and RV campground was designed (Snohomish County's Puget Sound Initiative, 2017).

Since that time, Snohomish County has used a variety of funding sources to purchase Skyview Tracts property from willing private landowners. The property has undergone extensive efforts to protect and restore the land since it is a critical floodplain habitat and a high priority restoration area in the Snohomish Basin Salmon Conservation Plan (Snohomish County's Puget Sound Initiative, 2017).

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07 Transportation

Transportation Volume II

Introduction

This document summarizes the inputs, methods, assumptions, and findings of the technical analysis that substantiates the goals, policies, and programs established in Volume I of the Transportation Element.

Transportation is a topic with far greater implications than most people realize. Far from being simply about getting from point A to point B, considerations such as the mode and speed of travel, as well as the distribution, orientation and the design of streets and the quality of the trip are among those things that often have the largest physical, social and economic impacts on a community. Transportation also has a direct relationship with the quality of the natural environment—protecting and enhancing Sultan's environment, promoting energy conservation, and improving quality of life.

This element describes Sultan's existing transportation environment, the transportation issues the community faces, and likely impacts through 2044. It proposes a series of transportation improvements, goals, and policies to help Sultan address current and future needs while maintaining a safe and effective multimodal transportation system. When implemented, these transportation system improvements will support Sultan's business community, provide for increased safety, and retain the community character residents cherish.

The City of Sultan's Planning Board and City Council reviewed and commented on the findings and recommendations submitted through presentations and multiple drafts of the 2024 Transportation Element update at the following meetings during the final legislative review phase:

10/15/2024	Planning Board Public Hearing #1
10/29/2024	Planning Board Public Hearing #2 and Recommendation
11/7/2024	City Council Public Hearing #1
11/21/2024	City Council Public Hearing #2
12/5/2024	City Council Adoption

Growth Management Act Requirements

Washington State's Growth Management Act (GMA) includes 14 goals adopted to guide the formulation of comprehensive plans and development regulations. The following GMA goal provides transportation-specific guidance: "Encourage efficient multimodal transportation systems that will reduce greenhouse gas emissions and per capita vehicle miles traveled, and are based on regional priorities and coordinated with county and city comprehensive plans." (RCW 36.70A.020 (3) Planning Goals).

The GMA mandates inclusion of specific information within the Transportation Element. In addition to requiring that this element be consistent with and implement the land use element of this Comprehensive Plan, GMA requires that the element satisfies the requirements identified below for each of seven transportation-related subtopics (RCW 36.70A.070):

Land Use Assumptions Used in Estimating Travel

- Demonstrate that travel demand forecasts and transportation need assessments are based on land use assumptions that correspond with the most recent adopted growth targets; ensure that population and employment assumptions are consistent throughout the comprehensive plan.

Estimated Multimodal Level of Service to State Owned Facilities

- Evaluate the impact of land use assumptions to assist in monitoring the performance of state facilities, to plan improvements for the facilities, and to assess the impact of land-use decisions on state-owned transportation facilities;

Service and Facility Needs

- Include inventories for each transportation system, including roadways, transit, cycling, walking, freight, airports, and ferries;
- Establish multimodal level of service standards for all locally owned arterials, locally and regionally operated transit routes that promote optimal movement of people across multiple transportation modes;
- Include state facilities and reflect related multimodal level of service standards;
- Address multiple transportation modes in concurrency programs;
- Tailor concurrency programs, especially for centers, to encourage development that can be supported by transit.

Financing and Investment

- Include a multi-year financing plan, as well as an analysis of funding capability;
- Include a reassessment strategy to address the event of a funding shortfall.

Intergovernmental Coordination

- Coordinate with neighboring cities, the county, regional agencies, and the state.

Demand Management

- Identify demand management strategies and actions, including but not limited to programs to implement the Commute Trip Reduction Act.

Land Uses Adjacent to Airports

- Identify and address any airports within or adjacent to the jurisdiction
- Describe existing and planned uses near the airport, as well as policies and regulations that discourage incompatible uses.

"Concurrency," a GMA requirement, refers to the timely provision of public facilities and services relative to the demand for them. Maintaining concurrency requires jurisdictions to provide adequate public facilities to serve new development as it occurs or within six years. While the GMA gives special attention to concurrency for transportation, local governments have flexibility regarding how to apply concurrency within their plans, regulations, and permit systems.

The Washington Administrative Code (WAC 365-195-325) also provides procedural guidance on two important requirements of the GMA:

1. Consistency between the elements of the County's GMA Comprehensive Plan and comprehensive plans of cities within its borders; and
2. Consistency between the land uses established in the land use plan and the transportation improvements identified in the transportation element needed to serve the land uses.

Consistency between land use and transportation elements of the plan is of particular importance. Planned land use must be reflected in the travel forecasts that are prepared to evaluate development impacts. The transportation improvements and implementation measures within the transportation element must adequately support planned land use at adopted level of service (LOS) standards. In addition, consistency between the regional vision and county's overall transportation element, the City of Sultan's comprehensive plan, the state's highway plan, and transit development programs need to be ensured through intergovernmental coordination.

This 2024 update to the transportation element of Sultan's 2024 Comprehensive Plan has been prepared in compliance with GMA requirements and has been developed to be consistent with Puget Sound Regional Council's (PRSC's) VISION 2050, the Snohomish County Comprehensive Plan, and the City of Sultan's own Concurrency Management System (see chapter 16.70 of the Sultan Municipal Code). As conditions and community, countywide, and regional objectives change, data in this element will provide a benchmark for future updates.

Multi-county Policies for Transportation

A safe and efficient transportation system is essential to Sultan's quality of life, supports the Puget Sound Regional Council's (PSRC) regional growth strategy, and serves as the backbone of the Central Puget Sound regional economy. The GMA recognizes the importance of regional transportation planning and requires local governments in the Central Puget Sound Region to prepare local growth management plans and a regional transportation plan that are mutually consistent. VISION 2050 addresses transportation issues and provides guidance on development of a regional transportation plan.

VISION 2050 establishes the long-range regional direction for meeting this challenge and provides a basis for the more detailed planning and investment strategies in the region's Metropolitan Transportation Plan. Below is the VISION 2050 overarching multi-county goal for transportation:

> The region has a sustainable, equitable, affordable, safe and efficient multimodal transportation system, with specific emphasis on an integrated regional transit network that supports the regional growth strategy and promotes vitality of the economy, environment, and health.

In support of this regional goal, VISION 2050 includes 22 transportation-specific policies aimed at integrating freight, ferries, highways, local roads, transit, bicycling, and walking. Regional policies recognize the critical link between transportation, land use planning, economic development, and the environment. The policy framework also provides the region with long-range direction for mobility improvements while managing growth and changing transportation needs.

The goals and policies presented in this element provide cross-references to individual multi-county policies from VISION 2050. This plan's goals and policies must conform to the multi-county planning policies to ensure Sultan remains qualified to receive transportation funding and other program funding as administered by the PSRC.

PSRC identifies comprehensive plan requirements for each city and county within the central Puget Sound Region. This Transportation Element satisfies the PSRC comprehensive plan requirements identified below for each of four transportation-related subtopics.

The Regional Transportation Plan

- Maintain and operate transportation systems to provide safe, efficient, and reliable movement of people, goods, and services.
- Protect the investment in the existing system and lower overall life-cycle costs through effective maintenance and preservation programs.
- Reduce the need for new capital improvements through investments in operations, pricing programs, demand management strategies, and system management activities that improve the efficiency of the current system.
- Improve the safety of the transportation system and, in the long term, achieve the state's goal of zero deaths and serious injuries.
- Develop a transportation system that minimizes negative impacts to, and promotes, human health.
- Pursue alternative transportation financing methods, such as user fees, tolls, and other pricing mechanisms to manage and fund the maintenance, improvement, preservation, and operation of the transportation system. MPP-T-7 Fund, complete, and operate the highly efficient, multimodal system in the Regional Transportation Plan to support the Regional Growth Strategy. Coordinate WSDOT, regional, and local transportation agencies, in collaboration with the state legislature, to build the multimodal system.
- Strategically expand capacity and increase efficiency of the transportation system to move goods, services, and people consistent with the Regional Growth Strategy. Focus on investments that produce the greatest net benefits to people and minimize the environmental impacts of transportation.
- Implement transportation programs and projects that provide access to opportunities while preventing or mitigating negative impacts to people of color, people with low incomes, and people with special transportation needs.
- Ensure mobility choices for people with special transportation needs, including persons with disabilities, seniors, youth, and people with low incomes.
- Design, construct, and operate a safe and convenient transportation system for all users while accommodating the movement of freight and goods, using best practices and context sensitive design strategies
- Emphasize transportation investments that provide and encourage alternatives to single occupancy vehicle travel and increase travel options, especially to and within centers and along corridors connecting centers.
- Increase the proportion of trips made by transportation modes that are alternatives to driving alone, especially to and within centers and along corridors connecting centers, by ensuring availability of reliable and competitive transit options.
- Integrate transportation systems to make it easy for people and freight to move from one mode or technology to another.
- Prioritize investments in transportation facilities and services in the urban growth area that support compact, pedestrian- and transit-oriented densities and development.
- Improve local street patterns – including their design and how they are used – for walking, bicycling, and transit use to enhance communities, connectivity, and physical activity.
- Promote and incorporate bicycle and pedestrian travel as important modes of transportation by providing facilities and navigable connections.
- Promote coordination among transportation providers and local governments to ensure that joint- and mixed-use developments are designed in a way that improves overall mobility and accessibility to and within such development.
- Design transportation programs and projects to support local and regional growth centers and high-capacity transit station areas. (Not applicable to Sultan.)
- Promote the preservation of existing rights-of way for future high-capacity transit. (Not applicable to Sultan.)
- Design transportation facilities to fit within the context of the built or natural environments in which they are located.
- Avoid construction of major roads and capacity expansion on existing roads in rural and resource areas. Where increased roadway capacity is warranted to support safe and efficient travel through rural areas, appropriate rural development regulations and strong commitments to access management should be in place prior to authorizing such capacity expansion in order to prevent unplanned growth in rural areas.

Supporting the Economy

- Make transportation investments that improve economic and living conditions so that industries and skilled workers continue to be retained and attracted to the region.
- Improve key facilities connecting the region to national and world markets to support the economic vitality of the region.
- Ensure the freight system supports the growing needs of global trade and state, regional and local distribution of goods and services.

- Maintain and improve the existing multimodal freight transportation system in the region to increase reliability, efficiency, and mobility, and prepare for continuing growth in freight and goods movement.
- Coordinate regional planning with rail line capacity expansion plans and support capacity expansion that is compatible with state, regional, and local plans.
- Promote coordinated planning and effective management to optimize the region's aviation system in a manner that minimizes health, air quality, and noise impacts to communities, including historically marginalized communities. Consider demand management alternatives as future growth needs are analyzed, recognizing capacity constraints at existing facilities and the time and resources necessary to build new ones. Support the ongoing process of development of a new commercial aviation facility in Washington State.

Protecting the Environment

- Support the transition to a cleaner transportation system through investments in zero emission vehicles, low carbon fuels and other clean energy options.
- Provide infrastructure sufficient to support widespread electrification of the transportation system.
- Advance the resilience of the transportation system by incorporating redundancies, preparing for disasters and other impacts, and coordinated planning for system recovery.
- Reduce stormwater pollution from transportation facilities and improve fish passage, through retrofits and updated design standards. Where feasible, integrate with other improvements to achieve multiple benefits and cost efficiencies.

Innovation

- Prepare for changes in transportation technologies and mobility patterns, to support communities with a sustainable and efficient transportation system.
- Be responsive to changes in mobility patterns and needs for both people and goods, and encourage partnerships with the private sector, where applicable.

Countywide Policies for Transportation

The Snohomish County Council is responsible for adopting countywide planning policies (CPPs) per RCW 36.70A.210. The CPPs provide a framework for developing consistent city and county growth management plans. Snohomish County Tomorrow (SCT) is a collaborative public interjurisdictional forum by which the county and its cities discuss intergovernmental coordination, provide public involvement, and make recommendations regarding updates to CPPs.

The Countywide Planning Policies are intended to guide transportation planning by the County and its cities and towns. Additionally, the CPPs in Snohomish County provide the basis for regional coordination with the Washington State Department of Transportation (WSDOT), PSRC, and transportation operating agencies. The CPPs provide direction to Snohomish County jurisdictions necessary for the coordinated implementation of GMA goals and the VISION 2050 Multi-county Planning Policies (MPPs).

Countywide policies for transportation address the need for balance among various modes of travel to maximize person-carrying capacity (as opposed to vehicle-moving capacity) of the countywide, regional and state transportation systems. Policies also identify the need to apply various levels of service to different intensities of land development and to provide a wide range of choices in transportation services that afford all citizens the ability to travel freely, regardless of age, sex, race, income, disability or place of residence.

The CPPs ensure that countywide transportation systems are designed to support the planned level of land development while recognizing and responding to the context in which those systems are located. The CPPs encourage flexibility in local interpretations to support diverse interests throughout the county. Below is the overarching countywide planning policy goal for Transportation:

> The County and cities will work proactively with transportation planning agencies and service providers to plan, finance, and implement an efficient, affordable, equitable, inclusive, and safe multimodal transportation system that supports state-level planning, the Regional Growth Strategy, and local comprehensive plans and promotes economic vitality, environment sustainability, and human health.

The goals and policies presented in this element provide cross-references to individual countywide planning policies. The following overarching principles are expected to guide implementation of the CPPs for multimodal transportation.

- Provide a wide range of choices in transportation services to ensure that all citizens have the ability to travel regardless of age, sex, race, income, disability or place of residence.
- Pursue sustainable funding and informed decision-making that recognizes the economic, environmental, and social context of transportation.
- Balance the various modes of travel to enhance person-carrying capacity, as opposed to vehicle-moving capacity.
- Implement efficient levels of service for the various surface transportation modes (i.e., roadways, bikeways, transit, and freight) that are applied effectively to serve different intensities of land development.

2024 Transportation Facilities Inventory

This section of the transportation element describes the existing facilities within Sultan's transportation network including its roadways, bridges, rail/freight, aviation, and nonmotorized facilities. The section also defines the functional classifications of Sultan's roadways and identifies the county and state roadways located within Sultan city limits.

The following major themes and observations help establish the context for understanding Sultan's existing transportation environment:

- US 2 is a vital link for Sultan, for both local and regional circulation. Geographic features have created conditions by which this road is the primary link between Sultan's different major areas of development.
- The US 2 bridge over the Sultan River is likely to present challenges to the City as it ages.
- Traffic growth on US 2 is likely to occur not only because of new development in Sultan but also because of additional development in eastern Snohomish County and because of recreational and tourism-based travel demand.
- Congestion and heavy use of the BNSF Everett-Spokane corridor through Sultan may have residual traffic and noise impacts on the City.

State Roadways

US 2 is a WSDOT principal arterial route which serves as Sultan's major regional roadway, connecting Sultan to Everett and the remainder of the Puget Sound region to the west as well as the Cascades to the east. US 2 is designated by WSDOT as a Highway of Statewide Significance (HSS). Roadways extending north and south from US 2 are primarily rural, farm-to-market roads that connect to other parts of Snohomish County but fail to provide direct, long-distance alternatives to US 2 to reach the more urbanized parts of the Puget Sound region. As one of two primary east-west crossings of the Cascades, US 2 serves as an important route for the movement of goods to and from Sultan and as a primary link for access to employment.

Interviews with Sultan residents and stakeholders suggest that the number of commuters, especially to King County, has increased significantly in recent years. This underscores the importance of US 2 as a regional connection. As a transportation facility, US 2 serves as a route for the movement of goods to and from Sultan and as a primary link for access to employment.

Snohomish County Roadways

Major Snohomish County roadways in the vicinity of Sultan include:

- Ben Howard Road, a major collector which begins at SR 203 south of Monroe and connects to 311th Avenue SE (Mann Road) which crosses the Sultan River near downtown Sultan,
- Old Owen Road, a major collector which provides an east-west connection to Monroe to the north of US 2,
- Sultan Basin Road, a minor collector which extends to the north of Sultan city limits and provides access to residential development within city limits,
- 339th Avenue SE, a minor collector which represents the northernmost segment of Rice Road,
- 132nd Street SE, a minor collector which connects to 339th Avenue SE (Rice Road).

City of Sultan Roadways

The center of Sultan's street network is a rectilinear grid of streets located near the convergence of the Sultan and Skykomish Rivers. The town's historic origins along the Skykomish River are reflected in its two principal streets, Main Street and US Highway 2, both of which are generally parallel to the Skykomish River's course and the Burlington Northern-Santa Fe Railroad alignment.

Topographical limitations have prevented this grid from expanding over time as the City has grown. The city's historic core lies in a lower floodplain area, with newer development on higher ground, mainly in an area lying to the north and east of the traditional core. The plateau area is served primarily by Sultan Basin Road. The only motorized transportation connection between these two elevations is US Highway 2. See Figure 7-A below.

Existing Functional Classification

Functional Classification Definitions

Streets are grouped into functional classifications based on the character of service they are intended to provide. Each functional classification is characterized by varying degrees of connectivity, traffic volumes and capacities, adjoining land uses and access, and speed. The City of Sultan has adopted the functional classification system used by the Federal Highway Administration (FHWA), which identifies four major functional classifications. The characteristics of each functional classification are described below.

- Principal Arterials serve as the major connectors to employment, retail centers and downtown central business districts. They have a high level of regional connectivity, accommodating trips between urban areas and trips moving continuously through urban areas. Principal arterials typically accommodate high traffic volumes between 7,000 and 50,000 annual average daily traffic (AADT). US 2 and Sultan Basin Road are classified principal arterials.

- Minor Arterials serve as connector arterials throughout a city providing for travel between major commercial and residential areas and moving travelers from collector arterials to principal arterials. Minor arterials act as the supportive spine of the roadway network within an urban area and provide a balance between mobility and land access. Traffic volumes on minor arterials can range between 3,000 and 14,000 AADT. Rice Road, 4th Street, 132nd Street, and portions of Main Street and 5th Street are classified minor arterials.

- Major Collectors provide land access and mobility in higher density neighborhoods and commercial areas. They penetrate residential neighborhoods, often for significant distances, providing access between lower local streets and higher classification arterials. Daily traffic volumes on major collectors typically range between 1,100 and 6,300 AADT. Main Street, 1st Street, 8th Street, and a portion of 5th Street are classified major collectors.

- Minor Collectors provide land access and mobility in lower density neighborhoods and commercial areas. They penetrate residential neighborhoods, but typically only for short distances. Daily traffic volumes on major collectors typically range between 1,100 and 6,300 AADT. Date Avenue and portions of 138th Street and South Sultan Basin Road are classified minor collectors.

- Local Access Streets provide property access with less emphasis on through traffic mobility. Typical of other cities and urban areas, most of the roadways within the Sultan Urban Growth Area are local streets. Daily traffic volumes typically range from 80 to 700 AADT.

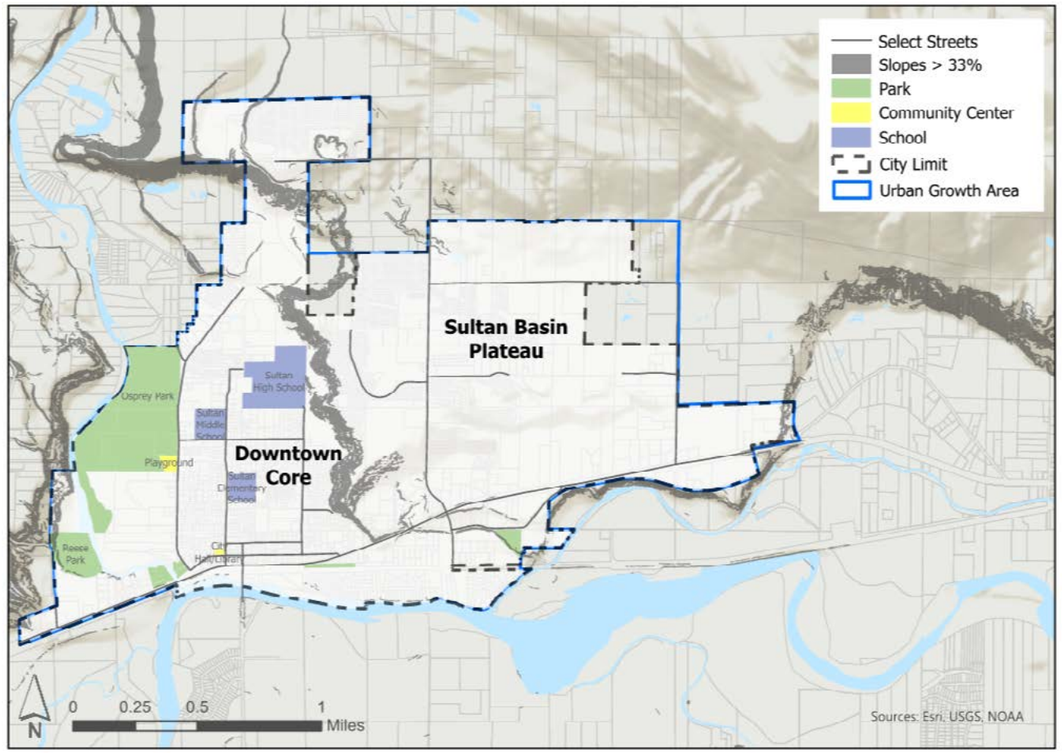


Figure T-II.1. Sultan Topography

Existing 2024 Functional Classifications

US 2 is the only Washington Department of Transportation (WSDOT) roadway passing through Sultan. Several of the City's peripheral streets serve a minor arterial or collector function connecting local subdivision streets to this regional thoroughfare, although these streets carry significantly lower traffic volumes than US 2.

Partly because of US 2's proximity to Sultan's commercial district, it has assumed a commercial land use orientation over time. Although this is beneficial to property owners and especially business owners wishing to maximize visibility and exposure to potential drive-by customers, it presents a complex situation from a traffic and transportation perspective. National highway design and transportation planning guidance advise that arterial roadways are intended to serve a mobility

function, with the (usually longer-distance) through-movement of vehicles being the primary role of primary arterials.

It is common throughout the United States to see highways such as US 2 supporting a variety of land uses, especially commercial and industrial uses, and to provide access to individual properties. The complexity in these cases comes, in part, from the difference in operating characteristics: mobility-oriented roads and highways are often expected to safely accommodate higher speeds, where urban streets providing local property access through driveways have lower speeds and frequent turn movements. US 2 exhibits this phenomenon to some degree. Although speed limits are posted at lower speeds through the traditional core of Sultan, motorists often exceed them when traffic conditions permit. Excessive speeds create conflicting conditions with turning movements in and out of driveways, particularly left turns that must cross traffic.

In recent years, ongoing development has increased the importance of Sultan Basin Road in the Sultan transportation network. The formerly low-volume rural corridor increasingly serves volumes typical of principal arterial roadways and provides a critical north-south connection to collectors and local streets serving residential neighborhoods in the Sultan Basin area. Sultan Basin Road therefore represents the only City-owned principal arterial street in Sultan.

Figure T-II.2. Figure 7-B. 2024 Existing Street Functional Classification

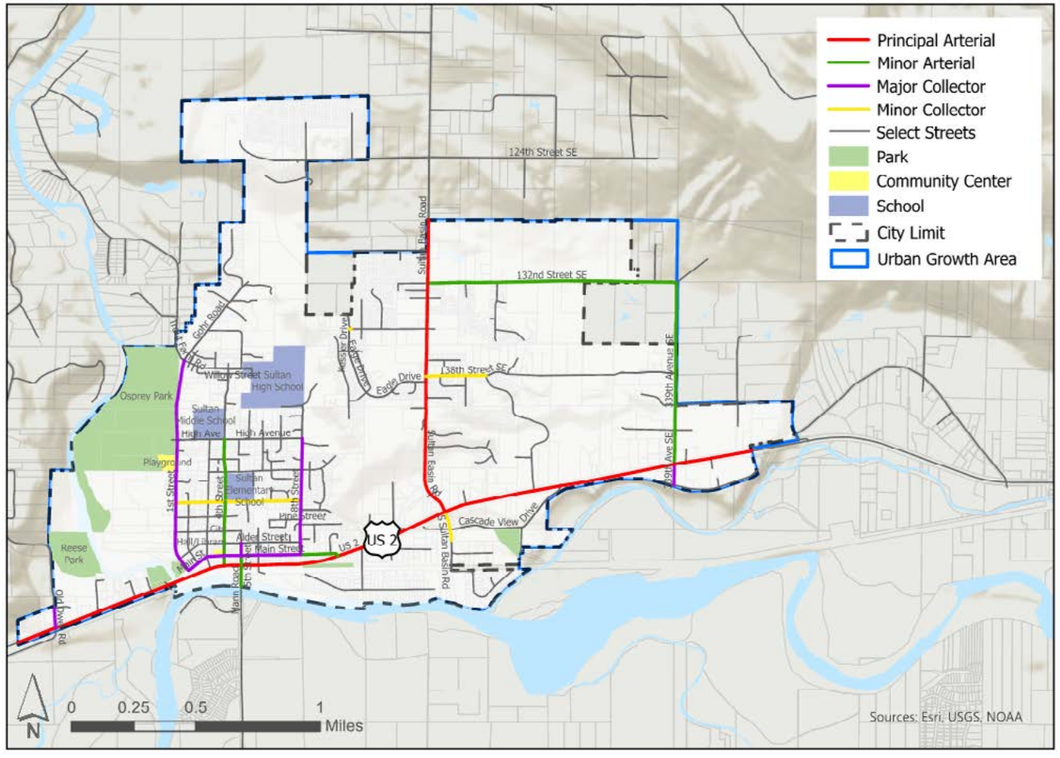


Figure 7-B depicts the existing street functional classification system in Sultan, illustrating where a limited number of crucial arterial and collector streets carries a major portion of the burden of vehicular circulation through Sultan. A more robust network distributes trips and tends to relieve congestion on arterial streets. A less robust network consolidates trips on arterials, increasing roadway congestion and driving improvements to widen arterial roadways.

Bridges

Three highway bridges carry roadways in the City Sultan. The FHWA and Washington State Department of Transportation (WSDOT) classify bridge structural conditions using a Good/Fair/Poor system a condition rating system which is defined by 23 CFR 490 Subpart D. Table 7-1 summarizes the existing bridge inventory, including bridge owner, year built, and bridge condition based on the 2023 National Bridge Inventory (NBI) database.

Figure T-II.3. Table 7-1. Existing Bridges in Sultan

Table 7-1. Existing Bridges in Sultan

Bridge Name/ Roadway Carried	Structure ID	Owner	Year Built	Bridge Condition
US 2 over Sultan River	0002580A0000000	WSDOT	1940	Fair
US 2 over Sultan Mill Pond	0004116A0000000	WSDOT	1952	Fair
Mann Rd over Skykomish River	080375000000000	County	1961	Fair

Source: 2023 National Bridge Inventory

In addition to the highway bridges identified above, the Sultan transportation system includes a bridge over the Sultan River to the north of US 2 which serves pedestrian and bicycle travel. The bridge opened in 2020 and provides a safe connection for active transportation across the Sultan River.

Rail and Freight Facilities

Rail Facilities

The BNSF Everett-Spokane rail line is aligned through Sultan along the Skykomish River and follows the historic Great Northern Railroad route along which US 2 was later constructed. This corridor is an active freight railroad today with connections to the eastern United States through Chicago, but it does not currently allow freight access in Sultan.

As documented in the 2019 Washington State Rail Plan, this line between Everett and Spokane carries 16 freight trains and 2 passenger trains daily. The State Rail Plan indicates that the rail corridor operates between 41 to 70 percent of its capacity.

Freight Facilities

In Washington State, the highway and roadway system is rated according to the amount of freight and goods that are carried by truck on the system. The Washington State Freight and Goods Transportation System (FGTS) is a ranking of roads in Washington State by annual gross freight tonnage carried. The FGTS classification system is as follows:

- T-1: Over 10 million tons per year
- T-2: Between 4 and 10 million tons per year
- T-3: Between 300,000 and 4 million tons per year
- T-4: Between 100,000 and 300,000 tons per year
- T-5: At least 20,000 tons carried in a 60-day period and less than 100,000 tons per year

The FGTS system is affected by changes in the economy, international trade, and the transportation industry such as changes in truck travel patterns, cargoes and tonnages. Revisions to the FGTS routes and tonnage classifications are developed by the agency having jurisdiction over the roadway segment. The following freight routes are designated within the Sultan planning area:

Table 7-2. Existing WSDOT Freight and Goods Transportation System (FGTS) Routes

Roadway	Limits	2023 FGTS Class	Annual Truck Tonnage[1]	Average Daily Truck Traffic[1]
US 2	Old Owen Rd to Index-Galena Rd	T-3	3,720,000	980
Old Owen Rd	US 2 to North C/L	T-3	457,000	184
3rd St	US 2 to Main St	T-4	-	-
First St	Main St to Trout Farm Rd	T-4	-	-
Main St	First St to Third St	T-4	-	-
Sultan Basin Rd	US 2 to North C/L	T-5	-	-

Source: 2023 WSDOT Freight and Goods Transportation System database

[1]FGTS publishes annual truck tonnage and average daily truck traffic totals for routes classified T-3 or higher

Because of its major regional status and crossing of the Cascade Mountains, US 2 is a major truck freight route. As shown in Table 7-2 and Figure 7-C, this corridor carries by far the greatest volume of freight of any of Sultan's roadways. Local and regional roadways are also important freight connections, even though these rely on US 2 for longer-distance connections to and from the Sultan area.

Freight and goods are transported within Sultan on US 2, City and County roads and on the BNSF Stevens Pass rail line which parallels US 2. Recommended future improvements to facilitate expected increased tonnage of freight movement to and from developing commercial and industrial areas within the City are listed later in this element.

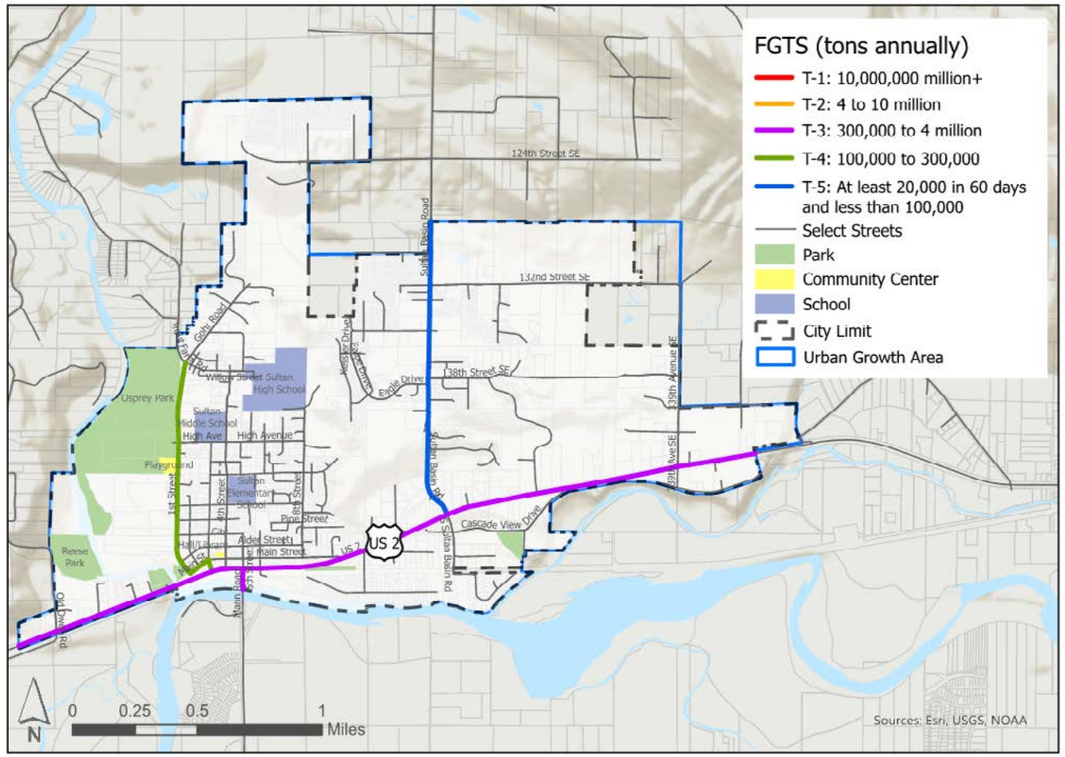


Figure EX-5. WSDOT Freight and Goods Transportation System Route Classification

Figure T-II.4. Existing WSDOT Freight and Goods Transportation System (FGTS) Routes

Source: 2023 WSDOT Freight and Goods Transportation System database

Note: FGTS publishes annual truck tonnage and average daily truck traffic totals for routes classified T-3 or higher

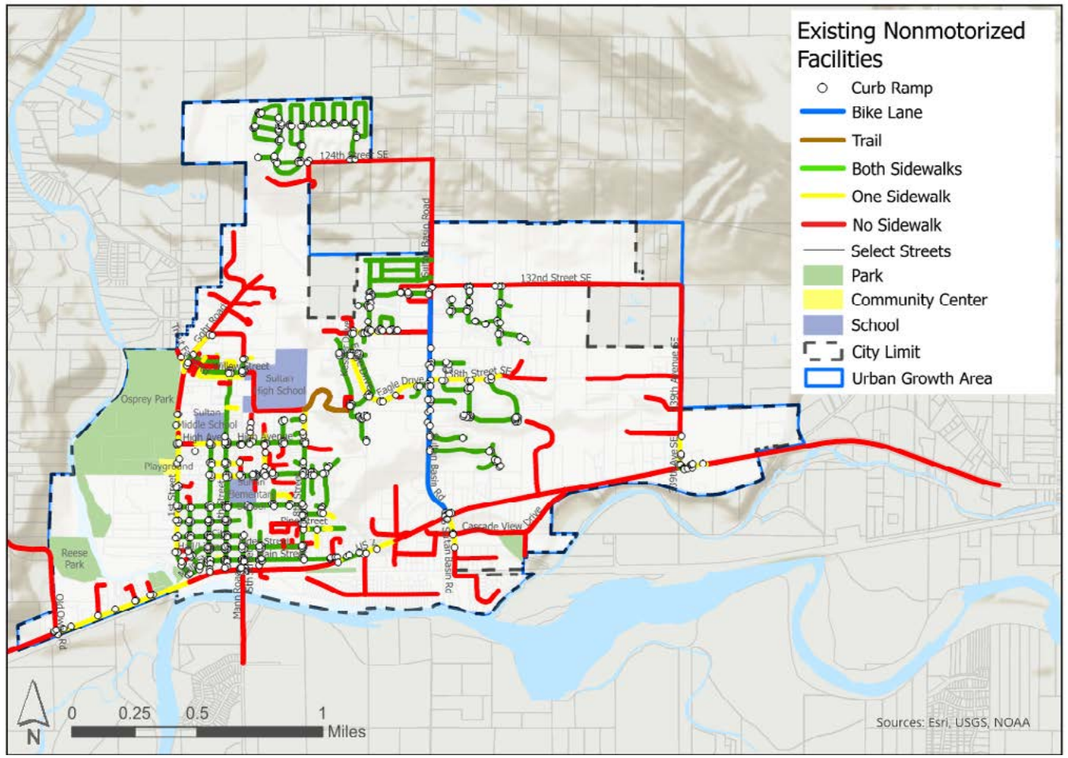
Active Transportation Facilities

The Washington State Growth Management Act (GMA) requires that the transportation elements of Comprehensive plans include an active transportation component that defines existing capital facilities and travel levels to inform future planning This section examines Sultan's existing bicycle and pedestrian transportation system. Figure 7-D shows Sultan's existing active transportation facilities including sidewalk, bike lane and trail facilities.

On-Street Bicycle Facilities

Sultan currently has bike lanes available only on Sultan Basin Road, although many of its streets carry relatively low traffic volumes and are suitable for cycling. This is particularly relevant in the vicinity of Sultan Middle and High Schools, where limited parking facilities and relatively short distances to a large portion of Sultan's urbanized area suggest that walking and cycling could be useful modes of transportation. Cyclists wishing to use US 2 can travel on its existing shoulders but must share a travel lane with motorists in constrained areas, except at the Sultan River active transportation bridge.

Figure T-II.6. 2024 Nonmotorized Facilities



Sidewalks/Pedestrian Facilities

The streets of Sultan's traditional town center were largely constructed without sidewalks, although recent capital improvement projects have enhanced several downtown streets, especially those connecting to major community facilities. In addition, recent development – particularly that occurring on the plateau – has added sidewalks along local streets.

For the 2024 Transportation Element update, a survey of Google and Bing street scene photos, and the 2024 Sultan Local Road Safety Plan was conducted to populate the existing sidewalk inventory map in Figure 7-D.

Trails

The High Street Trail is an existing multi-purpose trail that connects the east end of High Street (near the Sultan High School entrance) to the Sultan Basin Road plateau. This provides a nonmotorized alternative access opportunity from the plateau to the floodplain area. A nonmotorized crossing was established in 2022 across the Sultan River just north of US 2 that connects Sportsman's Park with River Park and the Veterans' Memorial connecting to existing sidewalks to downtown Sultan. The 2018 plan called for the development of additional on-street and off-street bicycle facilities throughout Sultan; however, these have not been implemented to date, primarily due to funding availability. See Figure 7-D below.

2024 Conditions

This section defines multimodal transportation level of service (LOS) policies and standards and identifies Sultan's current LOS deficiencies. This section also includes an evaluation of citywide crash history data.

2024 Public Transit Service

Snohomish County's Community Transit (CT) serves the Skykomish Valley with fixed bus route 270/271, which terminates in Gold Bar. Route 270/271 serves downtown Sultan as well as Sultan Park & Ride, a 38-space lot located on the southern side of US 2 west of 11th Street. Figure 7-E shows the existing CT routes and stops.

Route 270/271 provides regular service between Gold Bar and Everett, with 16 departures on weekdays, 15 departures on Saturdays, and 14 departures on Sundays. Weekday service runs from approximately 8:00 AM to 11:00 PM, with slightly shorter service on weekends.

In addition to fixed-route bus service, CT operates DART paratransit and a Vanpool service to accommodate demand-specific needs of disabled travelers and to encourage ridesharing for commuters in Sultan and other smaller urbanized areas throughout Snohomish County.

The City of Sultan is committed to participating in planning for new and improved transit service with Community Transit.

