

existing conditions

January 2024



Comprehensive Plan Update

City of Sultan, WA

framework

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Executive Summary

An existing conditions report was conducted for each element included in the 2024 periodic update to the Sultan Comprehensive Plan: community design, land use, housing, natural environment, parks and recreation, transportation, economic development, capital facilities, and utilities. Each chapter begins with an overview of the regulatory and planning framework applicable to each topic area, including state, regional, or county mandates that will influence the development of each comprehensive plan element. A thorough analysis of existing conditions is then presented to indicate gaps in Sultan's housing stock, economic development, capital facilities, and other local assets. The bullets below highlight the key findings of each existing conditions chapter.

Community Design

- **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.

Land Use

- **Sultan has sufficient parcel capacity for housing but not for 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 1,330 new jobs.
- **Single-Family Housing 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.

Housing

- **Limited variation in housing typologies** - The predominant housing type is modest-to-medium sized single-family detached homes. Sultan offers few alternatives like duplexes, triplexes, courtyard apartments, and other small forms of multi-family housing.
- **A mismatch exists between unit size and household size** - There is an excess of three-bedroom units based on the number of three-person households. A shortage exists for units with 5 bedrooms and units with 2 bedrooms or less.
- **Few housing options exist for low- and higher-income households** - Not enough low- or high-cost units for owners and renters forces families to either 'rent/buy up', putting pressure on their financial resources, or 'rent/buy down', putting pressure on the entire system.
- **Homeownership concentrated in single-unit housing stock** - As of 2021, homeownership exists only for single-family housing stock. Although there are moderate density options like duplexes, triplexes, and other multi-family housing, they have only been used for city's rental stock.
- **Changing demographics** - Sultan's population has racially and ethnically diversified since 2010. Over the same period, the population of seniors and young families has increased.

- **A housing boom in recent years** - The ongoing surge in housing and population growth in Sultan started around 2015 and is outpacing regional growth targets. Most new growth has occurred in the form of single-family home subdivisions.
- **Attainable targets for housing** - Sufficient land capacity exists for Sultan's 2044 housing growth target issued by Snohomish County. However, local decisions will need to guide where certain types of housing are feasible and desired by the community.

Natural Environment

- **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.

Economic Development

- **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 households have a median household income of about \$89,000 (2023 estimate)** - As of 2021, the median household income in Sultan was \$79,084 and only 0.02% of households were below the federal poverty level.
- **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-19 pandemic.

- **Most 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 residents commute more than 45 minutes and the majority (80%) do so driving alone.
- **Sultan had 1,013 jobs in the city as of 2022** - 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.
- **The City generated approximately \$1,016 per capita in governmental revenue in fiscal year 2021** - 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.
- **The City's retail sales tax and use activity has gone up significantly** - Its compound annual growth rate was 13.43% between 2013 and 2022. Much of this increase is due to one-time taxation on new housing construction that the City cannot anticipate on an ongoing basis. The City still has far less taxable retail sales activity than you would expect based on its population compared to Washington state overall.

Parks & Recreation

- **Sultan residents have access to 107.7 acres of municipal parks and 51.7 acres of school parks, which offer opportunities for recreation, nature walks, and access to waterways** - Much of Sultan's park space consists of large swaths of tree cover, some of it programmed with paths (Osprey Park) and largely unprogrammed (Rudolph Reese Park).
- **In addition to local parks, Sultan residents have access to several state parks and forests managed by the Washington Department of Natural Resources.**
- **Most of the western half of Sultan falls within a half-mile walk from some type of green space** - Meanwhile, the eastern part of Sultan lacks accessible park space.
- **Sultan currently has no public neighborhood parks** - These are smaller in size and offer basic amenities such as playgrounds, ballfields, benches, and picnic tables. Public feedback is in support of prioritizing of large parks rather than a network of smaller ones. However, Sultan is expected to begin construction work on 4.5 acres for Mountain View Park in early 2024.
- **City Council and the community view recreation resources as an economic tool** - Done right, these amenities could attract visitors from outside the area through modes like regional sports tournaments, large trail systems, school events, and much more.
- **There are opportunities to add amenities to maximize the use of existing parks.**

Transportation (placeholder)

Capital Facilities

- **Many of Sultan’s capital facilities are in good condition, but increasingly vulnerable to natural hazards** – The City Hall, Police Department, other administrative buildings, and Public Works shop are within the 100-year floodplain.
- **Local schools managed by the Sultan School District face capacity constraints** – The elementary, middle, and high schools all rely on portables for increased classroom space. Some schools have deferred maintenance.
- **Population growth and public service needs may initiate expansions of Sultan’s capital facilities** – In addition to the ongoing construction of a new wastewater treatment facility, other facilities and municipal buildings may require capacity improvements as the City plans for 2044.

Utilities

- **Upgrades and expansions of public utilities (water, sewer, and stormwater) may be necessary to accommodate Sultan’s population growth** – The availability of these utilities is critical for allocating the City’s housing and job growth and it’s likely that expanded service will be needed by 2044.
- **Sultan residents and businesses are powered by a mix of electric and natural gas** – The City is served by Snohomish County Public Utility District and Puget Sound Energy for these utilities. Trends toward electrification and renewable energy production are critical to keep in mind as the City plans for 2044.
- **Internet providers are expanding in Snohomish County** – Widespread access to fiber internet is a County goal for 2024 and providers are responding with more infrastructure investment in the Skykomish River Valley.

Introduction

Planning Process and Report Purposes

Comprehensive planning is a fundamental method for calibrating municipal goals and objectives and linking them to strategic actions to achieve them over time. Prepared and updated on a periodic basis with community engagement and participation by City agencies, boards, and elected officials, comprehensive plans consider evolving conditions and emerging trends.

This Existing Conditions Report provides facts, analysis, and insights that should be considered during the next stages of the Sultan planning process.

STATE AND COUNTY CONTEXT

Although prepared and approved by the City, Sultan is guided by Washington State planning requirements that are contained by state legal codes and the Growth Management Act (GMA), which is codified in RCW Chapter 36.70A and in other related and amended sections of the RCW.

As articulated by the state legislation, the Comprehensive Plan serves as a primary guide for subsequent municipal actions in several categories. It is intended to be a central resource linking goals and objectives, the policies at a municipal level, local standards, and implementing actions. Importantly the Comprehensive Plan includes a requirement for conformity with current zoning and other development regulations, and for the City's capital expenditures.

PLANNING MANDATE AND COORDINATION

Comprehensive Planning Requirement for Sultan

Under state requirements in RCW 36.70A.040, Sultan is among those communities in 18 populous counties required to prepare full Comprehensive Plans, which includes Snohomish County.

GMA Goals as a Basis for Sultan's Plan

The GMA is focused on planning for adequate and appropriate housing and employment capacity among Washington's communities and unincorporated areas.

The GMA establishes a series of common goals that must be incorporated into every municipal Comprehensive Plan to help ensure coordinated directions. These 14 goals are documented in RCW 36.70A.020 for most topics, and in RCW 90.58.020 for shoreline management.

Urban Growth Areas: Accommodating Future Growth

The State and counties can coordinate and direct anticipated population growth through a process that establishes "Urban Growth Areas", in consultation with the municipalities where growth is likely to occur. Sultan is within an Urban Growth Area designated by Snohomish County.

A special analysis using the state’s Buildable Lands Program is used by Snohomish County to measure changes in housing and employment among constituent communities. The Buildable Lands Program also calculates the potential to support future growth based on the use of land and current zoning. Snohomish County completed its Buildable Lands Report for 2021 using parcel data from April 2019.

The County also allocates growth targets for communities based on the overall growth management frameworks that Snohomish County Tomorrow, the Growth Management Advisory Council, establishes.

Recognizing the considerable housing growth that has occurred since 2019, the project team is working with updated parcel data from the Snohomish County Assessor, Washington Office of Financial Management, and City of Sultan planning staff to reconcile the capacity estimates in the Buildable Lands Report.

County and State Review of Sultan’s Plan

To provide coordination between municipal, county, and state growth management, Sultan’s Comprehensive Plan is subject to review after it is completed by Snohomish County. This occurs after Sultan completes and approves its Plan. As per State law, the review process is conducted using information from the periodic Buildable Lands Reports. The reviews are intended to determine if growth that is occurring is consistent with the planning goals in the Comprehensive Plan. If the County finds that there are inconsistencies, then a municipality must identify and incorporate “Reasonable Measures” to address them, including either amending or updating their Comprehensive Plan.

Regional Planning Context

Sultan is a member of the Puget Sound Regional Council (PSRC) which provides opportunities for collaborative planning with the larger region composed of King, Kitsap, Pierce, and Snohomish Counties. It also serves as the Metropolitan Planning Organization (MPO) and the Regional Transportation Planning Organization (RTPO) and is influential in determining priorities for federal transportation funding and regional growth management under the GMA.

PSRC adopts multi-county planning policies which it updates periodically. The current collection of policies is contained in Vision 2050: A Plan for the Central Puget Sound Region.

PLAN ELEMENTS

While municipalities can flexibly use Comprehensive Plans to address topics, there are certain categories called “elements” which are required by the state that are described in the legislation “Comprehensive Plans - Mandatory Elements” in RCW 36.70A.070. For Sultan, these include elements for Land Use, Housing, Capital Facilities Plan, Utilities, and Transportation. The RCW requires parks and recreation to be considered under the Capital Facilities Element, although municipalities are allowed to adopt a stand-alone Parks and Recreational element.

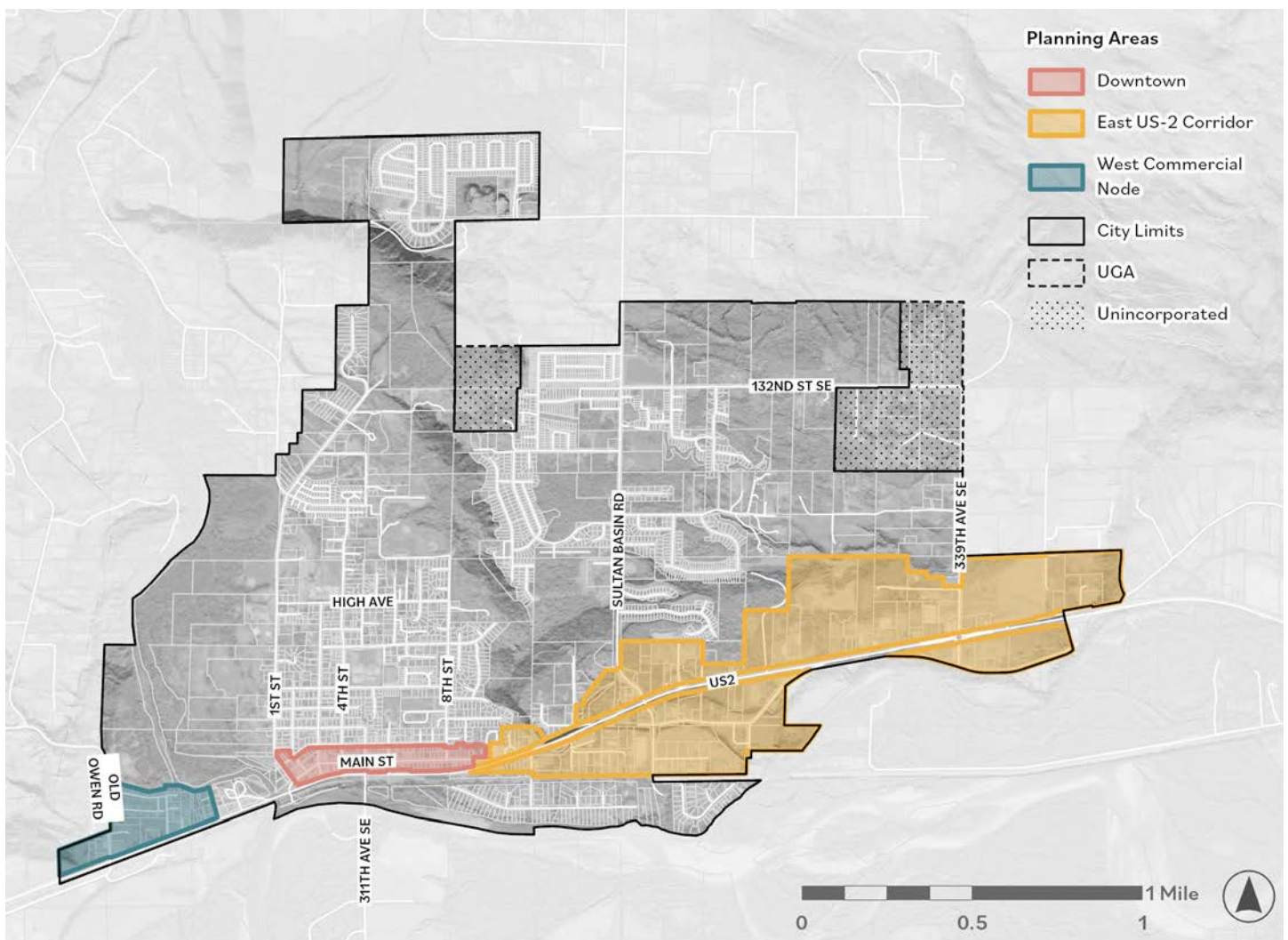
INVENTORY AND PURPOSES OF EXISTING CONDITIONS REPORT

The GMA requires an inventory of existing conditions for each required element. This Existing Conditions Report for the City of Sultan presents current built and natural conditions for community design, land use, housing, natural environment, parks and recreation, transportation, economic development, capital facilities, and utilities. This report intends to establish a foundation that supports the development of the Sultan Comprehensive Plan and associated State Environmental Policy Act (SEPA) review documents. The data and analyses enclosed are subject to revision as the Comprehensive Plan Update progresses through public review milestones. Additional information on the existing Sultan Comprehensive Plan and update process can be found at: www.sultan2044.com.

Planning Area

The planning area for the 2024 Comprehensive Plan Update is the Sultan city limits and Urban Growth Areas of Snohomish County.

Figure 1 Extent of the Planning Area



Sultan 2044 Comprehensive Plan Update
Existing Conditions Report

1

community design



Community Design

1.1 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. Ultimately, the community design element aims to provide clear and creative guidance to enhance Sultan's small-town character while acknowledging the reality of continued growth and development in the area.

Community design, while a distinct component within the comprehensive plan, is also interwoven throughout all the other elements—it's most closely linked to land use, housing, environment, and transportation. It influences urban form, circulation patterns, and the relationship between development and natural areas. This existing conditions chapter inventories the streetscapes, open space, and buildings that make Sultan unique.

1.2 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.

1.3 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:

2.3.1 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.

2.3.2 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.

2.3.3 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.

2.3.5 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.

1.4 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.