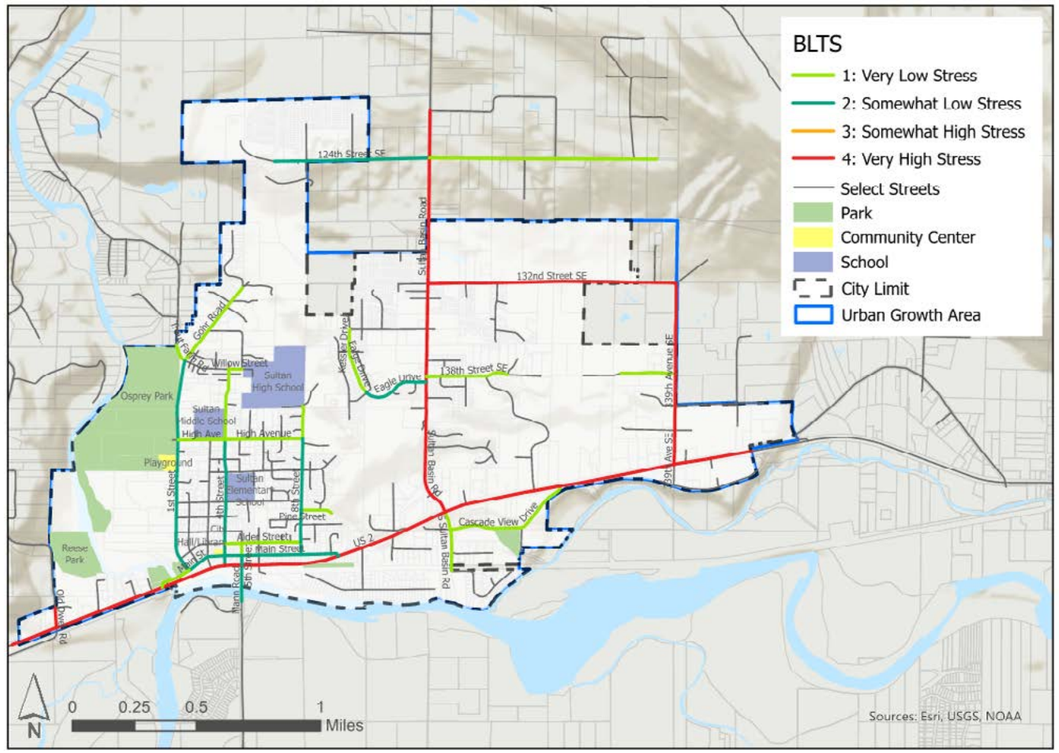
Bicycle and Pedestrian Level of Traffic Stress

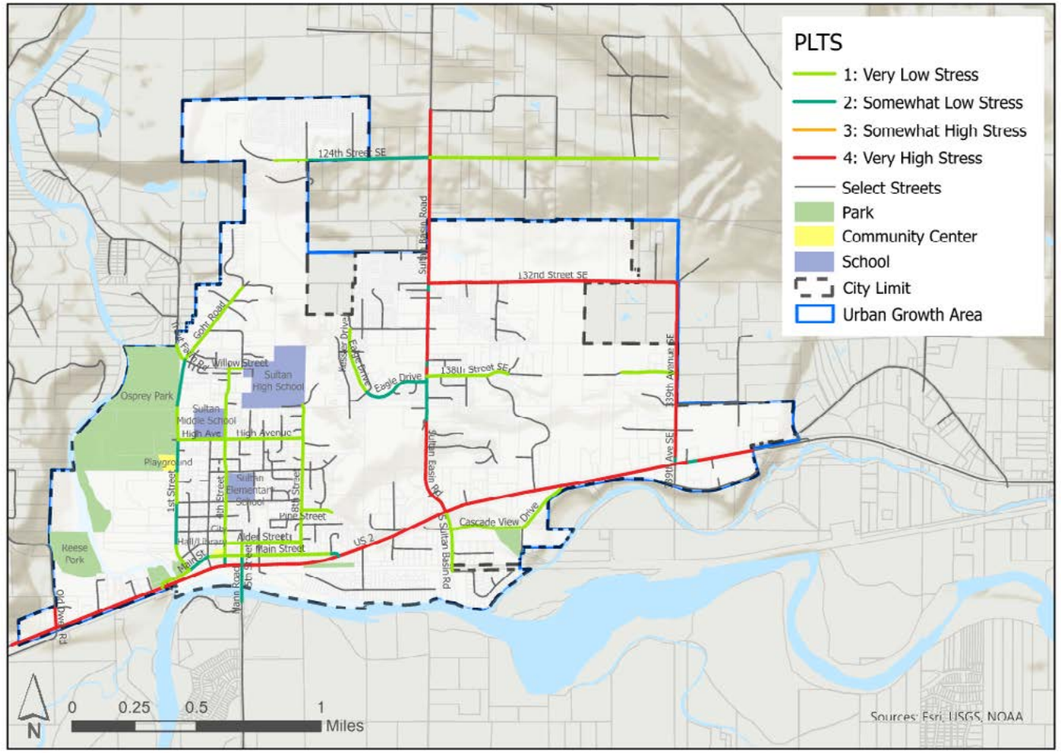
Level of Traffic Stress Definition and Analysis

This section provides an analysis of Sultan's active transportation facilities in terms of bicycle and pedestrian Level of Traffic Stress (LTS). LTS provides a performance metric for user experience on a given element of transportation infrastructure. Unlike vehicular Level of Service (LOS), which is based upon capacity and delay, LTS is based on user perception of personal comfort or safety. LTS is the current standard of practice for bicycle and pedestrian system planning.

The Washington Department of Transportation (WSDOT) Design Manual M 22-01.22 Chapters 1510 and 1520 define a planning-level methodology for bicycle and pedestrian LTS calculation. The WSDOT Design Manual methodology (bit.ly/49eu3e1) was used to calculate LTS in this Element.

Figure T-II.7. Bicycle Level of Traffic Stress





Bicycle LTS (BLTS) and Pedestrian LTS (PLTS) are expressed on a scale of 1 to 4, where a higher LTS score represents lower level of user comfort. Bicycle and pedestrian LTS categories are summarized in Table 7-3.

A BLTS and a PLTS score was calculated for each collector and arterial roadway in Sultan. LTS for each street segment was based on the "worst side" – in other words, a street segment with sidewalk on only one was assigned no sidewalk in the LTS analysis. Roadway speed is an important input to the BLTS and PLTS methodologies. This analysis considered roadway posted speed; however, future evaluations may consider the impacts of actual travel speed on BLTS and PLTS.

BLTS results are shown in Figure 7-E and PLTS results are shown in Figure 7-F

Figure T-II.8. Pedestrian Level of Traffic Stress

Figure T-II.9. Existing Fixed-Route Transit Service

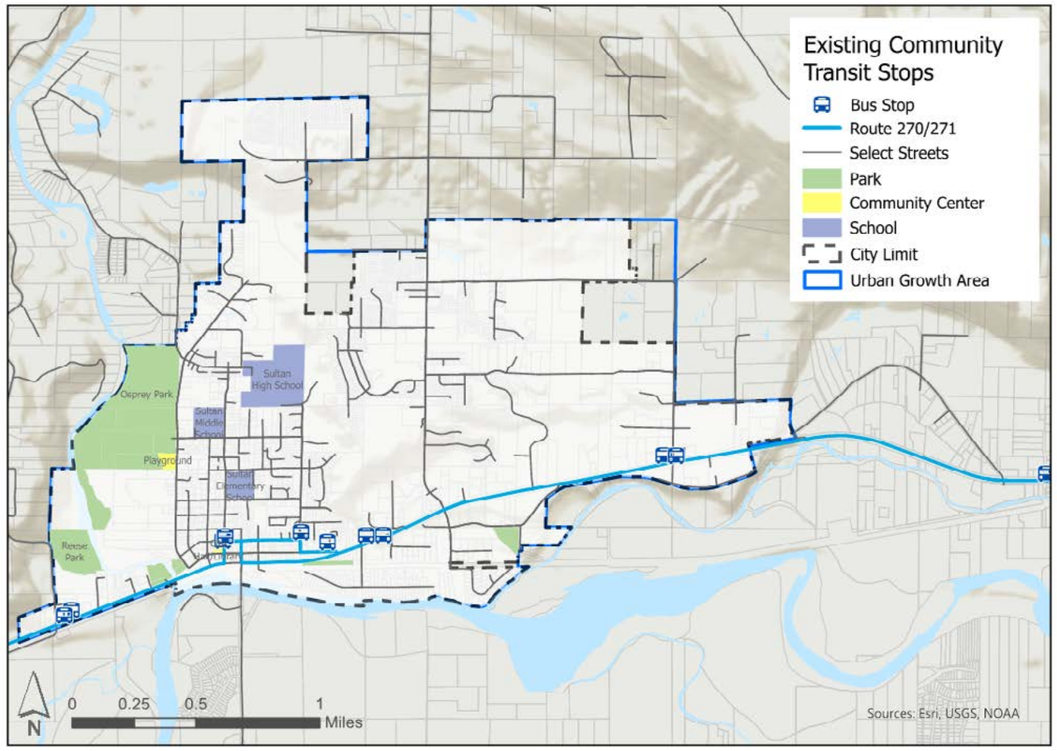


Figure T-II.10. Level of Traffic Stress Definitions

Table 7-3. Level of Traffic Stress Definitions

LTS	User Category	Description	Example
1	Very Low Stress	All Ages & Abilities: LTS 1 is a level that most children and their parents would find comfortable and safe.	Physically separated bike lane or sidewalk on a 25-mph two-lane street.
2	Somewhat Low Stress	Interested but Concerned: LTS 2 facilities are acceptable to a typical mainstream adult, who can accept some degree of stress while walking or riding.	Buffered bike lane or 6-foot sidewalk on a 30-mph two-lane street.
3	Somewhat High Stress	Enthused & Confident: LTS 3 users can tolerate some stress even though they may prefer to ride with a lower level of traffic stress.	Unbuffered bike lane or 5-foot sidewalk on a high-volume 4-5 lane street.
4	Very High Stress	Strong & Fearless: LTS 4 is tolerated for any significant distance only by users classified "strong and fearless," who are comfortable walking or riding near high-volume roadways.	No bike lane or sidewalk on a high-volume, high-speed arterial.

Level of Traffic Stress Standards

This Transportation Element establishes a maximum BLTS 4 and PLTS 4 standard for all city streets. Future analyses will refine the City's active transportation network vision, which may include reduced LTS standards. This Transportation Element will be updated as necessary to reflect the LTS standards, improvement projects, and funding needs associated with the City's active transportation vision.

2024 Traffic Volumes

Daily Traffic Volumes

Seven-day traffic counts were collected in January and February 2024 at three locations in and near Sultan to identify weekly peaking characteristics:

US 2 west of Old Owen Road from Saturday, February 3 through Friday, February 9, 2024

US 2 west of Nugget Road from Friday, January 26 through Thursday, February 1, 2024.

Sultan Basin Road north of US 2 from Friday, January 26 through Thursday, February 1, 2024.

Average daily traffic volume on US 2 west of Old Owen Road was approximately 21,500 vehicles per day (vpd) during the midweek (Tuesday-Wednesday-Thursday) period. It peaked on Friday at 25,575 vpd and decreased to 21,150 vpd on Sunday. US 2 is characterized by significant seasonal demand variations which are discussed in greater detail later in this document.

On Sultan Basin Road, midweek ADT was 6,275 vpd and Friday ADT was 6,475 vpd. Sunday ADT was significantly lower, at 4,435 vpd. Travel demand on Sultan Basin Road is increasingly characterized by residential growth, including over 1,300 new single-family detached dwelling units which have been permitted or constructed between 2019 and 2024.

Seasonal Traffic Variation

Prior studies have identified seasonal variation in demand along US 2, with peak travel demand coinciding with the summer recreational season. For this analysis, TomTom Traffic Stats data were used to quantify the seasonal variation between the January 26 – February 9, 2024 data collection period and July 2023. July historically represents a month of peak recreation demand which is not impacted by late summer wildfire-related road closures. The analysis indicated that peak summer travel demand is approximately 18 percent higher than winter demand on eastbound US 2 and 21 percent higher than winter demand on westbound US 2.

An origin-destination analysis of US 2 travel demand was developed in September 2023 using historic origin-destination travel data from the period September 2022 through August 2023. Regional and local demand shares were compared for vehicles traveling eastbound on US 2 on Fridays during the summer and winter seasons. This analysis indicated higher overall eastbound US 2 demand during the summer months, but also indicated that the increase in demand is related to increased regional travel, where regional travel is defined as trips without an origin or destination in Sultan. Local trips were observed to remain relatively consistent throughout the year.

The data collection and analysis described above indicates that the summer Friday PM peak period represents the peak of annual travel demand on US 2 through Sultan. This period is characterized by weekday commute traffic returning from employment centers in the Puget Sound and weekend eastbound (outbound) recreational traffic. The summer Friday PM peak hour is the basis for the intersection operations analysis described in this Element.

Peak Hour Traffic Volumes

Based on daily traffic counts, the following periods were identified as the periods of peak travel demand in Sultan: (1) Friday 4:00-6:00 PM, and (2) Sunday 2:00-4:00 PM. Travel demand during peak periods is characterized by heavily directional demand on US 2, including high eastbound demand on Friday afternoon and high westbound demand on Sunday afternoon.

Intersection turning movement counts were collected at 24 locations throughout Sultan from 4:00 PM – 6:00 PM on Wednesday, January 31, 2024 and at 10 intersections on or near US 2 from 2:00 – 4:00 PM on Sunday, June 23, 2024. Raw counted volumes were adjusted to incorporate weekly and seasonal variations in travel demand and to reflect actual travel demand rather than observed vehicle throughput. Volume adjustments were developed using historical traffic volume and speed data.

Friday PM peak hour traffic volumes are shown in Figure 7-H.

Travel Time and Reliability

A travel time analysis of US 2 was conducted to quantify seasonal variations in corridor operations. The analysis considered travel time, speed, delay, and Planning Time Index (PTI). PTI represents a reliability measure defined as the ratio of 95th percentile travel time to free-flow travel time. A PTI of 2.50 would indicate that, for trip that would take 10 minutes in light traffic, 25 minutes should be planned during periods of congestion. Higher PTI values indicate travel time unreliability, which is associated with driver frustration.

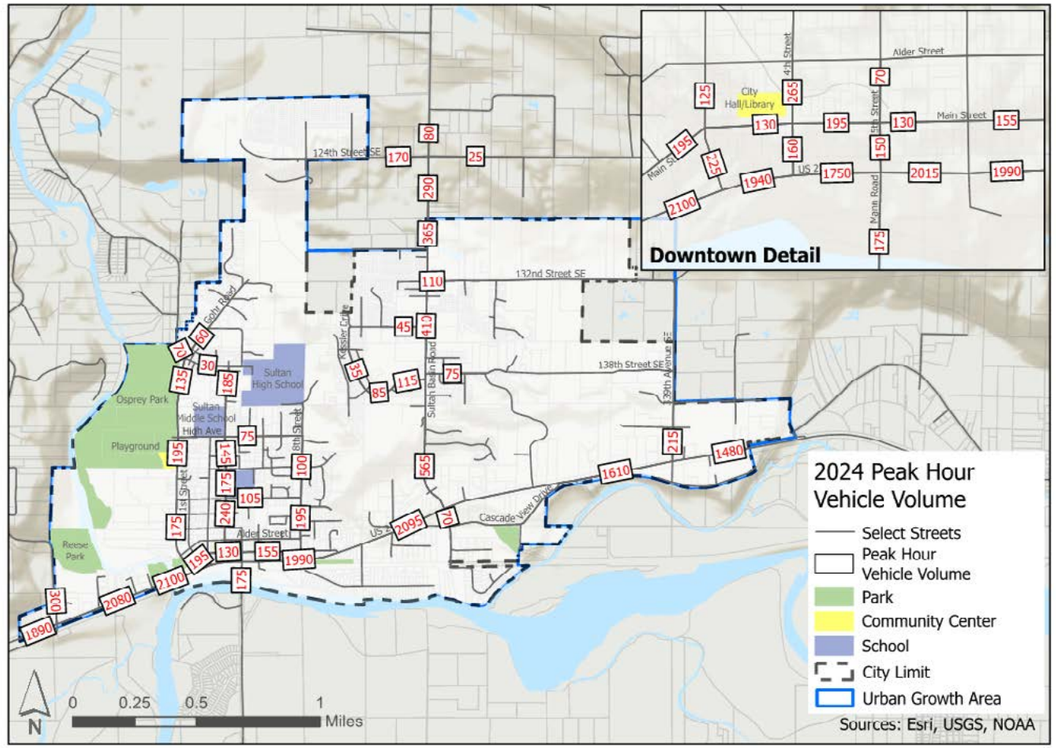


Figure T-II.11. 2024 Friday PM Peak Hour Volumes

The analysis included both directions of US 2: eastbound from the Monroe eastern city limit to Sultan eastern city limit, and westbound from the Sultan western city limit to the Sultan eastern city limit. Eastbound US 2 travel time was analyzed during the Friday 3:00 PM to 6:00 PM period and westbound US 2 travel time was analyzed during the Sunday 1:00 PM to 4:00 PM period. These analysis periods correspond with the period of peak demand in each direction of US 2 during the peak summer travel season.

The travel time analysis considered two date ranges: January 26 through February 9, 2024, to correspond with the 2024 traffic count collection period, and July 2023, to capture a one-month period of traffic operations during the peak summer travel season.

Corridor travel time and reliability measures are summarized in Table 7-4.

Table 7-4. US 2 Travel Time and Reliability							
Analysis Period	Length (mi)	Travel Time (mm:ss)			Planning Time Index[1]	Average Speed (mph)	Average Delay (mm:ss)
		Free-Flow	50th %ile	95th %ile			
US 2 eastbound (Monroe city limit to east Sultan city limit); Friday 3:00 – 6:00 PM							
July 2023	2.7	10:20	21:41	49:42	4.8	22	11:21
January-February 2024	2.7	10:20	15:05	33:20	3.2	30	04:45
US 2 westbound (east city limit to west city limit); Sunday 1:00 – 4:00 PM							
July 2023	1.0	04:16	12:01	35:02	8.2	13	07:45
January-February 2024	1.0	04:16	05:45	22:12	5.2	23	01:29
[1]Planning Time Index (PTI) is defined as [95th Percentile Travel Time] / [Free Flow Travel Time]							

Figure T-II.12. US 2 Travel Time and Reliability

Planning Time Index (PTI) is defined as [95th Percentile Travel Time] / [Free Flow Travel Time]

The analysis indicated that US 2 eastbound operates with significant delay during the summer season. On Fridays in July, drivers experienced an average of over 11 minutes of delay from the eastern Monroe city limit to the eastern Sultan city limit. The 95th percentile travel time was over 49 minutes, or 4.8 times the free-flow travel time.

Westbound US 2 similar operates with significant delay and unreliability during the summer season, with average westbound delay of 7 minutes 45 seconds through Sultan and a PTI of 8.2 indicating significant variation in travel time through Sultan.

Level of Service Policy

Level of service (LOS) is a qualitative description of the operating performance of an element of transportation infrastructure such as a roadway or an intersection. The GMA requires the establishment of a transportation LOS standard to be used as a benchmark for evaluating the performance of the transportation system. The LOS standard is also used as a benchmark to determine transportation concurrency – a GMA requirement that transportation improvements or services will be available to serve proposed development at the time of development or within six years of the development.

Intersection Level of Service Definition

LOS is typically expressed as a letter score from LOS A, representing free flow conditions with minimal delays, to LOS F, representing breakdown flow with high delays.

Intersection LOS is based on the average delay experienced by a vehicle traveling through an intersection. Delay at a signalized intersection can be caused by waiting for the signal or waiting for the queue ahead to clear the signal. Delay at unsignalized intersections is caused by waiting for a gap in traffic or waiting for a queue to clear the intersection.

Table 7-5 shows the amount of delay used to determine LOS for signalized and unsignalized intersections. Delay is defined differently for signalized and all-way stop controlled intersections than for two-way stop controlled (i.e. stop control on minor approach) intersections. At signalized and all-way stop controlled intersections, level of service threshold is based upon average control delay for all vehicles using the intersection. For two-way stop-controlled intersections, delay is reported for the movement with the worst (highest) delay.

For this transportation element, signalized and stop-controlled intersections were evaluated in Synchro 11 software using Highway Capacity Manual 6th Edition (HCM6) methodology. Roundabouts were evaluated in Sidra Intersection 9.1 software using the SIDRA Standard capacity model and HCM6 level of service thresholds, per WSDOT Sidra policy guidelines.

Figure T-II.13. Intersection Level of Service Thresholds

Table 7-5. Intersection Level of Service Thresholds		
LOS	Signalized and Roundabout Delay (sec/veh)	Unsignalized Delay (sec/veh)
A	≤10	≤10
B	>10 – 20	>10 – 15
C	>20 – 35	>15 – 25
D	>35 – 55	>25 – 35
E	>55 – 80	>35 – 50
F	>80	>50

Intersection Level of Service Standards

The City of Sultan has adopted a minimum LOS D standard for City intersections while retaining the WSDOT adopted minimum LOS D standard for US 2, a Highway of Statewide Significance (HSS).

Transportation concurrency requires that the transportation impacts of land use development actions do not reduce the transportation LOS below Sultan's adopted LOS standards. If it is determined during the development review process that the proposed land use action would reduce the LOS below the adopted standard, the development must be modified to reduce its transportation impact or corrective transportation improvements, including project funding, must be identified and improvements implemented at the time of the development or within a six-year period. Should any of these requirements fail to be met, the development proposal cannot be granted approval as proposed.

The LOS standard and findings may also be used to program transportation funding priorities of planned improvements to the City's Capital Facility Plan (CFP) and to supplement the City's Six-Year Transportation Improvement Plan (TIP).

ID	Intersection	Control Type[1]	Friday PM Delay[2] (sec/veh)	Friday PM LOS	Sunday Midday Delay[2] (sec/veh)	Sunday Midday LOS
1	US 2 & Old Owen Rd	Signal	45.4	D	56.5	E
2	US 2 & 3rd St	TWSC	17.5	C	43.8	E
3	US 2 & 4th St	TWSC	17.2	C	36.9	E
4	US 2 & 5th St/ Mann Rd	Signal	63.5	E	72.1	E
6	US 2 & Main St	TWSC	25.7	D	33.1	D
7	US 2 & Sultan Basin Rd	Signal	42.9	E	152	F
8	US 2 & Rice Rd	RAB	5.0	A	5.3	A

[1]TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

[2]Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

Figure T-II.14. 2024 US 2 Intersection LOS

TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

2024 Intersection Level of Service

Intersection LOS deficiencies were identified at three intersections along US 2 during the Friday PM peak hour, and at four intersections along US 2 during the Sunday Midday peak hour of travel. US 2 intersection LOS are summarized in Tables 8-6 and 8-7.

All other arterial intersections in the City of Sultan operate well at LOS B or better during the Friday PM peak hour. 2024 Friday PM peak hour intersection LOS for City intersections are shown in Figure 7-I.

ID	Intersection	Control Type[1]	Friday PM Delay[2] (sec/veh)	Friday PM LOS
9	Main St & 3rd St	AWSC	8.3	A
10	Main St & 4th St	AWSC	8.7	A
11	Main St & 5th St	AWSC	7.6	A
13	Main St & 8th St	TWSC	10.2	B
14	Sultan Basin Rd & Eagle Dr	TWSC	9.7	A
15	Sultan Basin Rd & 138th St	TWSC	11.1	B
16	Sultan Basin Rd & Bryant Rd	TWSC	9.2	A
17	Sultan Basin Rd & 132nd St	TWSC	11.1	B
18	Merena Lane & Eagle Dr	AWSC	7.1	A
19	1st Street & Trout Farm Rd/Willows St	AWSC	7.3	A
20	1st St & High St	AWSC	7.7	A
21	4th St & High Ave	AWSC	8.0	A
22	4th St & Date St	AWSC	7.9	A
23	1st St & Date St	AWSC	7.6	A
24	8th St & Date St	AWSC	7.4	A
25	Sultan Basin Rd & 124th St SE	TWSC	8.0	A

[1]TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

[2]Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

Figure T-II.15. 2024 PM LOS at City Intersections, 2024

TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

Safety Analysis

Between 2018 and 2022, the City of Sultan experienced a total of 278 crashes, of which 80% occurred on US 2. One crash resulted in a fatality and 6 crashes resulted in serious injuries. Overall, the City experienced an injury rate of 30% and a fatality/serious injury rate of 2.5%. Annual crash frequencies decreased by 52% between 2018 and 2022. Approximately half (53%) of all crashes are rear-end type collisions, which are typical for congested conditions near signalized intersections. See Figure 7-J for a map of fatality and serious injury crashes. Figure 7-K shows bicycle and pedestrian related crashes. More detailed crash analysis is available in the 2024 Sultan Local Road Safety Plan.

Figure T-II.16. 2024 Peak Hour Intersection Level of Service

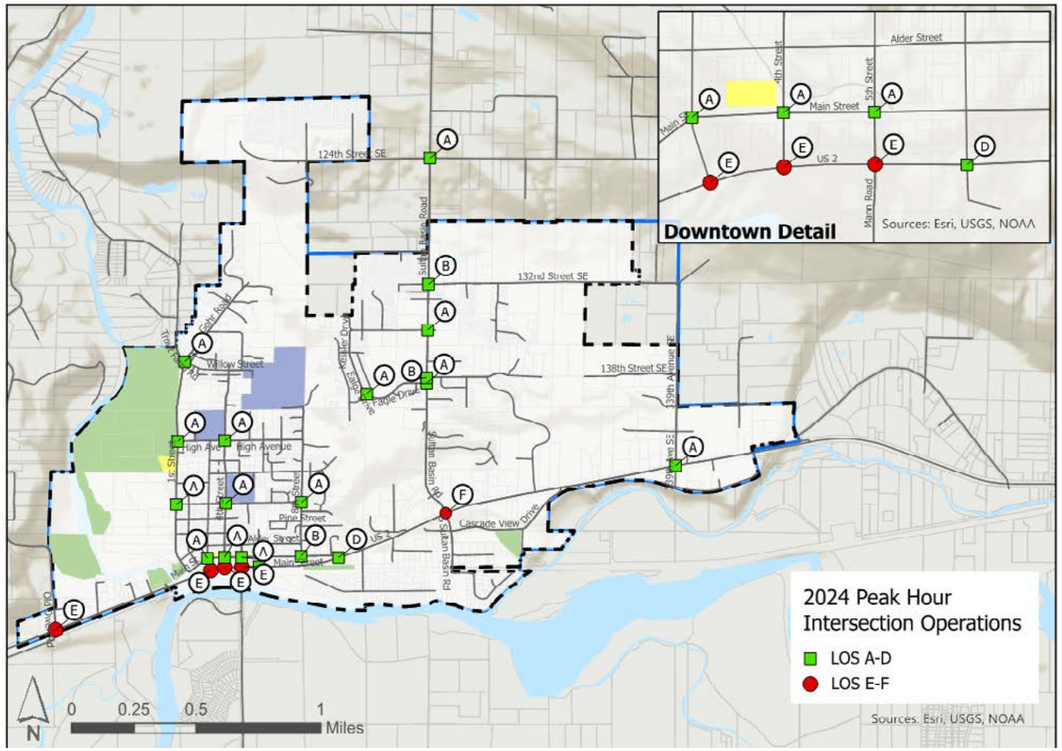
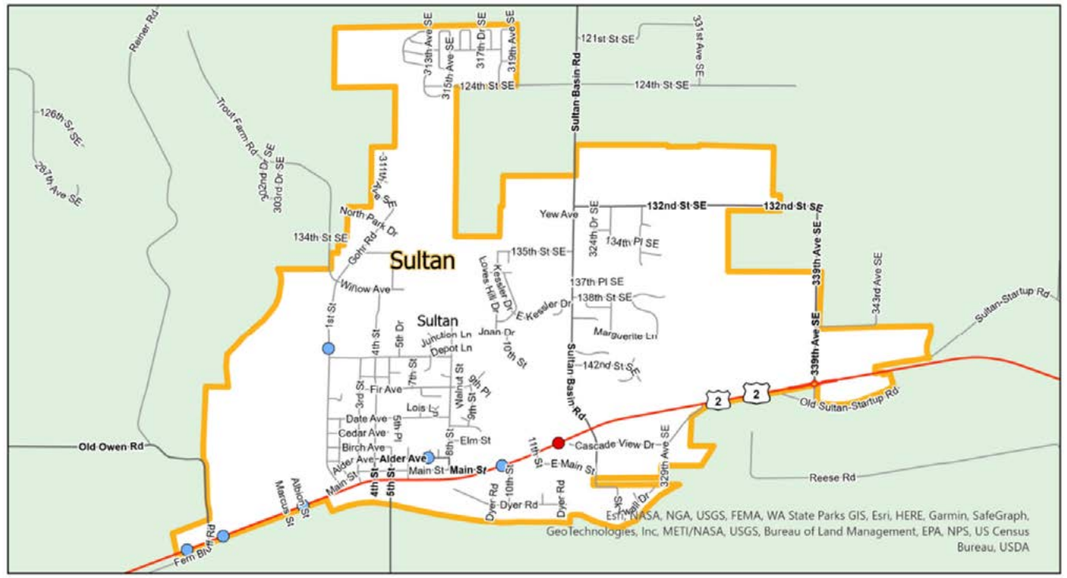


Figure T-II.17. 2018-2022 Sultan Fatal and Suspected Serious Injury Crashes



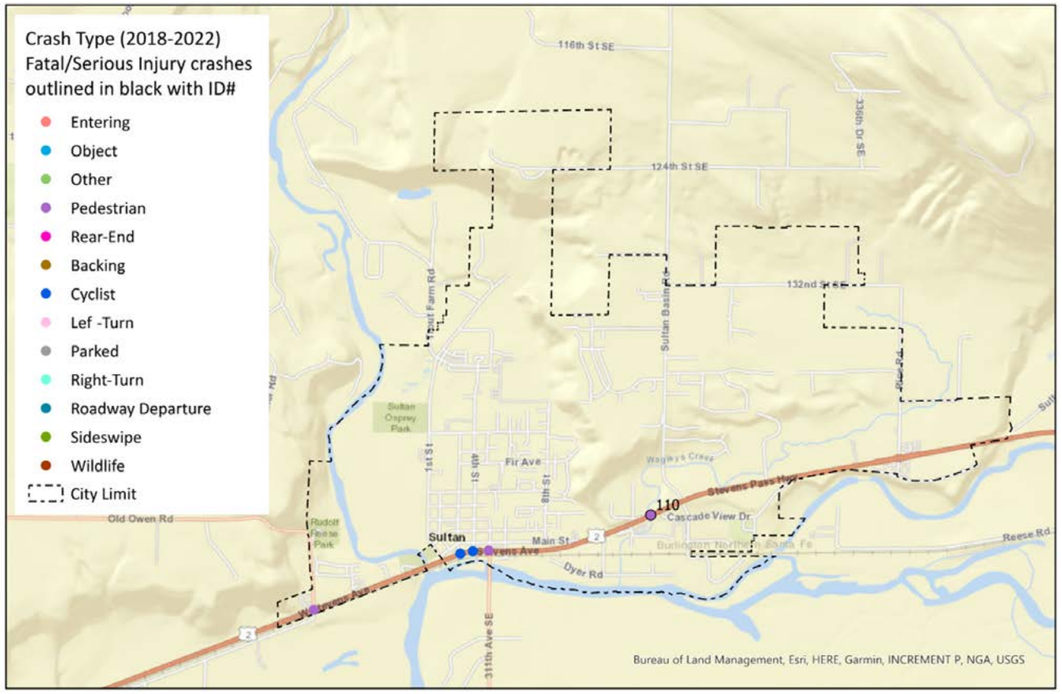


Figure T-II.18. 2018-2022 Pedestrian and Bicyclist Crashes within Sultan City Limits

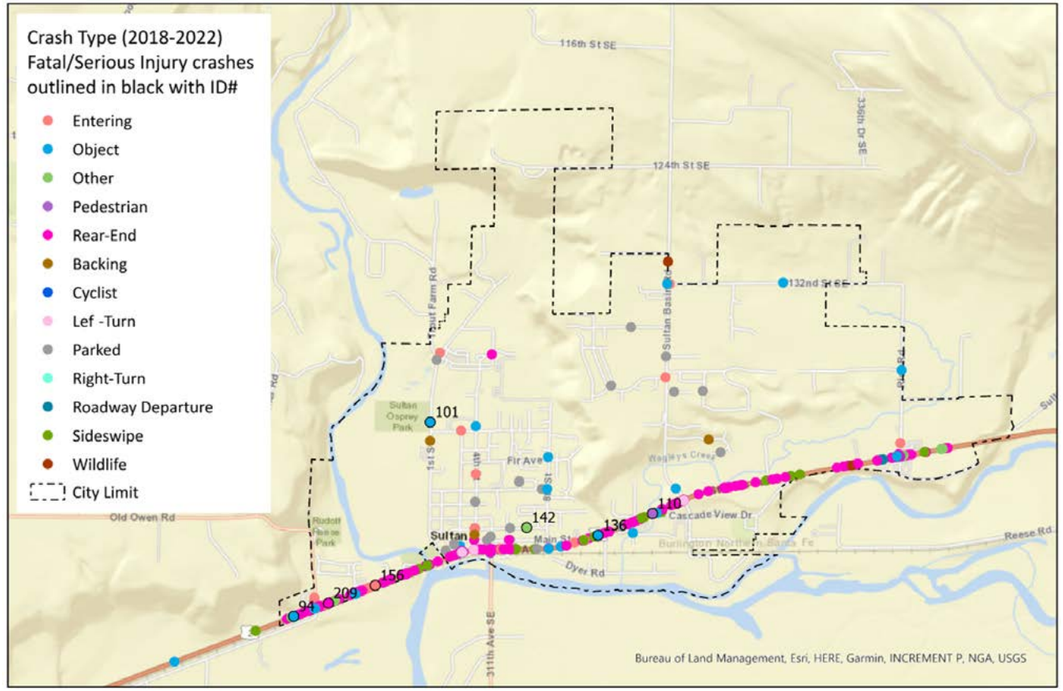


Figure T-II.19. 2018-2022 Crashes by Crash Type within Sultan City Limit

Traffic Forecasting

Travel demand forecasts for the City of Sultan were calculated using a citywide travel demand model developed in PTV Visum 2023 software, based on a three-step travel demand modeling methodology. To maintain internal consistency with the Sultan Comprehensive Plan and with regional land use forecasts by Snohomish County and Puget Sound Regional Council, land use was modeled in two residential and six non-residential categories and expressed in terms of dwelling units (residential) and employees (non-residential), as shown in Table 7-8.

Table 7-8. Land Use Categories and Units

Land Use Type	Land Use Category	Short Code	Units
Housing	Single-Family	SFDU	Dwelling Units
	Multi-Family	MFDU	Dwelling Units
Employment	Retail	RETAIL	Employees
	Financial, Insurance, Real Estate, and Services	FIRES	Employees
	Government	GOV	Employees
	Education	EDU	Employees
	Manufacturing, Wholesale, Transportation, and Utilities	MAN-WTU	Employees
	Construction and Resources	CONRES	Employees

Figure T-II.20. Land Use Categories and Units

2024 Land Use

Existing residential land use was identified based on 2020 census block data and updated to include residential developments completed between 2020 and 2024. Single-family and multi-family housing were identified through review of Snohomish County assessor data and Google Earth imagery. 2024 employment was obtained from PSRC Land Use Vision estimates and confirmed by City of Sultan staff.

Land Use Growth Forecast

2044 land use growth was calculated in two steps: (1) development pipeline growth, and (2) remaining long-range growth necessary to satisfy local and regional land use targets.

Pipeline land use growth included 20 developments constituting a total of 596 single-family dwelling units and 172,940 square feet of commercial floor area.

Remaining long-range residential and employment growth was allocated through coordination between City of Sultan and consultant staff and was consistent with the Land Use Element of this Comprehensive Plan. Anticipated long-range residential growth includes 830 new dwelling units beyond the pipeline development list. Total residential (pipeline + long-range) growth of 1,426 dwelling units is anticipated between 2024 and 2044. Long-range employment growth included a total of 1,330 new jobs in Sultan.

Regional Travel Demand

Regional travel demand growth for US 2 was calculated using an annual growth rate of 1 percent, consistent with WSDOT historical traffic count data trends. Regional travel demand growth for county roads was calculated using a 0.5 percent annual growth rate through 2044.

2044 Conditions

2044 Baseline Traffic Volumes

2044 Friday PM peak hour travel demand forecasts were calculated using the Sultan travel demand model. Sunday Midday peak hour travel demand forecasts were calculated by applying Friday intersection growth rates to 2024 Sunday intersection volumes. All 2044 traffic volume forecasts assumed completion of funded transportation capacity improvements, including multilane roundabouts at US 2 & Main St and US 2 & Old Owen Rd.

The traffic forecasts indicate that arterial volumes will increase as projected development under the City's adopted land use element is realized, particularly in the plateau area. The anticipated traffic growth can be attributed to two factors: (1) intra-city travel between the plateau area and the historic downtown area, and (2) increasing regional travel between Sultan and other communities to the east and west.

2044 Baseline Levels of Service

2044 US 2 Intersection LOS results are summarized in Table 7-9. In the 2044 Baseline scenario, US 2 will operate with increased delay and queuing during peak periods. The two signalized intersections along US 2 will operate at LOS F in the Friday PM and Sunday Midday peak hours. The intersection of US 2 & 6th Street will operate at LOS E in the Friday PM peak hour, and all TWSC intersections will operate at LOS F in the Sunday Midday peak hour.

US 2 & Rice Rd operates at LOS C in the Friday PM peak hour based on intersection delay. However, the critical approach operates with a volume-to-capacity ratio of 1.08, indicating overcapacity operations. Based on WSDOT roundabout analysis policy, a critical v/c greater than 1.00 triggers an intersection LOS F regardless of average vehicle delay.

Table 7-9. 2044 Baseline US 2 Intersection LOS

ID	Intersection	Control Type[1]	Friday PM		Sunday Midday	
			Delay[2] (sec/veh)	LOS	Delay[2] (sec/veh)	LOS
1	US 2 & Old Owen Rd	RAB	5.8	A	5.0	A
2	US 2 & 3rd St	TWSC	23.0	C	144.2	F
3	US 2 & 4th St	TWSC	20.2	C	77.9	F
4	US 2 & 5th St/ Mann Rd	Signal	138.9	F	210.1	F
5	US 2 & 6th St	TWSC	35.9	E	51.5	F
6	US 2 & Main St	RAB	5.3	A	4.3	A
7	US 2 & Sultan Basin Rd	Signal	232.2	F	372.6	F
8	US 2 & Rice Rd	RAB	34.1	F[3]	89.1	F

[1]TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

[2]Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

[3]LOS F based on critical v/c ratio greater than 1.00, indicating overcapacity operations.

Figure T-II.21. 2044 Baseline US 2 Intersection LOS

TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

LOS F based on critical v/c ratio greater than 1.00, indicating overcapacity operations.

2044 Baseline LOS results at City of Sultan intersections are summarized in Table 7-10 and in Figure 7-M. All City intersections will operate well at LOS C or better in the 2044 Baseline scenario, with no LOS deficiencies.

US 2 Corridor Improvements

US 2 is a highway of regional significance to the State of Washington as well as the only route for City of Sultan residents to access local and regional destinations across the Sultan River. Currently, the US 2 highway includes two-lane and three-lane sections, two two-lane bridges, three signalized intersections, and one roundabout.

In developing a plan for Sultan's transportation system, the City's consulting traffic engineers identified improvements to the US 2 corridor as the most effective method of improving local and regional mobility. Since US 2 is a state and federal highway, the City coordinated with the Washington State Department of Transportation to design and construct improvements to meet the long-term needs for the City and region at large.

The City completed a public engagement effort to establish consensus among a range of stakeholders for selection of a preferred improvement alternative for the US 2 corridor within the City of Sultan that met local and regional needs for the corridor.

In general, all stakeholder working groups and the City Council formed consensus around multi-modal complete streets improvements to US 2 with multi-lane roundabout intersections. A phased approach to including ten projects in four groups was developed in recognition of the scope of the project. This phased approach is compatible with current Washington State Department of Transportation (WSDOT) and Puget Sound Regional Council (PSRC) plans and City of Sultan concurrency projects.

Table 7-10. 2044 Baseline City of Sultan Intersection LOS

ID	Intersection	Control Type[1]	Friday PM	
			Delay[2] (sec/veh)	LOS
9	Main St & 3rd St	AWSC	8.4	A
10	Main St & 4th St	AWSC	9.0	A
11	Main St & 5th St	AWSC	8.1	A
13	Main St & 8th St	TWSC	15.9	C
14	Sultan Basin Rd & Eagle Dr	TWSC	12.4	B
15	Sultan Basin Rd & 138th St	TWSC	13.9	B
16	Sultan Basin Rd & Bryant Rd	TWSC	9.9	A
17	Sultan Basin Rd & 132nd St	TWSC	14.4	B
18	Merena Lane & Eagle Dr	AWSC	7.3	A
19	1st Street & Trout Farm Rd/Willows St	AWSC	7.4	A
20	1st St & High St	AWSC	7.7	A
21	4th St & High Ave	AWSC	8.6	A
22	4th St & Date St	AWSC	8.0	A
23	1st St & Date St	AWSC	7.6	A
24	8th St & Date St	AWSC	7.5	A
25	Sultan Basin Rd & 124th St SE	TWSC	9.1	A

[1]TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

[2]Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

[3]LOS F based on critical v/c ratio greater than 1.00, indicating overcapacity operations.

Two of the recommended projects are currently under design. WSDOT is leading the design of a multilane roundabout at US 2/Old Owen Rd and the City of Sultan is leading the design of a multilane roundabout at US 2/Main St.

The City of Sultan received a congressional earmark to complete preliminary engineering for the replacement of Wagleys Creek Bridge and the conversion of the traffic signal at US 2/Sultan Basin Rd to a multilane roundabout.

The City of Sultan has applied for a RAISE grant to complete preliminary engineering of the Downtown District of US2 extending from the east approach of the Sultan River Bridge to Main Street.

2044 Conditions with US 2 Corridor Improvements

2044 intersection delay and LOS results after the preferred US 2 corridor improvements are shown in Table 7-11. The US 2 corridor improvements will provide adequate capacity to serve peak period travel demand through 2044. All intersections along US 2 will operate at LOS D or better in the Friday PM peak hour and in the Sunday midday peak hour, satisfying intersection LOS standards.

Figure T-II.22. 2044 Baseline City of Sultan Intersection LOS

TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

LOS F based on critical v/c ratio greater than 1.00, indicating overcapacity operations.

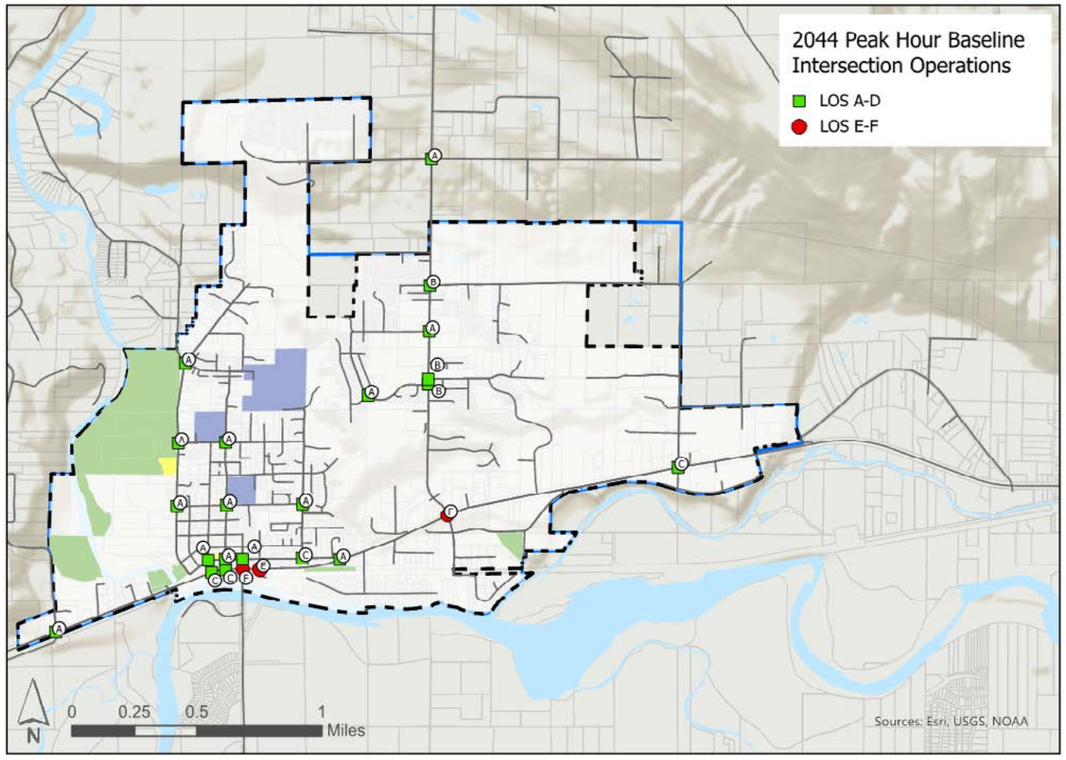


Figure T-II.23. Peak Hour Intersection LOS, 2044 Baseline

Table 7-11. 2044 Intersection LOS With US 2 Improvements

ID	Intersection	Control Type[1]	Friday PM		Sunday Midday	
			Delay[2] (sec/veh)	LOS	Delay[2] (sec/veh)	LOS
1	US 2 & Old Owen Rd	RAB	5.8	A	5.0	A
2	US 2 & 3rd St	RAB	4.3	A	54.4	D
3	US 2 & 4th St	TWSC	13.1	B	20.5	C
4	US 2 & 5th St/ Mann Rd	RAB	4.0	A	4.3	A
5	US 2 & 6th St	TWSC	12.3	B	18.7	C
6	US 2 & Main St	RAB	5.4	A	4.3	A
7	US 2 & Sultan Basin Rd	RAB	8.3	A	8.3	A
8	US 2 & Rice Rd	RAB	7.2	A	5.0	A

Figure T-II.24. 2044 Intersection LOS With US 2 Improvements

TWSC = minor-approach stop control; AWSC = all-way stop control; RAB = roundabout; Signal = signal

Intersection average control delay. For TWSC intersections, delay is reported for the worst (i.e. highest-delay) movement

Planned Transportation Improvement Projects

The projects listed in this section represent both the near term and the long term. The first subsection describes the City's 2024-2029 6-year transportation improvement plan, identifying those projects the City believes are its highest transportation priorities. The remaining subsections refer to transportation system improvements that have a 20-year focus, including projects that address street deficiencies, capacity improvements, nonmotorized improvements, and interconnectivity.

Transportation Improvement Projects Necessary to Achieve LOS Standards

The findings of the 2044 traffic conditions analysis indicate that improvements to US 2 are required to satisfy minimum Sultan and WSDOT LOS standards in Sultan through 2044. The recommended improvements will provide a multi-modal complete street from west of Old Owen Rd/Fern Bluff Rd through Sultan, including multi-lane roundabouts at key intersections.

US-2 improvements will provide adequate transportation capacity to serve anticipated residential and employment growth targets identified in the Land Use Element of this Comprehensive Plan in addition to anticipated regional growth based on historic WSDOT traffic counts. This Transportation Element identifies the strategy as a capital improvement priority for the City of Sultan.

System Completion Projects

The following projects are not necessary to achieve minimum LOS standards through 2044 but are desirable to satisfy City of Sultan system completion goals, including eliminating design deficiencies, improving arterial circulation, and improving nonmotorized connectivity and accessibility.

City of Sultan 2025-2030 Six-Year TIP

Sultan adopts a six-year TIP every year, identifying its highest priority transportation projects and programming them into their budget. Grant applications often require evidence that the proposed project is included in the six-year TIP, assuring granting agencies that local jurisdictions applying for funding have considered their options before asking for funding. The TIP included in Table 7-12 is from the 2025-2030 TIP approved by the City Council in June 2024.

Figure T-II.25. 2025-2030 Transportation Improvement Plan

Table 7-12. 2025-2030 Transportation Improvement Plan

Project #	Project Name	Project Description	2025-2030 Estimated Cost
NM-3	Sidewalk Spot Improvements / ADA barrier removal	Repair, replace and construct missing sidewalks and remove ADA barriers within the City	$1,692,000
T-39	Pavement Maintenance Program	Overlay, chip seal, crack seal and asphalt patch streets within the city limits	$305,000
T-34E	*US 2/Main St Intersection	Install multilane roundabout and non-motorized crossings	$19,455,000
T-34A	*US 2/Old Owen Rd Intersection	Replace the traffic signal with a multi-lane roundabout	$21,147,000
NM-5	US 2 Route Corridor Trail Phase 1	Construct multi-purpose trail to provide nonmotorized safety and connectivity as part of US 2 RDP improvements	$1,886,000
T-34D	*US 2 Downtown District	Continue community engagement and complete NEPA documentation and preliminary engineering for multi-modal corridor improvements	$55,827,000
T-34G/H	*US 2 Wagleys Creek Bridge/Sultan Basin Rd	Replace the traffic signal with a multi-lane roundabout and replace bridge at Wagleys Creek to accommodate all modes and users.	$45,000,000
T-35	*Cascade View Dr Reconstruction	Reconstruct Cascade View Dr to Collector arterial standard and provide intersection improvements at US 2	$6,767,000
T-72	*Old Owen Road Reconstruction	Reconstruct Old Owen Road from US 2 to north City limits. Add curb, gutter and sidewalk, water main and drainage improvements.	$609,000
T-36	138th St Extension	Reconstruct and extend 138th St. between Sultan Basin Rd. and 339th Ave SE.	$4,794,000
T-51	3rd St. Reconstruction	Repair, replace, and construct as necessary asphalt, sidewalks, and bike lanes. Project is combined with water, sewer, and stormwater system projects.	$4,331,000

20-Year Motorized Transportation Improvements Plan

The following section provides transportation improvement recommendations for the City of Sultan's long-term, 20-year horizon. Transportation improvement projects identified in this section are generally planned for completion by the year 2044. These projects are evaluated for and included in the City's six-year transportation improvement plan (TIP) based on an evaluation of transportation needs, economic analysis, and revenue forecasts. The capital improvement program is reviewed annually and includes those projects anticipated to be funded in the six years covered by the TIP.

Figure 7-N illustrates projects planned for the twenty-year horizon including Street Deficiency and Arterial Circulation project types. 2025-2030 Six-Year TIP projects are also displayed.

The improvement recommendations are the result of a review of existing arterial system conditions and future traffic forecast analysis from the City's 2044 traffic forecasting model. Three types of system improvements are recommended:

- US 2 Corridor improvements necessary to improve multimodal safety and mobility for local and regional travel along the US 2 corridor;
- Complete street improvements necessary to address existing design deficiencies on local access and arterial streets; and

Future arterial system connectivity projects necessary to meet City street design standards and to provide enhanced arterial system connectivity to reduce trip lengths, increase multimodal transportation opportunities, mitigate traffic congestion, and maintain at key system choke points.

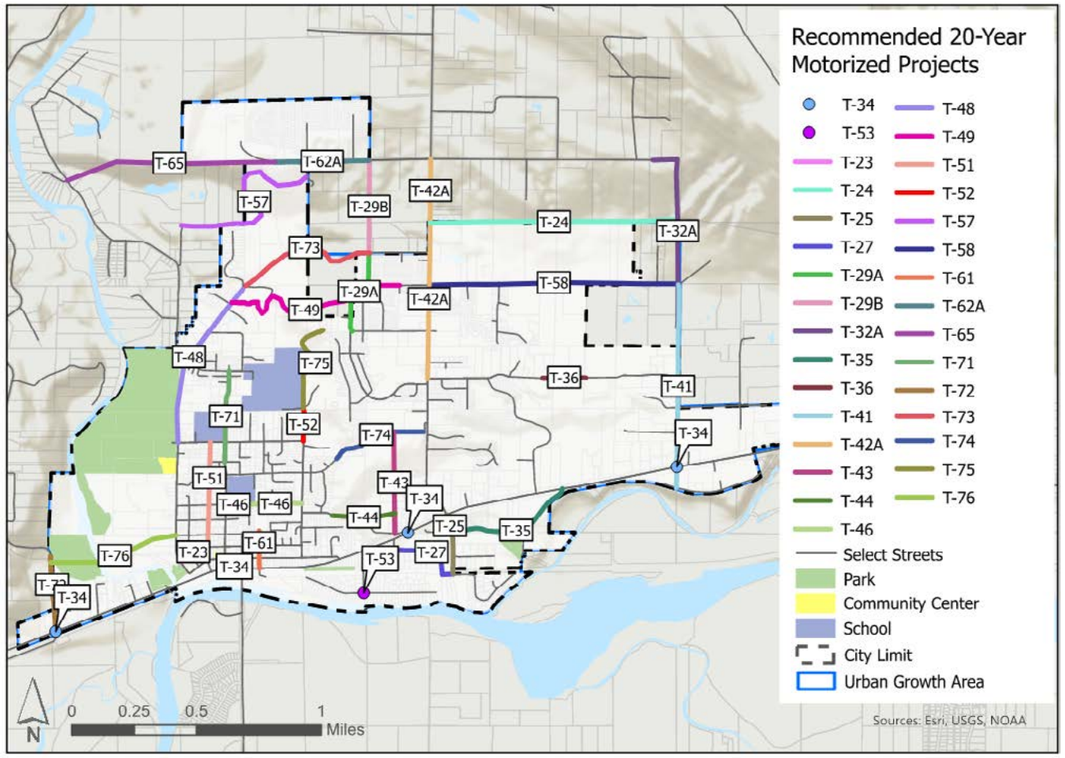
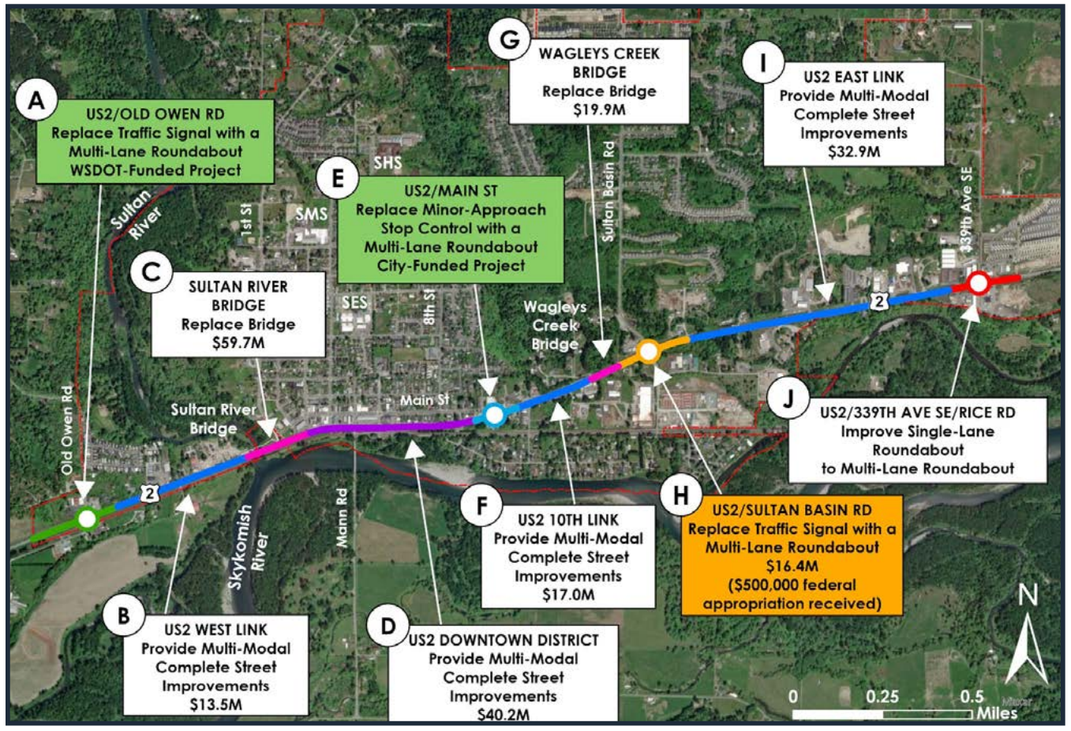


Figure T-II.26. Recommended 20-Year Motorized Improvement Projects

US 2 Corridor Projects

As the only east-west arterial connection through Sultan and a designated Highway of Statewide Significance (HSS) route, the US 2 plays a critical role in the Sultan transportation network. The US 2 corridor projects are consistent with current WSDOT and City of Sultan plans and policies and will provide safe and accessible multimodal transportation along this key route. This Transportation Element identifies US 2 corridor improvements as a capital improvement priority for the City of Sultan. The proposed Projects along US 2 are listed in Table 7-13 and shown in Figure T-II.27.



Note: As of November 2024, projects in green boxes are fully funded. Projects in orange boxes are partially funded. Projects in white boxes are unfunded.

Figure T-27. US 2 Long Range Corridor Improvements in Sultan

Figure T-29. US 2 Corridor Projects

Table 7-13. US 2 Corridor Projects

Project #	Project Name	Project Description	Arterial Functional Classification	Bicycle Facility	Transit Street
T-34A	*US 2/Old Owen Rd Intersection	Replace traffic signal with a multi-lane roundabout. WSDOT-funded project.	Principal Arterial	Yes	Yes, US 2
T-34B	*US 2 West Link	Provide multi-modal complete streets improvements between Old Owen Rd and Sultan River.	Principal Arterial	Yes	Yes, US 2
T-34C	*US 2 Sultan River Bridge	Replace bridge at Sultan River to support multi-modal complete streets improvements	Principal Arterial	Yes	Yes, US 2
T-34D	*US 2 Downtown District	Provide multi-modal complete streets improvements between Sultan River Bridge and Main St.	Principal Arterial	Yes	Yes, US 2
T-34E	*US 2/Main St Intersection	Replace minor approach stop control with a multi-lane roundabout	Principal Arterial	Yes	Yes, US 2
T-34F	*US 2 10th Link	Provide multi-modal complete streets improvements between Main St and Wagleys Creek.	Principal Arterial	Yes	Yes, US 2
T-34G	*US 2 Wagleys Creek Bridge	Replace bridge at Wagleys Creek to accommodate multi-modal complete streets improvements	Principal Arterial	Yes	Yes, US 2
T-34H	*US 2/Sultan Basin Rd Intersection	Replace traffic signal with multi-lane roundabout	Principal Arterial	Yes	Yes, US 2
T-34I	*US 2 East Link	Provide multi-modal complete streets improvements between Sultan Basin Rd and Rice Rd.	Principal Arterial	Yes	Yes, US 2
T-34J	*US 2/Rice Rd/339th Ave SE Intersection	Improve single-lane roundabout to multi-lane roundabout	Principal Arterial	Yes	Yes, US 2

Complete Street Projects

Complete street improvements are projects that resolve design and/or pavement deficiencies on local access and arterial streets. Table 7-14 provides the list of identified existing complete street projects. This table lists those projects targeted to upgrade Sultan streets to meet current urban standards. They are intended to remediate problems with existing roadways, not to construct new roads or facilities.

Figure T-II.33. Complete Street Projects

Table 7-14. Complete Street Projects

Project #	Project Name	Project Description	Arterial Functional Classification	Bicycle Facility	Transit Street
T-23	Alder St. Reconstruction	Reconstruct Alder Street from 1st St. to 3rd St.	Collector Arterial	Yes	Yes
T-42A	Sultan Basin Rd. Reconstruction Phase IV	Continue Sultan Basin Rd. improvements north to UGA Boundary.	Minor Arterial	Bike Lanes	Yes
T-46	Date Avenue Traffic Calming	Install traffic calming treatment to Date Ave. from 8th St. west to the Elementary School	Local Access	No	No
T-51	3rd St. Reconstruction	Repair, replace and construct as necessary asphalt, sidewalks and bike lanes. Project is combined with water, sewer and stormwater system projects.	Local Access	Bike Lanes	No
T-61	6th St. Reconstruction	Reconstruct 6th St. to urban standards	Local Access	No	No
T-71	4th St. Overlay	Bell Avenue to Willow Avenue	Collector Arterial	No	No

Arterial Connectivity Projects

Arterial connectivity projects will provide new transportation connections, allowing people to travel more efficiently in and around Sultan. A primary focus with these projects is to reduce reliance on US 2 for local trips. Limited arterial connectivity places pressure on US 2 within the City to provide for short intracity trips, which can negatively impact regional traffic movement on the highway. These problems will only increase with additional development and regional growth. Table 7-15 identifies proposed arterial connections that will provide safer and more efficient travel routes for local travelers. These projects do not eliminate the need for improvements to US 2. East-west connections in particular will become bypasses to US 2 if US 2 is not improved first so that regional demand remains on the highway.

Figure T-II.36. Arterial Connectivity Projects

Project #	Project Name	Project Description	Arterial Functional Classification	Bicycle Facility	Transit Street
T-24	New East-West Collector	Construct a new east-west collector between 339th Ave. SE and Sultan Basin Rd. in the north section of the City (approx. Location between 132nd and 124th St. SE).	Collector Arterial	No	No
T-25	Foundry Road Reconstruction	Reconstruct road to Collector arterial standards to serve industrial employment and residential areas.	Collector Arterial	Yes	No
T-26	New North Industrial Park Collector	Provide east/west access and traffic collector through the Industrial Park from Rice Rd (339th) to Sultan Basin Rd. and US-2	Collector Arterial	No	No
T-27	East Main St. Road Extension	Extend East Main St. east to connect to 149th St. SE within the Economic Development Zone south of U.S. 2.	Local Street	No	No
T-29A	Kessler Drive Extension Non UGA portion	Extend Kessler Dr. north from Bryant Rd. To UGA Boundary.	Collector Arterial	Multi-Purpose Trail	No
T-29B	Kessler Drive Extension Non UGA portion	Extend Kessler Dr. north from UGA Boundary to 124th St.	Collector Arterial	Multi-Purpose Trail	No
T-31A	New North-South Arterial between Sultan Basin Road and Rice Road	Construct a new north-south arterial from U.S. 2 through the Industrial Park north to 124th St SE. CITY LIMIT/UGA PORTION ONLY	Collector Arterial	Yes	No
T-32A	Rice Rd. (339th) St. Extension	Extend Rice Rd. (339th Ave.) north to 124th St. SE at County Rural Arterial road standards to provide arterial connectivity and access to U.S. 2. Proposed joint project with Snohomish County. CITY LIMIT/UGA PORTION ONLY	Proposed Minor Arterial	Bike Lanes	No
T-35	Cascade View Drive Reconstruction	Reconstruct Cascade View Dr. To Collector arterial standard and provide intersection improvements at U.S. 2.	Collector Arterial	E. Main St. Trail joins Multi-Purpose Trail	Yes, U.S. 2
T-36	138 St. Extension	Reconstruct and extend 138th St. between Sultan Basin Rd. and 339th Ave. SE	Collector Arterial	No	Yes
T-41	Rice (339th Ave SE) Reconstruction	Reconstruct 339th Ave from Sultan Startup Rd. north to 132nd St SE to arterial standard with curbs, gutter, and sidewalks.	Proposed Minor Arterial	Bike Lanes	Yes
T-43	Walburn Rd. Rerouting	Redesign the road to remove access from U.S. 2 rerouting access to Sultan Basin Rd. north of Wagley Creek.	Collector Arterial	No	No
T-44	Pine Street Extension	Extend Pine St. East to Walburn to provide east west access from Sultan Basin Rd. To downtown Sultan. Emergency Evacuation Route.	Collector Arterial	No	No
T-48	Gohr Rd. Reconstruction	Reconstruct Gohr Rd. to arterial standards from 1st St. north to 311th Ave. SE.	Collector Arterial	No	No
T-49	Gohr Rd. Extension	Extend Gohr Rd north to the proposed 132nd Ave. Extension.	Collector Arterial	No	No

T-52	8th St. Sidewalks	Install section of missing sidewalks on 8th St. to connect to the high school	Collector Arterial		
T-53	10th St. Railroad Crossing Improvement	Reconstruct the 10th St. crossing with the BNSF Rail Line within the Economic Development zone.	Local Street	No	No
T-55	Industrial Park Rail Spur construction	Petition BNSF and contribute to construct a rail spur access to the Industrial Park	n/a	n/a	n/a
T-57	East-West Arterial Connector #1	Trout Farm Rd/30th Ave NE to 124th St SE	Minor Arterial	Yes	Yes
T-58	132nd Ave Reconstruction	Reconstruct 132nd St SE to arterial standard.	Proposed Minor Arterial	Bike Lanes	Yes
T-62A	124th St. SE Reconstruction Phase 1	Reconstruct 124th St SE to urban standards from west terminus to UGA Boundary.	Collector Arterial	Multi-Purpose Trail	No
T-65	124th St. Extension	Extend 124th Ave. west to Trout Farm Rd. intersecting at approx.125th St.	Collector Arterial	Multi-Purpose Trail	No
T-72	Old Owen Rd Reconstruction	Reconstruct Old Owen Rd from U.S. 2 to north City limits. Add curb, gutter and sidewalk, water main and drainage improvements.	Collector Arterial	Yes	No
T-73	East-West Connector #2	311th Ave SE to 130th St SE/Sultan Basin Rd	Minor Arterial	Yes	No
T-74	East-West Connector #4	Fir Ave to Sultan Basin Rd/1438th St SE	Minor Arterial	Yes	No
T-75	East-West Connector #3	8th St to 135th St SE/ Bryant Rd	Minor Arterial	Yes	No

20-Year Nonmotorized Transportation Improvements Plan

The transportation system also includes facilities for nonmotorized travel modes. The focus of the nonmotorized improvements is to provide routes which can be used for nonmotorized travel between residential areas and shopping centers, schools, and places of employment. An additional consideration in nonmotorized planning is to provide increased access to public transit. Recommended nonmotorized improvements are listed in Table 7-16 and shown in Figure 7-O. Nonmotorized improvements that serve more of a recreational nature are included in the Parks Element of the Comprehensive Plan. When properly planned and constructed, both non-recreational and recreational nonmotorized facilities are shown to increase the desirability of a city as a place to live and work.

Figure T-II.37.
Nonmotorized Projects

Table 7-16. Nonmotorized Projects

Project #	Project Name	Project Description	Project Type
n/a	ADA Compliance Projects	Repair, replace and construct missing ADA ramps within the City to comply with ADA requirements	Nonmotorized
NM-1	East Main St. Trail	Construct multi-purpose trail from the east end of E. Main St north Cascade View Dr and at approx. 330th Ave. (actual alignment to be determined) for non-motorized and emergency access.	Nonmotorized
NM-3	Sidewalk Spot Improvements	Repair, replace and construct missing sidewalks within the City	Existing Deficiency
NM-4	Sidewalk Enhancement	Renovate public sidewalks. Standalone projects not associated with road renovation.	Existing Deficiency
NM-5	US 2 Route Corridor Trail	Construct multi-purpose trail to provide nonmotorized safety and connectivity as part of US 2 RDP reconstruction.	Nonmotorized
NM-6	Willow/Bryant Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	Nonmotorized
NM-7	High/Kessler/140th Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	Nonmotorized

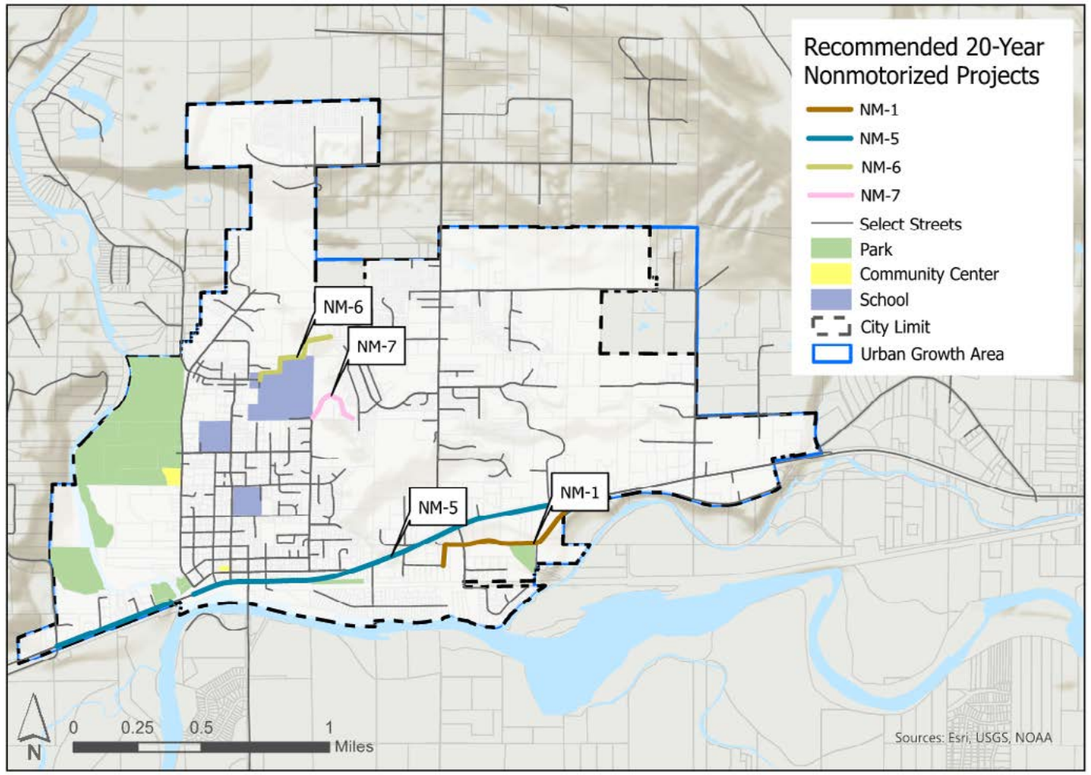


Figure T-II.38.
Recommended 20-Year Nonmotorized Improvement Projects

Public Transit System Improvement Recommendations

While the GMA requires an inventory of public transit services, it does not require local jurisdictions to include transit system improvements as part of their Comprehensive Plan. However, as Sultan experiences continued growth, the City will coordinate with Snohomish County Community Transit to explore increased opportunities for access to public transit, particularly in the developing areas north of downtown Sultan and in the plateau area north of US 2. Providing expansion of existing transit routes and/or additional new routes in these areas will be key to ensuring a viable 1/4-mile walk access to transit stops in these developing areas.

The City also supports expansion of Community Transit vanpool service to provide as recommended in Community Transit's 2024-2029 Transit Development Plan. The City is committed to working with Community Transit to facilitate effective improvements to public transit service in the City and along US 2.

Financial Plan

The financial plan establishes how transportation improvements to accomplish compliance can be funded over the planning horizon year 2044. This section provides an analysis of the City's funding capabilities, forecasts revenues and improvement costs, summarizes a comparison of costs and revenues, and outlines a reassessment strategy should funds become unavailable. Each year the City shall examine whether the City can fund the projects necessary to maintain required service levels set in this element. In the event the City cannot fund the improvements needed to maintain required service levels, the City shall consider and take one or a combination of actions that may include phasing of proposed developments, finding additional funding or instituting new financial measures, modifying the City's adopted level of service standards to reflect service levels that can be maintained given known financial resources, and modifying the future land use plan as it affects the need for services.

Revenue Sources

This section summarizes potential federal, regional, state, and local revenue sources for City transportation projects.

The City has been successful in securing transportation grant funds for transportation improvements projects. These funds have allowed the City to advance needed projects forward to design and construction.

The following pages contain a list of available transportation grant funds the City can pursue to meet the target.

Federal Transportation Grant Revenue Sources

Infrastructure Investment and Jobs Act, or "Bipartisan Infrastructure Law" (BIL)

On November 15, 2021, President Biden signed into law the Infrastructure Investment and Jobs Act, also known as the "Bipartisan Infrastructure Law" (BIL) into law. The BIL authorizes $550 billion over fiscal years 2022 through 2026 in new Federal investment in infrastructure, including in roads, bridges, mass transit, water infrastructure, resilience, and broadband communications. This funding includes $350 billion for highway programs, including over a dozen new highway programs. For more information, visit: https://www.fhwa.dot.gov/bipartisan-infrastructure-law/

Surface Transportation Block Grant Program (STBG)

The STBG provides flexible funding that may be used by States and local agencies for projects to preserve and improve the conditions and performance on any Federal-aid highway, bridge, and tunnel projects on any public road, pedestrian and bicycle infrastructure, and transit capital projects.

STBG-eligible projects may be located on any federal-aid highway system facility including the National Highway System (NHS), bridge projects not located on the federal-aid system ("off system bridges"), transit capital projects, modifications of existing public sidewalks to comply with the Americans with Disabilities Act (ADA) regardless of whether the sidewalk is on the federal-aid system right of way, and intracity and intercity bus terminals and facilities. An apportionment of these funds is to be obligated to areas with population greater than 5,000 but no more than 200,000 (the Washington State Office of Financial Management' April 2023 report estimated the 2023 population of Sultan at 6,730). The State is to identify projects in these areas for funding in consultation with regional planning organizations. A portion of the funds are reserved for rural areas and may be spent on the federal-aid functionally classified system including Minor Collectors. Project eligible for funding include all City arterial and collector improvement projects recommended in this Plan. For more information, visit: https://www.fhwa.dot.gov/specialfunding/stp/.

Transportation Alternatives Program (TA)

The BIL continues the Transportation Alternatives set-aside from the STBG program. Eligible uses of the set-aside funds include all projects and activities that were previously eligible under the Transportation Alternatives Program under the Moving Ahead for Progress in the 21st Century Act (MAP-21). This encompasses a variety of smaller-scale transportation projects such as pedestrian and bicycle facilities, recreational trails, safe routes to school projects, community improvements such as historic preservation and vegetation management, and environmental mitigation related to stormwater and habitat connectivity. For more information, visit: https://www.fhwa.dot.gov/bipartisan-infrastructure-law/ta.cfm .

Highway Safety Improvement Program (HSIP)

The BIL continues the HSIP to achieve significant reductions in traffic fatalities and serious injuries on all public roads, including non-State-owned public roads and roads on tribal lands. The BIL maintains the previous FAST Act definition of highway safety improvement projects and adds under that definition several additional types of projects:

- Intersection safety that provide for the safety of all road users, as appropriate, including multimodal roundabouts;
- Construction and improvement of a railway-highway grade crossing safety feature, including installation of protective devices or a grade separation project;
- Construction or installation of features, measures, and road designs to calm traffic and reduce vehicle speeds;
- Installation or upgrades of traffic control devices for pedestrians and bicyclists including pedestrian hybrid beacons and the addition of bicycle movement phases to traffic signals;
- Roadway improvements that provide separation between motor vehicles and bicyclists, including medians, pedestrian crossing islands, protected bike lanes, and protected intersection features; and
- Pedestrian security features designed to slow or stop a motor vehicle.

For more information, visit: https://www.fhwa.dot.gov/bipartisan-infrastructure-law/hsip.cfm

Recreational Trails Program (RTP)

The BIL reauthorized the Recreational Trails Program (RTP) for Federal fiscal years 2022 through 2026 as a set-aside of funds from the Transportation Alternatives (TA) Set-Aside under STBG. The Recreational Trail Program provides funds to develop and maintain recreational trails for motorized and nonmotorized travel. For more information, visit: https://www.fhwa.dot.gov/environment/recreational_trails/

Safe Routes to School Program (SRTS)

The purpose of the Safe Routes to Schools (SRTS) program is to provide K-12 students a safe, healthy alternative to riding the bus or being driven to school. Organized by the USDOT and National Highway Traffic Safety Administration (NHTSA), this federal program also includes a Washington state funded portion that provides funding for engineering and construction, education efforts and enforcement activities within two miles of schools. There is no match requirement. Projects are to be submitted as complete projects and fully funded. For more information, visit: https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/safe-routes-school-program

Bridge Investment Program (BIP)

The BIL authorized the Bridge Investment Program, a competitive, discretionary program that focuses on existing bridges to reduce the overall number of bridges in poor condition, or in fair condition at risk of falling into poor condition. It also expands applicant eligibilities to create opportunity for all levels of government to be direct recipients of program funds. Alongside states and federal lands management agencies, metropolitan planning organizations and local and tribal governments can also apply directly to FHWA, making it easier to advance projects at the local level that meet community needs. For more information, visit: https://www.fhwa.dot.gov/bipartisan-infrastructure-law/bip_factsheet.cfm

Railway-Highway Crossings Program (RHCP)

The BIL continues the Railway-Highway Crossings Program (RHCP), which provides funds for safety improvements to reduce the number of fatalities, injuries, and crashes at public railway-highway grade crossings. Funds may be used to install or upgrade protective devices at railroad crossings, including gates, pedestrian crossings, signal systems, and signing. Funds may also be used to eliminate grade crossings by closing them or providing grade separation. For more information, visit https://www.fhwa.dot.gov/bipartisan-infrastructure-law/rhcp.cfm

Nonmotorized Revenue Sources

For Federal programs, refer to 7.9.1.1 section above for Recreational Trails Program (RTP) and Safe Routes to School (SRTS) program. For Washington state programs, refer to 7.9.1.3 section below for TIB Sidewalk Program (SP), and Pedestrian and Bicycle Safety Program.

Washington State Revenue Sources

The Washington State Transportation Improvement Board (TIB) provides funding to foster investment in quality local government transportation projects. The TIB distributes grant funding from revenue generated by three cents of the State's gas tax, to cities and counties for funding transportation projects. TIB administers several funding programs, each with its own set of criteria used to facilitate project selection. The project selection process for all programs is completed annually. The TIB programs are summarized below.

TIB Urban Programs

The TIB provides funding to cities within federally designated urban areas with a population greater than 5,000. For jurisdictions of this size, four state-funded grant programs are administered through TIB:

- Urban Arterial Program (UAP) for road projects for urban agency construction projects that address safety, growth & development, physical condition, mobility, sustainability and constructability criteria;
- Active Transportation Program (ATP) for projects which improve pedestrian and cyclist safety, enhance pedestrian and cyclist mobility and connectivity, or improve the condition of existing facilities;
- Arterial Preservation Program (APP) to address declining street conditions for medium sized cities through overlay of federally classified arterial streets
- Complete Streets Award is a funding opportunity for local governments that have an adopted complete streets ordinance.

TIB Urban Program projects require financial participation by the local agency. Minimum local match requirements range from 10% to 20% depending on the assessed value of the local agency. Local match is typically a mixture of private and public funds. Projects are selected annually using a rating system based on criteria developed by TIB. TIB awards more than $70 million to new projects each year.

The Snohomish County Tomorrow 2023 Growth Monitoring Report identified Sultan as one of Snohomish County's 11 "Cities and Towns," with a 2023 population estimate of 6,727. The City is eligible to compete for TIB Urban Program funds. For more information, visit: http://www.tib.wa.gov/grants/grants.cfm.