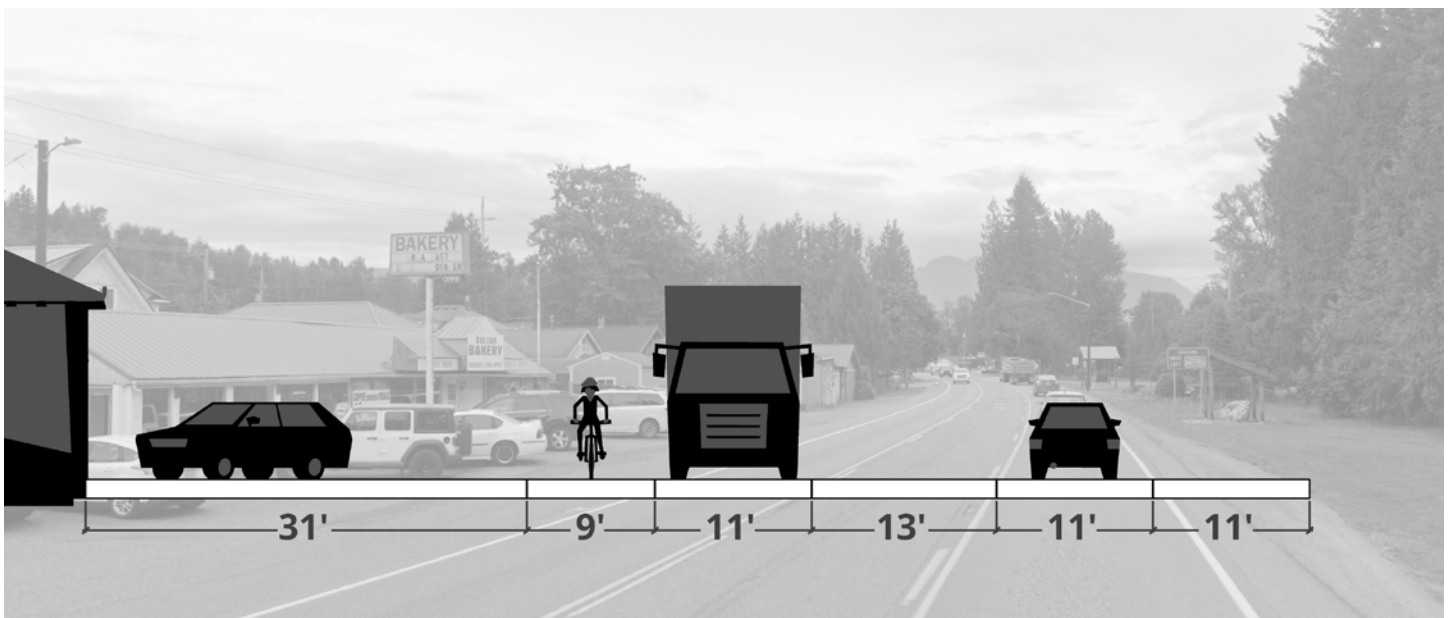
Early population growth and development primarily occurred within this original settlement, bounded by the Skykomish River to the south, the Sultan River to the west, and steep hills to the east. These flat lowlands provided unimpeded construction opportunities and proximity to Sultan's downtown and 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.

1.5 Existing Design Context

STREETSCAPES

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



Google, 2023

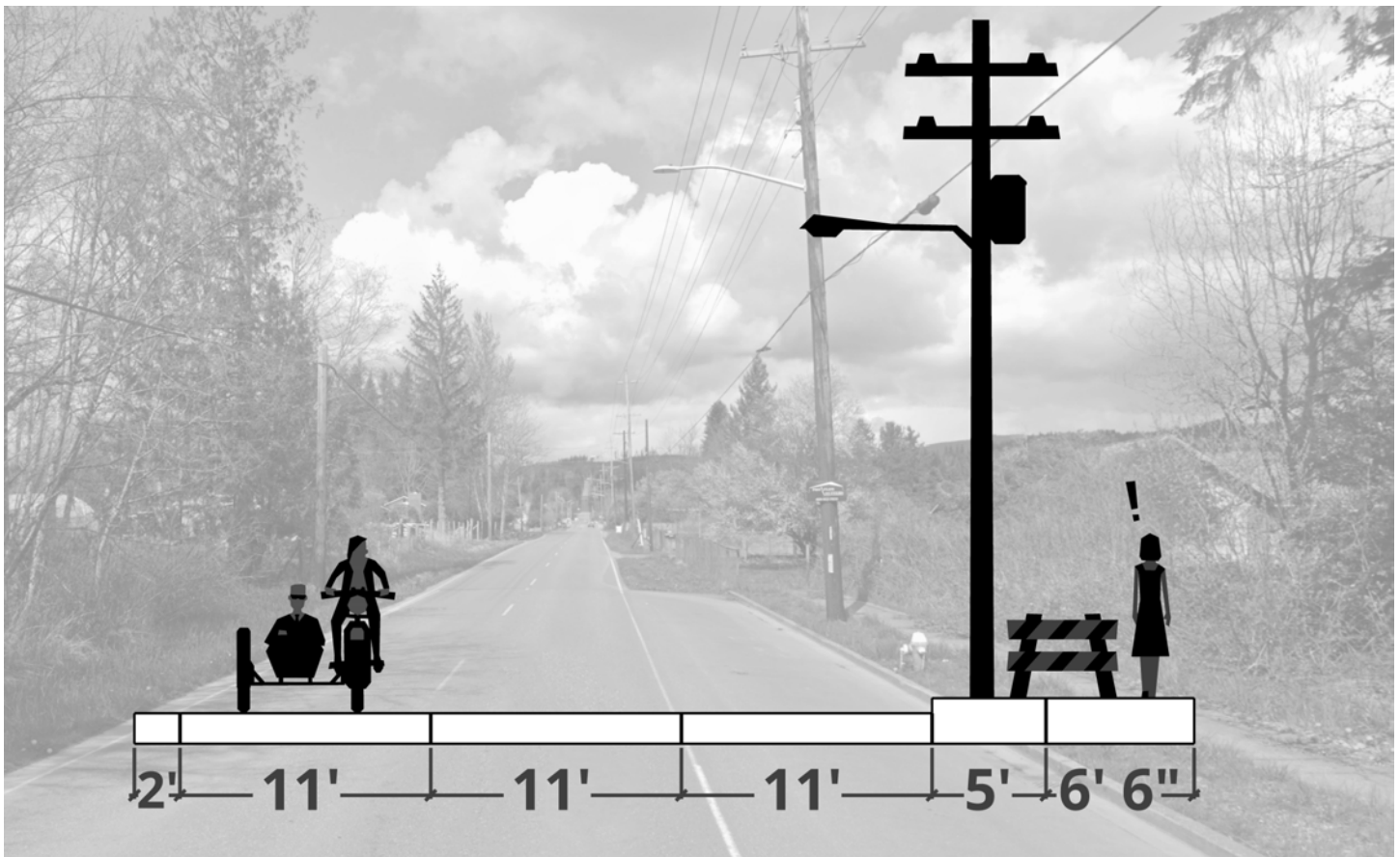
Highway/Arterial

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.

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.

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



Google, 2023

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.

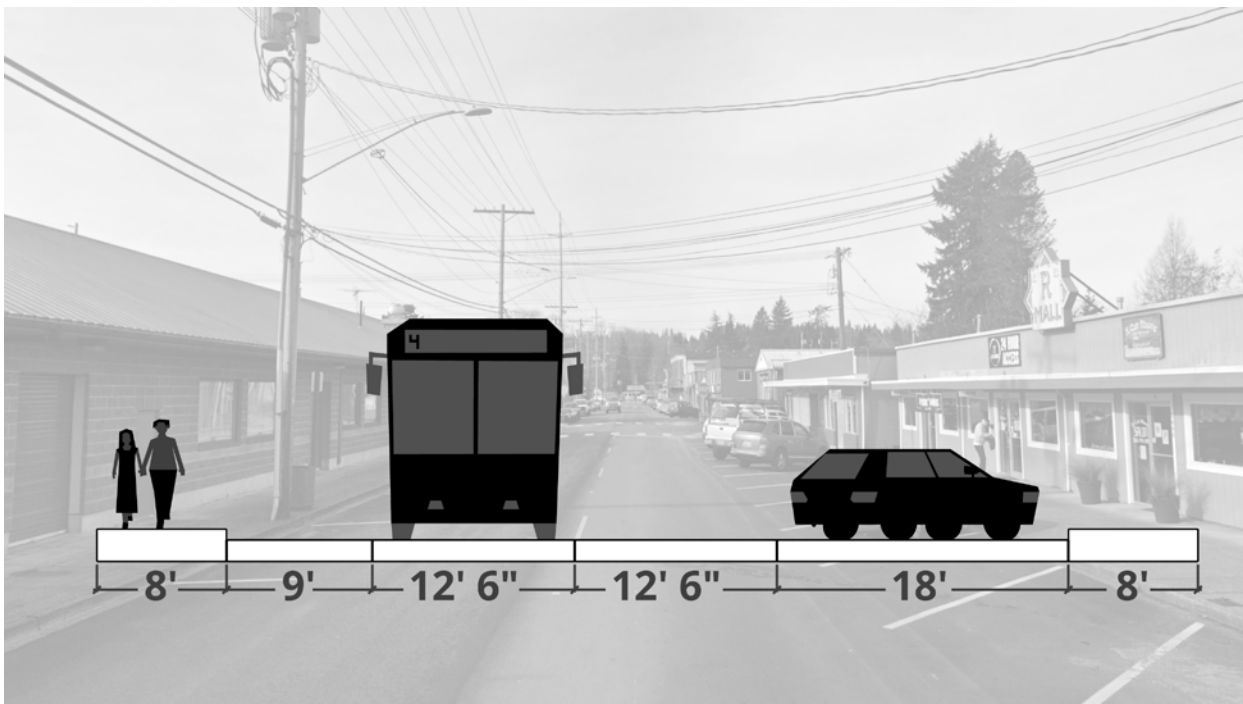
Sultan Basin Road and 339th Ave SE (Rice Road) run north-south, feeding US-2 as arterial roads. Like the highway, both have one primary travel lane for vehicles and intermittent pedestrian infrastructure.

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.

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 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.

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.

Figure 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

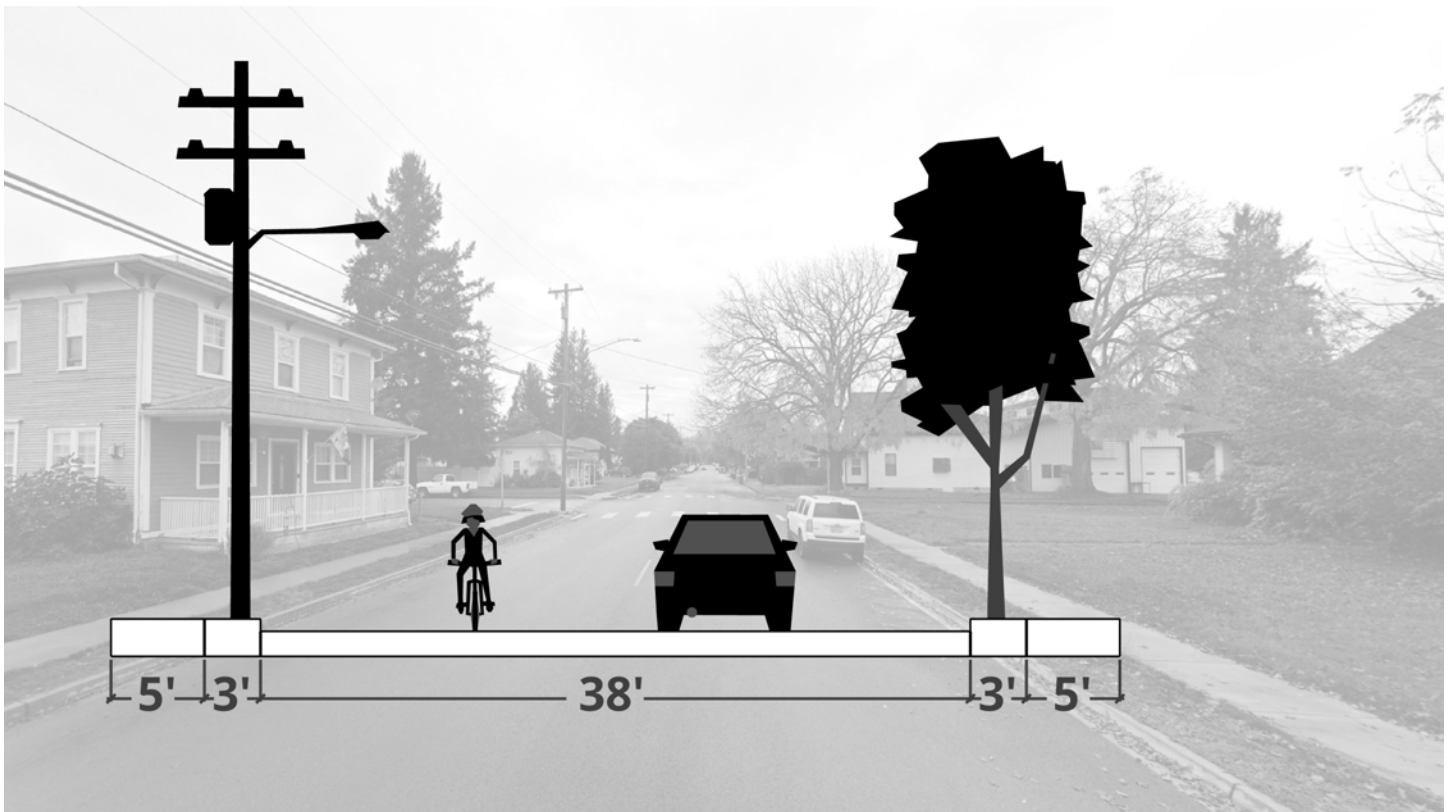
Overall, despite having the bones of an historically walkable retail and residential corridor, Main Street over time has developed into a vehicle-first area. Recent improvements to the pedestrian realm are primarily aesthetic, and compared to the existing historic structures, newer commercial buildings 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 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 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 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 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 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 10 (Right) 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 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 $\frac{3}{4}$ 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 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 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 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.

1.6 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.

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 pre-dates 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.

1.7 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.

Sultan 2044 Comprehensive Plan Update
Existing Conditions Report

2

land use

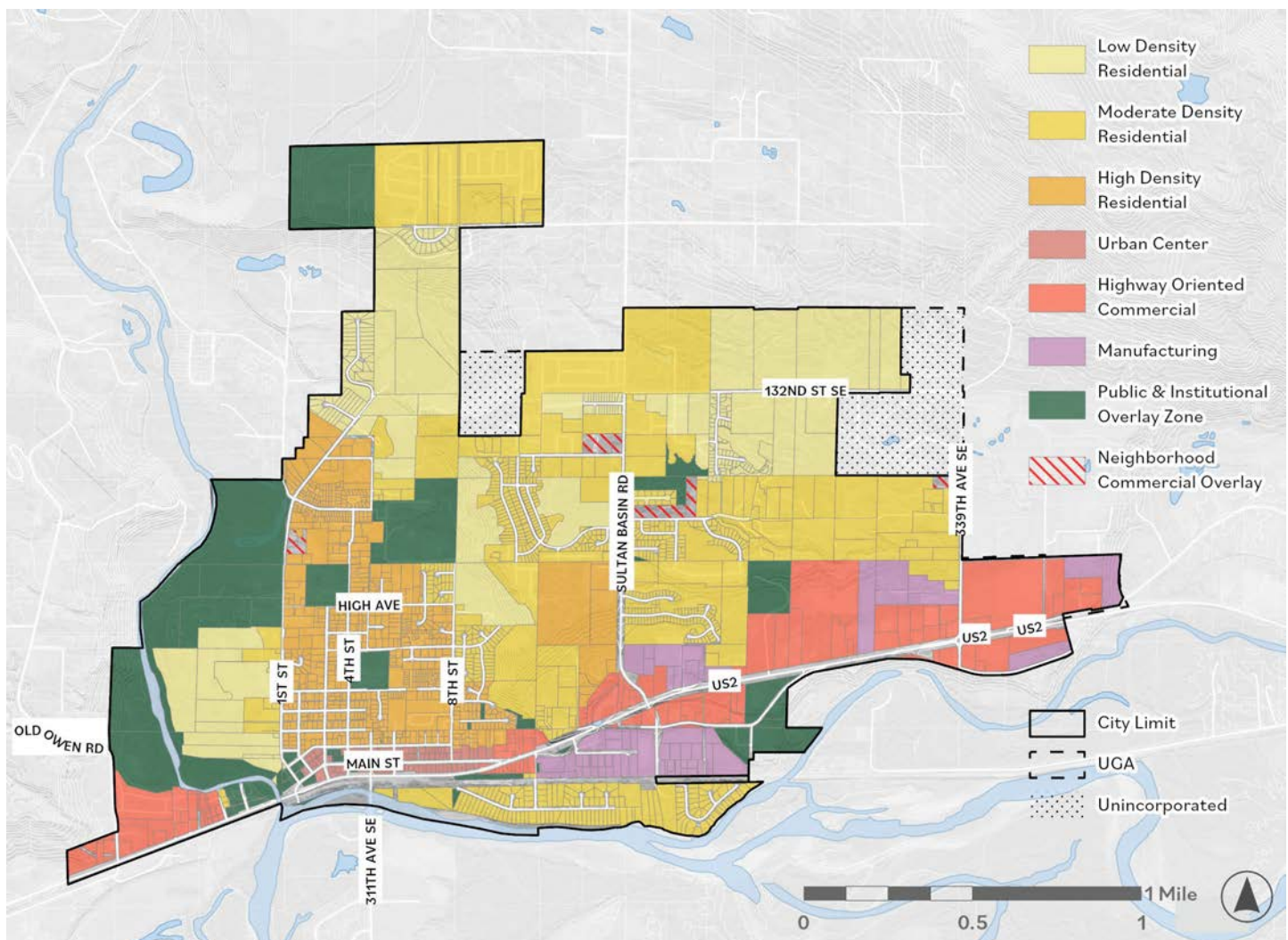


Land Use

2.1 Overview

The land use plan is the foundation of the Comprehensive Plan and informs the other elements of plan. The city must continue to demonstrate that it can provide necessary services to accommodate growth and development anticipated in the land use plan 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 the land use plan. 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. “Existing Future Land Use Map” shows the existing Future Land Use Map which mirrors the zoning map.