Several other programs are administered by TIB including:

- Route Jurisdiction Transfer Program (RJT) reviews petitions from cities, counties or WSDOT for additions of deletions from the state highway system.
- Route Transfer Program (RTP) provides funding to offset extraordinary costs associated with the transfer of state highways to cities.

Local Bridge Program

This local bridge program includes funding from the NHPP and STBG for both on- and off-system bridges. Its purpose is to improve the condition of bridges through replacement, rehabilitation, and preventive maintenance. In 2023, the program awarded approximately $150 million in funding. For more information, visit: https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/local-bridge-program.

Move Ahead Washington Railroad Crossing Program

The Move Ahead Washington Railroad Crossing Grant Program provides up to $5 million in state funds to match federal funds for city and county projects which eliminate at-grade highway-rail crossings. For more information, visit: https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/move-ahead-washington-railroad-crossing-program

County Safety Program

The County Safety program provides funding for projects that reduce fatal and serious injury crashes on county roads using engineering improvements/countermeasures. Projects are identified through each county's local road safety plan, that identifies and prioritizes projects based on the top crash type(s) in the county. Projects can be at intersection(s), spot or mid-block location(s), and/or on corridor(s) throughout a county or over wide areas within a county. For more information, visit: https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/highway-safety-improvement-program.

City Safety Program

The City Safety program provides funding for projects that reduce fatal and serious injury crashes on city/town streets and state highways using engineering improvements/countermeasures. For more information, visit: https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/highway-safety-improvement-program.

The Pedestrian & Bicycle Safety Program

The Pedestrian & Bicycle Safety Program was initiated to reduce the nearly 400 statewide fatal and injury collisions involving pedestrians and bicycles each year. Similar to the federal Safe Routes to School Program, the purpose of the program is to aid public agencies in funding cost effective projects that improve pedestrian and bicycle safety through engineering, education and enforcement. For more information, visit: https://wsdot.wa.gov/business-wsdot/support-local-programs/funding-programs/pedestrian-bicycle-program.

Local City of Sultan Transportation Funds

Real Estate Excise Tax Funds (REET)

The City generates local transportation funds through the Real-Estate Excise Tax or REET. The REET fund taxes the sale of real property at ½ of 1 percent across two REET taxes. REET 1 funds (¼ of 1 percent) are being used to make Community Center bond payments. REET 2 (¼ of 1 percent) must be used for financing capital facilities specified in the City's capital facilities plan. REET 2 revenues will be used to provide transportation funds to construct needed capital street improvements throughout the City. REET funds are committed to repayment of long-term general obligation bonds through 2034 and may be available for transportation capital improvement projects after that point.

City Street Fund

The City's Street Fund is generated from property taxes, utility taxes, Business & Occupation (B & O) taxes and the motor vehicle excise tax. The Street Fund is an annual problem. Revenue generated to operate the fund is not adequate to meet maintenance expenditures. The City is currently using all available resources to provide basic levels of City services to the Sultan community. Property tax revenues, which support street repair and maintenance, are now starting to increase following several years of decline.

Transportation Traffic Impact Fees

Transportation Impact Fees are restricted to projects that add capacity to the City's roadway system including transportation mitigation projects due to growth-related development. These impact fees may not be used for operating or maintaining the City's transportation facilities.

Revenue Forecast

The City's financial capacity to provide adequate revenues to meet the cost of providing the recommended transportation improvement projects is addressed in the Capital Facilities Element. Anticipated transportation revenue sources available to the City between 2024 and 2044 include:

1. **Transportation grants** from federal, state, and local sources,
2. City **transportation impact fees**,
3. **Contributions from property owners and developers** for required street frontage improvements equivalent to a two-lane local access roadway as described in the City of Sultan Design Standards and Specifications. Street Frontage improvement costs were calculated as part of the individual project cost estimates by certified civil engineers.
4. **City Real Estate Excise Taxes (REET)** available to fund transportation,
5. Anticipated **other agency and entity participation** in mutually beneficial transportation projects.
6. **City Street Fund**.

Transportation Grants

The City will need to rely on transportation grants to fund transportation capital improvement projects. The majority of funding for transportation capital improvement projects in Sultan has historically come from federal, state, and local grant sources. The US Corridor improvements make up the majority of the transportation capital costs and are beyond the ability of the City to fund but are critical to maintaining local and regional mobility in and through the City. The City will continue to pursue alternative funding sources including state and federal direct appropriations, competitive federal grants (RAISE etc.) and completion of corridor elements by WSDOT. Typical transportation grants will range from 50-87 percent of project costs, while congressional appropriations and some other grants can cover 100 percent of project costs.

Transportation Impact Fees

The City of Sultan collects transportation impact fees from new development. Transportation impact fees are anticipated to generate a total of $18,320,000 between 2024 and 2044. The current impact fee rate study will be updated after adoption of the Comprehensive Plan and may result in an increase of transportation impact fee revenue.

Street Frontage Improvements

Street frontage improvement projects will be tied to development and redevelopment projects.

Real Estate Excise Taxes (REET)

Revenue forecasts estimate that REET funds will be used to repay current general obligation bonds and will not be available for transportation capital improvement funding until at least 2034. The availability of REET funds for transportation capital funding may change after bond repayment.

Other Agency and Entity Participation

Surface Water Funds may be used for the storm water runoff conveyance and treatment of existing and future street projects that general impervious surfaces. The annual dollar amount available will be subject to City Council budget authorization.

City Street Fund

The Street Fund is currently used to fund street maintenance and is not anticipated to be adequate to fund capital improvements through 2044.

Capital Costs for Recommended Improvements

Planning level cost estimates for each of the recommended City transportation improvements were adjusted for inflation in 2024. These estimates analyzed the cost of constructing the improvements as well as estimates for right-of-way purchase, project design costs, and environmental costs and mitigation. The planning level cost estimates for the recommended 2024-2044 transportation improvements total $487,795,000.

Table 7-17. Planning Level Cost Estimates for Recommended Transportation Improvements

Project #	Project Name (*Traffic Impact Fee Eligible)	Project Description	Project Type	Arterial Functional Classification	Project Cost Estimate
NM-1	East Main Street Trail	Construct multi-purpose trail from the east end of E. Main St north on Cascade View Dr to US 2 for nonmotorized and emergency access.	Non-motorized	n/a	$930,000
NM-3	Sidewalk Spot Improvements / ADA barrier removal	Repair, replace and construct missing sidewalks and remove ADA barriers within the City	Non-motorized	n/a	$2,884,000
NM-4	Sidewalk Enhancement	Renovate public sidewalks. Stand-alone projects not associated with road renovation.	Non-motorized	n/a	$524,000
NM-5	US-2 Route Corridor Trail	Construct multi-purpose trail to provide nonmotorized safety and connectivity as part of US-2 RDP reconstruction	Non-motorized	n/a	$3,111,000
NM-6	Willow/Bryant Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	Non-motorized	n/a	$726,000

NM-7	High/ Kessler/140th Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	Non-motorized	n/a	$1,650,000
T-23	Alder Street Reconstruction	Reconstruct Alder Street from 1st St. to 3rd St.	Complete Street	Collector Arterial	$1,355,000
T-24^	New East/West Collector	Construct new east/west collector between 339th Ave SE and Sultan Basin Rd in the north section of the City (approx. location between 132nd and 124th St SE).	Connectivity	Collector Arterial	$18,677,000
T-25	Foundry Road Reconstruction	Reconstruct road to Collector arterial standards to serve industrial employment and residential areas.	Connectivity	Collector Arterial	$2,419,000
T-26	New North Industrial Park Collector	Provide east/west access and traffic collector through the Industrial Park from Rice Rd (339th) to Sultan Basin Rd. and US-2	Connectivity	Collector Arterial	$28,863,000
T-27	East Main St Road Extension	Extend East Main St. east to connect to 149th St. SE within the Economic Development Zone south of US-2.	Connectivity	Local Street	$3,722,000
T-29A	Kessler Drive Extension	Extend Kessler Dr. north from Bryant Rd. to UGA Boundary	Connectivity	Proposed Collector Arterial	$6,423,000
T-29B	Kessler Drive Extension Non-UGA portion	Extend Kessler Dr. north from UGA Boundary to 124th St.	Connectivity	Proposed Collector Arterial	n/a
T-31A	New North-South Arterial between Sultan Basin Road and Rice Road	Construct a new north-south arterial from US-2 through the Industrial Park north to 124th St SE. CITY LIMIT/UGA PORTION ONLY	Connectivity	Proposed Collector Arterial	$5,211,000

T-32A	Rice Rd. (339th) St Extension	Extend Rice Rd. (339th Ave) north to 124th St. SE at County Rural Arterial road standards to provide arterial connectivity and access to US-2. Proposed joint project with Snohomish County. CITY LIMIT/UGA PORTION ONLY	Connectivity	Proposed Minor Arterial	$4,978,000
T-34A	*US 2/Old Owen Rd Intersection	Change signal to roundabout. WSDOT-funded project.	US 2 Corridor	Principal Arterial	$12,500,000 (WSDOT)
T-34B	*US 2 West Link	Provide multi-modal complete streets between Old Owen Rd and Sultan River.	US 2 Corridor	Principal Arterial	$13,500,000
T-34C	*US 2 Sultan River Bridge	Replace bridge at Sultan River to support multi-modal complete streets improvements.	US 2 Corridor	Principal Arterial	$59,700,000
T-34D	*US 2 Downtown District	Provide multi-modal complete streets improvements between Sultan River Bridge and Main St.	US 2 Corridor	Principal Arterial	$40,200,000
T-34E	*US 2/Main St Intersection	Replace minor approach stop control with a multi-lane roundabout.	US 2 Corridor	Principal Arterial	$13,100,000
T-34F	*US 2 10th Link	Provide multi-modal complete streets improvements between Main St and Wagleys Creek.	US 2 Corridor	Principal Arterial	$17,000,000
T-34G	*US 2 Wagleys Creek Bridge	Replace bridge at Wagleys Creek to accommodated multi-modal complete streets improvements.	US 2 Corridor	Principal Arterial	$19,900,000
T-34H	*US 2/Sultan Basin Rd Intersection	Replace traffic signal with a multi-lane roundabout.	US 2 Corridor	Principal Arterial	$15,300,000
T-34I	*US 2 East Link	Provide multi-modal complete streets improvementsbetween Sultan Basin Rd and Rice Rd.	US 2 Corridor	Principal Arterial	$32,900,000
T-34J	*US 2/Rice Rd/339th Ave SE Intersection	Improve single-lane roundabout to multi-lane roundabout.	US 2 Corridor	Principal Arterial	$7,700,000

T-35	*Cascade View Dr Reconstruction	Reconstruct Cascade View Dr to Collector arterial standard and provide intersection improvements at US-2	Connectivity	Collector Arterial	$1,042,000
T-36	138th St Extension	Reconstruct and extend 138th St. between Sultan Basin Rd. and 339th Ave SE.	Connectivity	Collector Arterial	$4,794,000
T-39	Pavement Maintenance Program	Overlay, chip seal, crack seal and asphalt patch streets within the city limits	Preservation	Varies	$930,000
T-41	*Rice Rd (339th Ave SE) Reconstruction	Reconstruct 339th Ave from Sultan Startup Rd. north to 132nd St. SE to arterial standard with curbs gutter and sidewalks.	Connectivity	Proposed Minor Arterial	$15,538,000
T-42A	Sultan Basin Rd. Reconstruction Phase IV	Continue Sultan Basin Rd. improvements north to UGA Boundary	Complete Street	Minor Arterial	$11,338,000
T-43	Walburn Rd. Rerouting	Redesign the road to remove access from US-2 rerouting access to Sultan Basin Rd. north of Wagley Creek	Connectivity	Collector Arterial	$2,612,000
T-44	Pine Street Extension	Extend Pine St. East to Walburn to provide east west access from Sultan Basin Rd to downtown Sultan. Emergency Evacuation Route	Connectivity	Collector Arterial	$1,563,000
T-46	Date Avenue Traffic Calming	Install traffic calming treatment to Date Ave. from 8th St west to the Elementary School	Complete Street	Local Street	$231,000
T-48	Gohr Rd Reconstruction	Reconstruct Gohr Rd to arterial standard from 1st St north to 311th Ave SE	Connectivity	Collector Arterial	$7,958,000
T-49	Gohr Rd Extension	Extend Gohr Rd north to the proposed 132nd Ave. Extension.	Connectivity	Collector Arterial	$6,632,000
T-51	3rd St. Reconstruction	Repair, replace, and construct as necessary asphalt, sidewalks, and bike lanes. Project is combined with water, sewer, and stormwater system projects.	Complete Street	Local Street	$2,463,000
T-52	8th St. Sidewalks	Install sections of missing sidewalks on 8th St to connect to the high school.	Connectivity	Collector Arterial	$577,000
T-53	10th St. Railroad Crossing Improvement	Reconstruct the 10th St. crossing with the BNSF Rail Line Within the Economic Development zone.	Connectivity	Local Street	$186,000
T-55	Industrial Park Rail Spur Construction	Petition BNSF and contribute to construct a rail spur access to the Industrial Park	Connectivity	n/a	$1,861,000
T-57	East-West Connector #1	Trout Farm Rd/307th Ave NE to 124th St SE	Connectivity	Minor Arterial	$16,241,000
T-58	132nd Ave Reconstruction	Reconstruct 132nd St SE to arterial standard	Connectivity	Proposed Minor Arterial	$23,134,000
T-61	6th Street Reconstruction	Reconstruct 6th St. to urban standards	Complete Street	Local Access	$2,842,000
T-62A	124th St. SE Reconstruction Phase 1	Reconstruct 124th St SE to urban standards from west terminus to UGA Boundary	Connectivity	Collector Arterial	$8,024,000
T-65	124th St. Extension	Extend 124th Ave. west to Trout Farm Rd. intersecting at approx. 125th St	Connectivity	Collector Arterial	$22,301,000
T-71	4th Street Overlay	Bell Avenue to Willow Avenue	Complete Street	Collector Arterial	$846,000
T-72	*Old Owen Road Reconstruction	Reconstruct Old Owen Road from US 2 to north City limits. Add curb, gutter and sidewalk, water main and drainage improvements.	Connectivity	Collector Arterial	$609,000
T-73	*East-West Arterial Connector #2	311th Ave SE to 130th St SE/Sultan Basin Rd.	Connectivity	Collector Arterial	$16,105,000
T-74	East-West Connection #4	Fir Ave to Sultan Basin Rd/148th St SE	Connectivity	Collector Arterial	$17,357,000
T-75	*East-West Connector #3	8th St to 135th St SE/ Bryant Rd.	Connectivity	Collector Arterial	$9,338,000
Total Project Costs $487,795,000					
^East-west arterial connectors to be considered after completion of all US 2 improvements					

Reassessment Strategy for Inadequate Financing

Under the GMA, each jurisdiction must craft a "reassessment strategy" to be in place to guide decision-making should a funding shortfall occur. The strategy must address one or more of the following factors: (1) how additional funding would be raised, (2) how level-of-service standards would be adjusted, or (3) how land use assumptions would be reassessed.

The city has adopted a reassessment strategy in the event of a funding shortfall. The City will pursue the following steps in the order listed:

1. Explore alternative, lower-cost methods to meet level-of-service standards;
2. Seek out additional methods of funding including requesting additional funding from federal, state and/or regional grant bodies;
3. Re-evaluate the established level-of-service standards to determine how they might be adjusted;
4. Re-evaluate land use forecasts and growth demand to meet level-of-service standards.
5. In addition, transportation planning is coordinated with neighboring jurisdictions, including the City's level-of-service standards and concurrency provisions.

Intergovernmental Coordination

Funding alone is not the sole determinant of a project's success. Implementing a transportation element also requires partnership with other jurisdictions, transportation agencies and transportation services providers. Continued relationship with WSDOT, PSRC and Snohomish County is vital to ensure Sultan's projects are consistent with regional objectives and rank highly in competition for scarce transportation funding resources.

Increasingly, Sultan's transportation system is influenced by what happens beyond its City limits. Travel between the City and other communities and recreational areas to the east and west has increased significantly over the past decade, and as the forecasts in this plan demonstrate, traffic on US 2 will continue to increase in the future impacting travel along the US 2 corridor. Land use development that occurs near Sultan will have an impact on traffic within the Sultan UGA.

Ongoing coordination efforts include working with WSDOT to develop, monitor and revise the US 2 Route Development Plan (RDP), working with Community Transit (CT) to coordinate transit planning and operations within the City, and working with Snohomish County to study and mitigate the impacts of land development. Sultan has successfully coordinated with WSDOT on the engineering phase of US 2 intersection improvements at Old Owen Road and at Main Street.

To help facilitate broader regional review and coordination between the City and neighboring jurisdictions in the region and WSDOT, the City is required to have the transportation element of the Comprehensive Plan re-certified by PSRC.

Transportation Demand Management

Transportation demand management (TDM) is a series of strategies that provide for a more efficient utilization of the transportation system by reducing the demand for single occupancy vehicle (SOV) travel. One of the transportation goals of the City's Comprehensive Plan, "encourage modal balance," is to provide for efficient use of the transportation system through encouraging the balanced use of the various transportation strategies, including TDM.

TDM is also legislated through Washington state's 1991 Commute Trip Reduction Law (CTR) enacted to improve quality of life for Washington's residents by reducing traffic congestion, air pollution, and fuel consumption (RCW 70.94.521-551). To achieve these goals, employers are asked to develop CTR programs that encourage employees who drive alone to work to consider using an alternative commute mode such as buses, vanpools, carpools, biking, or walking. Telecommuting and working a flexible work schedule such as the compressed workweek are other elements employers can implement to reduce single-occupant vehicle trips to the worksite.

The law affects public and private employers in Clark, King, Kitsap, Pierce, Snohomish, Spokane, Thurston, Whatcom, and Yakima counties that have 100 or more full-time employees at a single worksite who begin their workday between 6 and 9 AM on at least two weekdays for at least 12 continuous months. According to the Snohomish County Public Works Department, which coordinates CTR efforts within Snohomish County, there are over 70 CTR employer worksites in Snohomish County alone. Near the US 2 corridor, there are five CTR employer worksite located in Monroe. There are currently no CTR worksites in Sultan.

Where large employment concentrations are present, TDM strategies can be very effective. A good example is Everett's Boeing facility/Community Transit partnership. Boeing employs multiple TDM strategies, as it is a Washington State Commute Trip Reduction (CTR) employer and is required by law to encourage the use of non-single-occupant vehicle (SOV) commute travel to its work sites. Commuter Route 277 provided commuter style weekday service between Gold Bar and Everett's Boeing facilities during the Boeing shift commute hours. Route 277 stopped at the Sultan Park and Ride lot. However, as part of Community Transit's 2017-2022 Transit Development Plan, Route 277 was discontinued in September 2017 and extended trips added to Route 270/271 to maintain US 2 services levels to Boeing.

When applied at the regional level, TDM strategies can have significant impact on overall traffic levels because they generally impact all travel markets such as commuting, school, shopping, etc. Effective regional TDM strategies may include:

1. Providing easily accessible and frequent transit service – this Plan recommends expanding transit service within the Sultan Urban Growth Area, and provides design guidelines for the construction of bus stops along City arterials.

2. Providing bicycle/pedestrian facilities – this Plan recommends continued investment in improving nonmotorized travel within the Planning Area including sidewalk construction and repair, bike lanes, bike routes, and trails.

3. Providing park-and-ride lots –WSDOT has a park and ride lot located south of US 2 near the intersection with 11th Street contains parking space for approximately 64 cars. This Plan recommends construction of pedestrian overpass of US 2 near the park and ride lot, and construction of nonmotorized facilities on E. Main St connecting to the park and ride lot to help facilitate safer nonmotorized access to the lot.

4. TDM-friendly land use policies – the implementation of land use policies that are TDM friendly such as allowing mixed use development, combined with nearby and accessible transit access and improvements to nonmotorized facilities, reduces the demand for vehicular travel. The potential impact of these strategies may be greater in the long run than traditional employer-based work trip TDM measures by encouraging non-SOV travel for all trip purposes through shorter trip lengths and increased access to transit and safe nonmotorized facilities.

To encourage TDM within the City, Sultan will continue to pursue improvements to transit service and facilities, and the development of its nonmotorized system. In addition, the City can also explore amending the land use development codes to increase awareness and strengthen implementation of TDM strategies.

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08

Capital Facilities + Utilities

Volume II

Capital Facilities & Utilities

Background Information

The following documents referenced or included in this volume constitute the background information used to inform Volume I of the Capital Facilities and Utilities Element

Included in Volume II

The following analyses are included as background information and capital planning requirements under the Growth Management Act.

Facility Inventory and Project Lists

This section provides the existing conditions, future needs, and project lists for Sultan's capital facilities and utilities.

Facility Funding Analysis and Strategy

This memorandum analyzes historical and future funding and capital project costs for Sultan's facility and transportation planning. It discusses funding strategies for the City's project lists, serving as a companion to the Transportation and Capital Facilities + Utilities Element.

External References

- Parks, Recreation, and Open Space Plan
- General Water Systems Plan
- General Sewer Plan
- Sultan School District Capital Facilities Plan
- Snohomish County Fire District 5
- Snohomish County Sheriff's Office

Facility Inventory and Project Lists

Introduction

The Growth Management Act establishes several requirements for the Capital Facilities and Utilities elements. These requirements are:

1. Provide an inventory of existing capital facilities owned by public entities, including green infrastructure, showing the locations and capacities of the capital facilities;
2. Forecast the future needs for such capital facilities;
3. Show the proposed locations and capacities of expanded or new capital facilities;
4. Provide a six-year plan for financing such capital facilities within projected funding capacities, identifying funding sources; and
5. Reassess planned facilities if they cannot be provided and paid for;
6. Describe the general location, proposed location, and capacity of all existing and proposed utilities.

Furthermore, HB 1181 expands on these requirements to add that the City endeavors in good faith to work with other public entities that own capital facilities and utilities in Sultan. Addressing these requirements helps us make wise use of city funds by organizing and prioritizing projects. Volume II contains the background data and analyses that satisfy these requirements and provide the foundation for the combined Capital Facilities and Utilities Element goals, policies, and programs.

Facilities and Utility Providers

Capital Facilities in Sultan are provided by the City and by other entities, as shown in Tables 1 and 2 below. Volume II of the plan describes the different types of capital facilities, including an inventory of existing facilities, a forecast of future needs, and a description of projected capital facility projects and funding sources.

The City provides wide-ranging public facilities and associated capital facility planning within the City (Figure CFU II-1). Special district providers are relied upon for fire, emergency medical, libraries, sewer, and school services (Figure CFU II-2). Unless noted otherwise, this inventory is derived from the existing Capital Facilities element, which has been periodically updated between 2015 and 2019.

Figure CFU II-1.
City-Provided Facilities

Capital Facilities	Provider(s)
Administrative Facilities	City of Sultan
Parks and Open Space	City of Sultan
Sewer	City of Sultan
Stormwater	City of Sultan
Transportation Facilities	City of Sultan
Water	City of Sultan

Figure CFU II-2.
Facilities Provided by Other Entities

Capital Facilities	Provider(s)
Fire & Emergency Medical Services	Snohomish County Fire District #5
Police	Snohomish County Sheriff's Office
School	Sultan School District #311

Administrative Facilities

This section of the Capital Facilities Element includes civic buildings and government offices that are owned by the city. The information related to general government is sourced from a 2009 facilities assessment study conducted by The Driftmier Architects. The study inventoried the City's buildings to determine their current condition and offered a series of recommended improvements.

Figure CFU II-3.
Administrative Facilities

Facility	Description
City Hall/ Council Chambers/ Library	Houses the city's administrative offices on the second floor, the Library for the city on the first floor, as well as the Council Chamber and meeting room facilities.
Post Office Building and Museum	The main postal lobby is on the ground floor. The second floor houses the Sultan Historical Museum.
Visitor Information Center	The Visitor Information Center was originally built in 1928 and remodeled significantly in 2005.
Police Department	A single-story wood-framed structure located a few blocks east of the City Hall. The City of Sultan has contracted with the Snohomish County Sheriff's Office for police services.
Fire and Emergency Medical Response Building	Snohomish County Fire Protection District #5 provides fire protection and response services for the city and urban growth area from their headquarters at Station 51.
Public Works and Shop Buildings	The Public Works campus houses a large yard area for Public Works and City use.
Sultan Cemetery	The City of Sultan is one of a few cities in the Puget Sound Region that owns, operates, and maintains their own cemetery.

Figure CFU II-3.
Administrative Facilities (continued)

City Hall / Council Chamber / Library

Use and Occupancy

Constructed in 1999, City Hall houses the City's administrative offices on the second floor, the Library on the first floor, and the Council Chamber and meeting room facilities. The ground floor is raised from the sidewalk level to keep the main floor above the 100-year flood level. The building is located on the northwest corner of Main Street and 4th Street.

Site Conditions

The building fronts on the sidewalk of both streets and has parking and driveways around the rear of the building on both the north and the east sides. The parking lot and site facilities are in fair to good condition overall. The lot to the north, currently a parking lot, is to be used for future City Hall expansion, though not before the potential addition of another story to the existing building.

Building Conditions

As a relatively new building, the building appears to have been built per the codes in place in 1999. The building is constructed of brick exteriors with steel canopies and a concrete wall base. The roofing is a single-ply PVC membrane roofing system. The windows are operable vinyl or

PVC clad wood windows. The entrance doors are aluminum storefront entrances and the side doors are insulated hollow metal. The interior finishes for walls, ceilings and floors are generally in good to excellent condition with a few exceptions. The installed HVAC system was replaced in 2020 and has significant life left to it. The plumbing system, controls, power, lighting, fire alarm, security, communications, etc. are all in good shape and only need ongoing regular maintenance. The building does not have a full fire sprinkler system.

Post Office Building and Museum

Use and Occupancy

The main entrance to the building is on the middle part of the west wall with a secondary entrance off of Main Street to the north. From the entrance lobby visitors can go either way into post office spaces. The mailboxes are to the north and the main postal lobby is to the south of the main entry. The Sultan post office occupies all of the ground floor and the loading dock out the back. From the main western lobby a stair goes up to the second floor, which houses the Sultan Historical Museum. The museum is open for limited hours on specific days of the month.

This building has undergone many changes of use during its life since its construction in 1954. It was originally the fire department and has been the main City Hall building as well.

Site Conditions

The building has lawn and landscaping on the west side and it fronts close to the street. To the south are an open lot and the highway. The north fronts onto Main Street and the east is the loading dock area which serves the post office function. There is also one steel stair that goes up to the second floor exit doors. The site and paving are in fair condition but would need modifications at such time as the entire building is substantially remodeled..

Building Conditions

The building is constructed of structural brick walls, both interior and exterior. These walls are uninsulated for the most part and are exposed brick on several of the faces and painted brick on the south face. The south side of the building has infill wood panel walls at the locations of the old firehouse doors. It is a two-story building with one central interior stair and one steel fire escape type stair on the back. The building has many needs for upgrading. Some of these are urgent life safety and code issues that need to be addressed immediately. Some are significant safety and utility items that should be addressed immediately as well. Most of these items for maintenance repair, etc. could wait for a general building modernization to follow within a couple of years. In 1985 there was a partial study and abatement of asbestos containing material in the first floor public spaces and the Post Office spaces of the building.

Visitor Center Information Center

Use and Occupancy

The Visitor Information Center was originally built in 1928 and remodeled significantly in 2005.

It is a locally historic building with two sections. The front section was formerly a bank building and is made of brick masonry. The rear section houses the storeroom, office and toilet room, and is made of CMU masonry walls. The Visitor Information Center is run by the Chamber of Commerce and is a very pleasant, high-ceilinged open space for which to show off the City of Sultan. The building is located on the southwest corner of Main Street and 4th Street directly across from City Hall.

Site Conditions

The building is on a corner and fronts on both street faces with a sidewalk right next to the building. To the west is a gravel parking lot which serves the building. To the south is another building and the south wall of the Visitor Information Center is a party wall with the adjacent building. On the east side in the right-of-way is a ramp up to the rear exit door from the Visitor's Center. This ramp provides barrier-free access to the building, as the front door is elevated a few steps from the sidewalk. The site has marked parking, but not barrier-free parking, and a bicycle rack.

Building Conditions

Because of the renovations in 2005, the building is in very good condition overall. The exterior walls are a combination of brick, stucco and painted brick. A variety of windows are also used from wood windows to vinyl or fiberglass windows. The roofing is a single-ply PVC membrane roofing system. The windows are double-pane insulated glass.

Interior carpet and tile in the main Visitor Center area and the backroom floor coverings are in good shape. The toilet room is ADA compliant. The ceilings are ACT in the front room with light soffits on three sides. The building is generally up to code. The HVAC system is a roof- top unit that has 10 years of service life left. The electrical system and lighting is generally code compliant and energy efficient.

Police Department

Use and Occupancy

The police station is a single-story wood-framed structure that is located a few blocks away from the City Hall, Post Office, and Visitor Center at the east end of downtown. The City of Sultan has contracted with the Snohomish County Sheriff's Office for police services. They took over the building in January of 2009 and painted the interiors at that time. This is a relatively new building and overall is in very good shape.

Site Conditions

The police station is on a fairly constricted site. It fronts Main Street and 6th street on two sides. There is a small yard to the west and a paved yard service area to the north. The service yard is narrow with just enough room for one or two police vehicles to back into it. The service yard has enclosures for HVAC condensing units and a generator for backup power.

Building Conditions

The building is in very good condition overall. Thanks to the HVAC replacement and annual generator service and testing, along with other normal routine maintenance the building should last another 10 to 20 years without major upgrades.

The Police Department is located in a 2,400 square foot building located at 515 Main Street near the center of the City. The building is located near US-2 and the Burlington Northern Santa Fe (BNSF) Railroad tracks. The structure was remodeled in 2001 to accommodate the department, which relocated from a residential building located on State Highway 2. The building is also located in the 100-year floodplain and the potential evacuation zone of the Henry M Jackson Dam collapse on Spada Lake reservoir. The present location could render the facility unusable during a flood, dam collapse, hazardous spill, or other emergency.

Fire and Emergency Medical Response

Snohomish County Fire Protection District #5 provides fire protection and response services for a 72 square mile area with an estimated population of 10,000 persons including the city and urban growth area. The district provides fire suppression, hazardous materials first response, rescue and emergency medical services including BLS transport. The recently constructed Station 51, also known as the Public Safety Center, is located on Cascade View Drive. The Center, built in 2019-2020, has approximately 15,000 sqft and houses the administration offices as well as the fire fighting unit. The building has a meeting room that doubles as an emergency operations center, a full kitchen, and sleeping quarters, as well as a standby generator. The District owns both the building and the surrounding property.

Station 51 replaces the now-unmanned Station 52 on Alder Street, which houses additional equipment for the District. Station 52 is located in the 100-year floodplain and within the potential evacuation zone of the Henry M Jackson Dam collapse on Spada Lake reservoir. The present location could render the facility unusable during a flood, hazardous materials spill from the nearby BNSF railroad, or other emergency.

Public Works Shop Building

Use and Occupancy

The Public Works building and yard is located just to the south of Osprey park at 703 1st Street. The facilities are located on an approximately 5-acre lot with a series of buildings of a variety of different ages. As Sultan continues to grow, so will the Public Works department. At some point before 2044, the City will need to look at potential expansion or replacement to some of the current buildings. Five of the nine buildings were built during the 1960's, and while they have seen numerous improvements over the years, at some point they will run out of capacity to serve City needs adequately.

Site Conditions

The site in and around the public works shop is a fairly large gravel and weed-covered lot that is surrounded with a 6-foot high chain link fence with three strands of barbed wire along the top. It is accessed through an automated gate controlled by the building's security system. The site contains an office building (1920's), a small warehouse building directly behind the office building (1990's), a shop building for mechanic work and vehicle storage (1920s), a pole building set up for flood response (2018), an open front storage building (1920's), a dog kennel building (1960's), a vactor waste decant facility (2019), a second open front vehicle storage building (2002) and a hazmat shed (1920's). There are also three 20' shipping containers for lockable storage of goods and equipment, as well as numerous uncovered material storage bays.

The yard is used for parking, materials storage, surplus vehicle parking and sundry equipment. The yard is bare gravel with minimal infiltration systems for stormwater management or water quality control. The hazmat shed is a small wood frame structure in very poor condition. It houses gasoline canisters, fluids, and other similar materials. The parking shed is in good condition and functions well for its purpose.

The steel parking and storage shed was built in 2002 and holds dump trucks, street sweepers and similar wheeled equipment. It has a dirt floor and is in poor condition. The storage shed needs maintenance on the metal roofing and siding panels, refastening and complete painting. The rolling doors along the front need to be repaired for smooth operation and the lighting needs to be replaced. With these modifications, the shed should serve for several more years.

Building Conditions

The Public Works Shop building is an uninsulated wood frame structure that was constructed in 1920 and purchased by the City in 1960. It has concrete floor and concrete foundations for its main timber frame structures. It is a two-story building with the second floor running the length of the building down the middle underneath the eaves. The building consists of several parking and storage bays with large wood

rolling doors across the front of several of these bays. The east end of the building has workshop and equipment storage areas. The building appears to be structurally sound, but many of it systems are in need of significant repair or modifications to meet current codes.

Food Bank Buildings and City Storage

Use and Occupancy

This building is used by the city for storage and archiving of records. There is one office space on the second floor that was closed. The rest of the building is used by the Food Bank. The Food Bank also has erected a pole building on the back of the main city building, which is also used for Food Bank services. The city is the owner and landlord of both the original 1960-era building and the newer pole building. 1960 is when the last major renovation of this building occurred. However, the building may be original to the 1920 or 1930's CCC camp. The Food Bank occupies half of the ground floor of the original structure and the add-on building at the back. The City's storage and archive space is the other half of the ground floor and the second floor. The second floor is the central space tucked up underneath the roof rafters.

Site Conditions

The Food Bank is one of the buildings in the Public Works site campus. The building fronts on the street with head-in parking off of the street, and a sidewalk that runs along the front of the parking stalls. The parking is gravel or asphalt paved with undesignated parking stalls. Behind the building is a gravel yard area with access to the back of the Food Bank building and then the Public Works Shops are

Building Conditions

The front building is in very poor condition and has essentially reached the end of its useful life. Its life can be extended by conducting a number of major maintenance improvements. The back building is in serviceable condition and with a number of minor modifications will continue to serve the Food Bank's needs through all four seasons.

The front building is a wood frame building that does have insulation in it. The Food Bank's half of the first floor is well worn and not up to current codes for doors and barrier-free access. The Food Bank half has one toilet room available, which is combined with a kitchenette and break room. This situation is not functional, nor per code. The exteriors are wood siding and the windows are original single-pane, single-hung wood frame windows. The roof is composition shingles, which desperately needs replacement. When the back building was added on, the original downspout and gutters on the joint between the back building and the front building were left as originally designed. This should have been addressed at the time that the back building was constructed, but it was not. Crickets need to be installed, which move the water coming down the front building roof to the ends of the gables. Foundation is concrete and appears to be in good condition. The interior finishes are worn and in need of replacement in the Food Bank portions of the building. As long as the city's portion of the building is only used for archiving and storage, the substandard construction and facilities can remain as is.

Cemetery and Burial Services

Existing Facilities and Services

The City of Sultan is one of a few cities in the Puget Sound region that owns, operates, and maintains their own cemetery. Currently City staff maintain the grounds, open and close graves, provide setup for services, set headstones purchased through others, sell plots, and provide client services such as locating graves for family members. The Sultan Cemetery charges fees for its services. All income generated from fees are deposited into the Cemetery Fund which is used to fund the maintenance and operation of the cemetery.

Parks and Open Space

Existing Facilities

The Parks and Recreation element of this comprehensive plan update provides a detailed accounting of parks and recreation facilities within the City of Sultan. The list provided in Figure CFU II-4 below is a summarized accounting of the inventory found in that chapter. Generally, Sultan's parks and recreation opportunities are located adjacent to the Sultan and Skykomish Rivers to the west of the city's historic town center.

Figure CFU II-4.
Sultan Park Inventory

Park	Size (acres)	Adjacent Uses
Osprey Park	76.2	Neighborhood Residential Compact Residential
Mountain View Park (planned)	35.56	Neighborhood Residential Mixed-Use Corridor
Rudolph Reese Park	18.8	Mixed-Use Corridor Sultan River
River Park	7.21	Mixed-Use Corridor Sultan River Urban Center Compact Residential
Sportsman's Park	3.57	Mixed-Use Corridor Sultan River Wastewater Treatment Plant
Travelers Park	1.9	Mixed-Use Corridor Urban Center

Future Facilities

A 35-acre parcel owned by the City is planned for Sultan's newest facility named "Mountain View Park." Located north of US-2 on the Sultan Basin Plateau, the northernmost 5-acre piece of the property will be constructed with park facilities. The remaining ~30 acres is undeveloped, publicly-accessible forested land with streams and wetlands sloping down to US-2. This facility fits the definition of a Neighborhood Park given in the PROS Plan, and will serve the Sultan Basin Area primarily.

Schools

The GMA includes schools in the category of public facilities and services. School districts are required to adopt capital facilities plans to identify additional facilities necessary to meet the educational needs of projected growth. To ensure concurrency the Sultan School District #311 shall submit their Six-Year Capital Facility Plan to the City annually. The plan shall be adopted by reference as a sub-element of the Capital Facilities Element.

The City of Sultan is served by the Sultan School District. The district serves a 325 square mile area centered on U.S. 2 and also serves Startup and Gold Bar urban growth areas. The district operates two elementary schools, one middle school, one high school, and an alternative high school program, with an estimated student enrollment of 2,051 (headcount as of October 1, 2023).

Existing Facilities

Within the Sultan UGA the district operates Sultan Elementary at 501 Date Street, Sultan Middle School at 301 High Street, and Sultan High School at 13715 310th Avenue SE. The 2024-2029 Sultan School District Capital Facilities Plan summarizes classroom sizes and capacities, as well as a CIP that presents the financial plan for the next six years. A summary of the existing facilities, including temporary facilities, and capacities of facilities within the Sultan UGA are summarized in Figure CFU II-5.

Figure CFU II-5.
Sultan School Inventory

Facility	Site Size (acres)	Building Area (sq ft)	Teaching Stations	Maximum Student Capacity
Sultan Elementary	7.9	52,661	24	389
Sultan Elementary (Portables)	-	16,164	18	275
Sultan Middle School	10.41	66,912	26	350
Sultan Middle School (Portables)	-	4,480	5	25
Sultan High School	33.75	71,876	24	425
Sultan High School (Portables)	-	13,476	13	225
Sky Valley Option High School (Portables)	-	1,792	2	0
Total	**52.06**	**227361**	**112**	**1,689**

Figure CFU II-5.
Sultan School Inventory (continued)

Sultan School District, 2024

OFM projects enrollment for the school district to reach 2,250 students by 2029, and enrollment in 2044 at 2,420 students. The District recognizes the need for additional capacity across all grade levels, and recently acquired land from the state north of Sultan's UGA for a new elementary school. Anticipated funding for construction of the new school, as well as upgrades to existing facilities, would require financing through a voter-approved bond or capital levy.