Figure 1 Existing Future Land Use Map



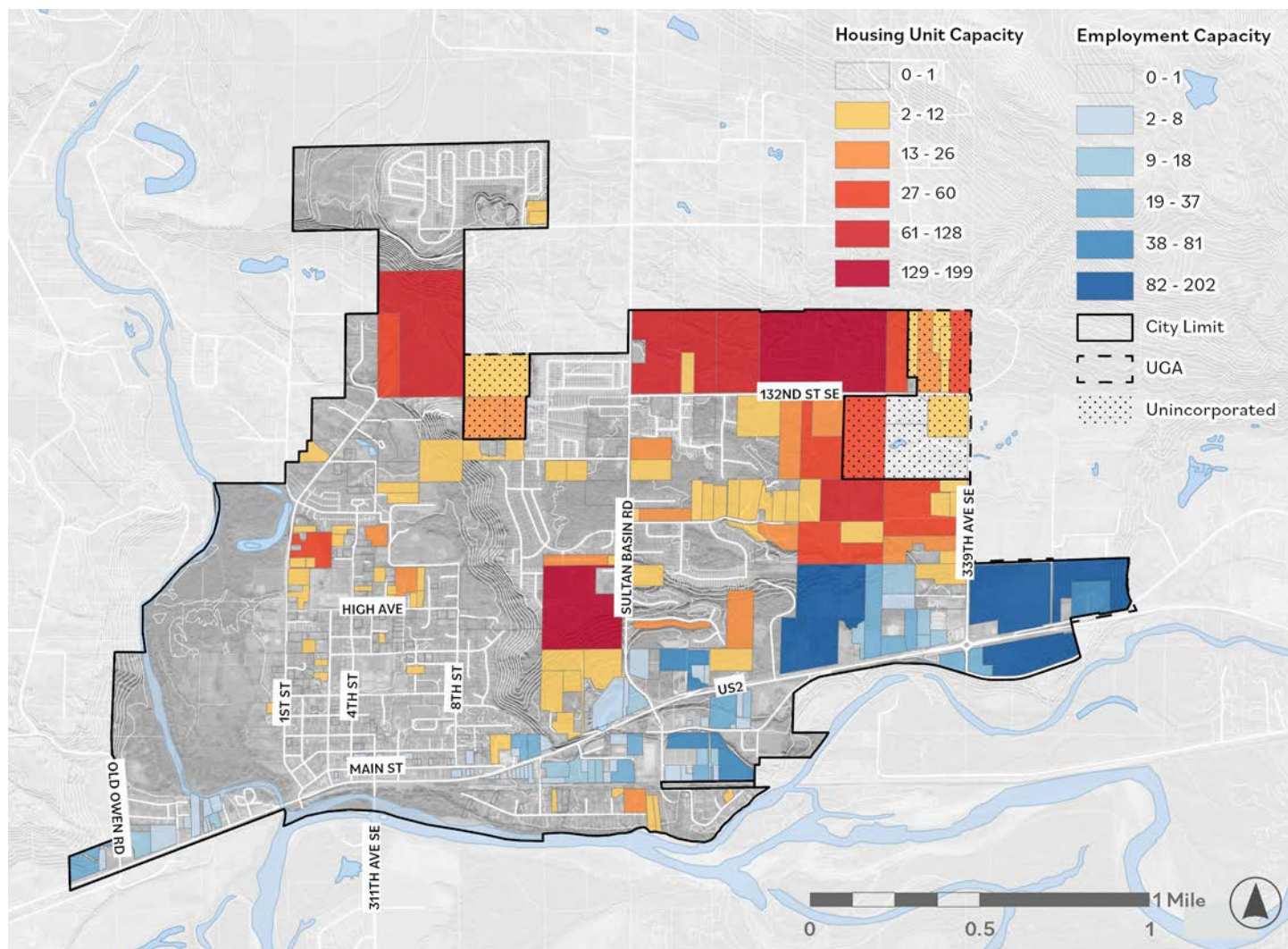
Sultan receives its growth targets for housing and employment from Snohomish County. After participating in the buildable lands process in 2021, Snohomish County issued preliminary growth targets and capacity results for both the City and the UGA (Urban Growth Area), which are depicted in “Growth Targets and Capacity”. “Additional Jobs and Housing Capacity on Vacant or Developable Parcels” illustrates how Sultan's development capacity for new jobs and housing units is distributed throughout the city. Sultan currently has enough capacity to meet its housing targets without the need for additional land use modifications. Therefore, any further adjustments would be driven by community priorities. In contrast, there is a shortage in employment capacity, necessitating land use changes to address this shortfall.

Figure 2 Growth Targets and Capacity

Targets and Capacities	Housing		Employment	
	Sultan City	Sultan UGA	Sultan City	Sultan UGA
Target (2020-2044)	1,425	73	1,329	1
Parcel Capacity (2019)	1,335	193	1,247	0
Initial Capacity Surplus/Deficit	-90	120	-82	-1
Permits (2020-2023)	596	0	n/a	0
Remaining Target	829	73	1,329	1
Parcel Capacity (2023 est.)	975	193	1,247	0
Adjusted Capacity Surplus/Deficit	146	120	-82	-1

Snohomish County; Framework, 2021

Figure 3 Additional Jobs and Housing Capacity on Vacant or Developable Parcels



Snohomish County; Framework, 2023

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.

2.2 Key Findings

- **Sultan has sufficient parcel capacity for housing but not for 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 1,330 new jobs.
- **Single-Family Housing 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.

2.3 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. 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.

2.4 History

TRIBE AND EARLY ORIGINS OF THE SETTLEMENT

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.

MINING TO LOGGING & POPULATION CHANGES

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.

PRESENT INDUSTRIES

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 attractive 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-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.

2.5 Surrounding Land Uses

Sultan is in direct proximity to two cities via US-2: Monroe to the West and Startup (unincorporated) 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.

Figure 4 Regional Area Map



Snohomish County; Framework, 2023

2.6 Existing Land Uses

Sultan’s existing land use pattern is dominated by single-family residential and vacant parcels. 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.

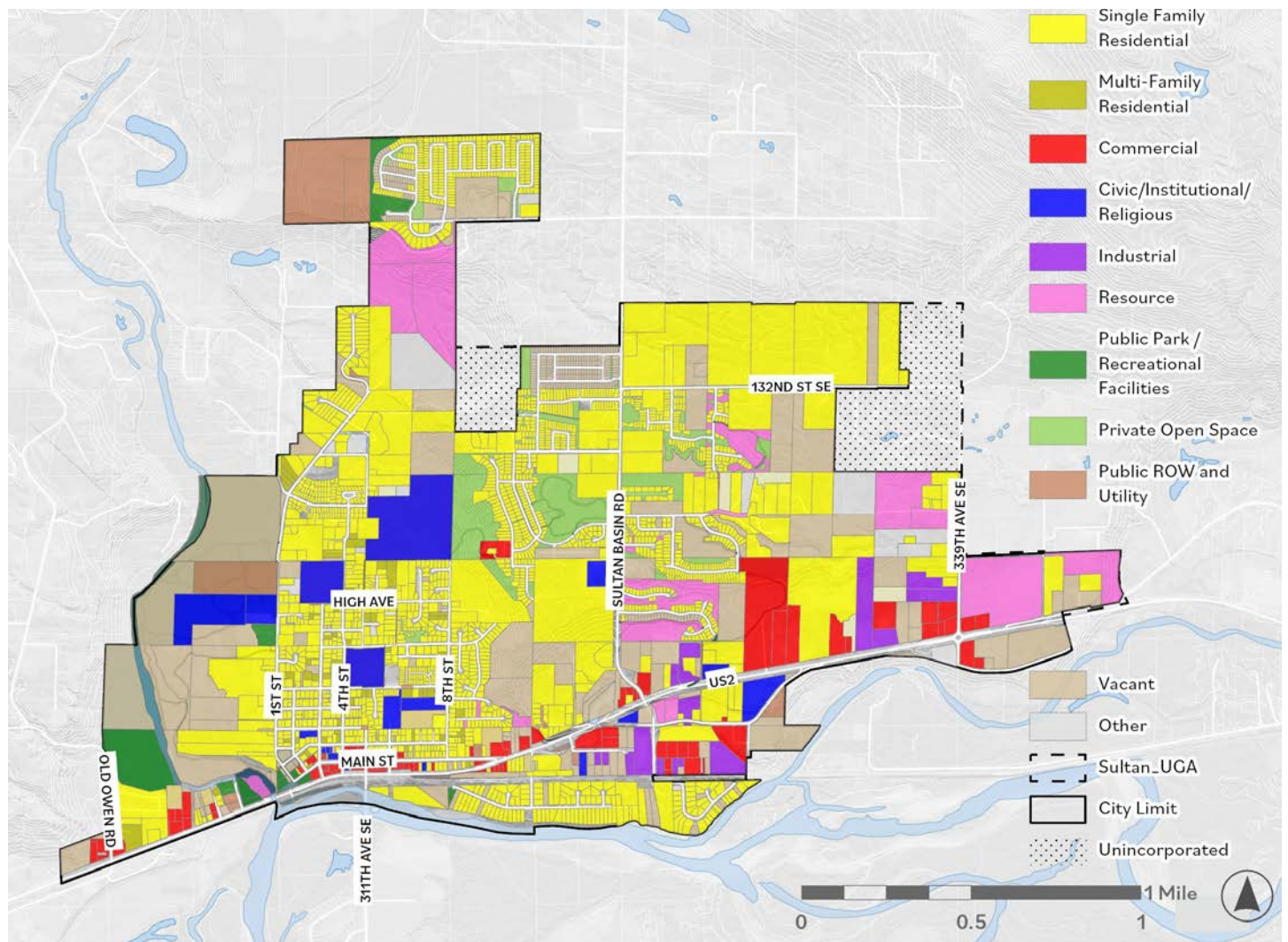
Figure 5 Existing Land Use in Sultan, 2023

General Use Category	Parcel Acres	% Acres
Single-Family Residential	1826.04	62%
Multi-Family Residential	23.19	1%
Private Open Space	71.33	2%
Public Parks, Rec Facilities	32.65	1%
Civic/Institutional/Religious	94.12	3%
Commercial	140.64	5%
Public ROW and Utility	66.59	1%
Industrial	42.79	1%
Resource	138.74	5%
Vacant	420.69	14%
Other	83.34	3%
Total	2940.12	

City of Sultan; Snohomish County; Framework, 2023

Note: This figure sums parcel acres by current land use activities as defined in county assessment data. It includes some parcels identified as ‘street’ or ‘public right-of-way’.

Figure 6 Sultan Existing Land Use Map, 2022



Snohomish County; Framework, 2023

Figure 7 Residential Street in Sultan



Google, 2023

Figure 8 Commercial Buildings on Main Street



Google, 2023

2.7 Existing Land Use Designations

FUTURE LAND USE

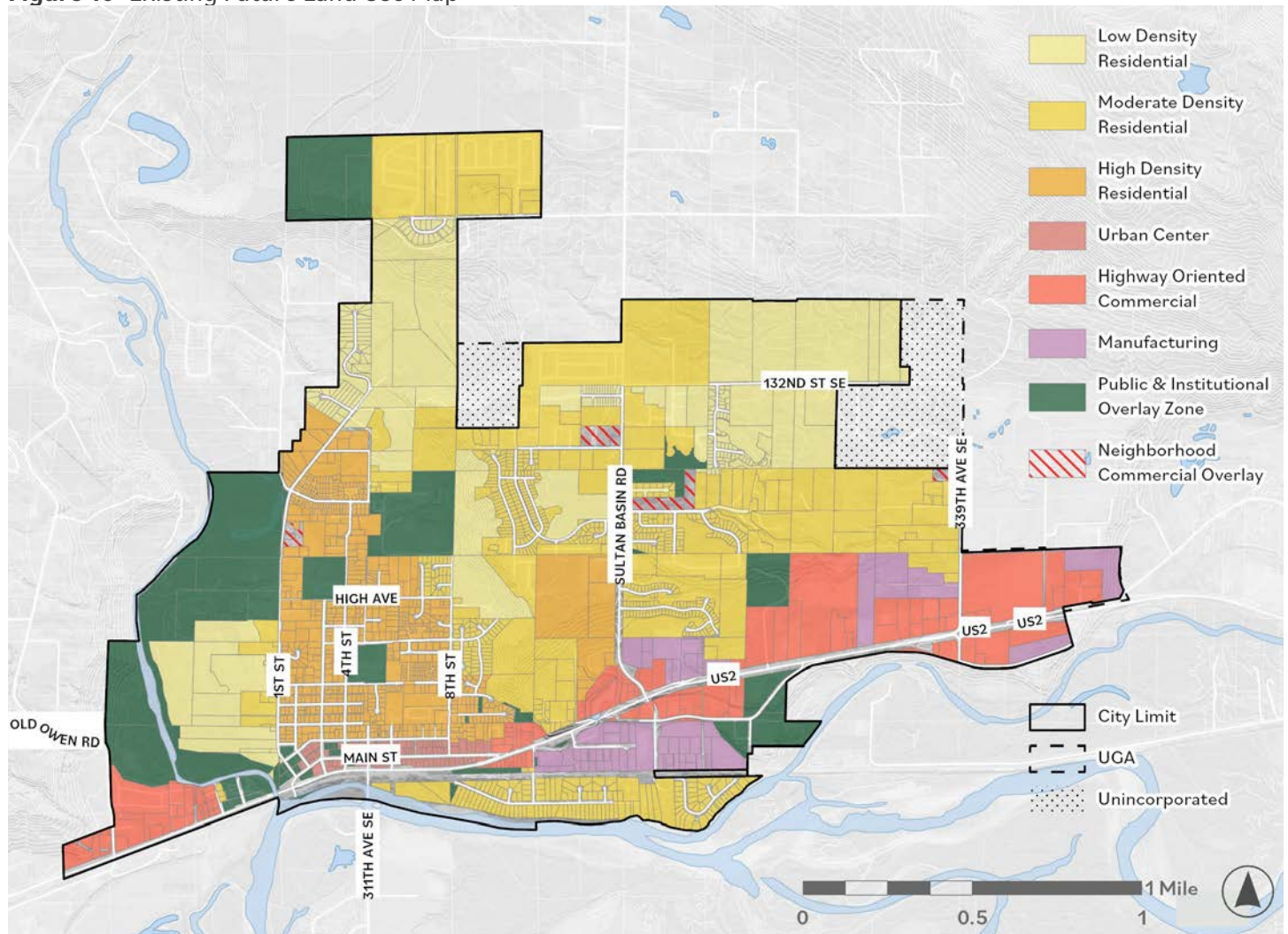
Future land use designations provided in the 2011 comprehensive plan are listed below in “Existing Land Use Designation” and mapped in “Existing Future Land Use Map”0.

Figure 9 Existing Land Use Designation

Land Use Category	Acres	% Acres
Low/Moderate Density	552.52	17%
Moderate Density	736.1	23%
High Density	452.36	14%
Urban Center	17.86	1%
Neighborhood Commercial Overlay	19.4	1%
Public & Institutional Overlay Zone	314.03	10%
Highway Oriented Development	1025.87	32%
Economic Development	107.06	3%
Total	3225.2	

Snohomish County; Framework, 2023

Figure 10 Existing Future Land Use Map



Snohomish County; Framework, 2023

Figure 11 Multi-Family Development



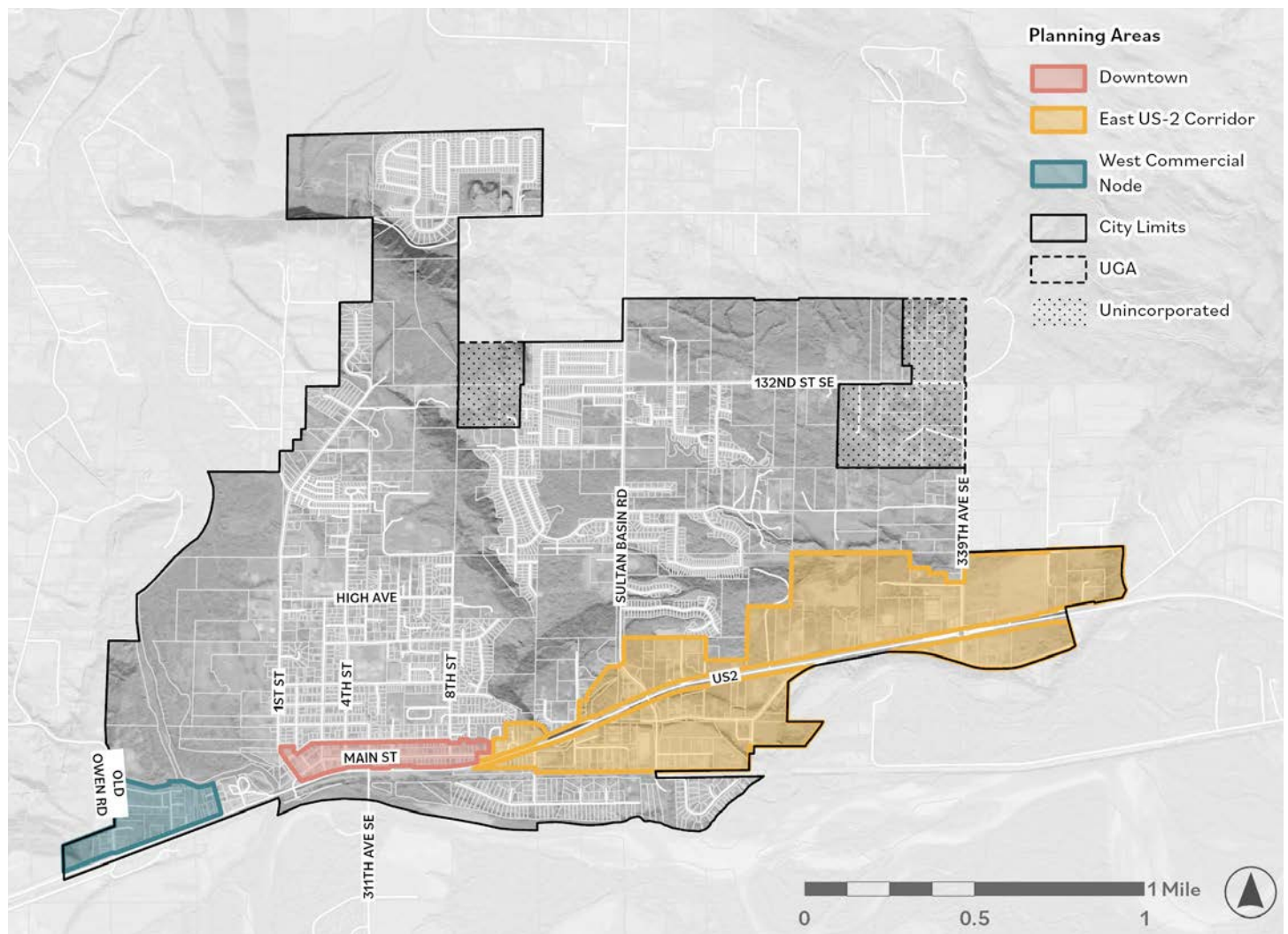
Google, 2023

The planned land use established by the existing future land use map reinforces much of the same pattern of existing uses today, dominated by single-family and multi-family residential. The areas of focus in the existing future land use plan are Sultan’s Urban Center (Downtown) and the US-2 Corridor. The City intends to update its future land use map in the 2024 Update for alignment with growth targets and community land use goals.

AREAS AND DISTRICTS

“Existing Planning Areas” shows the two planning areas identified in Sultan’s existing comprehensive plan: Urban Center (Downtown), and Highway Oriented Commercial (US-2 Corridor).

Figure 12 Existing Planning Areas



Snohomish County; Framework, 2023

Figure 13 Existing Development along Main Street



Google, 2023

Figure 14 Existing Development along US-2



Google, 2023

2.7 Existing Zoning and Development Standards

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. "Land Development Dimensional Regulations" 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.
- **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.

“Mixed-use” zoning means zoning that permits a combination of typically separated uses within a single development or in close proximity. Mixed use in an urban context refers to usually a single building or complex of buildings with more than one type of activity such as residential and commercial uses taking place within its confines. An example of such a type of development could have retail stores on the ground floor, offices above the ground floor, and residential units above the offices. Other combinations of uses may also occur in a mixed-use setting.

- **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 15 Land Development Dimensional Regulations

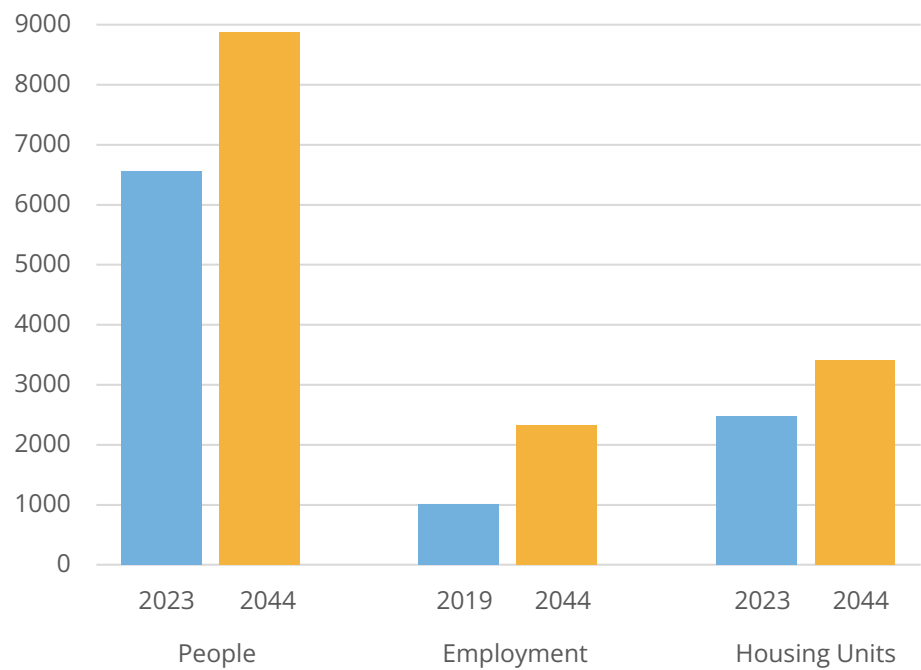
Standards	LDR	MDR	HDR	NC	UC	HOC	M	PB/P/OS
Maximum Density (units/acre)	5	8 - 10	10 - 24	10 - 24	10 - 24	24	N/A	N/A
Minimum Lot Area (sqft)	8,600	4,500	3,600	5,000	5,000	8,000	10,000	10,000
For an Accessory Dwelling Unit	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
For a Duplex	N/A	10,000	6,000	6,000	7,000	N/A	N/A	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.

City of Sultan; Framework, 2023

2.8 Current and Future Population, Housing, and Jobs

Sultan had a population of 6,730 people as of 2023 and is expected to grow by 68.5% or 3,526 persons by 2044, as shown in “Estimated Population, Housing, and Jobs; 2020 and 2044”. It also depicts the estimated local growth in housing units and employment for both Sultan and the presently unincorporated areas of Sultan’s Urban Growth Area. Estimates for local growth in dwelling units and households are made by assuming unit production tracks population growth and slight decrease in household size (2.5 people per household is assumed for 2044 versus 2.61 people in 2020, which tracks with historical and forecast trends). Estimated job growth is based on county population projections and carries forward the 2020 ratio of 0.25 jobs for every person. A market demand study was not conducted; these figures are rough estimates.

Figure 16 Estimated Population, Housing, and Jobs; 2020 and 2044



WA Office of Financial Management; PSRC; City of Sultan; Framework, 2023

Sultan’s 2044 growth targets, established by Snohomish County, are listed in “Sultan Growth Targets and Capacities for Housing and Jobs; 2020-2044”⁷. 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 17 Sultan Growth Targets and Capacities for Housing and Jobs; 2020-2044

Targets and Capacities	Housing		Employment	
	Sultan City	Sultan UGA	Sultan City	Sultan UGA
Target (2020-2044)	1,425	73	1,329	1
Parcel Capacity (2019)	1,335	193	1,247	0
Initial Capacity Surplus/Deficit	-90	120	-82	-1
Permits (2020-2023)	596	0	n/a	0
Remaining Target	829	73	1,329	1
Parcel Capacity (2023 est.)	975	193	1,247	0
Adjusted Capacity Surplus/Deficit	146	120	-82	-1

Snohomish County; Framework, 2023

2.9 Summary of Land Use Conditions and Trends

Housing and employment targets set by Snohomish County will heavily influence the future of land use in Sultan. Housing growth targets for 2044 are attainable based on existing capacity; however, some land use and zoning changes will need to be made to accommodate the affordable housing allocation—which disaggregates the growth target by income band—once it is finalized by Snohomish County. Minor zoning tweaks are also expected to address the deficit in parcel capacity to meet the 2044 employment targets.

Sultan 2044 Comprehensive Plan Update
Existing Conditions Report

3

housing



Housing

3.1 Overview

This chapter supplements the 2022 Housing Needs Assessment to assess the state of Sultan's existing housing stock compared to local and areawide needs. It intends to focus more closely on housing gaps for low-income households, and to assess those gaps more granularly by race and disability to ensure that housing policy appropriately addresses potential disparate impact, displacement risk, and accessibility requirements for future housing development as mandated under the GMA, Vision 2050, and Snohomish County CPPs.

3.2 Key Findings

- **Limited variation in housing typologies** - The predominant housing type is modest-to-medium sized single-family detached homes. Sultan offers few alternatives like duplexes, triplexes, courtyard apartments, and other small forms of multi-family housing.
- **A mismatch exists between unit size and household size** - There is an excess of three-bedroom units based on the number of three-person households. A shortage exists for units with 5 bedrooms and units with 2 bedrooms or less.
- **Few housing options exist for low- and higher-income households** - Not enough low- or high-cost units for owners and renters forces families to either 'rent/buy up', putting pressure on their financial resources, or 'rent/buy down', putting pressure on the entire system.
- **Homeownership concentrated in single-unit housing stock** - As of 2021, homeownership exists only for single-family housing stock. Although there are moderate density options like duplexes, triplexes, and other multi-family housing, they have only been used for city's rental stock.
- **Changing demographics** - Sultan's population has racially and ethnically diversified since 2010. Over the same period, the population of seniors and young families has increased.
- **A housing boom in recent years** - The ongoing surge in housing and population growth in Sultan started around 2015 and is outpacing regional growth targets. Most new growth has occurred in the form of single-family home subdivisions.
- **Attainable targets for housing** - Sufficient land capacity exists for Sultan's 2044 housing growth target issued by Snohomish County. However, local decisions will need to guide where certain types of housing are feasible and desired by the community.

3.3 Data Analysis Approach and Data Sources

Household demographics and housing supply characteristics are commonly compared to Snohomish County to analyze the data against the larger context.

Data Limitations: Household demographic data do not yet exist for 2022 or 2023. This is a known challenge considering the substantial growth experienced in Sultan over the past 2 years. Most of this chapter relies on 2021 data. Building permit data, however, is updated weekly by the City and County Assessor. The Washington Office of Financial Management has also issued new population estimates as of April 1, 2023.

The following resources were consulted in the development of this section:

- U.S. Census Bureau American Community Survey (ACS) 5-Year Data for 2017-2021
- U.S. Census Bureau 1990, 2000, 2010, 2020
- Transportation Planning Products (CTTP) using ACS Census Data
- Snohomish County 2021 Countywide Planning Policies, July 31, 2023.
- Snohomish County Buildable Lands Report, Snohomish County Tomorrow, 2021
- HUD Annual Homeless Assessment Report (AHAR), 2023
- HUD Comprehensive Housing Affordability Strategy (CHAS) Data for 2015, 2016, 2017, 2018, 2019, 2020, 2021, 2022
- HUD Household Income Limits, 2023
- Washington Office of Financial Management (OFM), 2023
- Realtor.com, 2023

3.4 Regulatory Context and Planning Framework

The components of this section and the future Housing Element respond, in part, to a set of requirements provided by the state's Growth Management Act and to more detailed categories associated with comprehensive plans prepared for Snohomish County communities.

WASHINGTON STATE GROWTH MANAGEMENT ACT

The State GMA requires that Housing Elements consider information and analysis of various housing characteristics (RCW 36.70A.070). Relevant to this Report, portions of these requirements specify that the Housing Element:

- Includes an inventory and analysis of existing and projected housing needs that identifies the number of housing units necessary to manage projected growth, as provided by the Washington Department of Commerce, including:
 - Units for moderate, low, very low, and extremely low-income households; and
 - Emergency housing, emergency shelters, and permanent supportive housing.
- Identifies sufficient capacity of land for housing including, but not limited to, government-assisted housing, housing for moderate, low, very low, and extremely low-income households, manufactured housing, multifamily housing, group homes, foster care facilities, emergency housing, emergency shelters, permanent supportive housing, and within an urban growth area boundary, consideration of duplexes, triplexes, and townhomes.
- Makes adequate provisions for existing and projected needs of all economic segments of the community, including:
 - Consideration of housing locations in relation to employment location; and
 - Consideration of the role of accessory dwelling units in meeting housing needs.
- Identifies local policies and regulations that result in racially disparate impacts, displacement, and exclusion in housing, including:
 - Zoning that may have a discriminatory effect;
 - Disinvestment; and
 - Infrastructure availability.