A February 2024 bond measure with a proposed $80 million in funding would have provided means to build a new elementary school on Sultan Basin Road, as well as complete needed renovations on Sultan Elementary School and Gold Bar Elementary. However, the bond was rejected, and the District is continuing to explore ways to complete necessary upgrades to its facilities.

Future Facilities

The District has identified several projects that add permanent student capacity, subject to funding. These include

- A new 450 student elementary school (PreK-4th grade);
- A 256 seat expansion at Sultan High School, and conversion of that school to a new Sultan Junior High School; and
- A new 800 student Sultan High School

In addition, modernization and improvements to the current Sultan Elementary to convert it to a middle school program (5th and 6th grades) comprise non-capacity adding projects (also subject to funding).

Transportation Facilities

The city's historic core lies in a lower floodplain area, with newer development on higher ground, mainly in an area lying to the north and east of the traditional core. The plateau area is served primarily by Sultan Basin Road. Connections between these two elevations are limited, and only US-2 traverses the bluffs. As a result, vehicle trips between these two different neighborhoods must use US-2 to make the connection.

The change in elevation is the principal factor in understanding the town's functional, connected street and road network. Of the approximately 30.7 miles of Sultan's streets in the city limits and UGA, approximately 14.4 contribute to an effective network in which streets are connected and generally form a complete, redundant network. Of these, approximately 8 miles are in the traditional center of Sultan. A more detailed inventory of Sultan's transportation network can be found in the transportation chapter.

Capital Facilities Conditions and Trends

The City of Sultan provides many public facilities and associated capital facility planning within the City, relying on special district providers for fire, emergency medical, police, and school services. Recent Comprehensive Plan updates include thorough analysis of the facilities used by Sultan residents and was referenced for the facility inventories in this section. Staff from the City's Public Works Administrative Department and Community Development Department also provided facility inventory and project updates.

Schools facilities are also facing expansion to accommodate the growth of Sultan and surrounding areas. Sultan School District is exploring alternatives, including the purchase of land outside the Sultan UGA, to address capacity deficiencies as enrollment increases.

The City of Sultan does not have a Capital Improvement Plan with deficiencies and/or forecast needs for City-owned sewer, stormwater, and water facilities. An evaluation of these facilities, in collaboration with the City of Sultan Public Works Department, will be critical as the City assesses growth alternatives.

Utilities

According to WAC 365-196-210 (39):

"Utilities" or "public utilities" means enterprises or facilities serving the public by means of an integrated system of collection, transmission, distribution, and processing facilities through more or less permanent physical connections between the plant of the serving entity and the premises of the customer. Included are systems for the delivery of natural gas, electricity, telecommunications services, and water, and for the disposal of sewage.

This section of the element provides the general location, proposed location, and capacity of existing and proposed public utilities owned and operated by the City of Sultan. These public utilities are:

- Sewer
- Water
- Stormwater

Furthermore, this chapter also addresses these same characteristics for privately owned utilities that fit the definition of the WAC. These private utilities are:

- Solid Waste Disposal and Recycling
- Telecommunications, including
- Cable Television
- Telephone and Cellular Phone
- Internet
- Energy Supply
- Natural Gas

The following inventories are derived from the City's existing Water System Plan and Capital Facilities Element, which were updated in 2019, and the draft 2023 Capital Facilities Element for Snohomish County. Other County documents such as the Comprehensive Solid and Hazardous Waste Management Plan are referenced where noted.

Sewer

The City owns, operates and maintains the wastewater system, which includes the collection system, one sewage lift station, a wastewater treatment facility and an effluent outfall. As part of its planning efforts the city worked with the RH2 Engineering and Katy Isaksen & Associates to update its General Sewer Plan (GSP) in 2019. The GSP is adopted by reference and may be used to enhance understanding of the wastewater system. This section summarizes the GSP inventory.

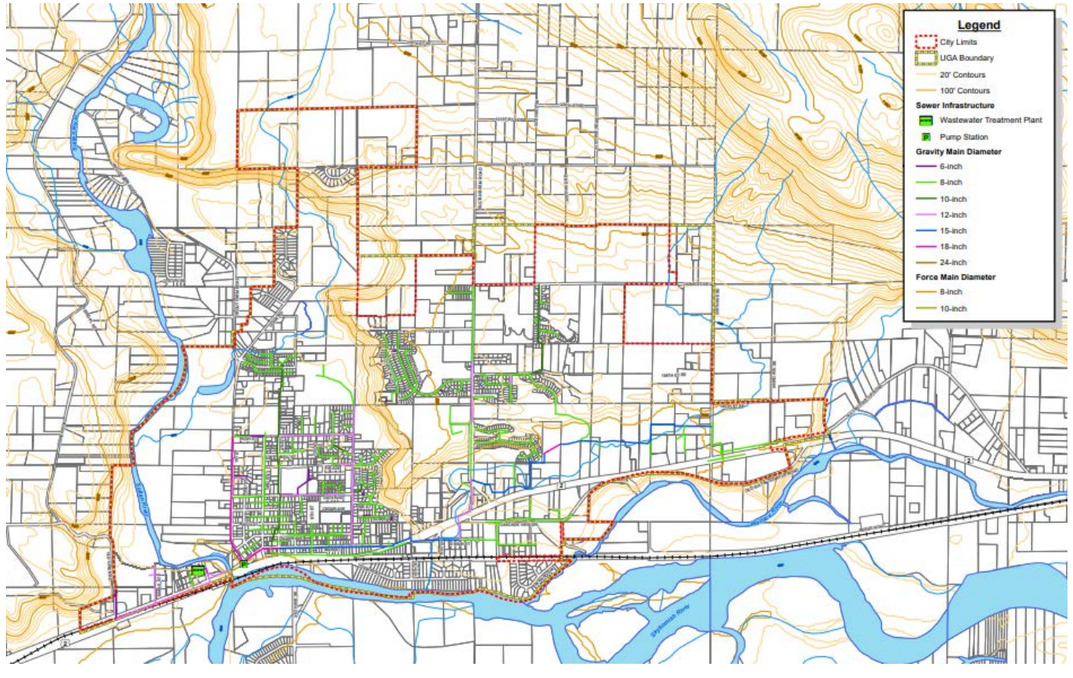
Collection System

The City has approximately 19 miles of sewer piping, including collection sewers and interceptors. There is one force main in the system that is approximately 485 feet in length. A majority of the system is 8-inch-diameter gravity main, approximately totaling 10 miles. In 2023, Sultan was awarded over $12 million in federal funding for wastewater treatment plant upgrades and a new water treatment plant. Figure CFU II-6 summarizes the pipe by diameter. Figure CFU II-7 shows the existing collection system.

Figure CFU II-6.
City of Sultan Sewer Pipe Inventory

Diameter (inches)	Total Pipe Length (feet)	Total Pipe Length (miles)	% of Total
6	2,964	0.56	3.0%
8	60,262	11.41	60.7%
10	7,033	1.33	7.1%
12	13,721	2.60	13.8%
15	10,567	2.00	10.7%
18	4,620	0.88	4.7%
24	33	0.01	0.0%
Total	**99,200**	**18.79**	**100.0%**

Figure CFU II-7.
Existing Sewer System (2019)



Lift Station/Force Main

The City has one sewer lift station that was constructed in 1970 and was relocated and rehabilitated as part of the wastewater treatment facility upgrades in 1997. At that time, the lift station was relocated east of the Sultan River and north of US-2, within the pedestrian bridge landing.

The lift station collects and conveys a majority of the City's wastewater from the collection system into an 18-inch diameter force main that reduces to 14-inch diameter force main crossing the Sultan River and into Sportsman's Park, terminating at the new wastewater treatment plant headworks. (The wastewater that does not flow into the lift station enters the wastewater treatment plant by gravity.)

The Main Pump Station The Main Pump Station is a submersible-type lift station with two fixed speed pumps, each with a design capacity of 5,000 gallons per minute (gpm) at 50 feet of discharge head. The pumps were replaced in 2020 with the pedestrian bridge project, and a 3rd pump is being installed with the new plant upgrade in 2024.

The City had a standby generator for the Main Pump Station installed as part of the pedestrian bridge project in 2020, and maintains a trailer-mounted portable generator as backup. Either can be used in the event of an extended power outage.

Wastewater Treatment and Disposal

In 1970, the City constructed its first waste water treatment plant (WWTP). In 1998, plant upgrades included new concrete structures for the headworks, the oxidation ditch and the clarifiers. Once again, the WWTP is undergoing a round of updates with planned completion in 2024. The updated plant will have a rated capacity of 1.12 MGD for the maximum month average flow, up from 0.72 MGD prior to these updates. The updated WWTP will also have the following components: influent fine screen, vortex grit chamber, bioselector, oxidation ditch splitter box , two oxidation ditches, three secondary clarifiers, three aerobic digesters, one screw press, odor control, UV disinfection and effluent pumping.

The City's telemetry and supervisory control system consists of a Supervisory Control and Data Acquisition (SCADA) system that was installed at the WWTP as part of the 1998 upgrades. Select alarms transmit wirelessly from the Main Pump Station autodialer to the WWTP SCADA system. Alarms generated by the SCADA system transmit to the wastewater operations staff by phone using dedicated alarm systems.

The treated wastewater from the City's WWTP is discharged through a 40-foot long, 12-inch diameter outfall to the Skykomish River.

Water

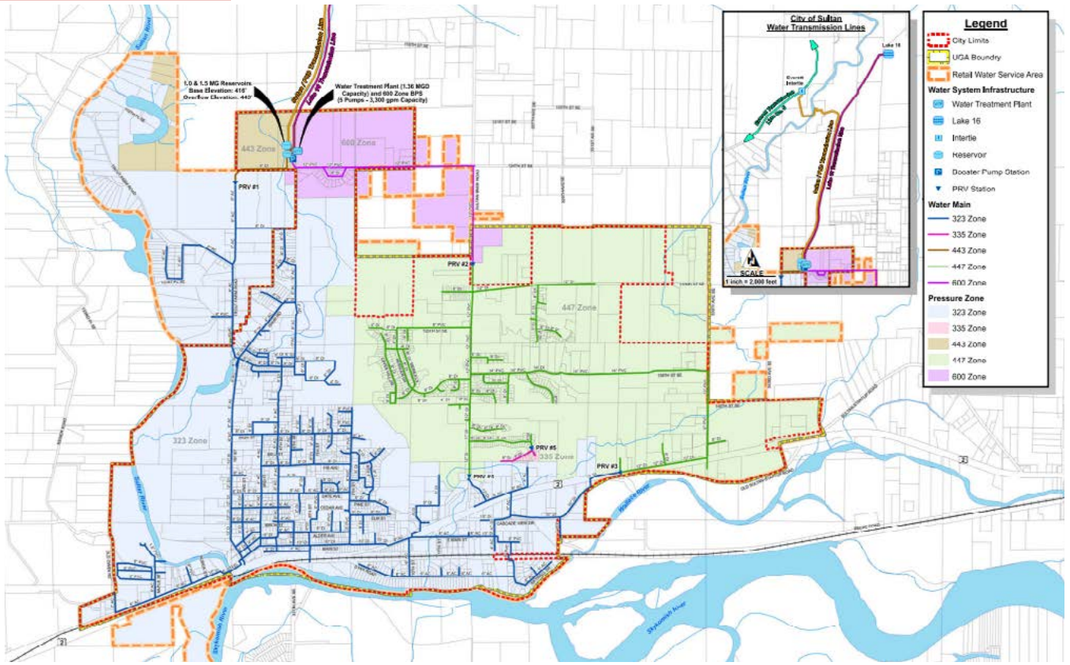
Overview

The City's primary water supply is provided by Lake 16 located 2.5 miles north of the City and a connection (intertie) to city of Everett's Transmission Line No.5. The City owns and operates water treatment facilities, a water booster pump station, water storage facilities, and a water distribution and transmission system. The transmission system includes approximately 34 miles of water main (pipes) ranging from 1.5 to 16 inches in diameter. This includes lines conducting water from the reservoir to the distribution system in addition to a pipeline for untreated lake water between Lake 16 and the treatment plant. A booster pump station located just downstream of the reservoir was added in 1977 and expanded in 1989. Untreated water is piped from Lake 16 to a treatment plant and reservoir located off 124th St. SE. The treatment plant has a peak capacity of 1.36 MGD.

The City's water system has two storage facilities (reservoir) with capacities of 1.0 MG and 1.5 MG. The total ERUs to the year 2036 is 3,663 and the projected population is 9,033. The City has sufficient water rights to satisfy its existing and projected demand up to and beyond the year 2036.

Figure CFU II-8 shows Sultan's existing water system. As part of its planning efforts the city worked with RH2 Engineering and Katy Isaksen & Associates to update its Water System Plan (WSP). The WSP is adopted by reference and may be used to enhance understanding of the water system. This section summarizes the WSP inventory.

Figure CFU II-8.
Existing Water System (2019)



Water Supply

The City's water supply is provided by Lake 16 and a connection to Everett's Transmission Line No. 5, with the primary source of water coming from Lake 16, approximately 2.5 miles north of the City limits. Lake 16 was created following the City's construction of a wood weir dam in 1911 to reduce seasonal fluctuations in supply from an artesian spring. Additional water is purchased by the City from Transmission Line No. 5 at a connection approximately 1 mile southwest of Lake 16, west of the Sultan River. The City uses Everett water to supplement and backup the Lake 16 supply.

In the early 1950s, the City of Everett constructed Transmission Line No. 5. In 2003, the City and Snohomish County PUD No. 1 (PUD) jointly constructed a 12- and 16-inch transmission line from Transmission Line No. 5 as part of the Water Supply Pipeline Construction, Operation and Maintenance Agreement executed on June 21, 2001. Although this connection is intended for supplemental use during normal operating conditions, it also provides supply to the system during emergency events, such as power outages at the water treatment plant. A 2-inch tap exists near the Jackson Project Powerhouse for a future PUD connection to the transmission line.

The City has one connection to Transmission Line No. 5, referred to as the Everett intertie. The Everett intertie was constructed jointly by the City and PUD in 2003, consists of a below-grade concrete vault with a flow meter. The capacity of the transmission line between the intertie and the City ranges from 3.89 MGD to 5.76 MGD, depending on Everett's use of its pumping system. The water supply available to the City is approximately 25 percent of the transmission line capacity, based on the City's ownership percentage of the transmission line. However, until the PUD begins withdrawing water from the transmission line, the City is permitted to withdraw 66.7 percent of the transmission line capacity. A 3-inch control valve and 8-inch altitude valve located in a concrete vault at the water treatment plant site allow the City to control the flow of water from Everett.

Water Treatment Facilities

The Sultan water treatment plant, originally constructed in 1978 and expanded to a capacity of 1.36 MG in the late 1990s, treats raw water from Lake 16 using slow sand filtration. Capacities of the individual treatment elements are shown below in Figure CFU II-9. Water exits Lake 16 and enters the City's 10-inch transmission main. Impounded water flows by gravity from Lake 16 to the water treatment plant.

Treatment Element	Capacity (gallons per minute, gpm)	Capacity (million gallons per day, MGD)
Flocculation	944	1.36
Filtration	950	1.37

Figure CFU II-9.
Water Treatment Elements

Once the water is filtered, it is injected with a chlorine solution (for disinfection); caustic soda (for pH adjustment) at a rate of 12 to 16 mg/L; and fluoride (for dental health) at a rate of 0.7 mg/L immediately following filtration in the combined filter effluent pipeline. Treated water flows by gravity through a 10-inch asbestos cement pipe to the City's reservoirs.

The water from Transmission Line No. 5 is treated by Everett before it reaches the intertie and is blended with treated water from the City of Sultan's water treatment plant prior to entering the City's distribution system. A 3-inch control valve and 8-inch altitude valve located in a concrete vault at the water treatment plant site allow the City to control the flow of water from Everett. The capacity of the intertie is between 0.97 to 1.44 Million Gallons per Day (MGD), or between 675 and 1,000 gallons per minute (gpm).

The City's water treatment plant telemetry and supervisory control system was installed in 2000 and manufactured by Systems Interface, Inc. The system consists of a master telemetry unit at the water treatment plant that operates the water treatment plant and the reservoirs. The transmitting and receiving telemetry units communicate with each other using phone lines.

2024 water treatment plant upgrades will include significantly more monitoring points to ensure the facility is producing the highest quality water possible.

Booster Pump Station Facilities

The above-grade BPS was constructed in 2016 to replace the original BPS, which was constructed in 1977. The BPS is located adjacent to the 1.0 MG Reservoir and 1.5 MG Reservoir on City- owned property in the northwest corner of the City limits. The BPS has five pumps that are used to pump water supplied from the 1.0 MG Reservoir to the 600 Zone. It is operated 24 hours per day to provide normal supply directly to the 600 Zone, indirectly to the 447 Zone through PRV #2, and indirectly to the 335 Zone through PRV #5. The BPS includes one 5 hp pump rated at 60 gpm, two 15 hp pumps rated at 140 gpm, and two 125 hp pumps rated at 1,800 gpm. The two 125 hp pumps are used to backwash the filters at the water treatment plant and supplement the 335, 447 and 600 Zones during a fire flow event or other drop in pressure.

The capacity of the BPS with the two largest pumps in operation is sufficient to provide water for system demands, fire flow, and backwash of the filters at the water treatment plant. The BPS was designed to have a normal pumping rate of 20 gpm to 320 gpm and a capacity of 3,300 gpm. The BPS is equipped with a 350 kilowatt (kW) emergency generator to provide backup power to the BPS and water treatment plant. The emergency generator is capable of providing emergency power to the BPS and water treatment plant under all proposed operational scenarios.

During power outages at the BPS, the City continues to operate the water treatment plant and BPS while still having adequate pumping capacity available for fire flows in the 600 and 447 Zones and filter backwashing at the water treatment plant.

Water Storage Facilities

The City's water system has two storage facilities. The first is a 1.0 Million Gallon (MG) reservoir located at the western end of 124th Street SE on a fenced site at the water treatment plant location. The 82.5-foot diameter, 27-foot tall concrete tank was constructed in 1978 and provides approximately 40,000 gallons of storage per foot of height. A 10-inch diameter asbestos cement water main serves as the reservoir's inlet pipe and a separate 10-inch diameter asbestos cement water main serves as the reservoir's outlet pipe.

The second water storage facility is a 1.5 MG reservoir is located on the same site as the 1.0 MG Reservoir. The 100-foot diameter, 27-foot tall concrete tank was constructed in 1998 and provides approximately 58,750 gallons of storage per foot of height. A 12-inch diameter ductile iron water main serves as the reservoir's inlet pipe and a separate 12-inch diameter ductile iron water main serves as the reservoir's outlet pipe. The piping connecting the water treatment plant and reservoirs conveys water from the water treatment plant to the 1.5 MG Reservoir, and then from the 1.5 MG Reservoir to the 1.0 MG Reservoir before water is supplied to the distribution system.

The City can isolate either of the two reservoirs and supply the distribution system in the event that a reservoir needs to be temporarily taken out of service. Both reservoirs have a water level sensor, which is displayed on the electric screen of the control panel at the water treatment plant.

Water Distribution and Transmission Facilities

Distribution Mains

The City's water service area contains approximately 34 miles of water main ranging in size from 1.5 inches to 16 inches. As shown in Figure CFU II-10, most of the water main (approximately 41 percent) within the service area is 8 inches in diameter and an additional 36 percent of the water main is 10 inches in diameter or larger.

Figure CFU II-10.
Water Distribution Mains, 2019

Diameter (inches)	Length (feet)	% of Total
1.5	601	0.3%
2	597	0.3%
2.5	10	0.0%
3	30	0.0%
4	14,612	8.2%
6	23,326	14.8%
8	71,896	40.5%
10	21,563	12.2%
12	26,961	15.2%
14	5,277	3.0%
16	9,485	5.3%
Totals	**177,358**	**100.0%**

All of the water mains in the City's system are constructed of asbestos cement, ductile iron, polyethylene, polyvinyl chloride (PVC) or steel, with 55.6 percent of the system constructed of ductile iron pipe.

Figure CFU II-11.
Water Main Materials, 2019

Material	Length (feet)	% of Total
Asbestos Cement	48,631	27.4%
Ductile Iron	98,636	55.6%
Polyethylene	472	0.3%
PVC	29,130	16.4%
Steel	490	0.3%
Totals	**177,358**	**100.0%**

Pressure Reducing Stations

The City's water system has a total of five pressure reducing stations, each located in an underground vault. Pressure reducing stations are connections between adjacent pressure zones that allow water to flow from the higher pressure zone to the lower pressure zone by reducing the pressure of the water as it flows through the station, thereby maintaining a safe range of pressures in the lower zone. The PRV hydraulically varies the flow rate through the valve (up to the flow capacity of the valve) to maintain a constant set pressure on the downstream side of the valve for water flowing into the lower pressure zone. A pressure reducing station normally contains two PRVs, sometimes a pressure relief valve, piping and other appurtenances.

Figure CFU II-12.
Pressure Reducing Stations, 2019

Name	Location
PRV #1	12730 307th Avenue SE
PRV #2	13000 Sultan Basin Road
PRV #3	33109 US-2
PRV #4	14400 Sultan Basin Road
PRV #5	142nd Street SE and 143rd Place SE

Utilities

Electricity

The Snohomish County PUD provides electrical service to Sultan, as well as to the remainder of Snohomish County. The PUD purchases over 80% of its power from Bonneville Power Administration, with the remainder coming from PUD-owned hydroelectric operations, PUD-contracted wind operations, and wholesale market purchases.

The PUD's current 2021 Integrated Resource Plan (IRP) addresses how the PUD will meet energy and capacity needs under the Clean Energy Transformation Act over the 2022-2045 period. Of particular note is the conversion of fossil fuel vehicles to electric vehicles (EV's), and the impacts on the full grid.

The PUD's latest 5-year Electric System Capital Plan (2022-2026) identifies one capital construction project in Sultan, building a new power distribution feeder from the Wallace Substation. Work on the project is estimated to begin in 2025 and be completed in 2027.

6-Year Project Lists

Based on existing project lists from the current CIP and input from City Staff.

Municipal Building Facilities, 6-year Project List

Building Name	Project Description	Total Estimated Cost
City Hall	Carpet replacement through the building	$50,000
	Install a stand by generator	$300,000
	Lighting and fan replacement in the lobby	$10,000
	Replace flag pole	$20,000
	Resealing or staining of the lobby floor.	$30,000
	Upgrade the outside lighting	$25,000
Standby Generator	Installing a generator at the Public Works facility to provide backup power in case of power outages to ensure operational capabilities.	$300,000
Police Station, 515 Main Street	Paint the outside of the building	$50,000
	Replace the flag pole	$20,000
	Replace the Roof	$26,000
Post Office, 403 Main Street	Add Planter boxes to the Main street facing windows	$2,000
	Chair lift	$16,000
	Install a new free standing clock	$20,000
	Install security cameras	$8,000
	Paint the inside of the building	$45,000
	Replace the flag pole	$20,000
	Upgrade HVAC for Energy Efficiency	$70,000
	Upgrade the outside lighting	$18,000
Public Works Site, 703 1st Street	Covered Parking	$70,000
	Paint the all buildings	$25,000
	replace the perimeter fence and automatic gate	$125,000
	Replace windows in the office and lights in the shop	$15,000
Visitor Information Center, 320 Main Street	Install security cameras	$6,000
	Paint the outside of the building	$25,000
	Paint the inside of the building	$10,000
	Replace the Roof	$100,000
Total Estimated Cost of All Building Projects		**$1,406,000**

Transportation Facilities, 6-year Project List

Project Area	Project Description	Total Estimated Cost
Cascade View Dr Reconstruction	Reconstruct Cascade View Dr to Collector arterial standard and provide intersection improvements at US-2	$1,042,000
Old Owen Road Reconstruction	Reconstruct Old Owen Road from US 2 to north City limits. Add curb, gutter and sidewalk, water main and drainage improvements.	$609,000
US 2 Downtown District	Widen to 4 lanes / US 2 5th St/Mann Rd intersection improvements	$40,200,000
US 2 Wagleys Creek Bridge/ Sultan Basin Rd	Sultan Basin Rd intersection improvements and replace bridge at Wagleys Creek to carry four-lane US 2.	$45,000,000
US 2/Main St Intersection	Install roundabout intersection	$13,100,000
US 2/Old Owen Rd Intersection	Change signal to roundabout to enhance safety and capacity.	$12,500,000
8th St. Sidewalks	Install section of missing sidewalks on 8th St. to connect to the high school	$577,000
Community Transportation Feasibility Study	A study to identify approached to safety and congestion on US 2, including transit.	$500,000
Date Avenue Traffic Calming	Install traffic calming treatment to Date Ave. from 8th St. west to the Elementary School	$231,000
Pavement Maintenance Program	Overlay, chip seal, crack seal and asphalt patch streets within the city limits	$930,000
Sidewalk Enhancement	Renovate public sidewalks. Standalone projects not associated with road renovation.	$524,000
Sidewalk Spot Improvements / ADA barrier removal	Repair, replace and construct missing sidewalks and remove ADA barriers within the City.	$220,000
US-2 Route Corridor Trail Phase 1	Construct multi-purpose trail to provide nonmotorized safety and connectivity as part of US-2 RDP reconstruction/widening	$3,111,000
Total Estimated Cost of All Transportation Projects		**$118,544,000**

Park Facilities, 6-year Project List

Park Name	Description	Total Estimated Cost
Osprey Park	Constructing additional athletic fields to accomodate growing demands for youth and adult athletic competition	$750,000
	Fabricate outlet covers at basketball court	$1,000
	Install lights for the ball fields	$300,000
	Install new gutters at the basketball court	$5,000
	Install way finding signs in the trails	$10,000
	New picnic tables	$2,000
	Replace and add trash cans and benches	$10,000
	Replace bridge over side channel near big rock	$150,000
	Replace bridge is near the senior center	$150,000
	replace the irrigation aroung the playground	$10,000
	Replace the water fountain	$3,500
	Upgrade the bridge between play ground area and ball fields to add ADA capacity and to accommodate increased demand and use.	$175,000
River Park	Install a bathroom facility at River Park to to accomodate increased use of the park and reduce ongoing maintenance costs.	$300,000
	Install wayfinding signs	$10,000
	Park Master Plan	$60,000
	Public Art	$10,000
	Replace and add trash cans and benches	$10,000
Rudolph Reese Park	Add a Paved parking lot	$100,000
	Educational Signs and kiosks	$60,000
	Pave all roads in the park	$350,000
	Replace and add trash cans and benches	$5,000
	Replace backstops on the baseball field	$120,000
	Replace the picnic shelters	$60,000
Travelers Park	Add covered seating	$20,000
	install a new water fountain	$3,500
	Install way finding signs	$10,000
	Pave a path from the intersection at 5th and Mann to the parking lot	$86,640
	Replace and add trash cans and benches	$5,000
Sportsman's Park	Create a Master Plan for Sportsman's Park to accomodate additional demand and use	$100,000
	Replace and add trash cans and benches	$5,000
	Replace existing Gazebo and picnic seating area which is being worn out by increased use and demand within the park.	$60,000
Total Estimated Cost of All Parks Projects		**$2,941,640**

Park Facilities, 6-year Project List (continued)

Water Facilities, 6-year Project List

Project Area	Project Description	Total Estimated Cost
Facility Improvements	Construction management	$650,000
	Lake 16 Diversion Dam Inspection	$65,000
	Upgrade Water Treatment Plant (1,400 gpm Capacity)	$9,765,001
Miscellaneous Improvements	System model caliberation and updates	$300,000
	Water Rate Study	$100,000
	Water System Plan Update	$150,000
	Water Use Efficiency Program	$68,500
Pressure Reducing Station Improvements	20-year Pressure Reducing Station Pressure Setting Adjustments	$16,000
	PRV #1 Pressure Reducing StationUpgrade	$150,000
Water Main Improvements	Annual Water Main Replacement Program	$3,826,000
	3rd Street(Cedar to High) 4-inch Water Main Replacement	$683,000
	Sultan High School 8-inch Water Main Replacement	$1,150,000
	Trout Farm Road (South) Transmission Main Replacement	$2,200,000
Total Estimated Cost of All Water Projects		**$19,123,501**

Stormwater Facilities, 6-year Project List

Project Area	Project Description	Total Estimated Cost
System Wide	Stormwater Systems Plan	$300,000
Total Estimated Cost of All Stormwater Projects		**$300,000**

Sewer Facilities, 6-year Project List

Project Area	Project Description	Total Estimated Cost
Gravity Sewer Main Improvements	East Main street Sewer Replacement (10th to US2)	$1,500,000
	Improvement to sewer main at old owen road and US-2	$430,000
	Main street Sewer Replacement Phase 3 (8th to US2)	$1,700,000
	US2 Sewer Replacement (Main street to 10th)	$2,100,000
Misc. Improvements	General Sewer Plan Update	$150,000
	Sewer Rate Study	$100,000
Wastewater Treatment Plant Improvements	Miscellaneous WWTP Improvements 1	$640,000
	WWTP construction management	$1,250,000
	WWTP Upgrades Predesign/Design Report and WWTP Phase 1 and 2 Improvements	$18,200,000
Total Estimated Cost of All Sewer Projects		**$26,070,000**

20-Year Project Lists

Based on existing project lists from the current CIP and input from City Staff.

Municipal Building Facilities, 20-year Project List

Project Area	Project Description	Total Estimated Cost
City Hall	City Hall expansion	$10,000,000
	HVAC replacement	$250,000
Police Station 515 Main Street	Replace the HVAC	$20,000
	Upgrade the outside lighting	$10,000
Post Office 403 Main Street	Paint the outside of the building	$60,000
	Replace the roof	$40,000
Public Works Expansion construction	Expanding the footprint and constructing additional buildings to accomodate additional equipment and operational needs.	$500,000
Public Works Expansion Plan	Creating a plan to add capacity at the Public Works facility to accomodate additional equipment and operational needs.	$100,000
Public Works Site 703 1st Street	add material storage bay's (eco-blocks)	$10,000
	HVAC replacement	$18,000
	Pave the yard	$500,000
	replace the far back storage building	$60,000
	replace the office roof	$20,000
Visitor Information Center 320 Main Street	Replace the HVAC	$18,000
	Upgrade the outside lighting	$10,000
Total Estimated Cost of All Building Projects		**$26,070,000**

Parks Facilities, 20-year Project List

Park Name	Description	Total Estimated Cost
Future Sultan Basin Area Park	design for a new park in the sultan basin area	$145,000
	Install a new park in the sultan basin area	$1,000,000
New Neighborhood Park	Design and construction of a new neighborhood park in the Sultan Basin area to improve access to park facilities for new neighborhoods.	$1,200,000
	Purchasing easments and constructing new trails to connect to a new neighborhood park in the Sultan Basin area to improve access to park facilities for new neighborhoods.	$1,200,000
	Purchasing land for a new neighborhood park in the Sultan Basin area to improve access to park facilities for new neighborhoods.	$500,000
Osprey Park	extend a paved path from the Senior center to the basket ball court	$85,000
	Park Improvements aimed at regional draw, incl pump track	$250,000
	Pave the trails	$460,000
	Paved path around sports fields	$128,000
	Replace the grass ball field with a synthetic turf field	$5,000,000
	Upgrading and expanding park bathroom facilities to accomodate increased demand and use.	$128,000
Rudolph Reese Park	Construct new paved trails in Reese Park to improve accessibility and reduce ongoing maintenance costs.	$350,000
	Install a new playground at Reese Park to to accomodate increased demand and use of the parks.	$175,000
	Pedestrian Bridge to Osprey Park	$2,500,000
	Replace the grass ball field with a synthetic turf field	$5,000,000
	Upgrade the field lighting	$300,000
Sportsman's Park	Adding paved pathways in Sportsman's park to improve accessibility and reduce ongoing maintenance costs.	$300,000
	Install a formal boat launch facility	$3,000,000
	Pave parking lot and drive aisles to improve accessibility and reduce ongoing maintenance costs caused by additional use of the park.	$800,000

Park Facilities, 20-year Project List (continued)

Park Name	Description	Total Estimated Cost
River Park	Adding passive and active recreational amenities at River Park to provide additional park facilities.	$800,000
	Install a sports court at River Park to accomodate increased demand and use of the parks.	$25,000
	Install a swingset at River Park to accomodate increased use of the parks.	$20,000
	Install irrigation at River Park to to accomodate increased use of the parks and reduce ongoing maintenance costs.	$150,000
	install storage building for event supplies	
	Installing a playground at River Park to accomodate increased use of the parks.	$500,000
	pave Suzie's trail	$336,000
	Purchase of property adjacent to River Park to expand the park's footprint and create additional opportunities for park amenities to accomodate increased use of the park.	$550,000
	Rebuild the skate park	$300,000
	River Access Improvements - new kayak or tube launch	$750,000
	Vacate the ROW at 1st St and Main St to create additional park space to accomodate increased demand and use of the parks.	$40,000
Travelers Park	Install a bathroom facility	$500,000
	Pave a path from the parking lot and make a loop behind the businesses on US2.	$118,000
	Pave the Parking Area	$125,000
Total Estimated Cost of All Parks Projects		**$26,070,000**

Sewer Facilities, 20-year Project List

Project Area	Description	Total Estimated Cost
Gravity Sewer Main	Annual Sewer Pipe Repair/Replacement Program	$13,486,000
	Collection/Interceptor Inflow and Infiltration (I/I) Rehabilitation	$4,121,000
	I/I Improvement No. 1 (High Inflow Reduction Improvements)	$320,000
	I/I Improvement No. 2 (Area C)	$1,170,000
	I/I Improvement No. 3 (Area B)	$1,650,000
	I/I Improvement No. 4 (Area A)	$1,770,000
	System Model Caliberation and updates	$300,000
	US2 Sewer crossing Replacement (East Main Street to Sultan Basin Road)	$3,000,000
Wastewater Treatment Plant	Fence around the lift station	$15,000
	Miscellaneous Main Pump Station Improvements	$239,000
	Replace the mixer	$25,000
	WWTP Phase III Improvements 2	$10,200,000
Total Estimated Cost of All Sewer Projects		**$26,070,000**

Stormwater Facilities, 20-year Project List

Park Name	Description	Total Estimated Cost
Central Basin	1st and Date, standing water	$7,000
	2nd and Birch, standing water	$24,600
	2nd and Cedar, standing water	$24,600
	4th and Birch	$28,600
	5th Place and 6th Street, gravel road and drainage sedimentation	$70,400
	8th Street at Depot Ln, regional flooding	$26,700
	Culvert at Bus Maintenance Drive	$1,500
	Date and 3rd standing water	$55,500
	High Ave. at bus barn entrance, standing water	$13,500
	High School South Lot, Fill Infiltration Ditch	$17,500
	Main Street, 1st to 5th, stonnwater retrofit	$36,600
	Murphy Way entrance flooding	$35,200
	Regional Water Quality Facility for central Sultan	$150,000
East Basin	132nd Street storm pipe system	$172,900
	132nd Street, stormwater conveyance	$85,400
	Dryer Road, culverts at Wagely Creek, replace with box culvert and ditch along road	$4,642,000
	E Main Street, drainage problems at Gravel Rd. and new box culvert	$4,642,000
	Sultan Basin Road, flooding in area north of Bryant Road	$78,600
	Wagley Creek crossing at 339th	$4,642,000
	Wagley Creek culvert at 140th Street SE	$4,642,000
North Basin	311st and Wisteria Ave. flooding	$23,000
	311st and Wisteria, Winters Creek culvert	$17,800
	Deteriorating culvert at Trout Farm Road	$76,600
	Gohr Rd 310' south of Park Dr, lot flooding	$41,700
	Gohr Rd, drainage improvements	$11,900
	Wisteria Ave / Gohr Rd, NE corner ponding	$45,400
South East Basin	Ditch on south side of U.S. 2, east of Rice Road	$177,700
	Extend 36 inch culver under U.S. 2, 400 ft east of Shell Station	$273,200
System Wide	Rate study - funded out of operations	$25,000
West Basin	Marcus Rd and U.S. 2,sedimentation	$6,600
Total Estimated Cost of All Stormwater Projects		**$26,070,000**

Transportation Facilities, 20-year Project List

Project Area	Description	Total Estimated Cost
US 2 10th Link	Widen to 4 lanes with nonmotorized facilities between Main St and Wagleys Creek.	$17,000,000
US 2 East Link	Widen to 4 lanes with nonmotorized facilities between Sultan Basin Rd and Rice Rd.	$32,900,000
US 2 Sultan River Bridge	Replace bridge at Sultan River to carry four-lane US 2.	$59,700,000
US 2 Wagleys Creek Bridge	Replace bridge at Wagleys Creek to carry four-lane US 2.	$19,900,000
US 2 West Link	Widen to 4 lanes with nonmotorized facilities between Old Owen Rd and Sultan River.	$13,500,000
US 2/Rice Rd/339th Ave SE Intersection	Change single-lane roundabout to multi-lane roundabout	$7,700,000
US 2/Sultan Basin Rd Intersection	Change signal to roundabout	$15,300,000
10th St. Railroad Crossing Improvement	Reconstruct the 10th St. crossing with the BNSF Rail Line within the Economic Development zone.	$186,000
124th St. Extension	Extend 124th Ave. west to Trout Farm Rd. intersecting at approx.125th St.	$22,301,000
124th St. SE Reconstruction Phase 1	Reconstruct 124th St SE to urban standards from west terminus to UGA Boundary.	$8,024,000
132nd St SE Reconstruction	Reconstruct 132nd St SE to arterial standard.	$23,134,000
138th St Extension	Reconstruct and extend 138th St. between Sultan Basin Rd. and 339th Ave SE.	$4,794,000
3rd St. Reconstruction	Repair, replace, and construct as necessary asphalt, sidewalks, and bike lanes. Project is combined with water, sewer, and stormwater system projects.	$2,463,000
4th St. Overlay	Bell Avenue to Willow Avenue	$846,000
6th St. Reconstruction	Reconstruct 6th St. to urban standards	$2,842,000
Alder St. Reconstruction	Reconstruct Alder Street from 1st St. to 3rd St.	$1,355,000
East Main St. Road Extension	Extend East Main St. east to connect to 149th St. SE within the Economic Development Zone south of U.S. 2.	$3,722,000

Transportation Facilities, 20-year Project List (continued)

Project Area	Description	Total Estimated Cost
East Main St. Trail	Construct multi-purpose trail from the east end of E. Main St north Cascade View Dr and at approx. 330th Ave. (actual alignment to be determined) for non-motorized and emergency access.	$930,000
East-West Arterial Connector #1	Trout Farm Rd/307th Ave NE to 124th St SE	$16,241,000
East-West Arterial Connector #2	17th AVE to Gohr Rd	$16,105,000
East-West Arterial Connector #3	8th St to 135th St SE/Bryant Rd	$9,338,000
East-West Arterial Connector #4	Fir Ave to Sultan Basin Rd/148th St SE	$17,357,000
Foundry Road Reconstruction	Reconstruct road to Collector arterial standards to serve industrial employment and residential areas.	$2,419,000
Gohr Rd. Extension	Extend Gohr Rd north to the proposed 17th Ave. Extension.	$6,632,000
Gohr Rd. Reconstruction	Reconstruct Gohr Rd. to arterial standards from 1st St. north to 311th Ave. SE.	$7,958,000
High/ Kessler/140th Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	$1,650,000
Industrial Park Rail Spur construction	Petition BNSF and contribute to construct a rail spur access to the Industrial Park	$1,861,000
Kessler Drive Extension Non UGA portion	Extend Kessler Dr. north from Bryant Rd. To UGA Boundary.	$6,423,000
	Extend Kessler Dr. north from UGA Boundary to 124th St.	Not Provided
New East-West Collector	Construct a new east-west collector between 339th Ave. SE and Sultan Basin Rd. in the north section of the City (approx. Location between 132nd and 124th St. SE).	$18,677,000
New North Industrial Park Collector	Provide east/west access and traffic collector through the Industrial Park from Rice Rd (339th) to Sultan Basin Rd. and US-2	$28,863,000

Transportation Facilities, 20-year Project List (continued)

Project Area	Description	Total Estimated Cost
New North-South Arterial between Sultan Basin Road and Rice Road	Construct a new north-south arterial from U.S. 2 through the Industrial Park north to 124th St SE. CITY LIMIT/UGA PORTION ONLY	$5,211,000
Pine Street Extension	Extend Pine St. East to Walburn to provide east west access from Sultan Basin Rd. To downtown Sultan. Emergency Evacuation Route.	$1,563,000
Rice (339th Ave SE) Reconstruction	Reconstruct 339th Ave from Sultan Startup Rd. north to 132nd St SE to arterial standard with curbs, gutter, and sidewalks.	$15,538,000
Rice Rd. (339th) St. Extension	Extend Rice Rd. (339th Ave.) north to 124th St. SE at County Rural Arterial road standards to provide arterial connectivity and access to U.S. 2. Proposed joint project with Snohomish County. CITY LIMIT/UGA PORTION ONLY	$4,978,000
Sultan Basin Rd. Reconstruction Phase IV	Continue Sultan Basin Rd. improvements north to UGA Boundary.	$11,338,000
Walburn Rd. Rerouting	Redesign the road to remove access from U.S. 2 rerouting access to Sultan Basin Rd. north of Wagley Creek.	$2,612,000
Willow/ Bryant Trail	Acquire land and develop property to provide nonmotorized travel to and from residential, commercial, parks and natural areas.	$726,000
Total Estimated Cost of All Transportation Projects		**$26,070,000**

Water Facilities, 20-year Project List

Project Area	Description	Total Estimated Cost
Facility Improvements	447 Zone Booster Pump Station	$1,147,000
	Expand Future Water Treatment Plant (2,000 gpm Capacity)	$1,275,000
Miscellaneous Improvements	Cross-connection Control Program (O&M Funded)	---
	Watershed Control Program (O&M Funded)	---
Pressure Reducing Station Improvements	PRV #1 Pressure Reducing Station Pressure Setting Adjustments	$4,000
Water Main Improvements	447 Zone Booster Pump Station Water Main	$1,120,000
	5th St and Birch Ave 4-inch Water Main Replacement	$245,000
	7th Street 4-inch Water Main Replacement	$88,000
	Alder Avenue (1st St to 3rd St) 4-inch Water Main Replacement	$183,000
	Annual Asbestos Cement Water Main Replacement Program	$4,975,000
	Annual Water Main Replacement Program	$3,826,000
	Birch Ave (2nd St to 3rd St) 4-inch Water Main Replacement	$103,000
	Cedar Avenue 4-inch Water Main Replacement	$288,000
	Date Avenue Water Main Replacement	$540,000
	Lake 16 AC Transmission Line Replacement	$11,000,000
	Lake 16 Parallel DI Transmission Line	$1,996,000
	Loggers Inn 4-inch Water Main Replacement	$99,000
	PRV #1 Transmission Main Replacement	$670,000
	Sultan Basin Road Phase III Water Main Improvements	$149,000
	West of Sultan River (South) Water Main Replacement	$237,000
Total Estimated Cost of All Water Projects		**$26,070,000**

Facility Funding Analysis & Strategy

Supplement to

Sultan 2044

Sultan is committed to providing high-quality capital facilities for its growing and diversifying population.