The Washington State Department of Commerce has been tasked to provide the types of detailed methodologies, inventories and projected needs for housing affordability and housing types that are listed as required for the housing element of municipal Comprehensive Plans through HB 1220.

PUGET SOUND REGIONAL COUNCIL VISION 2050

Sultan is a member of the Puget Sound Regional Council (PSRC), which provides multi-county planning coordination and serves a role in managing growth, in concert with the counties and communities within a 4-county area which includes Snohomish County. The PSRC's Vision 2050: Plan for the Central Puget Sound Region includes an overall goal and policies that help shape the growth management context for housing in Sultan. The countywide planning policies implement the guidance provided for housing in the Vision 2050 Plan.

Regional Housing Goal:

The region preserves, improves, and expands its housing stock to provide a range of affordable, accessible, healthy, and safe housing choices to every resident. The region continues to promote fair and equal access to housing for all people.

Source: Vision 2050: Plan for the Central Puget Sound Region

The following policies are particularly relevant to Sultan’s circumstances and its comprehensive plan:

- MPP-H-1 Plan for housing supply, forms, and densities to meet the region’s current and projected needs consistent with the Regional Growth Strategy and to make significant progress towards jobs/housing balance.
- 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-H-3 Achieve and sustain – through preservation, rehabilitation, and new development – a sufficient supply of housing to meet the needs of low-income, moderate-income, middle-income, and special needs individuals and households that is equitably and rationally distributed throughout the region.
- MPP-H-4 Address the need for housing affordable to low- and very low-income households, recognizing that these critical needs will require significant public intervention through funding, collaboration, and jurisdictional action.
- MPP-H-5 Promote homeownership opportunities for low-income, moderate-income, and middle-income families and individuals while recognizing historic inequities in access to homeownership opportunities for communities of color.
- MPP-H-6 Develop and provide a range of housing choices for workers at all income levels throughout the region that is accessible to job centers and attainable to workers at anticipated wages.
- MPP-H-9 Expand housing capacity for moderate density housing to bridge the gap between single-family and more intensive multifamily development and provide opportunities for more affordable ownership and rental housing that allows more people to live in neighborhoods across the region.
- MPP-H-10 Encourage jurisdictions to review and streamline development standards and regulations to advance their public benefit, provide flexibility, and minimize additional costs to housing.
- MPP-H-12 Identify potential physical, economic, and cultural displacement of low-income households and marginalized populations that may result from planning, public investments, private redevelopment, and market pressure. Use a range of strategies to mitigate displacement impacts to the extent feasible.

SNOHOMISH COUNTY POLICIES

Development Pattern Policies:

- 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.

DP-40 The County and cities should address the safety, health, and well-being of residents and employees in countywide and local planning through adoption of development standards that encourage design and construction of healthy buildings and facilities.

Housing Policies:

HO-1 The county and cities shall make provisions in their comprehensive plans to accommodate existing and projected housing needs, consistent with the Regional Growth Strategy and Snohomish County Growth Targets. Plans must include a specific assessment of housing needs by economic segment, as described in the housing report prescribed in CPP HO-5. Those provisions should consider the following strategies:

- a. Avoid further concentrations of low-income and special needs housing.
- b. Increase opportunities and capacity for affordable housing close to employment, education, shopping, public services, and public transit.
- c. Increase opportunities and capacity for affordable and special needs housing in areas where affordable housing is currently lacking.
- d. Support affordable housing opportunities in other Snohomish County jurisdictions, as described below in CPP-HO-3.
- e. Support the creation of additional housing options in single-family neighborhoods to provide for more diverse housing types and choices to meet the various needs of all economic segments of the population.

HO-2 County and city comprehensive plans shall include policies to meet affordable housing goals consistent with VISION 2050. Jurisdictions should demonstrate within their land use and housing elements that they can accommodate needed housing consistent with the Regional Growth Strategy and Snohomish County Growth Targets. These efforts should include facilitating the regional fair share of affordable housing for very low, low, moderate, and middle-income households and special needs individuals. Housing elements of comprehensive plans shall be periodically evaluated for success in facilitating needed housing.

HO-3 The county and cities should participate in multi-jurisdictional affordable housing programs and engage in other cooperative efforts to promote and contribute to an adequate supply of affordable, special needs, and diverse housing countywide.

HO-4 The county and cities should implement policies that allow for the development of moderate density housing to help meet future housing needs, diversify the housing stock, and provide more affordable home ownership and rental opportunities. This approach should include code updates to ensure that zoning designations and allowed densities, housing capacity, and other restrictions do not preclude development of moderate density housing.

HO-5 The cities and the county shall collaborate to report housing characteristics and needs in a timely manner for jurisdictions to conduct major comprehensive plan updates and to assess progress toward achieving CPPs on housing. The report shall be sufficiently easy to understand and use for planning and evaluation. To the extent made possible by the availability of valid data, this report shall, for the entire county and each jurisdiction:

- a. Describe the measures that jurisdictions have taken (individually or collectively) to implement or support CPPs on housing, especially measures taken to support housing affordability.
- b. Quantify and map existing characteristics that are relevant to the results prescribed in the CPPs on housing, including (but not limited to):
 - i. The supply of housing units, including subsidized housing, by type, tenure, affordability, and special needs populations served.
 - ii. The availability and general location of existing affordable housing units and the distribution and location of vouchers and similar assistance methods.
 - iii. The supply of land that is undeveloped, partially used/or has the potential to be developed or redeveloped for residential purposes.
- c. Identify the number of housing units necessary to meet the various housing needs for the projected population of households of all incomes and special needs populations. The number of units identified for each jurisdiction will be utilized for planning purposes and to acknowledge the responsibility of all jurisdictions to plan for affordable housing within the regional context.
- d. Evaluate the risk of physical and economic displacement of residents, especially low-income households and marginalized populations.

HO-6 The county and cities should implement policies and programs that encourage the rehabilitation and preservation of existing legally established, affordable housing for residents of all income levels, including but not limited to mobile/manufactured housing and single - room occupancy (SRO) housing.

HO-7 Jurisdictions shall use housing definitions consistent with those of the Snohomish County Tomorrow Housing Characteristics and Needs Report prescribed in HO5. Definitions may be periodically revised based on consideration of local demographic data and the definitions used by the Department of Housing and Urban Development.

HO-8 Each jurisdiction's comprehensive plan should reconcile the need to encourage and respect the vitality of established residential neighborhoods with the need to identify and site essential public residential facilities for special needs populations, including those mandated under RCW 36.70A.200.

HO-9 In order to improve the jobs-to-housing balance in Snohomish County, jurisdictions shall adopt comprehensive plans that provide for the development of:

- a. A variety of housing choices, including affordable housing, so that workers at all income levels may choose to live in proximity to existing and planned employment concentrations and transit service.

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.

HO-13 Jurisdictions should ensure that their impact fee programs add no more to the cost of each housing unit produced than a fairly-derived proportionate share of the cost of new public facilities necessary to accommodate the housing unit as determined by the impact fee provisions of the Growth Management Act cited in chapter 82.02 RCW.

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.

Climate Change Policies:

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.

LOCAL PLANNING AND REGULATORY CONTEXT

- **Goal H 1** Manage Growth Potentials - Maintain a realistic balance between the land's capable, suitable potentials and Sultan's ability to provide housing choices and opportunities to meet the housing needs of all income levels and demographic groups within the city.
- **Goal H 2** Promote Housing Diversity - Adopt comprehensive plan designations, land use zones, and development regulations which support a variety of housing options for residents.
- **Goal H 3** Housing: Design Concepts - Allow a variety of quality housing design concepts, including smaller lot sizes and cluster housing, that uses land in an efficient manner.
- **Goal H 4** Increase Center Viability - Increase higher density housing and mixed-use type of development with access to commercial and employment centers.
- **Goal H 5** Best Housing Practices - Reduce the cost of housing development & support regional efforts to accommodate affordable housing for all demographic groups and income levels.
- **Goal H 6** Create Identity - Define a pattern of urban development that is recognizable, provides an identity, and reflects Sultan values and opportunities.

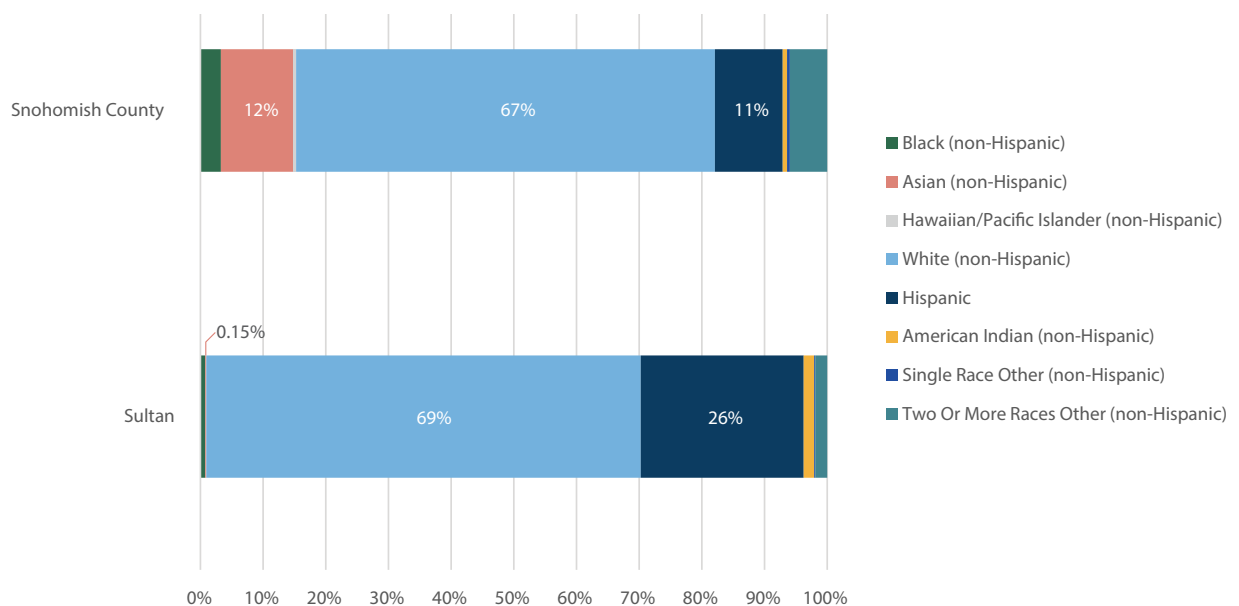
3.5 Population and Housing Characteristics

POPULATION

Sultan, nestled among the Puget Sound municipalities, boasts a relatively small community with a total population of approximately 5,208 individuals. Over the past three decades, Sultan has witnessed a steady rise in its population. “Sultan’s Population by Race/Ethnicity, 2021”, based on the latest US Census data, portrays Sultan’s population by race/ethnicity and offers a comparative analysis with Snohomish County.

Sultan’s population is predominantly White at 69%, followed by the Hispanic group at 26%, while the remaining 5% comprises various other races. Comparatively, Snohomish County mirrors the distribution in most respects but diverges notably in having a higher representation of Asian and Black populations.

Figure 1 Sultan’s Population by Race/Ethnicity, 2021



U.S. Census Bureau ACS 5-Year Data, 2017-2021

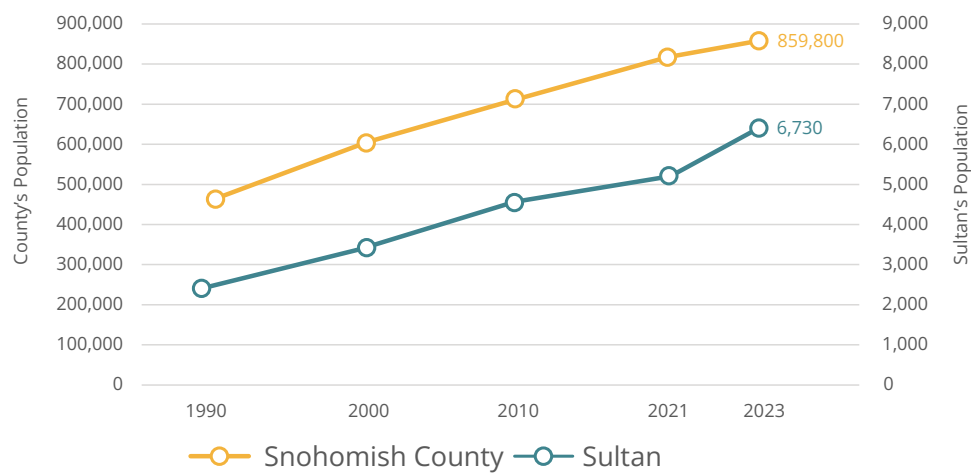
PROJECTED POPULATION GROWTH

Sultan’s population has been growing at a significant rate for several decades and is expected to continue to absorb new residents into the future.

Between 1990 and 2000, the growth averaged 97 new residents annually, reflecting an average growth rate of 4% per year, culminating in a 40% growth for the decade. Subsequently, the growth rate accelerated between 2000-2010, with an addition of approximately 119 residents annually. However, in the last decade, the pace notably decelerated, resulting in an average growth of only 64 people per year. Comparatively, Snohomish County has seen a steady increase in its population since

1990 as well, as presented in “Sultan’s Historical Growth Trends for Population, 2023”.

Figure 2 Sultan’s Historical Growth Trends for Population, 2023



US Census Bureau 1990, 2000, 2010, 2020; US Census Bureau ACS 5-year 2017-2021; OFM 2023

* Numbers for 2023 based on OFM data.

In Snohomish County, anticipated growth is linked to targets set for new housing developments and employment spanning from 2020 to 2044. As depicted in “Sultan’s Growth Rate Based on County Projection, 2023-2044” the projected net annual population growth is estimated at approximately 147 new residents, resulting in a total growth of 3,526 residents over the next two decades. This annual increase significantly surpasses the growth witnessed in the preceding three decades.

It would be crucial that the city monitor these population growth rates to prevent over-building and over-extending their resources to support the assumed population growth.

Figure 3 Sultan’s Growth Rate Based on County Projection, 2023-2044

	2023	2044	Net Growth	21-Yr Growth	
				Rate per Year	% Increase
Snohomish County, WA	859,800	1,136,309	276,509	13,167	32%
Sultan, WA	6,730	8,672	1,942	92	29%

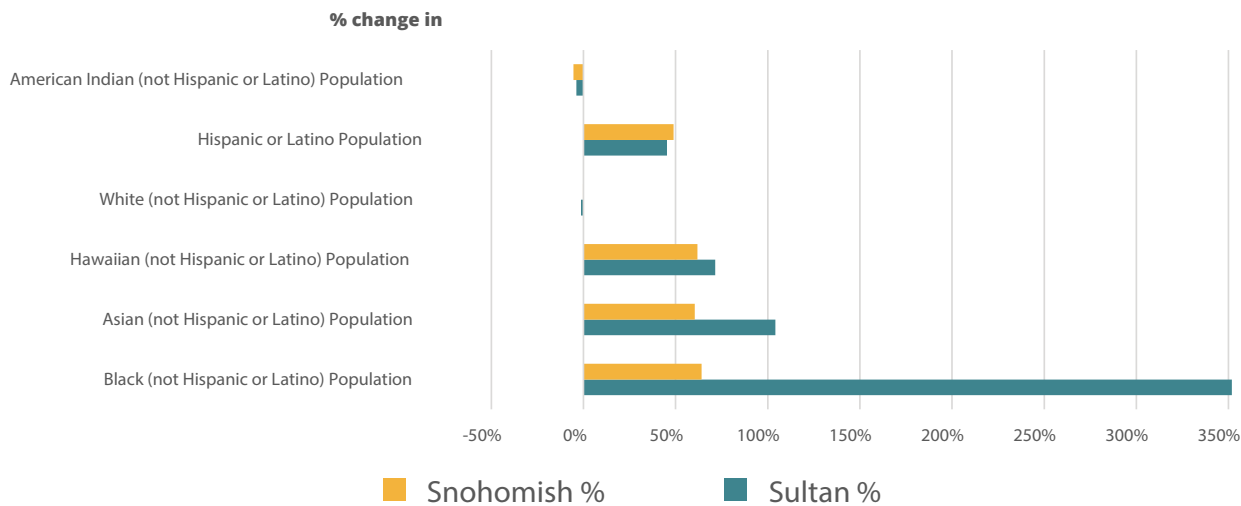
OFM; Snohomish County, 2021

*Note: Between 2020 and 2023, the City saw an increase of 528 people per year.

Sultan’s demographic composition has been changing as the population has grown, without any dramatic changes in its zoning or provision of affordable housing over the past 10 years. Available growth data over the period of 2010-2020, as visualized in “Population Trends by Race/Ethnicity (2010-2020)” indicates that the population gain was entirely composed of non-White racial and ethnic populations. If these trends continue, the population will continue to have increasing representation by various ethnic and racial groups.

The increase over the past 10 years has substantially been in the Black, Hawaiian, and Asian populations, followed closely by the Hispanic population. Additionally, these trends are mirrored by Snohomish County as well.

Figure 4 Population Trends by Race/Ethnicity (2010-2020)



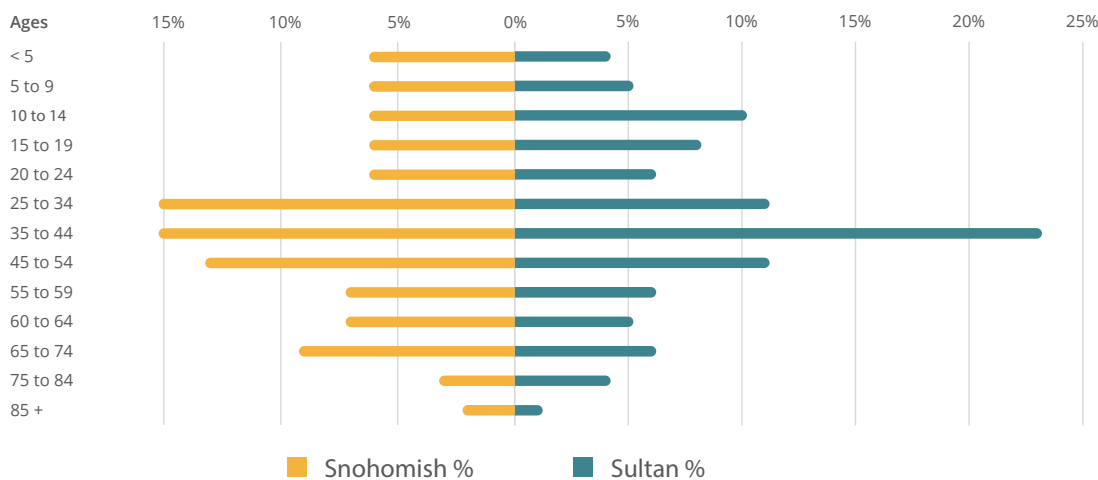
US Census Bureau

POPULATION BY AGE

The demographic distribution of the population by age in Sultan is like that for Snohomish County, varying only slightly in the proportions of different age groups, shown in “Sultan’s Population by Age, 2021n”

The largest age group within the population, comprising 43%, falls between the ages of 25 and 54. In contrast, seniors, aged 65 and above, represent a smaller segment, accounting for just 14% of the population. Meanwhile, the younger demographic under 25 years old has been on the rise, now constituting 25% of the total population.

Figure 5 Sultan’s Population by Age, 2021



HOUSEHOLD SIZE

Household size is another important community composition characteristic, especially when it comes to evaluating existing dwelling sizes. According to US Census data, Sultan’s average household size of 2.7 persons/household is greater than in Snohomish County (2.62 persons/household). The number of different size households are displayed in “Average Household Size, 2021”

“Household Size, 2021”illustrates that in Sultan, the most prevalent household size consists of two people, followed by single-person households. This pattern differs from Snohomish County, where the trend is reversed.

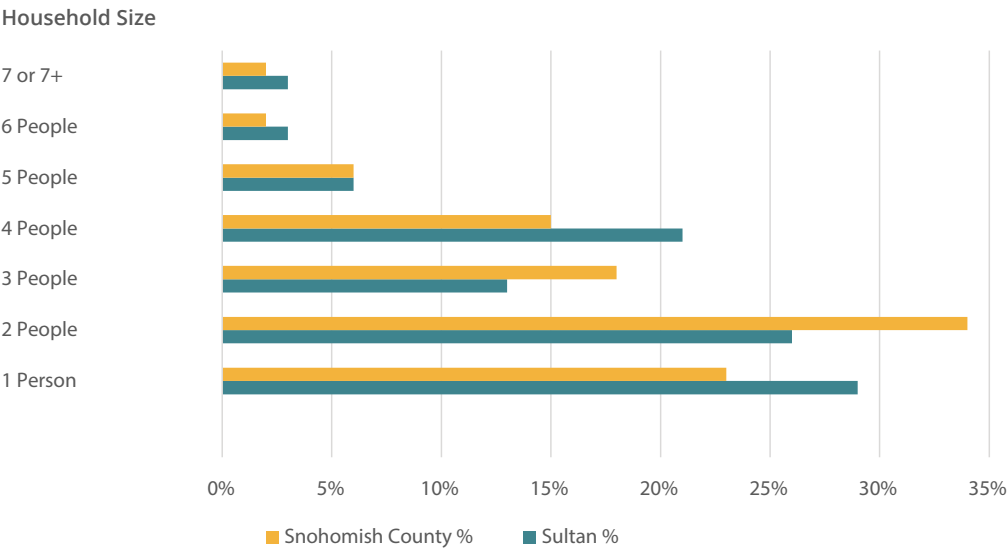
Figure 6 Average Household Size, 2021

Household Size	Sultan	Snohomish County
Average	2.67	2.62
Total Units	2,578*	302,970

U.S. Census Bureau ACS 5-Year Data, 2017-2021; OFM 2023

* This number is based on the OFM 2023 data while the remaining figures are taken from ACS 2021

Figure 7 Household Size, 2021



U.S. Census Bureau ACS 5-Year Data, 2017-2021

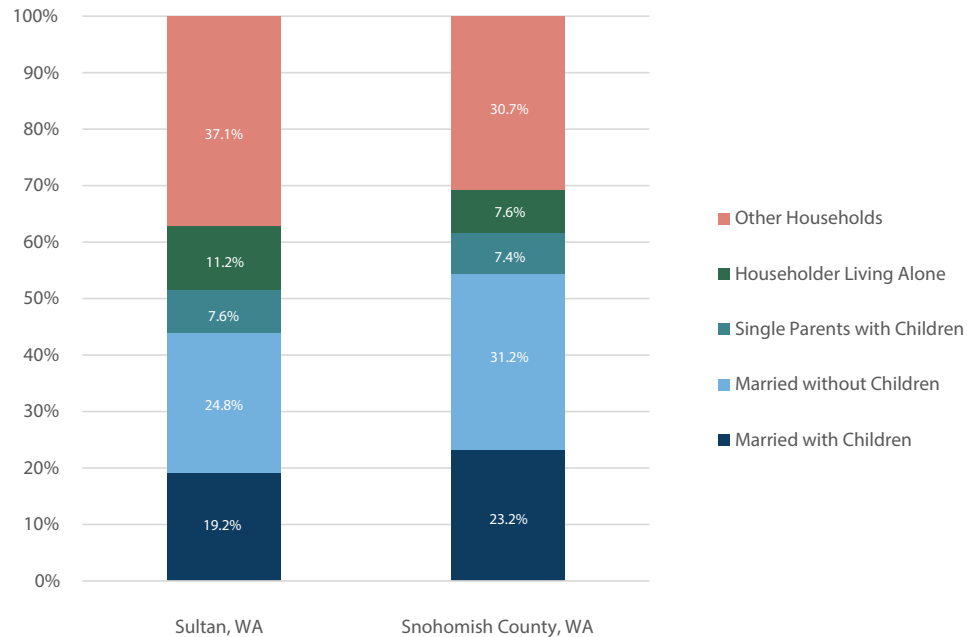
HOUSEHOLD COMPOSITION

Understanding the composition of households can help inform the housing and dwelling types needed. “Family and Single-Person Households , 2021”shows that most of Sultan and Snohomish County’s households comprise of couples married without children at approximately 25% and 31% respectively. The subsequent significant household category comprises people who are married with

children, accounting for 19% in Sultan and 23% in Snohomish County.

Most households, however, are categorized as “other households,” which includes cohabitating couple households, non-family households, and other non-traditional household types.

Figure 8 Family and Single-Person Households , 2021



U.S. Census Bureau ACS 5-Year Data, 2017-2021

SPECIAL NEEDS POPULATION

Disabilities:

Approximately 13% of Sultan’s population, or 672 individuals, are living with a disability, as shown in “Sultan’s Estimated Population Living with a Disability, 2021” This includes three types of challenges: hearing difficulty, vision difficulty, and independent living difficulty.

The distribution of those living with disabilities is uneven among different age groups, and the percentage is not proportionate between the city and the county, 53% of this population is over the age of 65, as opposed to only 39% in Snohomish County. This suggests the importance of anticipating the need for accessible housing choices and units adapted to various disabilities for the seniors and aging empty nesters in Sultan.

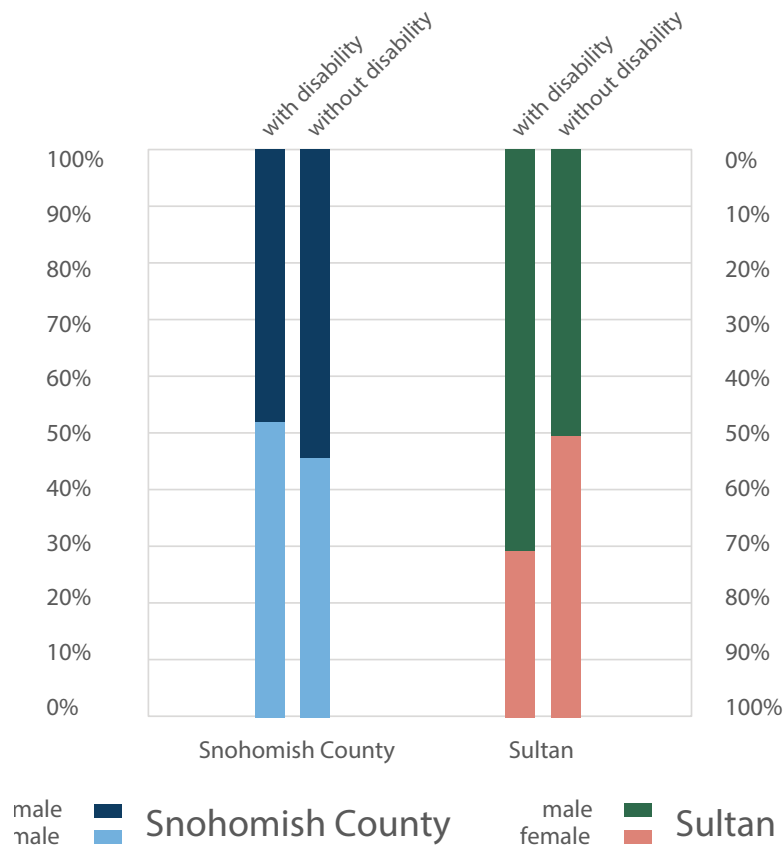
Figure 9 Sultan’s Estimated Population Living with a Disability, 2021

Population with Disability	Sultan		Snohomish County	
	with Health Insurance	without Health Insurance	with Health Insurance	without Health Insurance
18 and Under	36	0	8,736	127
19 to 64	283	0	44,686	2,900
65 and Over	353	0	35,983	269
Total Population with Disability	672	0	89,405	3,296
% with Disability	13.0%		11.4%	

U.S. Census Bureau ACS 5-Year Data, 2017-2021

“Sultan’s Disability by Sex, 2021” highlights a notable imbalance in the gender distribution among individuals with disabilities in Sultan. Around 70% of the population living with a disability in Sultan are men, whereas there's a more balanced distribution, with 48% in Snohomish County.

Figure 10 Sultan’s Disability by Sex, 2021



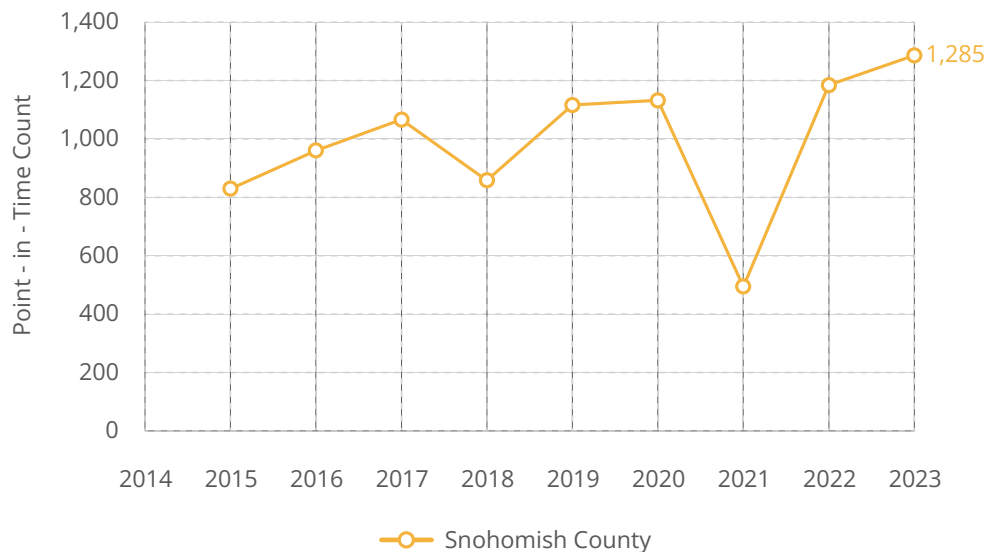
U.S. Census Bureau ACS 5-Year Data, 2017-2021

Homelessness:

Estimating the total homeless population is difficult, and not much information is available at the city level. Point in Time (PIT) counts are collected at the county level during one night in January. The homeless population in Snohomish County has increased with two noticeable drops in 2018 and 2021. The lowest recorded homeless population has been approximately 494 people, compared to an all-time high of 1,285 in 2023 as illustrated in “Snohomish County’s Point-In-Time Count by Year

for Homelessness, 2023”The abrupt decline in 2021 can be attributed to a reduced allocation of resources for the PIT count that year, leading to an undercount in the records.

Figure 11 Snohomish County’s Point-In-Time Count by Year for Homelessness, 2023



HUD AHAR 2015, 2016, 2017, 2018, 2019, 2020, 2021, 2022

3.6 Housing Supply and Condition

This section examines Sultan’s housing supply, including the amount, type, and condition of units.