This memorandum supplements Sultan's 2024 Comprehensive Plan Update by identifying viable financing mechanisms based on the City's funding trends and capital project costs.

MEMORANDUM

DATE: September 17, 2024

TO: Jeff Arango and Tyler Quinn-Smith, Framework

FROM: Annie Sieger, Sieger Consulting SPC

RE: City of Sultan 2044 Comprehensive Plan – Capital Facilities Funding Analysis

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Introduction

This memorandum serves as a companion to the Sultan 2044 Comprehensive Plan transportation and capital facilities elements, providing insight into historical and baseline future funding, comparison to capital project costs, and discussion around future funding strategies. In the case of transportation, this memorandum specifically supports its finance sub element.

This memorandum analyzes the City of Sultan's historical and expected revenues for capital facilities, including transportation, over a ten-year historical period, 2014 to 2023 and uses those findings to inform the baseline revenues available for capital facilities and their sufficiency in addressing the City's proposed capital and transportation improvement programs (CIP and TIP) over the six- and 20-year period of the Comprehensive Plan (2025-2044). It also provides information and considerations to inform a strategy for addressing revenue deficits for capital facilities. In the case of transportation, this is especially important, as it supports the City in planning for and making investments to meet its evolving concurrency requirements.

Approach

The data and analysis presented in this report is intended to evaluate the City of Sultan's current and future financial position as it relates to capital facilities, including transportation, funding.

This analysis is estimated at an order-of-magnitude level appropriate for planning purposes and rounded to the nearest $10,000. In some cases, data provided represents nominal or year-of-estimate dollars (YOE$) reflecting the actual amount of dollars while in others, it is presented in real or 2024 dollars (2024$) reflecting the purchasing power of those at the time of this analysis.

Where nominal or YOE$ were converted to 2024 dollars (2024$) and vice versa, values were converted using an inflation factor. In the case of historic data, this normalization was done based on the historical Implicit Price Deflator Index for the Seattle-Tacoma-Bellevue metropolitan area (which ranged from a minimum of -0.11% in 2018 to a maximum of 5.62% in 2021 over the historical period). In the case of projections, where 2024$ were converted to YOE$, this normalization was done based on a general inflation factor of 4.27% (the average inflation over the last three years).

Following, we describe the data sources and methodology used in each stage of the analysis.

Data Sources and Methodology

Historical Revenues and Expenditures

Sieger Consulting collected and analyzed annual financial data for the City of Sultan submitted by the City to the Washington State Auditor's Office (SAO) Financial Intelligence Tool (FIT) covering a ten-year period, from 2014 to 2023. While this data is reported directly to SAO, by the City, there may be nominal differences between it and the City of Sultan's audited financial statements from the same period. Once collected, this data was analyzed on a fund basis for the City of Sultan. The City's relevant funds are shown in Exhibit 1, following.

Exhibit 1. City of Sultan Relevant Capital Improvement Funds, 2014 to 2023

		2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
1	GENERAL FUND										
101	STREET FUND										
103	CEMETERY FUND										
104	CR EQUIPMENT FUND										
108	TRAFFIC IMPACT FEE FUND										
112	PARK IMPACT FEE FUND										
117	TIMBER RIDGE SETTLEMENT FUND										
203	LIMITED GO TAX BOND FUND										
205	POLICE GO BOND FUND										
207	LID GUARANTY AND BOND FUND										
301	CAPITAL PROJECT FUND - REET 1										
302	CAPITAL PROJECT FUND - REET 2										
303	STREET IMPROVEMENT FUND										
305	PARK IMPROVEMENT FUND										
315	EQUIPMENT FUND										
400	UTILITY WATER FUND										
401	UTILITY SEWER FUND										
402	UTILITY GARBAGE FUND										
406	STORMWATER UTILITY FUND										
415	CEMETERY FUND										
515	EQUIPMENT FUND										

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and, Sieger Consulting SPC, 2024.

Following, we describe each of the City's current funds, including details about how those funds may have evolved over the historical period. As of 2023, the City of Sultan had 17 funds associated with capital investment activities, these include one general fund (Fund 1), five special revenue funds (funds starting in "1"), three debt service funds (funds starting with "2"), four capital projects funds (funds starting in "3"), three proprietary (or "enterprise") funds (funds starting in "4"), and one internal service fund (funds starting in "5"). These fund types and the funds themselves are described following.

- The **General (Current Expense) fund** is used to account for and report all financial resources not accounted for and reported in another fund. As such, this fund is where a lot of unrestricted revenues are deposited and, often, where many general operating expenditures are accounted for. While cities in Washington may only have one general fund, that fund may have multiple general sub-funds.
  - **Fund 1** is the City of Sultan's general fund. This fund is the primary operating fund of the City. Fifteen City departments are funded by the General Fund and services include general accounting, parks, library, community development, legal, civil services, law enforcement and other general services.

Within its General Fund, City of Sultan maintains five sub-funds, including Fund 100 General Fund Contingency, Fund 109 Community Improvements, Fund 113 Building Maintenance Fund, Fund 114 Information Technology, and Fund 115 Insurance Claims Fund.

- **Special revenue funds** are used to account for and report the proceeds of specific revenue sources that are restricted for specific purposes other than debt service or capital projects. These include restricted revenue sources that are statutorily dedicated to specific purposes as well as committed revenues that are limited to specific purposes by the government to which the fund belongs, itself.
  - Fund **101 Street Fund** is the City of Sultan's special revenue fund for transportation purposes. It accounts for revenues committed to programmatic transportation purposes; that is, the administration
  - Fund **103 Cemetery Fund** is the City of Sultan's special revenue fund for operations of the City's cemetery.
  - Fund **108 Traffic Impact Fee Fund** is the City's special revenue fund for collecting and reserving transportation impact fee revenues.
  - Fund **112 Parks Impact Fee Fund** is the City's special revenue fund for collecting and reserving parks impact fee revenues.
  - Fund **117 Timber Ridge Settlement Fund** is a special revenue fund for collecting insurance funds and tracking expenditures connected to infrastructure failure in the Timber Ridge Plat.
- **Debt service funds** are used to account for and report financial resources that are restricted, committed, or assigned to principal and interest related to outstanding debt, including those associated with special assessment.
  - Fund **203 LTGO Building/Street Fund.** In 2019, the City issued $2,528,000 in limited tax general obligation (LTGO) bonds for Street and facility improvements. There will be an ongoing need to determine funding sources for repayment of the bonds. REET 1 funds can be used for payment; however, this cannot be the only source of funding as it fluctuates based on property sales. Property taxes will also need to be used as a consistent funding source.
  - Fund **205 Police GO Bond Fund.** In 2005 the City issued unlimited tax general obligation bonds to pay for a 800 MHz communication system as well as capital improvements to the Police Station. This was a voted bond and as such included an additional property tax levy. The bond matures in December 2024, at which the property tax levy will sunset.
  - Fund **207 LID Guaranty and Bond Fund.** The City completed a sewer line from Sultan Basin Road to Rice Road running parallel to Wagley Creek, constructed in 1997 as a local improvement district (LID) project for a total cost of $3,691,618. LID Bonds associated with this project matured in 2021.
- **Capital project funds** are used to account for and report financial resources that are restricted, committed, or assigned to expenditure for capital outlays including the acquisition or construction of capital facilities or other capital assets. This also includes financial resources associated with general obligation bond proceeds.

  - Fund **301 Capital Project Fund – REET 1** is the City's special revenue fund for collecting and reserving REET 1 funds for capital purposes.
  - Fund **302 Capital Project Fund – REET 2** is the City's special revenue fund for collecting and reserving REET 1 funds for capital purposes.
  - Fund **303 Street Improvement Fund** is the City's general transportation capital fund where general transportation capital revenues are disbursed and capital investments occur.
  - Fund **305 Park Improvement Fund** is the City's parks capital fund where parks capital revenues are disbursed and parks capital investments occur.
- **Proprietary Funds** (or "Enterprise" funds) are used to account for and report any activity for which a fee is charged externally for goods or services and must be used for activities where there are legal requirements or policy decisions to recovery costs or debt is backed solely by dedication of revenues from fees and charges.
  - Fund **400 Utility Water Fund** is the water utility enterprise fund.
  - Fund **401 Utility Sewer Fund** is the sewer utility enterprise fund.
  - Fund **406 Stormwater Utility Fund** is the stormwater utility enterprise fund.
- **Internal Service Funds** are used to account for and report activities related to providing goods and services to other funds, departments, or agencies on a cost-reimbursement basis, where the reporting government is the predominant recipient of the goods and services.
  - Fund **515 Equipment Fund** is an internal service fund established to provide funding for vehicles and equipment for the city and public works department. Operating transfers from the operating funds are used to fund equipment replacement purchases.

Although a governmentwide accounting of capital investment is available, completing this analysis on a fund basis provides a much more detailed view of the City's historical funding for capital investment by category, and more nuance around the revenue sources, flow of funds, and policy decisions associated that activity.

It's important to note that the historical period was exceptional for two main reasons:

1). The period represents a time of unprecedented economic growth during which the US experienced a robust economy without correction; given that the US has, historically, seen an economic correction every seven to ten years, but did not see a significant correction during this period, a correction is likely over the life of this plan.

2.) The City of Sultan, like the rest of the world, was impacted by the COVID-19 pandemic which created financial irregularities for cities, such as increased non-recurring revenues from the federal American Rescue Plan, Coronavirus Aid, Relief, and Economic Security (CARES) act, and other COVID-relief grants, as well as, in some cases, increased service demands and cost of service. The City of Sultan did receive non-recurring revenues from these sources; while they were not explicitly committed for capital investment purposes, they may have supplanted other fungible that might have otherwise been used for capital investment purposes.

In part because of these conditions, the United States is now facing inflation that is higher than in recent history. These factors have been considered in the analysis used to estimate future revenue and expenditure projections.

Future Revenue and Expenditure Projections

As discussed previously, historical revenues were analyzed on a fund basis. However, tax and state-shared revenues were generally projected on a governmentwide basis and decremented based on the share dedicated to each specific capital facilities category (buildings, parks, utilities, and transportation). Grants, charges for goods and services, and other revenues were largely projected on a fund basis, to provide a higher level of detail to those projections.

Future revenues and expenditures were projected on a per capita basis using the compound annual growth rates (CAGR) imputed from 10-year historical averages. In some cases, these outliers were excluded from the 10-year averages, and in others inflation or lower rates based on policy were used to override the CAGRs. These projections are made on a per capita basis to reflect growth in revenue anticipated from growth in population. The land use projections from the Land Use Element were used to represent expected population growth.

While corrected for inflation, the financial analysis does reflect historical changes in revenue and expenditures beyond those attributable to inflation and development and service demand assumptions, like those related to policy changes and changes in state shared revenues (like decreases in motor vehicle fuel tax [MVFT], due to reduced fuel consumption). In some cases, these changes have been incorporated into the analysis through a coefficient based on the historical trend, while in others (particularly where the change is recent and historical data related to the trend is not available or reliable) the change has been incorporated into the analysis through a coefficient based on the policy or change itself.

These projections are intended to be both conservative and planning-level. Additionally, this projection methodology is intended to estimate the overall revenues collected over the 20-year planning period – it is not intended to estimate the revenues that might be collected in any given year.

Assessing Baseline Financial Capacity for Capital Facilities Investments

The City of Sultan owns, operates, and maintains a large inventory of capital facilities associated with general government purposes, including parks and transportation, as well as City enterprises like its municipal utilities (water, sewer, and stormwater). The City is obligated to generate a six-year plan for financing capital investment needed to maintain its capital facilities as well as development of any additional capital facilities needed to address city needs (both those associated with growth and not associated with growth) within projected funding capacities and clearly identified sources of public money for such purposes. For transportation facilities, the City is also obligated to demonstrate an ability to fund any projects required to maintain concurrency. Because City utilities are operated as enterprises, it is expected that utility capital facilities needs will be funded by utility customers and rate payers. The City conducts a regular rate study for water, sewer, and stormwater services to ensure adequate funding for utility operations, capital projects, and debt service obligations. The latest study was completed in 2024 and can be accessed on the City's website.

Buildings

The City of Sultan owns, operates, and maintains a variety of buildings, including city hall, a public works field office, the public works shop, a police station, a post office, and a visitor information center. The City Council established Fund 113 Building Maintenance Fund, a subfund of the General Fund, in 2009 to charge rent for

these facilities. The rent, along with a small portion of the City's overall property tax and utility tax (business and occupation tax on utilities) is utilized to maintain the facilities, including funding annual expenditures like fire protection inspections, HVAC inspections, elevator maintenance and inspection, labor and industries inspections, and light bulb replacements as well as to save for larger capital maintenance needs. The majority of these activities (with the exception of anything that falls under larger capital maintenance needs) are "programmatic."

Financial Capacity for City Building Needs

Historical Revenues

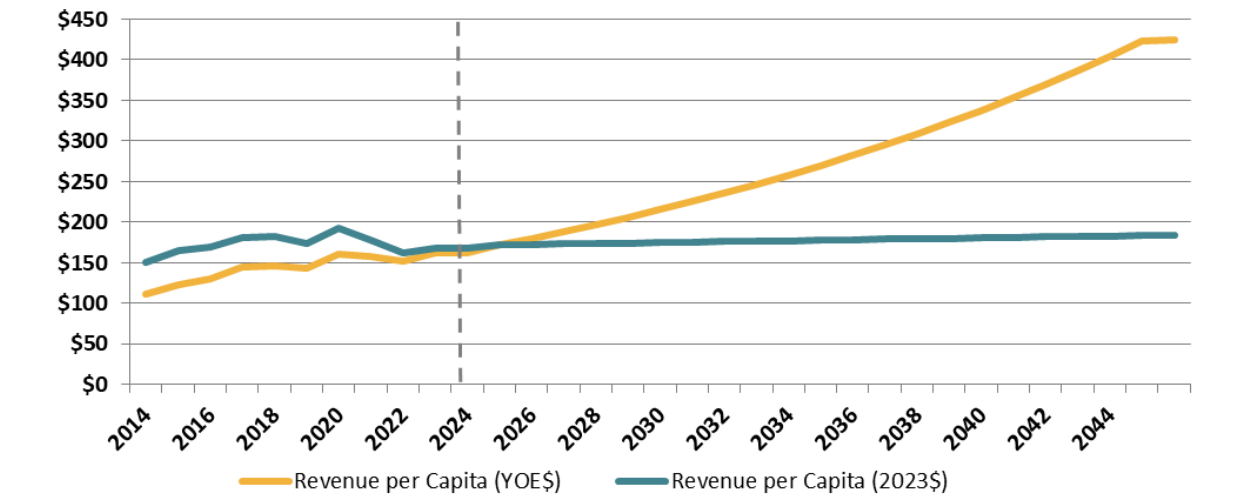
Programmatic building maintenance activities include, but are not limited to, fire protection inspections, HVAC inspections, elevator maintenance and inspection, labor and industries inspections, and light bulb replacements. The City allocates staff time to these activities, while also capturing non-labor costs associated with them. All of the City of Sultan's programmatic building maintenance activities occur in Subfund 113 Building Maintenance Fund, of Fund 1 General Fund, so the analysis of the City's financial capacity for programmatic building maintenance activities is limited to that fund.

To analyze the City of Sultan's financial capacity for programmatic building maintenance activities, we first assessed the share of property tax and utility tax dedicated to Fund 113 and how much it has collected, historically, in terms of rent and leases for its facilities and historical expenditures for programmatic building maintenance activities. We then projected the revenues from rent and leases to be collected over the next six- and 20-year period, assuming that the rents and leases increase overtime to keep pace with inflation, to understand the total resources that will be available for programmatic building maintenance activities in the six- and 20-year period of the Comprehensive Plan and how those compare to projected expenditures. We assumed that any remaining rent and lease revenues would then be available for building capital investment.

SHARE OF PROPERTY TAX

The City of Sultan has historically dedicated approximately 1.3% of overall property tax collections to Fund 113 Building Maintenance Fund; dedicating, on average, about $10,000 per year in property taxes for the purposes of maintaining City buildings. To understand how much this might amount to in the future, we must first project property taxes overall and then estimate what 1.3% of those future resources would be. Exhibit 2 shows the historical revenue trend for property taxes as well as forward-looking projections for the revenue source.

Exhibit 2. Property Tax - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



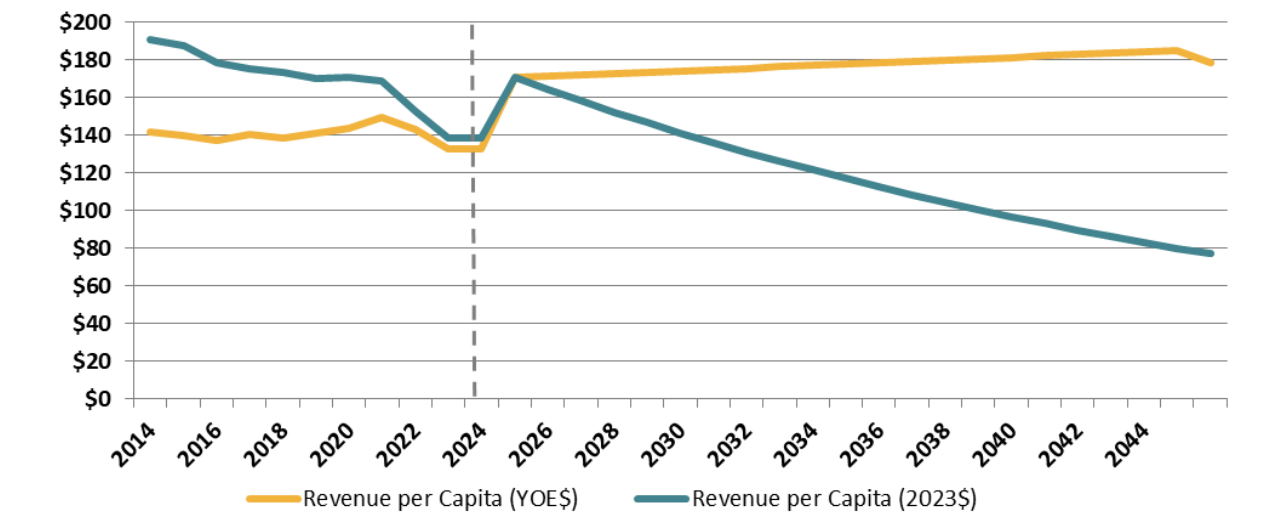
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

For the purposes of this analysis we assume that the City will continue to dedicate approximately 1.3% of overall property taxes to Fund 113. 1.3% of the City's property tax revenues will be an average of about $18,000 a year in 2024$.

SHARE OF UTILITY TAX (B&O TAX ON UTILITIES)

The City of Sultan has historically dedicated approximately 2% of overall utility taxes to Fund 113 Building Maintenance Fund; dedicating, on average, about $15,000 per year in utility taxes for the purposes of maintaining City buildings.

Exhibit 3. Utility Tax - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



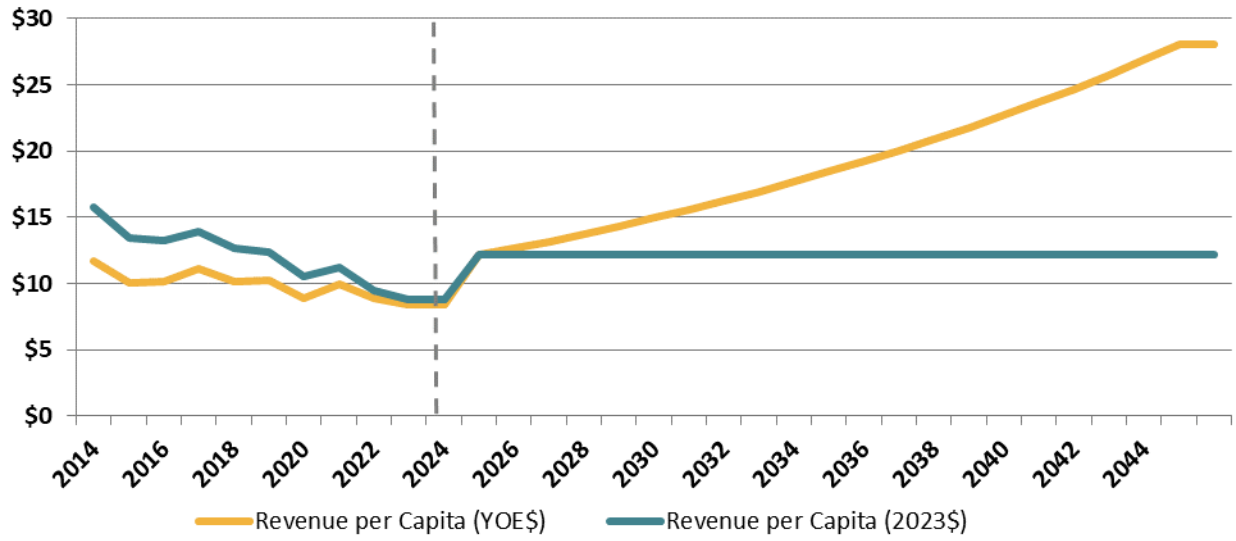
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

The City's utility tax revenues are steadily declining, as energy use declines due to more efficient appliances, utility customers increase their energy saving practices, and other causes. 2% of the City's utility tax revenues will be almost $24,500 in 2024 in 2024$ but only approximately $23,500 in 2044 in 2024$. Over the 20-year period, these revenues will average approximately $18,000.

RENT AND LEASES

The City of Sultan collects approximately $50,000 in rents and leases on City buildings. These rent and leases have not kept pace with inflation, such that their purchasing power has gone down over time. However, the City likely has the option to update these rents and leases to keep pace with inflation in the future. Exhibit 4 shows the historical revenue trend for rents and leases as well as forward-looking projections for the revenue source, assuming the rental/lease agreements are updated to keep pace with inflation.

Exhibit 4. Rents and Leases - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



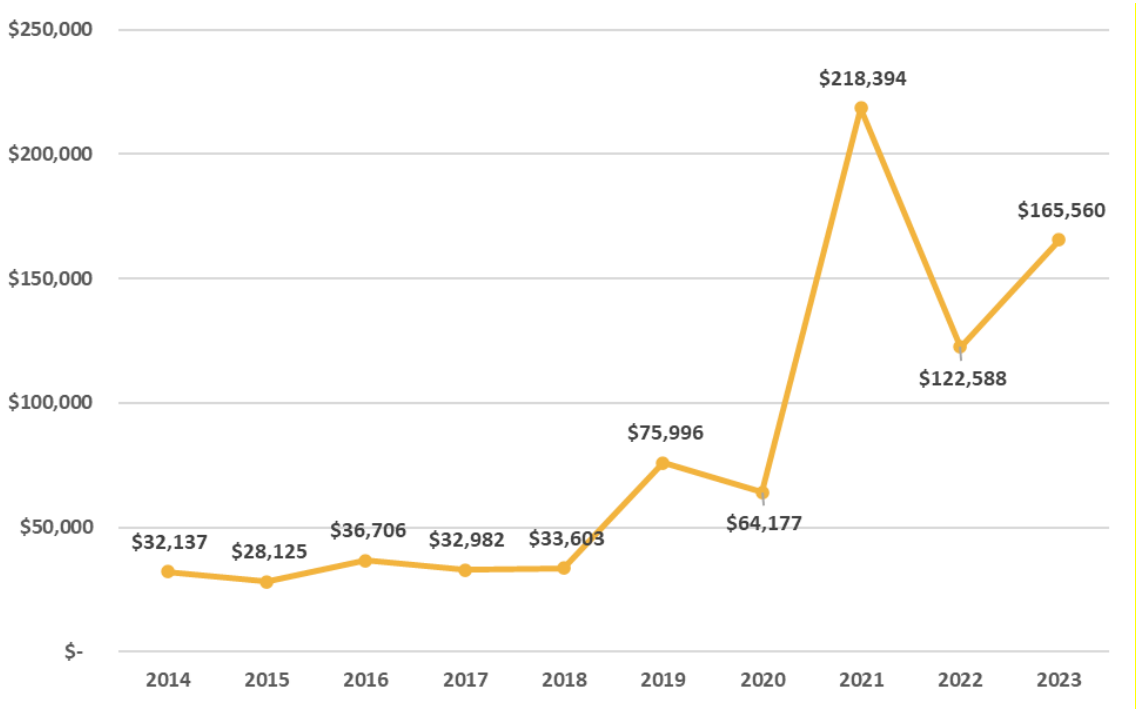
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

We assume that proceeds from rents and leases will continue fund building maitnenacne moving forward.

Historical Expenditures

Fund 113 Building Maintenance Fund is a subfund of Fund 1 General Fund, so less detail about its specific activity is available. However, the City does report specific expenditures associated with building maintenance, which are shown for 2013 to 2024 in Exhibit 5, following.

Exhibit 5. City of Sultan Historical Building Maintenance Expenditures, 2013 to 2024, Actuals (YOE$)



Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Between 2014 and 2018, building maintenance expenditures averaged a little less than $33,000 per year, well under the revenues being brought in through rents and leases, although the City estimated that the regular annual building maintenance expenditures were around $24,000 per year. However, starting in 2019, the City recorded some building capital improvements, some of which were reported as building maintenance. A rough accounting of these expenditures includes:

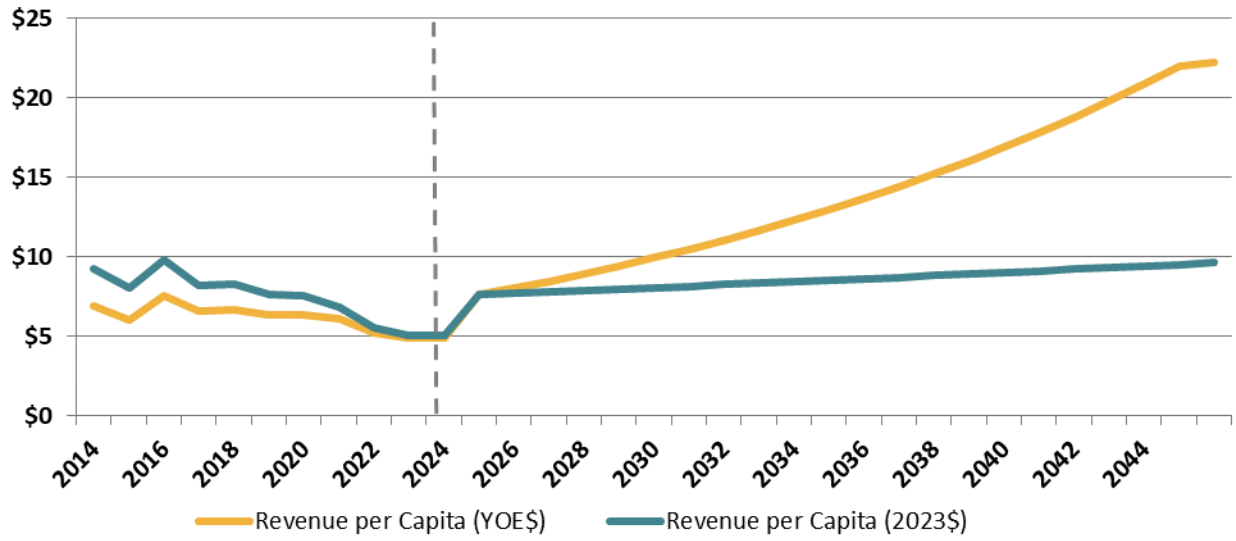
- $75,000 for building improvements in 2019, including:
  - Painting the interior of City Hall
  - Fix the roof cap on the VIC
  - Post Office painting and roof repair
  - Exterior cleaning and sealing of the brick at City Hall
- Approximately $277,000 for flood protection and $37,181 to other building improvements in 2020, including:
  - Public Works building remodel
  - HVAC System replacement at City Hall
  - Post Office exterior painting
  - Exterior cleaning and sealing of the brick at City Hall
  - Flood Building completion

- Approximately $40,000 for flood protection and $129,500 to other building improvements in 2021, including:
  - Public Works building remodel
  - Post Office exterior painting
  - Exterior cleaning and sealing of the brick at City Hall
  - Flood Building completion
- Two key projects and several smaller ones in 2023, including:
  - The two key projects are adding a lift $26,000 and HVAC system at the Post Office $45,000.
  - The several smaller projects are updating lighting and windows at Public Works, light bulb and ballast replacement, janitorial services, elevator maintenance, fire extinguisher maintenance services, and fire alarm testing services.

The 2022 budget does not enumerate any capital projects that might have been included in building maintenance in 2022.

While we can't explicitly identify the spending above building maintenance that was reported in that line item in the historical period, we can project programmatic building maintenance based on an assumption of approximately $33,000 per year in 2024$ of programmatic expenditures, as shown in Exhibit 2.

Exhibit 6. Programmatic Building Maintenance - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Baseline Capacity for Programmatic Building Maintenance Activities and Availability of Resources for Building Capital Projects

With these projections made, we can now assess the City of Sultan's baseline revenue capacity to support building maintenance activities and identify what revenues may be available for building capital investment. To

do this, we first sum the estimated revenues available for these activities, as shown in Exhibit 7.

Exhibit 7. Total Baseline Revenues for Building Maintenance and Capital Investment, 2024$ (rounded to nearest $10,000)

	2025-2030	2031-2045	TOTAL
Share of Property Tax	$ 100,000	$ 290,000	**$ 390,000**
Share of Utility Tax (B&O on U	$ 130,000	$ 250,000	**$ 380,000**
Rents and Leases	$ 540,000	$ 1,490,000	**$ 2,030,000**
TOTAL	**$ 770,000**	**$ 2,030,000**	**$ 2,800,000**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

We then estimated the programmatic building maintenance expenditures. Our projections suggest that baseline programmatic building maintenance activities will cost the City almost $1.5 million during the 20-year term of this plan. This means, that there will only be approximately $1.3 million revenues remaining for building capital investment, as shown in Exhibit 8.

Exhibit 8. Financial Capacity for Building Maintenance and Capital Investment, 2024$ (rounded to nearest $10,000)

		2025-2030	2031-2045	TOTAL
■	**Programmatic Revenues**	$ 770,000	$ 2,030,000	**$ 2,800,000**
-				
■	**Programmatic Expenditures**	$ 352,711	$ 1,099,122	**$ 1,451,833**
=	**Revenue Surplus/(Deficit)**	**$ 417,289**	**$ 930,878**	**$ 1,348,167**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

The City of Sultan has identified seven capital improvement projects related to City buildings. Four of these projects were listed in the 2023 city budget but were not completed, while the remaining four projects were listed in the 2025-2030 CIP. These projects are listed in Exhibit 9, following.

Exhibit 9. City Buildings Capital Projects

Project Name	Description	Need Addressed	Total Estimated
City Hall	City Hall expansion	Growth Related	$ 10,000,000
City Hall	HVAC replacement	Correct Deficiency	$ 250,000
Police Station 515 Main Street	Replace the HVAC	Correct Deficiency	$ 20,000
Post Office 403 Main Street	Paint the outside of the building	Correct Deficiency	$ 60,000
Public Works Site 703 1st Street	HVAC replacement	Correct Deficiency	$ 18,000
Public Works Site 703 1st Street	Pave the yard	Correct Deficiency	$ 500,000
Visitor Information Center 320 Main Street	Replace the HVAC	Correct Deficiency	$ 18,000
		TOTAL	**$ 10,866,000**

The majority of these projects are fairly small, however, the City does want to pursue a City Hall expansion that will likely cost several million dollars (the City's rough estimate is approximately $10 million). If the City Hall expansion is excluded, the City has adequate building maintenance revenues to fund the other projects over the 20-year period of the plan. However, this may require pushing some of these projects out past the six-year period of the plan, unless the City is willing to use debt and repay it with these revenues.

The City will need to identify a specific funding strategy for the City Hall Expansion. This is a large project, and the product of which will likely have a long lifespan, so the City will be able to consider several funding and financing strategies including increasing fungible city revenues and accumulating reserves, increasing dedicated city revenues to free up fungible city revenues for building purposes, and councilmanic or voted debt (limited tax or unlimited tax general obligation bonds). Unfortunately, few grants are available for city buildings.

Parks

The City of Sultan maintains a number of regional, community and neighborhood, special use, and mini-parks as well as a little over four miles of trails. The City operates and maintains these assets and continues to invest in its parks and trail system, including through ongoing capital investment.

Financial Capacity for Parks Capital Projects

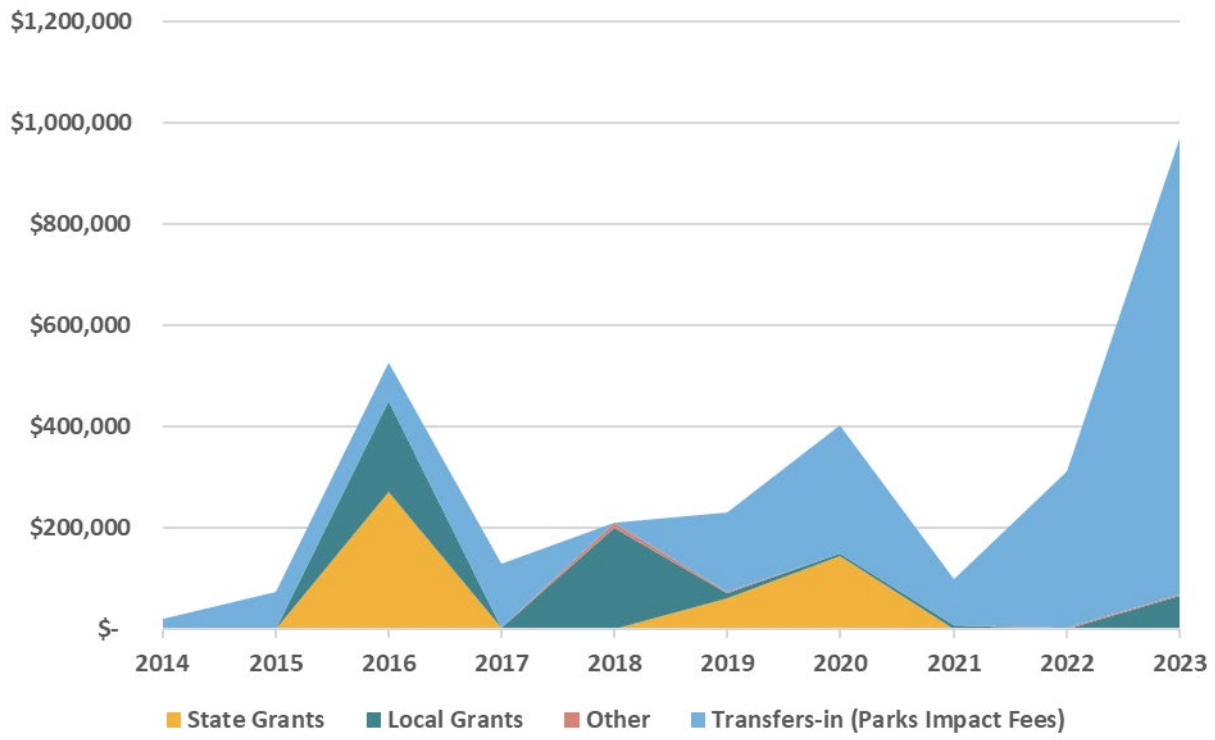
Parks capital activities include replacement, improvements, and new construction of parks and recreation open space and related infrastructure, sometimes including trails. All of the City of Sultan's Parks capital investments occur in Fund 305 Park Improvement Fund, however, historically, revenues for parks capital projects have also come from Fund 112 Park Impact Fee Fund.