HOUSING UNITS

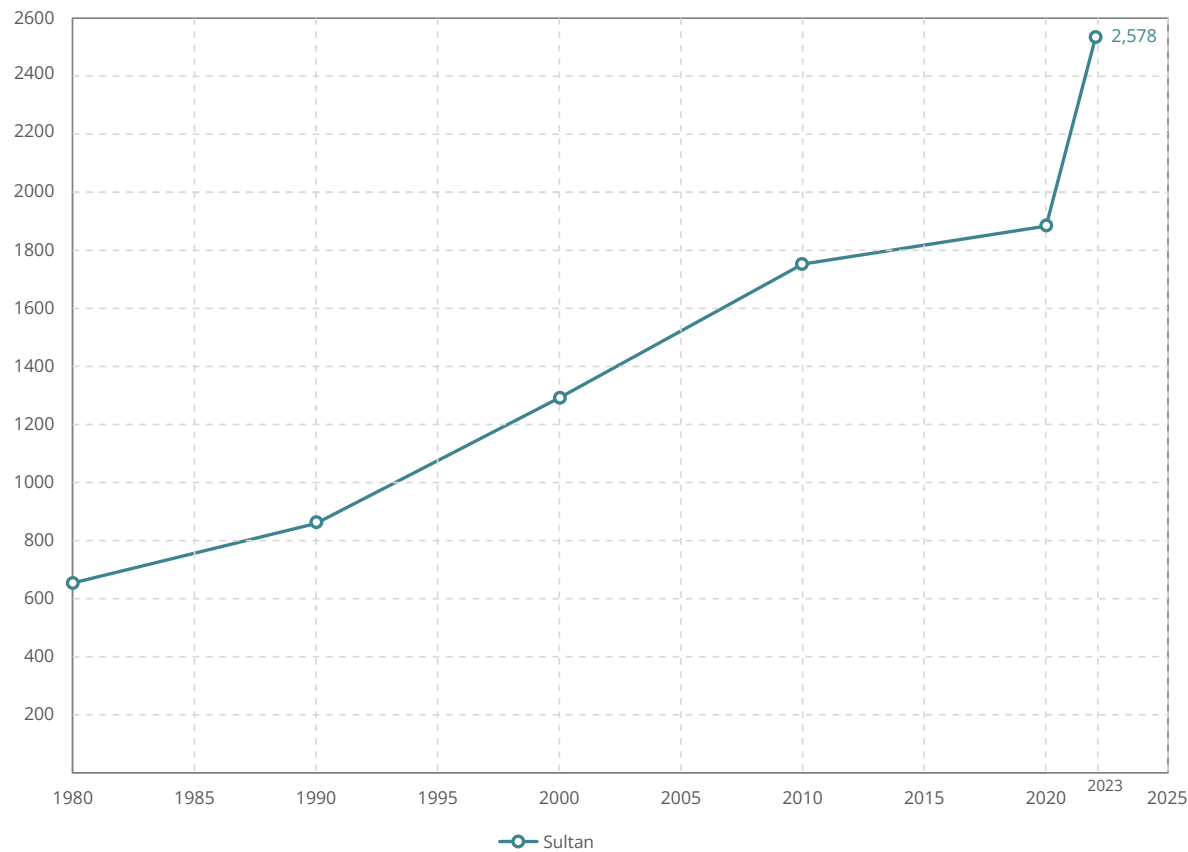
Housing Unit Count:

Historical data available indicates a significant 40-year trend of growth in housing units. “Historical Growth Trends for Total Housing Units, 2023”illustrates that from 1980 to 2023, Sultan’s housing stock grew from 654 units to 2,578 units. Although some of this growth can be attributed to annexations that may have occurred during this period, an overall upward trend is evident. An estimate of an additional 596 units have been built between 2020 and April 1st, 2023 (OFM, 2023; City of Sultan, 2023).

“Historical Growth Trends for Total Housing Units, 2023”illustrates the distribution of housing units in Snohomish County and Sultan across three main types: single-unit dwellings, multi-unit dwellings (two or more units), and mobile homes or specialized structures. Single-unit dwellings represent

the majority in both locations, comprising 70% in the county and 83% in the city. In comparison, Snohomish County has a fivefold higher count of multi-family dwellings compared to Sultan. Conversely, Sultan has a greater number of Mobile/special homes than the county.

Figure 12 Historical Growth Trends for Total Housing Units, 2023



U.S. Census Bureau, Framework, 2023

Figure 13 Total Housing Units, 2021

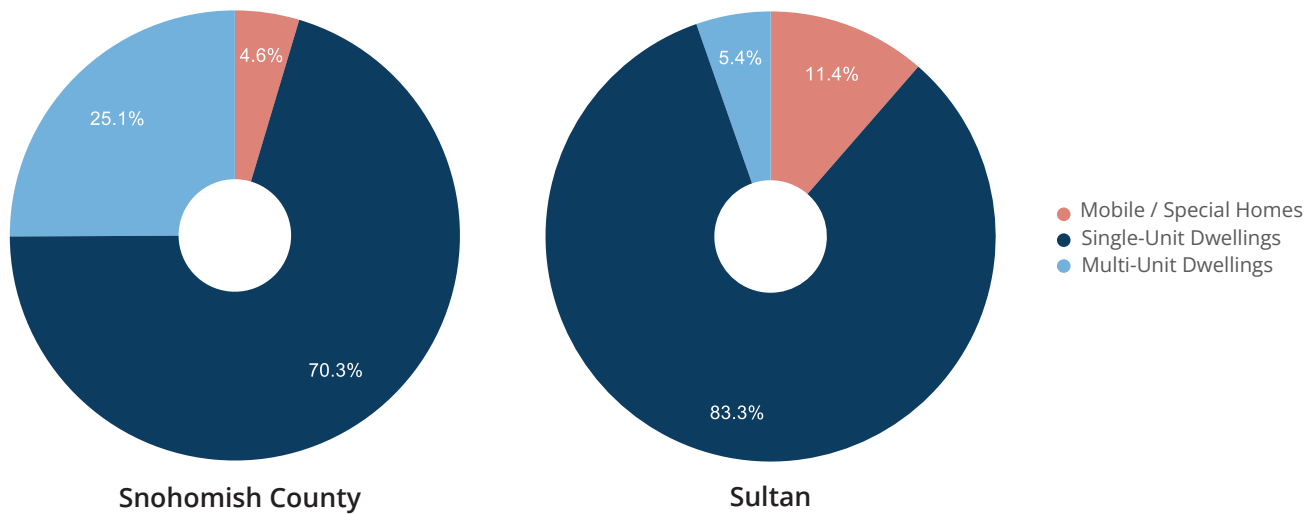


Figure 14 Single-Family Neighborhood in Sultan

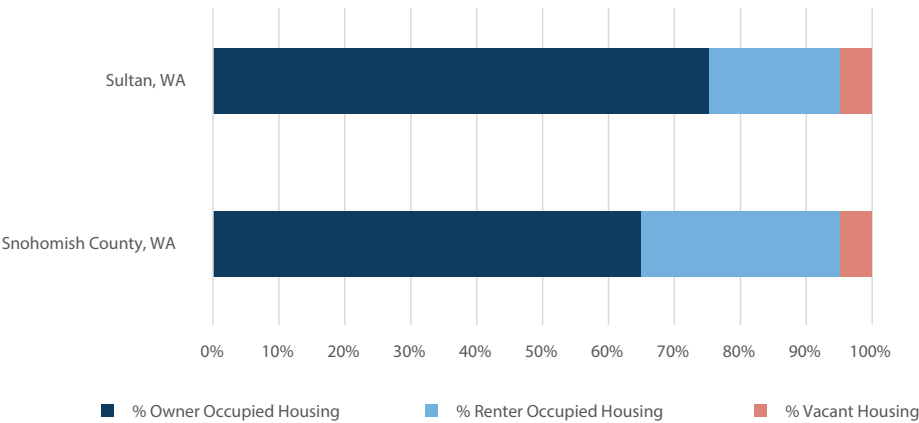


Framework, 2023

Housing Unit Tenure:

While some housing units lack classification regarding tenure (i.e., whether residents rent or own), the ACS estimates in “Housing Units by Tenure, 2021” suggest that approximately 75% of households are homeowners, while roughly 20% are renters.

Figure 15 Housing Units by Tenure, 2021



U.S. Census Bureau ACS 5-Year Data, 2017-2021

Distribution of Units by Type and Tenure:

“Sultan Housing Units by Type and Tenure, 2023” breaks down Sultan and Snohomish County’s housing stock by housing type and tenure. According to American Community Survey estimates, there were 1,982 housing units in Sultan as of 2021. An estimated 84% of housing units existed within structures and about 10.5% were in mobile homes. There was a negligible number of units consisting of vans, boats, or other housing types.

Sultan’s housing stock is largely composed of single-unit structures, about 79% of all units. A small remainder of units, about 5%, exist in ‘missing middle’ forms of housing that contain between 2 and

49 units. Such housing types include duplexes, triplexes, fourplexes, and other forms of small house-scale multi-family buildings. There are no large multi-family buildings (50+ units). Approximately 5% of units are not classified by type.

Owner occupied units primarily consist of detached or attached single-family units (about 89% of all ownership units), while 11% are in the form of mobile homes. Conversely, about 87% of all rental units take the form of single and multi-unit structures, while 13% comprise of mobile homes, boats, RV, etc.

Figure 16 Sultan Housing Units by Type and Tenure, 2023

	Sultan		Snohomish County	
	Owner Occupied	Renter Occupied	Owner Occupied	Renter Occupied
Units in Structure				
1 Detached Unit in Structure	1,308	125	174,715	24,367
1 Attached Unit in Structure	21	117	9,024	4,899
2 Units in Structure	0	0	1,757	5,328
3 to 4 Units in Structure	0	52	1,757	8,842
5 to 9 Units in Structure	0	0	2,723	10,880
10 to 19 Units in Structure	0	34	2,501	13,893
20 to 49 Units in Structure	0	15	1,685	9,724
50 or More Units in Structure	0	0	1,439	15,436
Other Housing Types				
Mobile Homes	162	46	11,024	2,487
Boat, RV, Van, etc	0	7	307	182
Totals				
Total Housing Units by Category	1,491	396	206,932	96,038
Units not Classified by Type (vacant)	95		15,634	
Total Housing Units (2021)	1,982		318,604	
Housing Units between 2020 - 2023	596			
Total Housing Units (2023)	2,578			

U.S. Census Bureau ACS 5-Year Data, 2017-2021; OFM 2023

Figure 17 New Housing Development on Sultan Basin Road



City of Sultan, 2023

Housing Unit Size:

The number of bedrooms per unit is commonly used as a proxy for housing size. “Sultan’s Housing Units by Number of Bedrooms, 2021” shows that Sultan is primarily composed of 3- or 4- bedroom units, although the distribution of unit size varies by tenure. Generally, owner-occupied units tend to have more bedrooms than renter-occupied units.

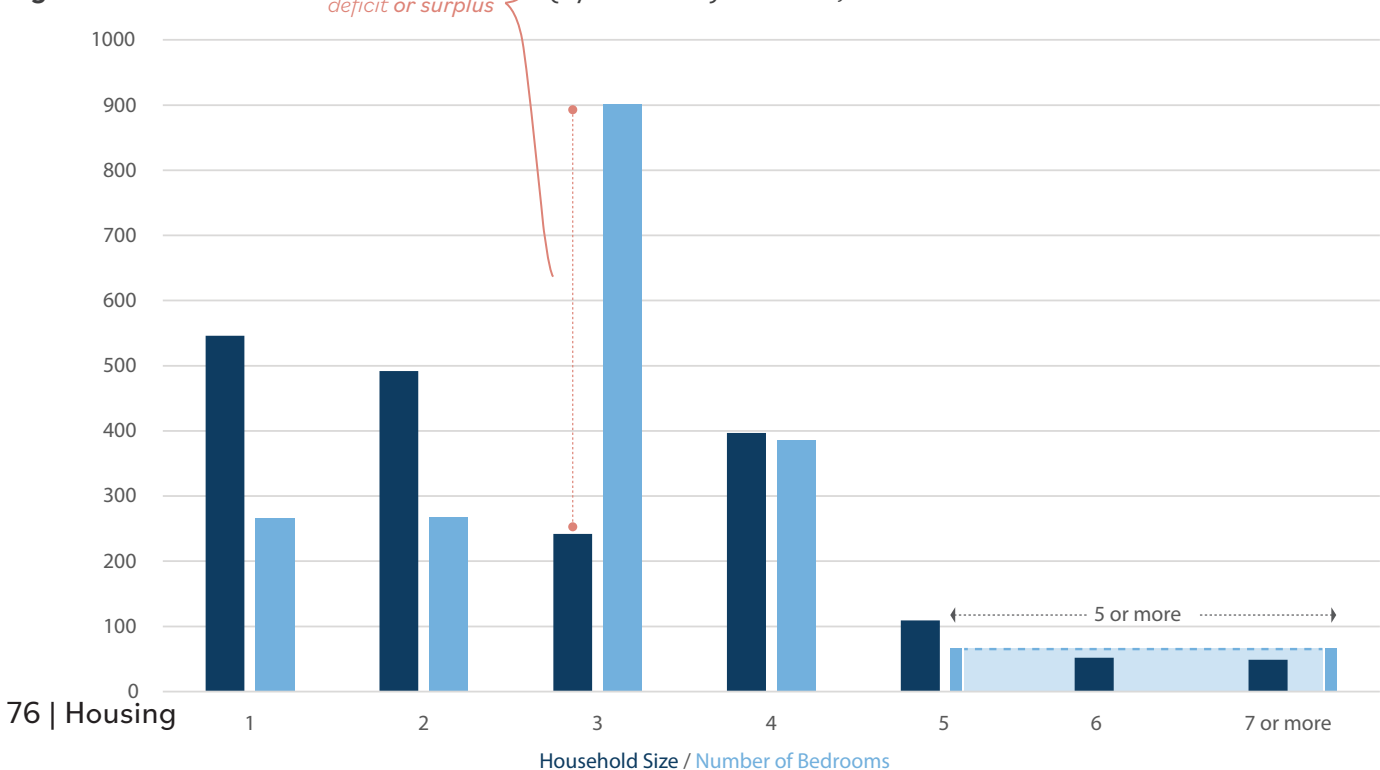
Figure 18 Sultan’s Housing Units by Number of Bedrooms, 2021

	Owner Occupied		Renter Occupied	
	units	percent	units	percent
No Bedrooms	-	0	-	0
1 Bedroom	204	13.7%	62	15.7%
2 Bedrooms	218	14.6%	49	12.4%
3 Bedrooms	648	43.5%	253	63.9%
4 Bedrooms	361	24.2%	25	6.3%
5 Bedrooms or More	60	4.0%	7	1.8%
Total	1,491		396	

U.S. Census Bureau ACS 5-Year Data, 2017-2021

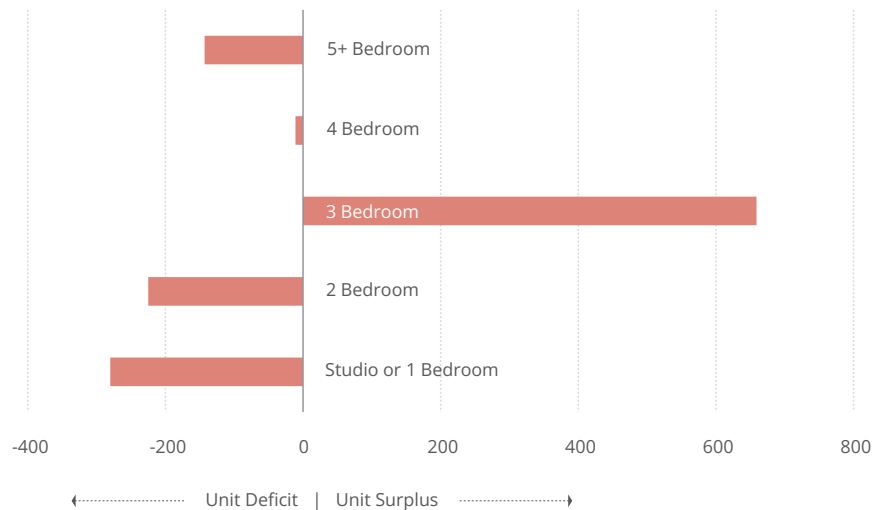
“Household Size versus Unit Size (by bedroom) in Sultan, 2021” compares the size of housing units by the number of bedrooms with household size by the number of occupants. “Housing Unit Deficit Based on Household Size in Sultan, 2021” shows that studio, one-bedroom, and two-bedroom units have the largest deficit in Sultan based on the 2021 household sizes. The city also has a deficit of 5+ bedroom units, which are likely needed for large and multi-generational households. The only surplus exists for three-bedroom units, while four-bedroom units most closely meet the demand.