To analyze the City of Sultan's financial capacity for parks-related capital investments, we first assessed its historical revenues related to those activities. We then projected the revenues expected to be available for parks-related capital investments in the six- and 20-year period of the Comprehensive Plan. The results of this analysis can be used to further prioritize the City's parks and trails capital projects list and in the six-year CIP. If revenues are not sufficient, they will also provide a strategy for increasing funding to balance the CIP and demonstrate funding availability for projects on the 20-year project list.

Capital Revenues

Exhibit 10 illustrates the total revenues available for parks capital investments between 2014 and 2023.

Exhibit 10. City of Sultan Historical Capital Revenues for Parks (Fund 305), 2014 to 2023, Actuals (YOE$)



	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
State Grants	$ -	$ -	$ 270,879	$ 2,827	$ -	$ 62,034	$ 145,521	$ -	$ -	$ -
Local Grants	$ -	$ -	$ 178,827	$ -	$ 200,000	$ 10,000	$ 4,217	$ 8,711	$ -	$ 65,000
Other	$ 2	$ 40	$ 1,350	$ 1,159	$ 10,164	$ 618	$ 685	$ 347	$ 2,778	$ 2,995
Transfers-in (Parks Impact Fees)	$ 20,000	$ 75,000	$ 75,000	$ 125,000	$ -	$ 158,000	$ 252,600	$ 90,000	$ 309,250	$ 900,000
	$ 20,002	$ 75,040	$ 526,056	$ 128,986	$ 210,164	$ 230,652	$ 403,023	$ 99,058	$ 312,028	$ 967,995

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Over the historical period, the City of Sultan primarily funded its parks capital investments through state and local grants and as well as parks impact fees. A nominal amount of additional funding came from investment earnings and contributions and donations from nongovernmental sources; combined and listed as "other" for the purpose of this analysis.

In 2016, the City received a Federal Emergency Management Agency (FEMA) Buyout Mitigation grant to purchase flood property on Dyer Road as well as a $324,600 grant from Conservation Futures to purchase land between Riverfront Park and Osprey Park which has been developed as "Susie's Trail" connecting the two parks. Part of the Conservation Futures grant was received by the City in 2016, while the remainder was received in 2019. The City also received a Recreation Conservation Office (RCO) grant to fund part of the development of the trail which it received in 2019 and 2020. In 2018, the City received $2.5 million in Puget Sound Regional Council (PSRC) funding for three projects, including Susie's Trail; approximately $200,000 of these funds were appropriated to Fund 305 also in 2018. The City also received some small Snohomish County Tourism Board grants over the historical period, the most notable, $10,000 in 2018.

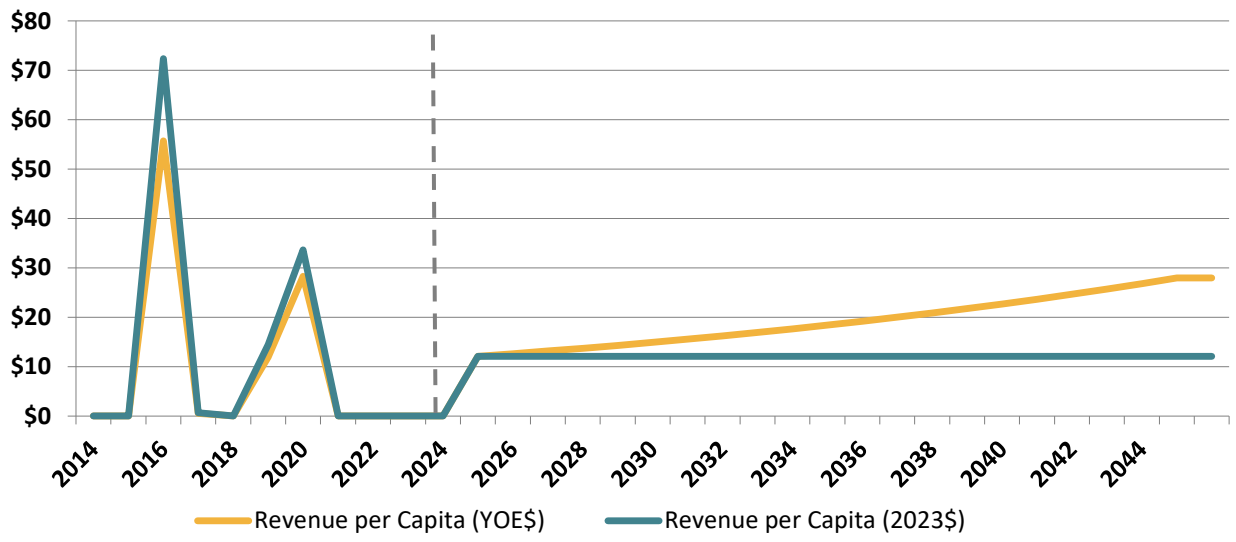
Following, we discuss these revenues and project the future proceeds that may be dedicated to Fund 305 Parks Capital Improvement Fund to support parks and trails capital improvements. More information about the specific projection methods underpinning this analysis is available in the *Data Sources* section of this report.

We used individual revenue projections by source, based on current revenue policies, to understand the future dedicated revenues that may be available for parks capital expenditures.

STATE GRANTS

Over the historical period, the City of Sultan When projecting impact fees, we assumed impact fee rates would stay the same, meaning that the purchasing power would go down by a rate of approximately 3.9% per year. We also assume that the current $1,278,279 in parks impact fee fund balance will need to be spent in the next six years. received relatively large grants from Conservation Futures and the RCO. Exhibit 11 shows the historical revenue trend for state grants for parks capital investment as well as forward-looking projections for the revenue source.

Exhibit 11. State Grants - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



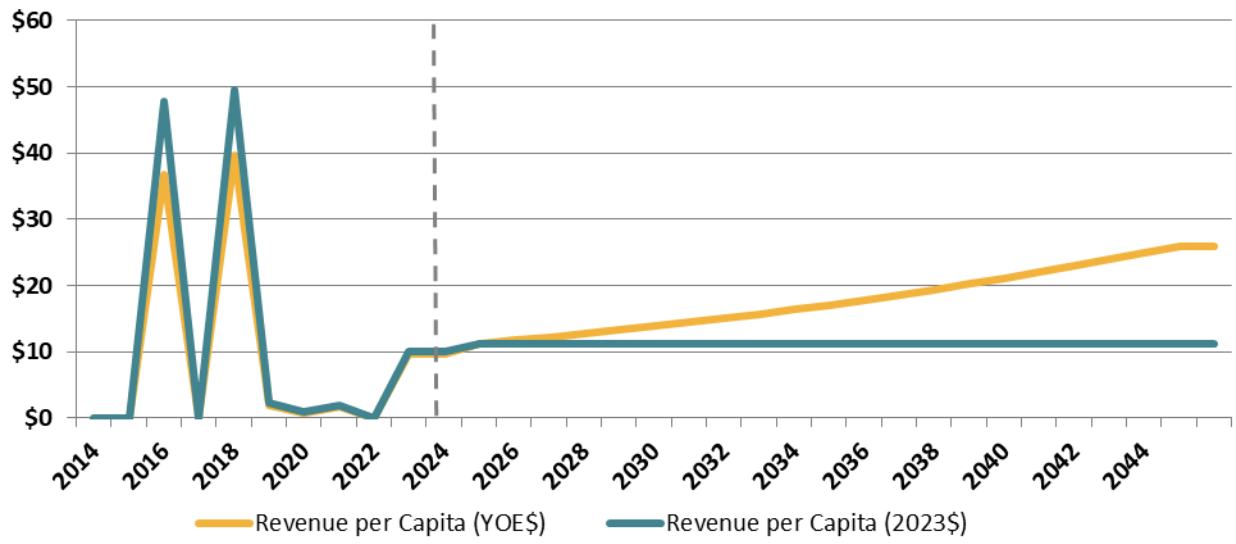
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

State grants are an irregular source of funding – not a stable, continuous source of funding. Further, the grants the City received in the historical period were project-specific, so to acquire these grants, the City will need to have a large project in mind. Because we don't know what projects may receive such grants and when that may occur, instead, we assume that the City will continue to receive approximately the same per capita amount of state grant funding over the next 20-years.

LOCAL GRANTS

Over the historical period, the City of Sultan received significant local grant funding from PSRC, as well as lesser funding from Snohomish County Tourism. Exhibit 12 shows the historical revenue trend for federal indirect grants as well as forward-looking projections for the revenue source.

Exhibit 12. Local Grants - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

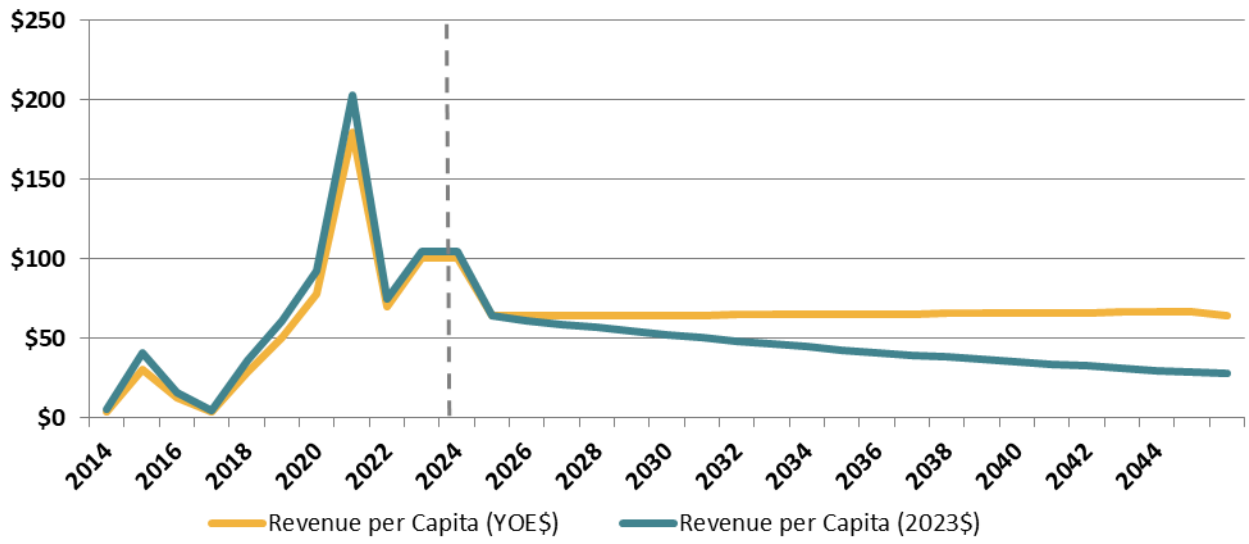
Like state grants for parks capital investment, local grants, are an irregular source of funding – not a stable, continuous source of funding. Further, the majority of the grant funding that the City received in the historical period was project-specific, so to acquire these grants, the City will need to have a large project in mind. Because we don't know what projects may receive such grants and when that may occur, instead, we assume that the City will continue to receive approximately the same per capita amount of state grant funding over the next 20-years.

PARKS IMPACT FEES

Parks Impact Fees are one-time charges to development to support parks and trails infrastructure needed to maintain parks level of service as growth occurs." The City of Sultan currently charges transportation impact fees of $3,175.00 per dwelling unit as well as a park impact administration fee (to cover the cost of administering the parks impact fee program) of $35 per unit.

Over the historical period, the City of Sultan collected $3,131,853 in Parks Impact Fees as well as a nominal amount of earnings from investments on these dollars. Of this, the City transferred-in approximately $2 million in parks impact fees from Fund 112 Parks Impact Fees for parks capital improvements, leaving $1,278,279 in parks impact fee fund balance. Exhibit 13 shows the historical revenue trend for federal indirect grants as well as forward-looking projections for the revenue source.

Exhibit 13. Parks Impact Fees - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

We expect that the City will continue to collect parks impact fees as development occurs. When projecting impact fees, we assumed impact fee rates would stay the same over the entire analysis period, meaning that the purchasing power would go down by a rate of approximately 3.9% per year. This is a conservative assumption, as the City can choose to update its impact fee rate schedule at any time. Beyond the impact fee revenues that will be generated over the life of the Comprehensive Plan, we also assume that the current $1,278,279 in park impact fee fund balance will need to be spent in the next six years.

Baseline Capacity for Parks Capital Investments

With these projections made, we can estimate the baseline revenues that the City of Sultan may have available for parks capital purposes over the next six- and 20-year periods; these estimates are shown in Exhibit 16.

Exhibit 14. Total Baseline Revenues Available for Parks Capital Investment, 2024$ (rounded to nearest $10,000)

	2025-2030	2031-2045	TOTAL
State Grants	$ 540,000	$ 1,490,000	$ 2,030,000
Local Grants	$ 500,000	$ 1,380,000	$ 1,880,000
Impact Fees	$ 3,750,000	$ 4,530,000	$ 8,280,000
TOTAL	**$ 4,790,000**	**$ 7,400,000**	**$12,190,000**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

We project that the City will have not quite $5 million for capital projects during the six-year period from 2025 to 2030 and an additional $7.4 million for projects between 2031 and 2045, for a total of just over $12 million

for parks capital investment over the next 20 years. This includes no fungible city revenues – only project-specific or growth-related funding, which will greatly limit the projects that can be pursued with these dollars.

For the purposes of this analysis, we have assumed that the City will continue to receive approximately the same per capita grant funding moving forward. The City may want to consider what would happen if it were to receive more or less grant funding in the future; this is simply a projection based on what has historically been achieved. The City should also consider whether non-growth-related parks capital funding may be needed as matching funds if it pursues grants for projects that are not growth-related or as the City's "proportionate share" when funding projects with parks impact fees, if no grants are acquired for those projects.

The City has identified seven parks and trails capital improvement projects all of which are listed in its 2025-2030 CIP, but expected to be completed in the 20-year time horizon. As shown in

Exhibit 15. Parks and Trails Capital Projects

Project Name	Description	Need Addressed	Total Estimated
Osprey Park	Replace the grass ball field with a synthetic turf field	Growth Related	$ 5,000,000
Osprey Park	Pave the trails	Community Desire	$ 460,000
River Park	Rebuild the skate park	Correct Deficiency	$ 300,000
River Park	pave Suzie's trail	Correct Deficiency	$ 336,000
Rudolph Reese Park	Replace the grass ball field with a synthetic turf field	Growth Related	$ 5,000,000
Rudolph Reese Park	Construct new paved trails in Reese Park to improve accessibility and reduce ongoing maintenance costs.	Growth Related	$ 350,000
Sportsman's Park	Install a formal boat launch facility	Growth Related	$ 3,000,000
		SUBTOTAL, PARKS IMPACT FEE ELIGIBLE	**$ 13,350,000**
		TOTAL	**$ 14,446,000**

The City has identified almost $14.5 million in unfunded parks and trails projects to be completed over the next 20 years. The vast majority of these projects are growth-related and can be funded by parks impact fees. This project list does imply a small revenue deficit – that is, it is greater than the revenues expected to be available for parks and trails capital investments over the same period. While the City may be able to obtain enough grants to make up the difference, given the conservativeness of the assumptions underlying the parks capital revenues analysis, as discussed previously, regardless of the sufficiency of the City's current revenues it should consider opportunities to diversify its revenues for parks capital to include non-growth-related parks capital funding. This could be either a dedicated source of parks capital funding (for example, REET 1 or 2) or a share of fungible city revenues, which could be used as matching funds if the City pursues grants for projects that are not growth-related or as its "proportionate share" when funding projects with parks impact fees, if there is ever a case where no grants are acquired for an impact fee-funded project.

Transportation

The State of Washington Growth Management Act (GMA) requires that cities' Comprehensive Plan Transportation Elements include, as a minimum requirement, a finance sub element that includes:

(i) an analysis of funding capability to judge needs against probable funding resources;

(ii) A multiyear financing plan based on the needs identified in the comprehensive plan, the appropriate parts of which shall serve as the basis for the six-year street, road, or transit program required by RCW 35.77.010 for cities, RCW 36.81.121 for counties, and RCW 35.58.2795 for public transportation systems. The multiyear financing plan should be coordinated with the 10-year improvement program developed by the department of transportation as required by RCW 47.05.030;

(iii) If probable funding falls short of meeting identified needs, a discussion of how additional funding will be raised, or how land use assumptions will be reassessed to ensure that level of service standards will be met;

WAC 365-196-430

The transportation section of this memorandum provides the necessary analysis to support this finance sub element.

City's transportation activities fall into two main categories: programmatic and capital. Programmatic activities include operating and maintaining the existing transportation system, including general administration, operation, and maintenance of existing facilities. These costs account for the majority of the City of Sultan's regular transportation expenses.

While programmatic expenditures do support improvement of some transportation infrastructure, like pavement improvement, bridge retrofitting and rehabilitation, and other roadway elements, like guardrails, signs, concrete barriers, and pedestrian and drainage facilities, they are separate from the City's capital program. Capital expenditures for transportation are mainly from construction of new facilities, such as roads, sidewalks, and traffic signals.

The City of Sultan operates its transportation activities from several funds, with programmatic transportation activities being recorded in Fund 101 Street Fund and transportation capital investment activities occurring in Fund 303 Street Improvement Fund. Transportation programmatic activities are further supported by internal services recorded in Fund 1 General Fund (Fund 114 Information Technology sub-fund) and Fund 515 Equipment Fund, paid for through an internal service charge "transfer-out" from Fund 101 to Fund 515.

Revenues to support both programmatic and capital transportation activities are transferred-in from a number of additional, relevant funds including Fund 1 General Fund and Fund 203 Limited GO tax Bond Fund. Revenues from Fund 301 Capital Project Fund – REET 1, and Fund 302 Capital Project Fund – REET 2 are transferred-in to Fund 203 Limited GO tax Bond Fund to repay the debt service on the 2019 bond.

Financial Capacity for Programmatic Transportation Activities

Programmatic transportation activities are the general administration and overhead, ordinary maintenance, and operations of the transportation network. All of the City of Sultan's programmatic transportation activities occur in Fund 101 Street Fund, so the analysis of the City's financial capacity for programmatic transportation activities is limited to that fund.

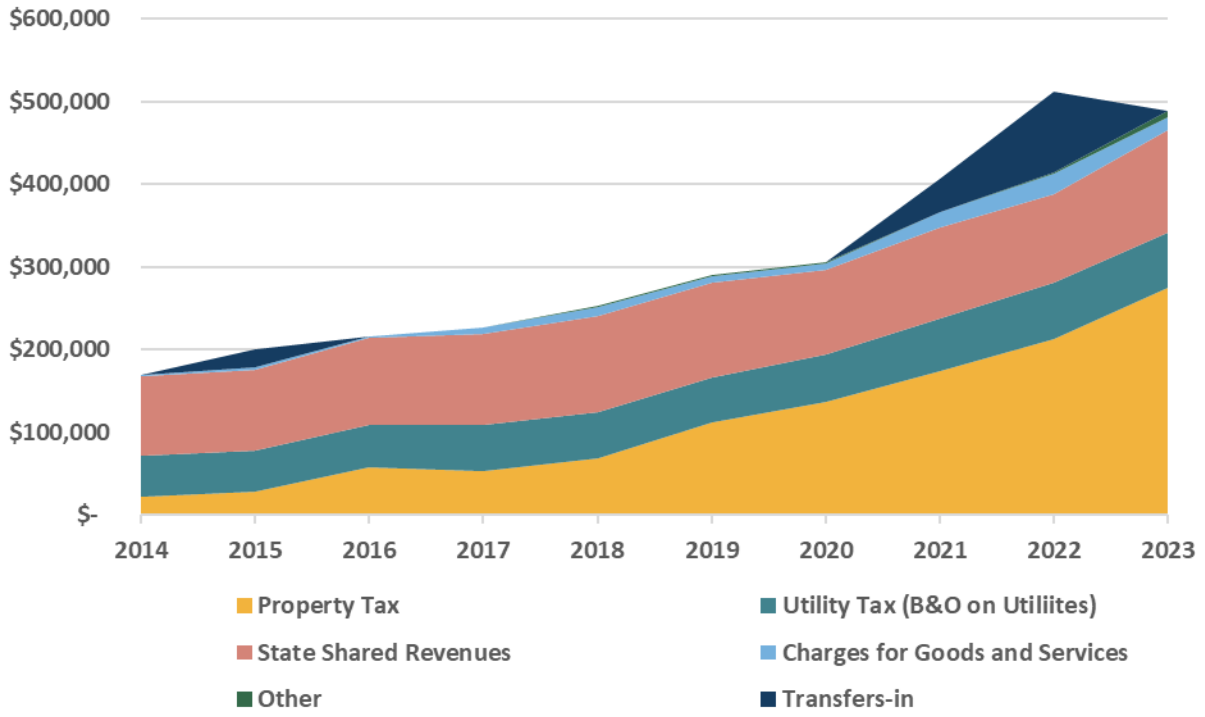
To analyze the City of Sultan's financial capacity for programmatic transportation activities, we first assessed it's historical revenues and expenditures for programmatic transportation activities. We then projected the revenues expected to be available for the programmatic transportation activities in the six- and 20-year period

of the Comprehensive Plan as well as the expenditures expected. We then subtracted projected expenditures from the projected revenues to understand the City's financial capacity for its programmatic transportation activities moving forward.

Programmatic Revenues

Exhibit 16, following, shows the City of Sultan's revenues for programmatic transportation activities over the historical period 2014 to 2023.

Exhibit 16. City of Sultan Historical Programmatic Revenues for Transportation (Fund 101), 2014 to 2023, Actuals (YOE$)



	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Property Tax	$ 21,535	$ 28,713	$ 57,203	$ 53,069	$ 69,048	$ 111,350	$ 137,018	$ 173,936	$ 212,655	$ 274,036
Utility Tax (B&O on Utiliites)	$ 49,699	$ 49,313	$ 51,241	$ 55,163	$ 54,650	$ 55,398	$ 56,521	$ 64,044	$ 67,972	$ 67,065
State Shared Revenues	$ 96,125	$ 98,301	$ 105,821	$ 110,363	$ 117,311	$ 113,544	$ 102,480	$ 110,366	$ 107,957	$ 124,040
Charges for Goods and Services	$ 1,850	$ 1,700	$ 1,750	$ 7,800	$ 10,915	$ 8,609	$ 8,761	$ 17,812	$ 24,616	$ 15,064
Other	$ 68	$ 148	$ 378	$ 381	$ 718	$ 759	$ 377	$ 305	$ 1,391	$ 8,338
Transfers-in	$ -	$ 22,500	$ -	$ -	$ -	$ -	$ -	$ 40,000	$ 97,000	$ -
	$ 169,277	**$ 200,675**	**$ 216,393**	**$ 226,776**	**$ 252,642**	**$ 289,660**	**$ 305,157**	**$ 406,463**	**$ 511,591**	**$ 488,543**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Property tax, utility tax (business and occupation tax on utilities), and state-shared revenues (including, motor vehicle fuel tax [MVFT] and state multimodal transportation funds) are the largest sources of revenue funding the City of Sultan's programmatic transportation expenditures. Additional revenues come from "Charges for Goods and Services" associated with street and curb permits as well as investment earnings and contributions and donations from nongovernmental sources (represented in Exhibit 16, as "other"). Finally, the City also provided general fund revenues for transportation programmatic expenditures in 2015, 2021, and 2022 through "transfers-in" from Fund 1 General Fund.

The share of the City's overall property tax proceeds that have been appropriated to the Streets Fund has gone up significantly over time. In 2014, the Streets Fund received only about 4% of the City's property tax proceeds. This increased to 15% in 2019; as of 2023, the Streets Fund received approximately 25% of property tax proceeds. The 2024 budget suggests that in 2024, an even larger share of total property taxes (30%) will be dedicated to Fund 101 Street Fund for transportation programmatic activities. The share of utility tax proceeds received by the Fund 101 has been much more consistent, with the Fund 101 receiving approximately 7.5% to 8% of the City's overall Utility Tax proceeds, annually.

Only a few of these sources are likely to be major revenues for programmatic transportation activities moving forward, these include:

- Share of overall property tax
- Share of overall utility tax (B&O taxes on utilities) proceeds
- State shared revenues, entitlements, and impact payments
  - MVFT
  - Multimodal Transportation Account distributions
- Street and curb permits

Because other revenue sources were nominal and transfers-in from the General Fund irregular and unpredictable, we have not included those revenues in projections of the baseline revenues available for transportation programmatic expenditures.

Following, we discuss these revenues and project the future proceeds that may be dedicated to Fund 101 Streets to support transportation programmatic expenditures. More information about the specific projection methods underpinning this analysis is available in the *Data Sources* section of this report.

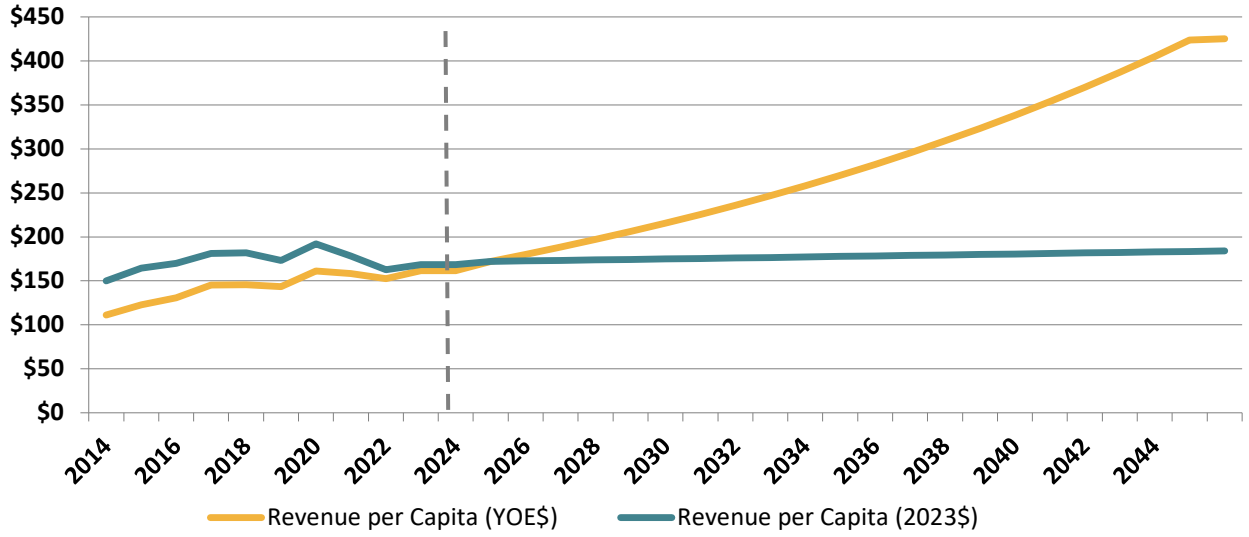
We use individual revenue projections by source, based on current revenue policies, to understand the future revenues that may be available for transportation programmatic expenditures. For the purposes of these projections, we assume that 7.5% of Utility Tax proceeds and 25% of Property Tax revenues will be dedicated to to the Streets Fund. This is a conservative assumption because 30% of Property Tax revenues were dedicated to Streets according to the 2024 budget, it is unlikely that the City will continue to be able to dedicate such a large percentage of this revenue solely to transportation programmatic expenditures.

SHARE OF PROPERTY TAX

For the purposes of these projections, we assume that 25% of the City's overall property tax revenues will be dedicated to Fund 101 Streets Fund. This is a conservative assumption because 30% of property tax revenues were dedicated to Streets according to the 2024 budget, it is unlikely that the City will continue to be able to

dedicate such a large percentage of this revenue solely to transportation programmatic expenditures. Exhibit 17 shows the historical revenue trend for property taxes as well as forward-looking projections for the revenue source.

Exhibit 17. Property Tax - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



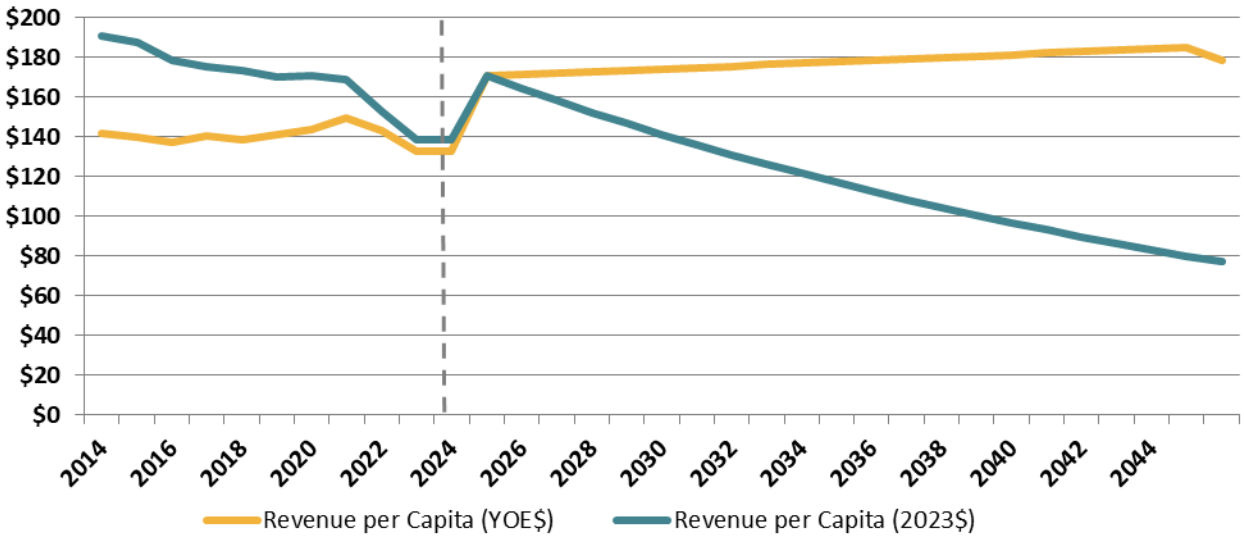
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

For the purposes of this analysis, we assume that the City will continue to dedicate approximately 25% of overall property taxes to Fund 101 for programmatic transportation purposes.

SHARE OF UTILITY TAX (B&O TAX ON UTILITIES)

For the purposes of these projections, we assume that 7.5% of utility tax proceeds will be dedicated to to the Fund 101 Streets Fund. This is commensurate with the share of utility tax proceeds dedicated to the fund over the historical period. Exhibit 18Exhibit 17 shows the historical revenue trend for property taxes as well as forward-looking projections for the revenue source.

Exhibit 18. Utility Tax - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



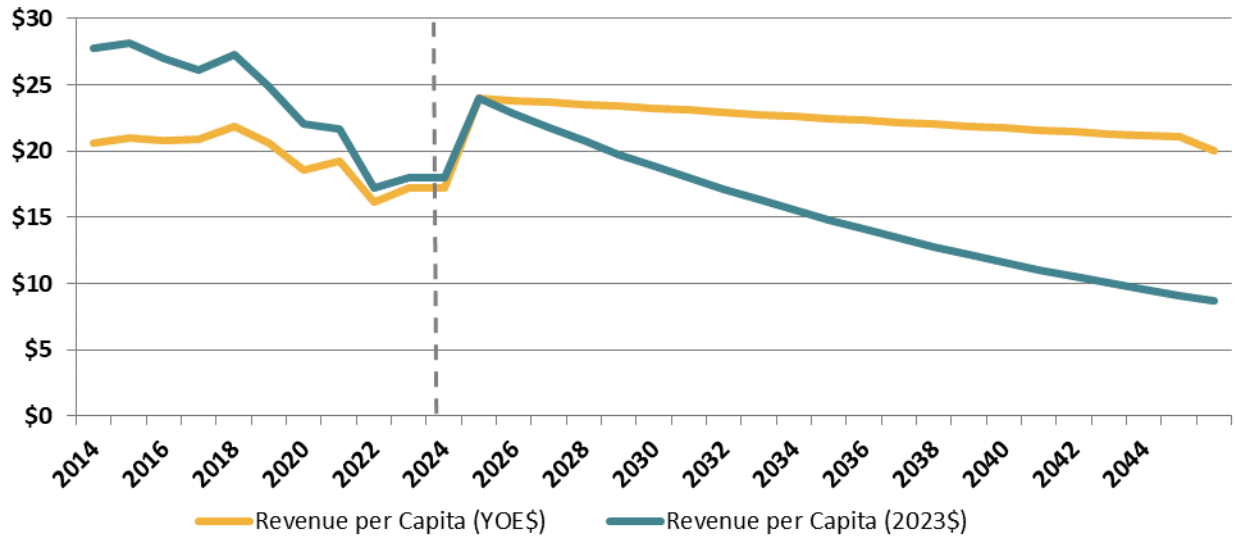
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

For the purposes of this analysis, we assume that the City will continue to dedicate approximately 20% of overall utility taxes to Fund 101 for programmatic transportation purposes.

MOTOR VEHICLE FUEL TAX

The Motor Vehicle Fuel tax (MVFT) is a tax on gas tax assessed in cents per gallon which means that tax collections are based on the number of gallons sold rather than the price per gallon. MVFT is collected by the State of Washington and distributed to cities and towns on a per capita basis and is the single largest state shared revenue source for cities and towns. Historical per capita fuel tax dollars have been decreasing over time; this trend is particularly clear when these revenues are adjusted for inflation. This trend is becoming more pronounced in very recent history due to large increases in the price of gasoline, a significant shift toward more fuel-efficient vehicles, the COVID-19 pandemic, and increase in remote and hybrid work options, reducing commutes. Exhibit 19 shows the historical revenue trend for MVFT as well as forward-looking projections for the revenue source.

Exhibit 19. MVFT - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



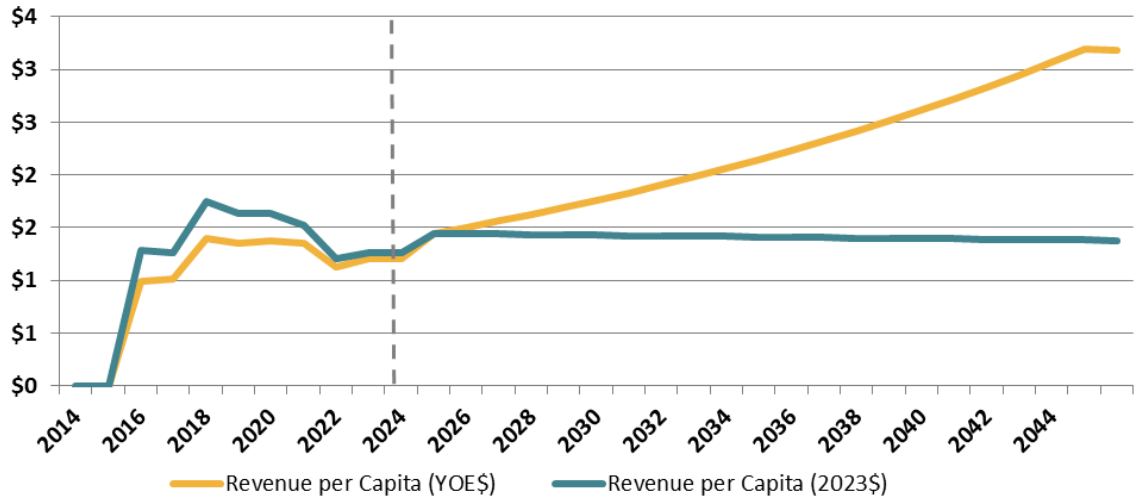
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

While we expect the MVFT to continue to be a source of funding for the City of Sultan's transportation activities, we believe these revenues will continue to decline.

MULTIMODAL TRANSPORTATION ACCOUNT DISTRIBUTIONS

The Multimodal Transportation Account disburses state revenues dedicated to multimodel improvements as well as proceeds from an additional increment of the MVFT, known as the "increased MVFT" passed by the legislature in 2015 and codified under RCW 46.68.126. These funds are distributed to cities on a per capita basis. General multimodel funds can be spent on any transportation purposes, while those funds from the increased MVFT may only be spent on "proper road, street, and highway purposes" per RCW 46.68.070, although, some bicycle, pedestrian, and equestrian improvements qualify (see RCW 47.30.030). Exhibit 20 shows the historical revenue trend for multimodal transportation account distributions as well as forward-looking projections for the revenue source.

Exhibit 20. Multimodal Transportation Account Distributions - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



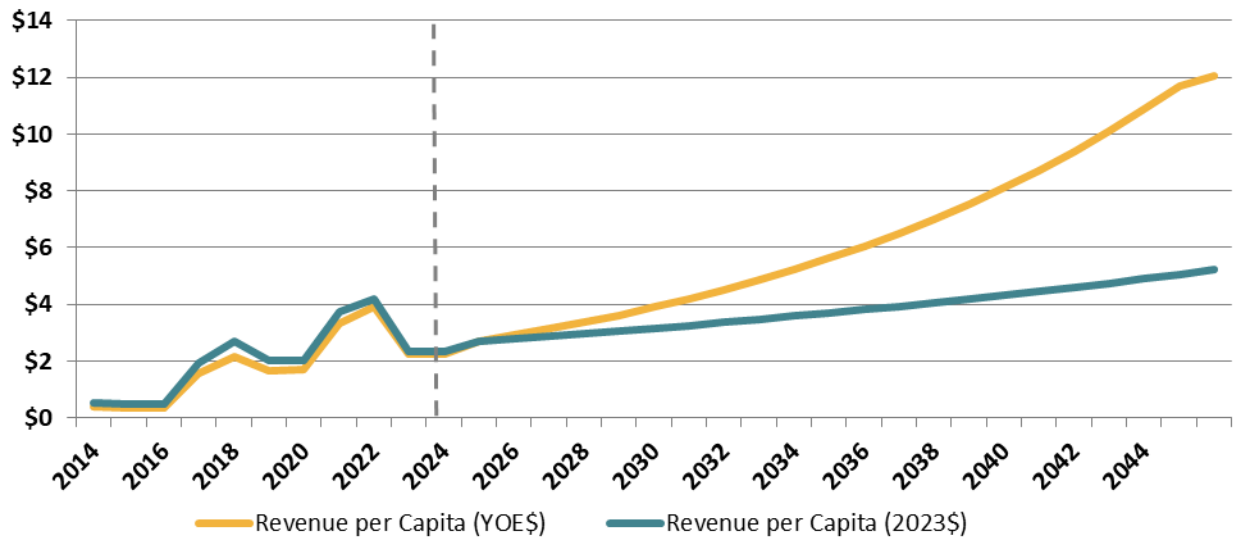
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

The revenue projection illustrated by Exhibit 20 shows that, when adjusted for inflation, multimodal transportation account distributions are expected to remain quite flat.

STREET AND CURB PERMITS

Charges for goods and services are the proceeds of the City of Sultan's vehicle and traffic and street and sidewalk permits, including permits for overweight vehicles, right-of-way use, and street and alley vacations. The City sets the fee schedule for these permits. For the purposes of this analysis, we have assumed that the City will update these fees, commensurate with historical updates, to ensure the purchasing power of the fees does not diminish over time. Exhibit 21 shows the historical revenue trend for street and curb permits as well as forward-looking projections for the revenue source.

Exhibit 21. Street and Curb Permits - Per Capita Historical Revenues and Future Revenue Projection if Fees are Static, 2014 to 2044 (YOE$ and 2024$)



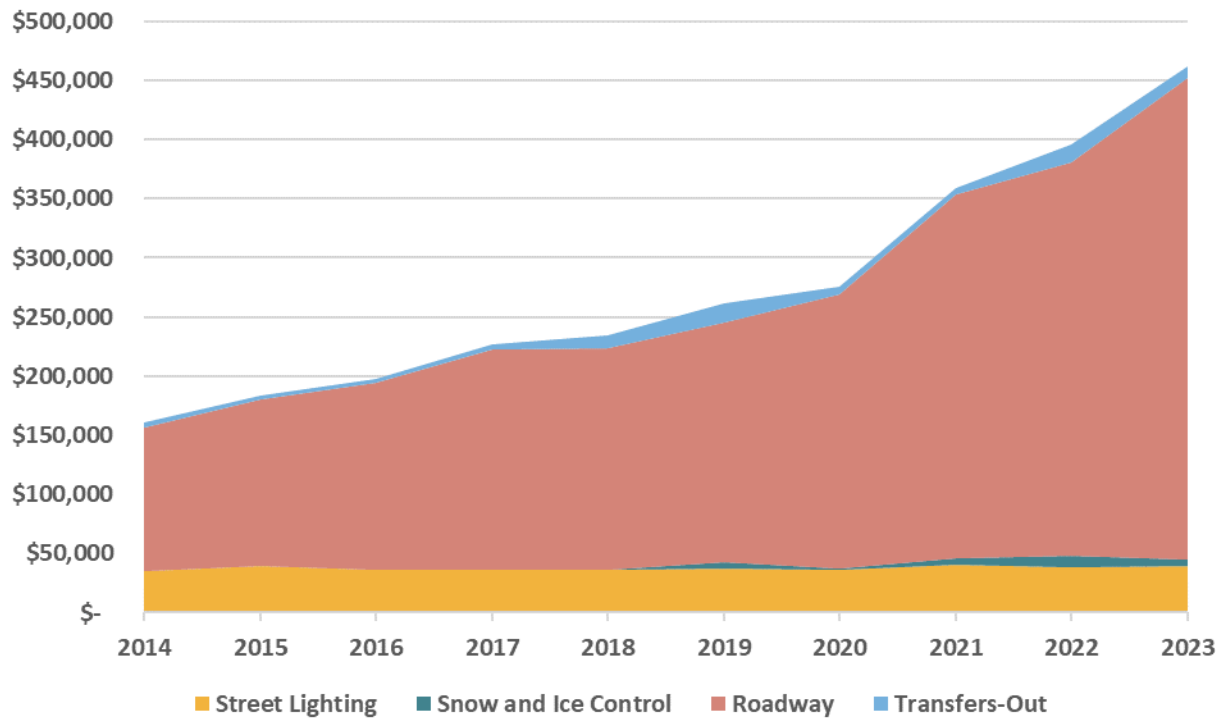
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

The revenue projection illustrated by Exhibit 21 shows that, when adjusted for inflation, if existing permit fees are increased on a regular basis and/or indexed to inflation, the total proceeds from these fees may go up. Given that the City has historically updated its fee schedule, we have elected to include projections to assume that such updates, at least matching inflation, will occur on an annual basis.

Programmatic Expenditures

Exhibit 22, following, shows the City of Sultan's programmatic transportation expenditures over the historical period 2014 to 2023.

Exhibit 22. City of Sultan Historical Programmatic Expenditures, 2013 to 2024, Actuals (YOE$)



	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Street Lighting	$ 35,271	$ 39,308	$ 35,923	$ 36,382	$ 36,778	$ 37,532	$ 36,293	$ 40,930	$ 38,674	$ 39,112
Snow and Ice Control	$ -	$ -	$ -	$ -	$ -	$ 5,344	$ 1,338	$ 5,515	$ 9,431	$ 5,590
Roadway	$ 121,607	$ 140,453	$ 157,998	$ 186,423	$ 187,003	$ 202,009	$ 231,176	$ 307,035	$ 332,128	$ 407,288
Transfers-Out	$ 3,500	$ 3,500	$ 3,500	$ 3,500	$ 10,250	$ 16,750	$ 6,415	$ 5,906	$ 15,000	$ 9,663
	$ 160,378	**$ 183,261**	**$ 197,421**	**$ 226,305**	**$ 234,031**	**$ 261,635**	**$ 275,222**	**$ 359,386**	**$ 395,233**	**$ 461,653**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

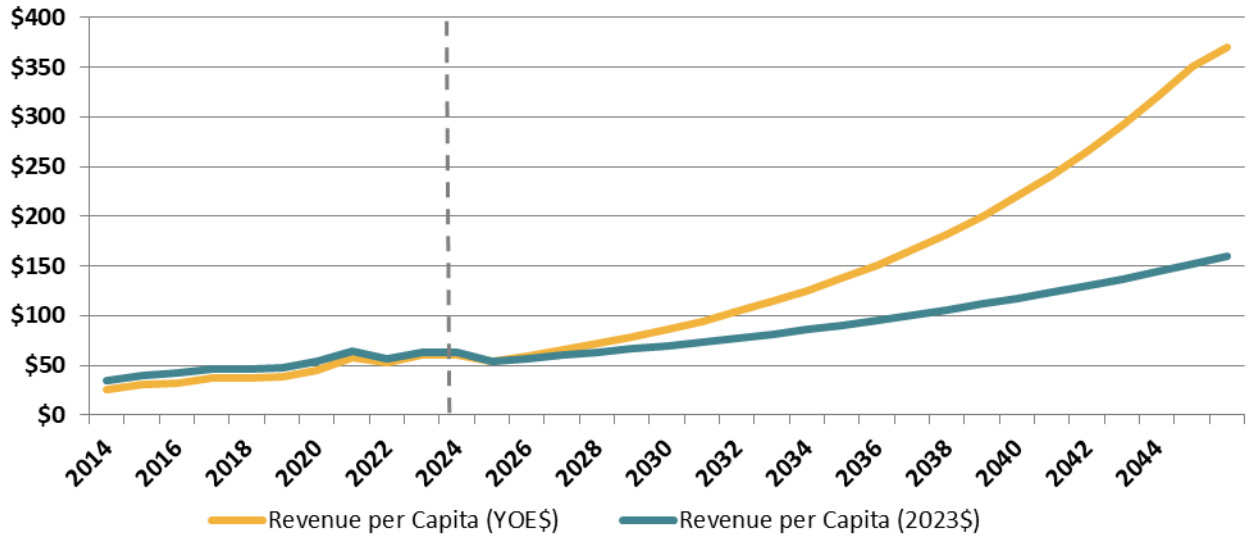
As Exhibit 22, illustrates, the City of Sultan's programmatic transportation include its roadway preservation program, street lighting, and since 2019 a small amount of activity related to snow and ice control. Over the historical period, programmatic transportation expenditures have increased from $156,878 in 2014 to $451,990 in 2023. The City has also transferred a small amount of money (ranging from $3,500 to a maximum of $16,750 in 2019) to the equipment fund to pay for the share of equipment necessitated to support programmatic transportation activities and, in some cases, to the Fund 1, sub-fund 104 Information Technology, to pay for information technology expenditures. As these transfer-outs were necessary to streets programmatic activities, they should be treated as expenditures

Following, we discuss both of these expenditure types and project the cost of each of them for maintaining the City of Sultan's current roadway level of service and maintenance standards. More information about the specific projection methods underpinning this analysis is available in the *Data Sources* section of this report.

ROADWAY ADMINISTRATION, PRESERVATION, AND MAINTENANCE

Exhibit 23 shows the historical trend in roadway administration, preservation, and maintenance expenditures as well as a forward-looking projection of these expenditures.

Exhibit 23. Roadway Administration, Preservation, and Maintenance - Per Capita Historical Expenditures and Future Expenditure Projection, 2014 to 2044 (YOE$ and 2024$)



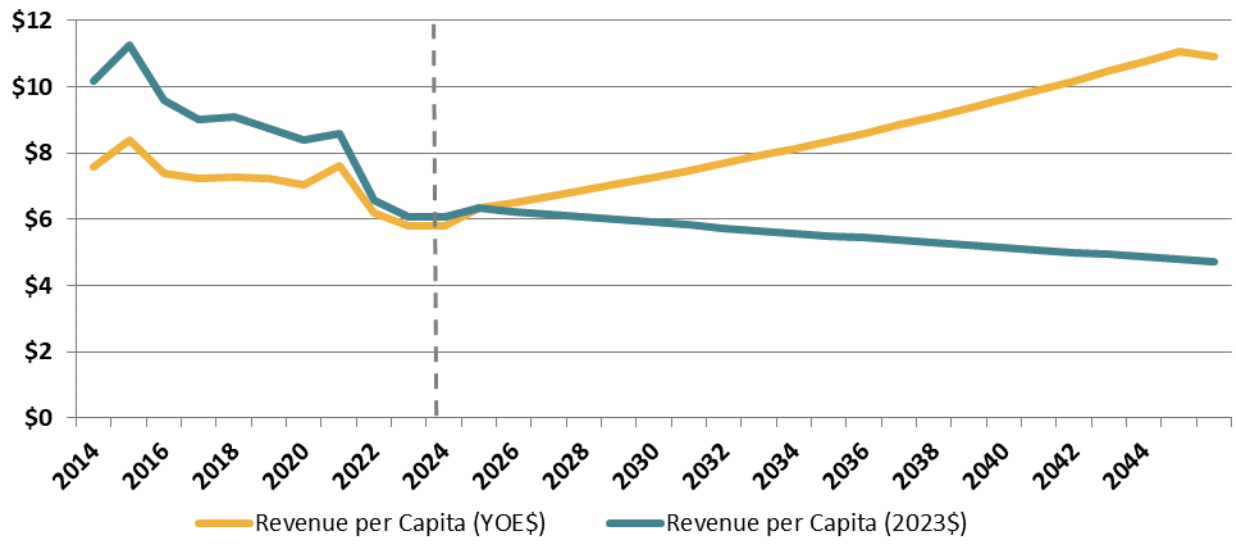
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

For the purposes of these projections, we assumed that these expenditures will stay approximately the same in real dollars, but grow at a rate slightly greater than inflation based on the historical trend.

STREET LIGHTING

Exhibit 24 shows the historical trend in roadway administration, preservation, and maintenance expenditures as well as a forward-looking projection of these expenditures.

Exhibit 24. Street Lighting - Per Capita Historical Expenditures and Future Expenditure Projection, 2014 to 2044 (YOE$ and 2024$)



Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

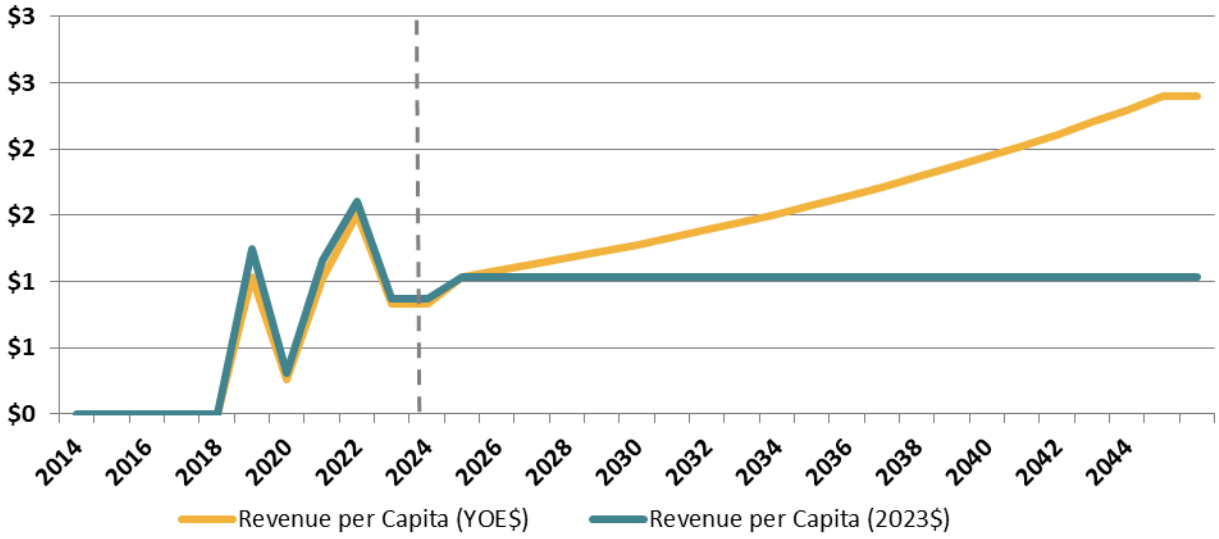
We assume that these expenditures will stay approximately the same in real dollars, but grow at a rate slightly greater than inflation based on the historical trend.

SNOW AND ICE CONTROL

The City of Sultan began providing extremely limited snow and ice control activities to manage adverse weather in the City in 2019, as it was able to outfit an existing vehicle with a snowplow. In 2020, to meet ongoing fleet needs, the City entered a contract with Enterprise to provide ten new vehicles under five-year leases. Of these new vehicles, the City was able to outfit an additional vehicle with a snowplow. According to the 2024 budget, the City will outfit one additional vehicle with a snowplow in 2024, bringing the City's total snowplows to three.

Exhibit 25 shows the historical trend in programmatic snow and ice control expenditures funded by Fund 101 Street Fund as well as a forward-looking projection of these expenditures. THE capital costs of the City's snowplows are managed in Fund 515 Equipment Fund and funded through internal service charges transferred-out from Fund 101 to Fund 515.

Exhibit 25. Snow and Ice Control - Per Capita Historical Expenditures and Future Expenditure Projection, 2014 to 2044 (YOE$ and 2024$)



Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

We assume that these expenditures will stay approximately the same in real dollars, but grow at a rate slightly greater than inflation based on the historical trend.

Baseline Revenue Capacity to Support Programmatic Transportation Activities

With these projections made, we can now assess the City of Sultan's baseline revenue capacity to support programmatic transportation activities – answering the question, "will the City's future revenues for programmatic transportation activities be sufficient to support its future programmatic transportation activities, assuming those activities are comparable to the activities of the past?" To do this, we first sum the estimated revenues available for these activities, as shown in Exhibit 26.

Exhibit 26. Total Baseline Programmatic Revenues, 2024$ (rounded to nearest $10,000)

	2025-2030	2031-2045	TOTAL
Property Tax	$ 1,930,000	$ 5,530,000	**$ 7,460,000**
Utility Tax (B&O on Utiliites)	$ 1,330,000	$ 2,490,000	**$ 3,820,000**
State Shared Revenues	$ 970,000	$ 1,690,000	**$ 2,660,000**
Charges for Goods and Services	$ 130,000	$ 520,000	**$ 650,000**
TOTAL	**$ 4,360,000**	**$ 10,230,000**	**$ 14,590,000**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

We then sum the estimated programmatic transportation expenditures, as shown in Exhibit 27.

Exhibit 27. Total Baseline Programmatic Expenditures, 2024$ (rounded to nearest $10,000)

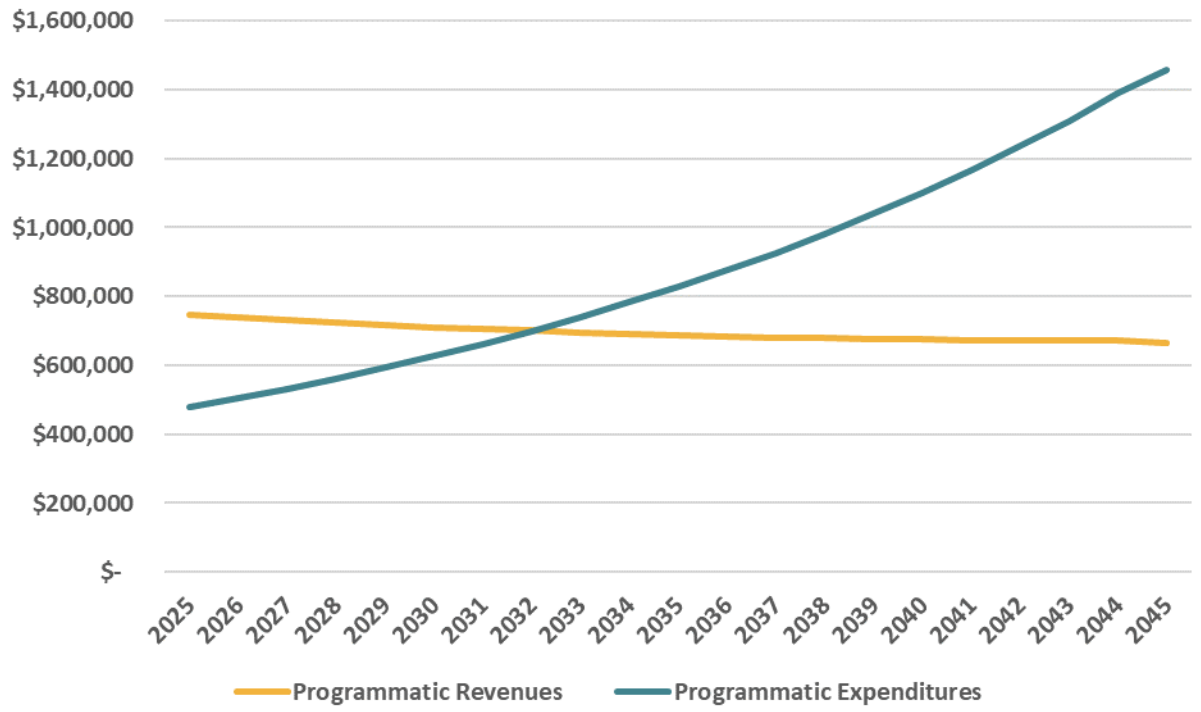
	2025-2030	2031-2045	TOTAL
Street Lighting	$ 270,000	$ 640,000	**$ 910,000**
Snow and Ice Control	$ 50,000	$ 130,000	**$ 180,000**
Roadway	$ 2,890,000	$ 14,160,000	**$ 17,050,000**
Equipment and IT Allocations	$ 100,000	$ 270,000	**$ 370,000**
TOTAL	**$ 3,310,000**	**$ 15,200,000**	**$ 18,510,000**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Our projections suggest that baseline programmatic transportation activities will cost the City approximately over $18.5 million during the 20-year term of this plan, however we only anticipate $14.5 million in revenues to fund these activities at this time. This suggests a significant revenue deficit for transportation programmatic expenditures.

Comparing the trends, as shown in Exhibit 28, in total projected revenues and expenditures, we see that expenditures begin to outpace revenues as soon as 2032, and significantly outpace them throughout the remainder of the 20-year horizon of the Comprehensive Plan.

Exhibit 28. Financial Capacity for Programmatic Expenditures, 2024$ (rounded to nearest $10,000)



		2025-2030	2031-2045	TOTAL
	Programmatic Revenues	$ 4,360,000	$ 10,230,000	**$ 14,590,000**
-	**Programmatic Expenditures**	$ 3,310,000	$ 15,200,000	**$ 18,510,000**
=	**Revenue Surplus/(Deficit)**	**$ 1,050,000**	**$ (4,970,000)**	**$ (3,920,000)**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Over the 20 year period, the revenue shortfall will be approximately $4 million. The City will either need to dedicated increased property and/or utility tax to Streets in these period, identify new sources of operating revenues for transportation, or reduce expenditures (likely by reducing roadway level of service and maintenance standards) to address this shortfall.

Financial Capacity for Transportation Capital Projects

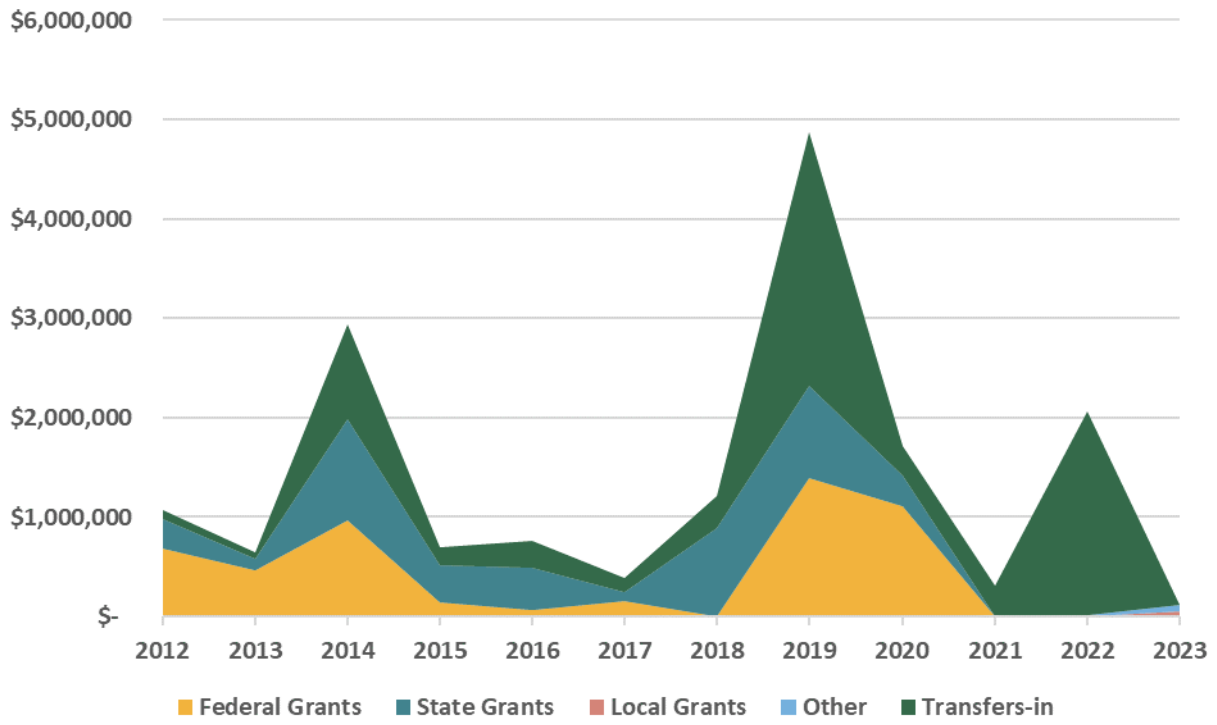
Transportation capital activities related to improvements and new construction of roads/street and related infrastructure. All of the City of Sultan's transportation capital investments occur in Fund 303 Street Improvements Fund, however, historical revenues that have funded transportation capital projects have also come from Fund 108 Traffic Impact Fee Fund and Fund 203 LTGO Building/Street Fund.

To analyze the City of Sultan's financial capacity for transportation-related capital investments, we first assessed its historical revenues related to those activities. We then projected the revenues expected to be available for transportation-related capital investments in the six- and 20-year period of the Comprehensive Plan. The results of this analysis can be used to further prioritize the City's transportation capital projects list and develop a six-year Transportation Improvement Program (TIP). If revenues are not sufficient, they will also provide a strategy for increasing funding to balance the TIP and demonstrate funding availability for projects on the 20-year project list.

Capital Revenues

The cumulative revenues generated by transportation-related capital funds, collectively between 2013 and 2023 are illustrated in Exhibit 29.

Exhibit 29. City of Sultan Historical Transportation Capital Revenues, 2014 to 2023, Actuals (YOE$)



	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023
Federal Grants	$ 686,260	$ 467,954	$ 972,659	$ 135,793	$ 59,191	$ 159,234	$ -	$ 1,395,296	$ 1,109,560	$ -	$ -	$ -
State Grants	$ 294,309	$ 111,702	$ 1,010,569	$ 381,442	$ 434,639	$ 89,981	$ 891,512	$ 925,718	$ 308,291	$ -	$ -	$ -
Local Grants	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ -	$ 50,000
Other	$ -	$ 3,206	$ -	$ 78	$ 2,250	$ -	$ 604	$ 2,629	$ 1,442	$ 372	$ 13,021	$ 64,936
Transfers-in	$ 88,000	$ 59,867	$ 960,576	$ 185,000	$ 260,900	$ 140,322	$ 315,379	$ 2,550,041	$ 300,000	$ 305,045	$ 2,047,500	$ -
	$ 1,068,569	**$ 642,730**	**$ 2,943,804**	**$ 702,313**	**$ 756,980**	**$ 389,537**	**$ 1,207,495**	**$ 4,873,684**	**$ 1,719,293**	**$ 305,417**	**$ 2,060,521**	**$ 114,936**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Over the historical period, the City of Sultan has primarily funded its transportation capital investments through federal, state, and local grants as well as transfers-in (from Fund 108) of transportation impact fees. As of 2023, Fund 108 has an ending funding balance of $3,958,913. These funds need to be spent on growth-related transportation projects in the next six-ten years (depending on each dollars exact receipt).

In 2019, the City issued $2,528,000 in limited tax general obligation (councilmanic) bonds to streets capital projects. Bond proceeds makeup the majority of the transfers-in in 2019. These bonds will be repaid over 15 years, with the final payment due is 2033. The bonds carry a low annual interest rate of approximately 2.5% and annual payments of approximately $217,000 per year. Repayment activities are recorded as part of a special revenue fund, Fund 203. Approximately 40% of the revenues used to fund repayment are dedicated property tax revenues, while the remainder are REET 1 and 2 revenues transferred in from Funds 301 and 302, respectively.

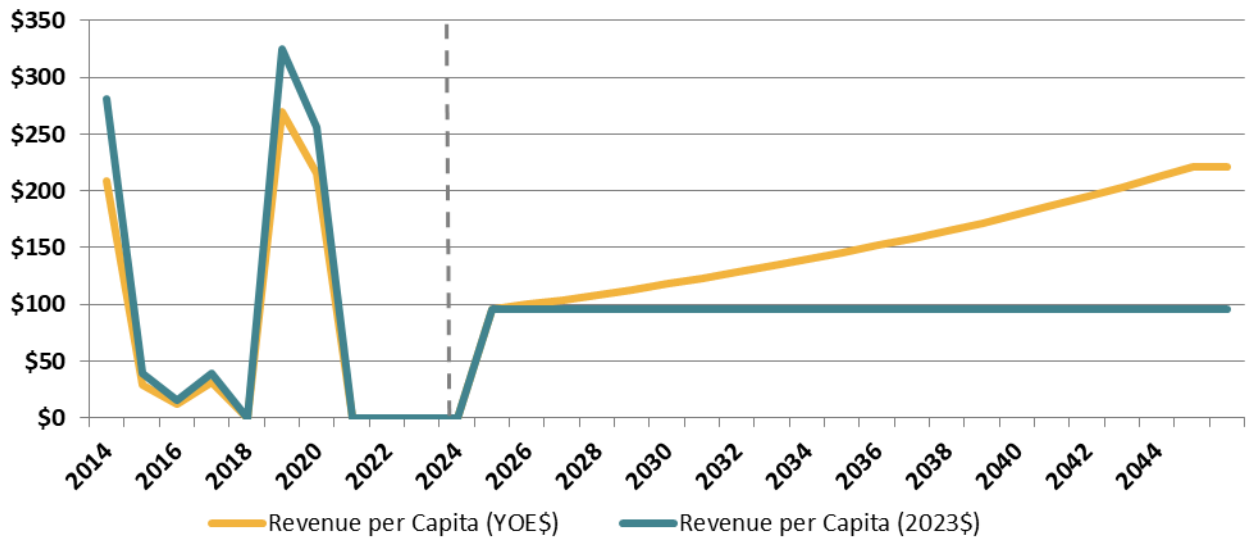
Following, we discuss these revenues and project the future proceeds that may be dedicated to Fund 303 Street Improvement Fund to support transportation capital improvements. More information about the specific projection methods underpinning this analysis is available in the *Data Sources* section of this report.

As in the case of programmatic revenues, we used individual revenue projections by source, based on current revenue policies, to understand the future revenues that may be available for transportation capital expenditures. When projecting impact fees, we assumed impact fee rates would stay the same, meaning that the purchasing power would go down by a rate of approximately 3.9% per year. For the purposes of these projections, we assume that no REET will be available for transportation capital, as it will continue to be used to repay current LTGO bonds. We also assume that the current $3,958,913 in transportation impact fee fund balance will need to be spent in the next six years.

FEDERAL GRANTS

Over the historical period, the City of Sultan received significant federal indirect grant funding from the US Departments of Transportation and Housing and Urban Development (HUD). Exhibit 30 shows the historical revenue trend for federal indirect grants as well as forward-looking projections for the revenue source.

Exhibit 30. Federal Indirect Grants - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



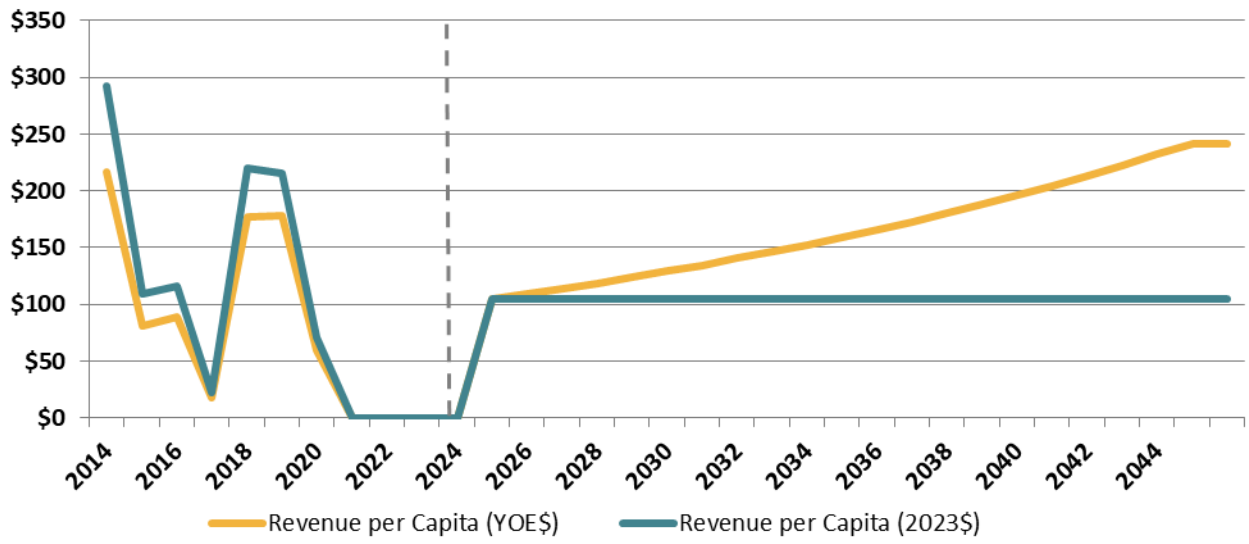
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Federal indirect grants are an irregular source of funding – not a stable, continuous source of funding. Because we don't know what projects may receive such grants and when that may occur, instead, we assume that the City will continue to receive approximately the same per capita amount of federal grant funding over the next 20-years.

STATE GRANTS

The City of Sultan has also received significant state grant funding from the Department of Commerce, Transportation Improvement Board, Utilities and Transportation Commission, and other state agencies during the historical period. Exhibit 31 shows the historical revenue trend for state grants as well as forward-looking projections for the revenue source.

Exhibit 31. State Grants - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



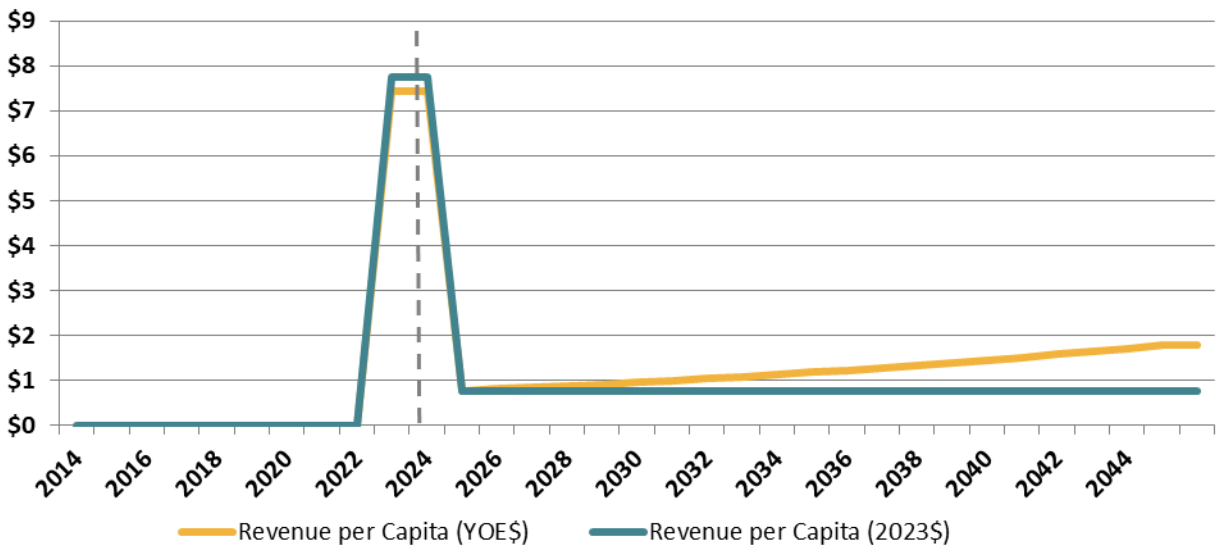
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

The City of Sultan has proven to be very competitive and successful in obtaining state grant funding. We assume that the City will continue to receive approximately the same per capita amount of state grant funding over the next 20-years, however, it is important to remember that obtaining these grants requires substantial effort. If the City chooses not to maintain this effort, this grant funding could go down significantly.

LOCAL GRANTS

The City of Sultan received a $50,000 grant from Snohomish County during the historical period. Exhibit 32 shows the historical revenue trend for state grants as well as forward-looking projections for the revenue source. The City's 2024 budget also anticipates local grants from the Puget Sound Regional Council (PSRC).

Exhibit 32. Local Grants - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



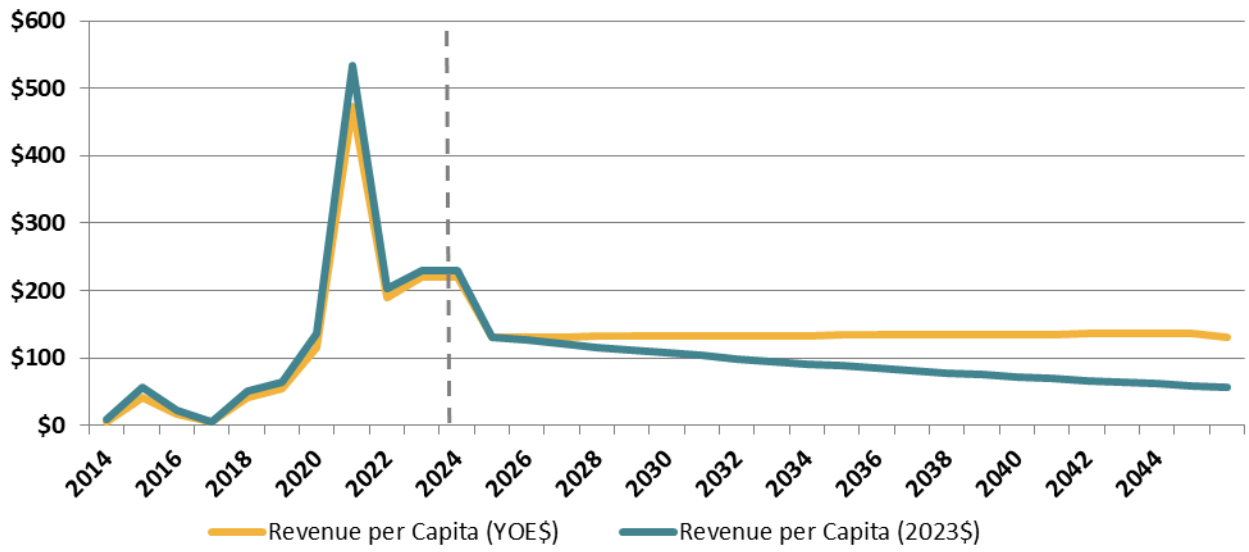
Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

Like federal indirect grants, local grants are an irregular source of funding. However, given the regional significance of some of the City of Sultan's proposed transportation capital projects, particularly those projects along Highway 2, we expect the City could be competitive for further local grant funding over the horizon of this Transportation Element.

TRANSPORTATION IMPACT FEES

Transportation Impact Fees are one-time charges to development to support transportation infrastructure needed to directly address the increased transportation demand associated with the development. Transportation impact fees must be used for "public streets and roads." The City of Sultan currently charges transportation impact fees of $8,787.00 per peak hour trip as well as a traffic impact administration fee (to cover the cost of administering the transportation impact fee program) of $35 or 1% of the fee, whichever is greater.

Exhibit 33. Transportation Impact Fees - Per Capita Historical Revenues and Future Revenue Projection, 2014 to 2044 (YOE$ and 2024$)



Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

We expect that the City will continue to collect transportation impact fees as development occurs. When projecting impact fees, we assumed impact fee rates would stay the same over the entire analysis period, meaning that the purchasing power would go down by a rate of approximately 3.9% per year. This is a conservative assumption, as the City can choose to update its impact fee rate schedule at any time. Beyond the impact fee revenues that will be generated over the life of the Comprehensive Plan, we also assume that the current $3,958,913 in transportation impact fee fund balance will need to be spent in the next six years.

Baseline Capacity for Transportation Capital Investment

With these projections made, we can estimate the baseline revenues that the City of Sultan may have available for transportation capital purposes over the next six- and 20-year periods; these estimates are shown in Exhibit 34.

Exhibit 34. Total Baseline Revenues Available for Transportation Capital Projects, 2024$ (rounded to nearest $10,000)

	2025-2030	2031-2045	TOTAL
Federal Grants	$ 4,250,000	$ 11,760,000	$ 16,010,000
State Grants	$ 4,650,000	$ 12,860,000	$ 17,510,000
Local Grants	$ 30,000	$ 100,000	$ 130,000
Impact Fees	$ 9,030,000	$ 9,290,000	$ 18,320,000
TOTAL	**$17,960,000**	**$34,010,000**	**$51,970,000**

Source: State Auditor's Office, Financial Intelligence Tool, 2024; and Sieger Consulting SPC, 2024.

We project that the City will have approximately $18 million for capital projects during the six-year period from 2025 to 2030 and an additional $34 million for projects between 2031 and 2045.

The City has very limited dedicated city funding for transportation capital projects, with the majority of revenues coming from federal, state, and local grants. For the purposes of this analysis, it is assumed that the City will continue to receive approximately the same per capita grant funding moving forward. The City may want to consider what would happen if it were to receive more or less grant funding in the future; this is simply a projection based on what has historically been achieved. Although the assumptions used herein are conservative, this analysis still assumes that the City will receive substantial grant funding.

There are $165 million in unfunded projects (almost $182 million in total projects – we likely should include funded projects as some of this funding may be grant sources we have projected above) that are not yet started on the City's 6-year capital projects list. There are $325 million in projects on the City's 20-year capital projects list. While some of these projects (in both the six- and 20-year periods) may be funded and completed by actors other than the City, the severity of this difference between projected capital revenues for transportation and the project list suggests the list needs to be pared down and new capital funding mechanisms explored.