Figure 19 Household Size versus Unit Size (by bedroom) in Sultan, 2021



U.S. Census Bureau ACS 5-Year Data, 2017-2021

Figure 20 Housing Unit Deficit Based on Household Size in Sultan, 2021



U.S. Census Bureau ACS 5-Year Data, 2017-2021

Figure 21 Duplexes and similar structures typically include smaller unit sizes in Sultan



Google, 2023

Condition:

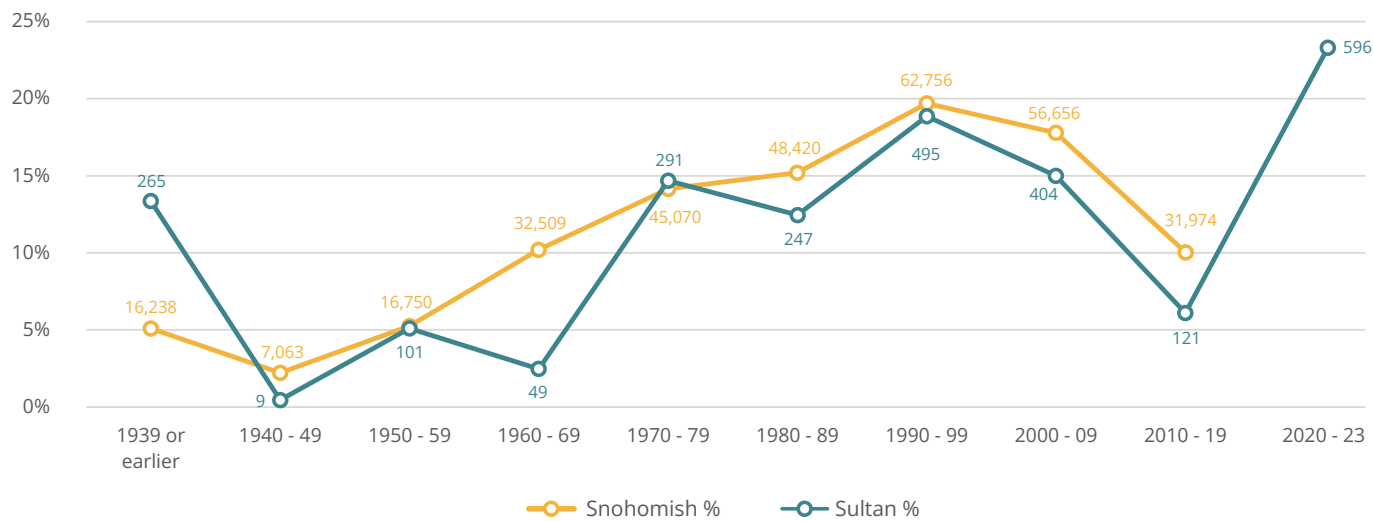
Based on the various indicators of substandard housing tracked by the U.S. Census Bureau, the overall condition of the housing stock in Sultan is good, with no visible patterns of substantially deteriorated buildings. ACS estimates for 2021 indicate that only 0.4 percent of the units had incomplete plumbing, and 0.4 percent had incomplete kitchen facilities.

Year Built:

The age of residential structures is the most important indicator of structural integrity. The functional

life of a residential unit is about 40 years, after which additional investments are required to maintain structural and environmental adequacy. Most of the housing stock in Sultan is relatively new – nearly 64% of the units were constructed since 1980 and 86% since 1950. About 13% of the houses are more than 80 years old and many have been built since 2000.

Figure 22 Sultan Housing Units by Year Built, 2021, 2023

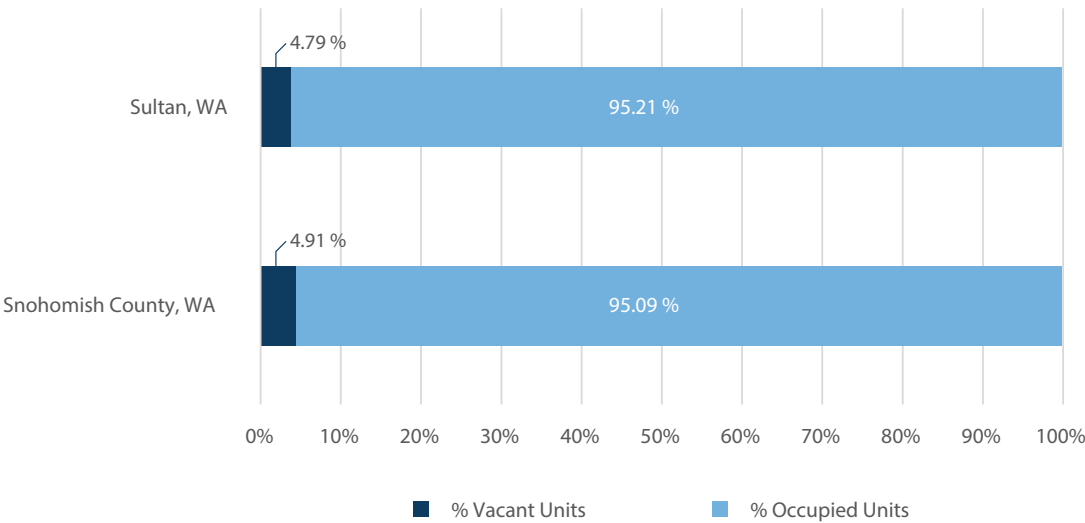


U.S. Census Bureau ACS 5-Year Data, 2017-2021

VACANCY RATES

Vacancy rates are an important housing market indicator and can forecast changes in housing prices and demand. “Vacancy Rates, 2021” shows the vacancy rates for Sultan and Snohomish County. The rates are proportional, with the vacancy rate of Snohomish County marginally higher at 4.91% than that of Sultan at 4.79%.

Figure 23 Vacancy Rates, 2021



SUBSIDIZED HOUSING

Subsidized housing refers to housing managed by public agencies that received Federal, State, and local funding sources, incentives, and subsidies. Due to lack of available data on subsidized housing breakdown for Sultan and Snohomish County, “Sultan Subsidized Housing Breakdown” does not provide a complete picture of HUD subsidized housing units for 2021. Average household income in HUD assisted housing units for Sultan in 2021 was \$20,986.

Figure 24 Sultan Subsidized Housing Breakdown

	Sultan	Snohomish County
Total HUD Subsidized Housing Units	36	8,905
Public Housing Assisted Housing Units	no data	no data
Housing Choice Vouchers Assisted Housing Units	36	7,397
Project Based Housing Assisted Housing Units	no data	1,508
Average Household Income in HUD Assisted Housing Units	20,986	16,794

HUD Picture Subsidized HH 2021

INCOME RESTRICTED HOUSING (AMI LIMITS)

To qualify for housing subsidies under federal and state programs like those listed in “Sultan Subsidized Housing Breakdown” households must earn 80 percent or less of the Area Median Income (AMI). This threshold is considered as baseline; other subsidies require lower incomes.

The AMI standards are updated annually and based on geographic areas. For Sultan, AMI limits are based on developed areas that include Seattle and Bellevue. Qualifying incomes are then adjusted to consider the size of the family (“Snohomish County AMI Limits”

Figure 25 Snohomish County AMI Limits

FY 2023 Income Limit Area	Median Family Income	FY 2023 Income Limit Category	Persons in Family							
			1	2	3	4	5	6	7	8
Seattle - Bellevue, WA HUD Metro FMR Area	\$146,500	Extremely Low Income Limits (\$)	28,800	32,900	37,000	41,100	44,400	47,700	51,000	54,300
		Very Low (50%) Income Limits (\$)	47,950	54,800	61,650	68,500	74,000	79,500	84,950	90,450
		Low (80%) Income Limits (\$)	70,650	80,750	90,850	100,900	109,000	117,050	125,150	133,200

2023 HUD Household Income Limits

As an indication of housing affordability, a 2-person household earning 80 percent of the county median incomes might be able to afford rent and utilities costing \$2,019 per month. Available U.S. Census statistics suggest that this would be above the median gross rent in Sultan for a rental unit, which was reported to be \$1,477 per month in 2021. Online rental information services provide some calculations of median rents, but they vary widely. For example, in December 2023, the following rent

levels were indicated for Sultan on several websites:

- Rent Cafe – No rentals were found near Sultan, WA.
- Zillow – \$1,225 for a 1-bedroom apartment; this source indicated that only 7 units were listed.
- Zumper – \$1,399 for a 2-bedroom apartment, this source indicated that only 2 units were listed.

AMOUNT OF HOUSING UNITS AT DIFFERENT PRICE LEVELS

Cost of Rental Units:

“Gross Rent, 2021” shows gross rent paid in Sultan and Snohomish County in 2021. Most rental units in Sultan have a gross rent of \$1000 or more (77%), which is a smaller proportion compared to Snohomish County (87%). Overall, Sultan has a less varied inventory of housing units for rent with a smaller proportion of units that rent for less than \$500 compared to the county.

Figure 26 Gross Rent, 2021

Monthly Home Rent	Sultan		Snohomish County	
	Occupied Units	% of Total	Occupied Units	% of Total
\$200 or Less	0	0%	743	0.8%
\$200 to \$299	0	0%	1,422	1.5%
\$300 to \$499	0	0%	2,366	2.5%
\$500 to \$749	44	12.1%	2,747	2.9%
\$750 to \$999	40	11.0%	4,910	5.3%
\$1,000 to \$1,499	104	28.6%	25,479	27.3%
\$1,500 to \$1,999	176	48.4%	32,033	34.3%
Rent \$2,000 or More	0	0%	23,677	25.4%
Total Units	364		93,377	

U.S. Census Bureau ACS 5-Year Data, 2017-2021

Figure 27 Existing Rental Housing in Sultan



Google, 2023

Cost of Homeowner Units:

“Monthly Owner Costs” provides an overview of the owner-occupied units in Sultan. With about 69% of units with a mortgage and about 31% without a mortgage, Sultan’s owner-occupied housing stock mirrors that of Snohomish County. Median monthly payments for both mortgaged and unmortgaged units in Sultan is \$250-\$400 less than Snohomish County.

Figure 28 Monthly Owner Costs

Monthly Owner Cost	Sultan		Snohomish County	
	Estimate	Percent	Estimate	Percent
Total Owner Occupied Housing Units	1,491		206,932	
Housing units with a mortgage	1,029	1,029	152,683	152,683
Less than \$500	0	0.0%	676	0.4%
\$500 to \$999	65	6.3%	3,889	2.5%
\$1,000 to \$1,499	105	10.2%	15,167	9.9%
\$1,500 to \$1,999	415	40.3%	33,017	21.6%
\$2,000 to \$2,499	318	30.9%	37,369	24.5%
\$2,500 to \$2,999	73	7.1%	26,726	17.5%
\$3,000 or more	53	5.2%	35,839	23.5%
Median (dollars)	\$1,914		\$2,316	
Housing units without a mortgage	462	462	54,249	54,249
Less than \$250	35	7.6%	2,263	4.2%
\$250 to \$399	16	3.5%	3,343	6.2%
\$400 to \$599	290	62.8%	10,549	19.4%
\$600 to \$799	82	17.7%	15,898	29.3%
\$800 to \$999	17	3.7%	12,057	22.2%
\$1,000 or more	22	4.8%	10,139	18.7%
Median (dollars)	\$489		\$735	

U.S. Census Bureau ACS 5-Year Data, 2017-2021

OVERCROWDING

The Department of Housing and Urban Development defines overcrowded housing as a unit where there is an average of more than one person living per room. A total of 74 units, i.e., 3.9% of all occupied units were classified as overcrowded in Sultan as of 2021. No overcrowding exists in renter-

occupied units.

Figure 29 Overcrowded Housing by Tenure, 2021

		Occupants per Room	Sultan	Snohomish County
Owner Occupied	< 0.50		966	154,464
	0.51 to 1.00		451	48,502
	1.01 to 1.50		74	2,997
	1.51 to 2.00		0	820
	2.01 or more		0	149
Total			74	3,966
Renter Occupied	< 0.50		230	52,338
	0.51 to 1.00		166	37,373
	1.01 to 1.50		0	4,046
	1.51 to 2.00		0	1,951
	2.01 or more		0	330
Total			0	6,327
Total Overcrowded Units			74	10,293

U.S. Census Bureau ACS 5-Year Data, 2017-2021

Overcrowded housing varies by race in Sultan. “Overcrowded Housing by Race” illustrates the percentage of overcrowded households out of the total households, categorized by race. Due to the smaller population percentages of other races compared to White households, most of these racial groups do not constitute overcrowded households. However, despite Hispanic or Latino individuals making up a significant percentage of the population, they do not typically reside in overcrowded households.

Figure 30 Overcrowded Housing by Race

Race of Householder	% Overcrowded of Total Household in Racial Group	
	Sultan	Snohomish County
Two or More Races	9.02%	2.45%
White	3.79%	5.06%
Asian	0.00%	11.39%
Hispanic/Latino	0.00%	7.59%
Black	0.00%	8.69%
American Indian & Alaskan Native	0.00%	4.99%
Native Hawaiian & Other Pacific Islander	0.00%	5.20%
Some Other Race	0.00%	13.36%

RATIO OF HOUSING UNITS TO JOBS

Regional and county policies seek a closer correlation between the number of jobs in a community and the amount of housing. The motivation behind these policies is to reduce vehicle miles traveled by allowing residents to find employment without long commutes, creating more sustainable transportation patterns.

Recent statistics indicate that there are 1,887 occupied housing units in Sultan (ACS 5-year estimates for 2021) and as of 2020, Sultan had 1,005 jobs according to estimates from the Longitudinal Employer-Household Dynamics dataset from the US Census Bureau. This suggests a housing-to-jobs ratio of 1.88.

Alternative data sources can be used to make estimates for 2022. According to Snohomish County Assessor data, Sultan had 2,337 housing units in 2022. Covered employment statistics provided by the Puget Sound Regional Council estimate 1,013 jobs in 2022. These datasets suggest a housing-to-jobs ratio of 2.3.

Although several limitations exist for job and housing data, it's clear that Sultan is adding housing faster than new employment opportunities—especially in recent years—and this is on top of a history of a fluctuating and generally weak employment base.

3.7 Housing Affordability

HOUSEHOLD INCOME

According to 2021 ACS data, Sultan's median annual household income was \$73,530 ("Sultan's Household Income, 2021"). This is lower than the average for Snohomish County (\$95,618). Estimates for 2022, however, suggest the City's median income has risen to \$79,089.

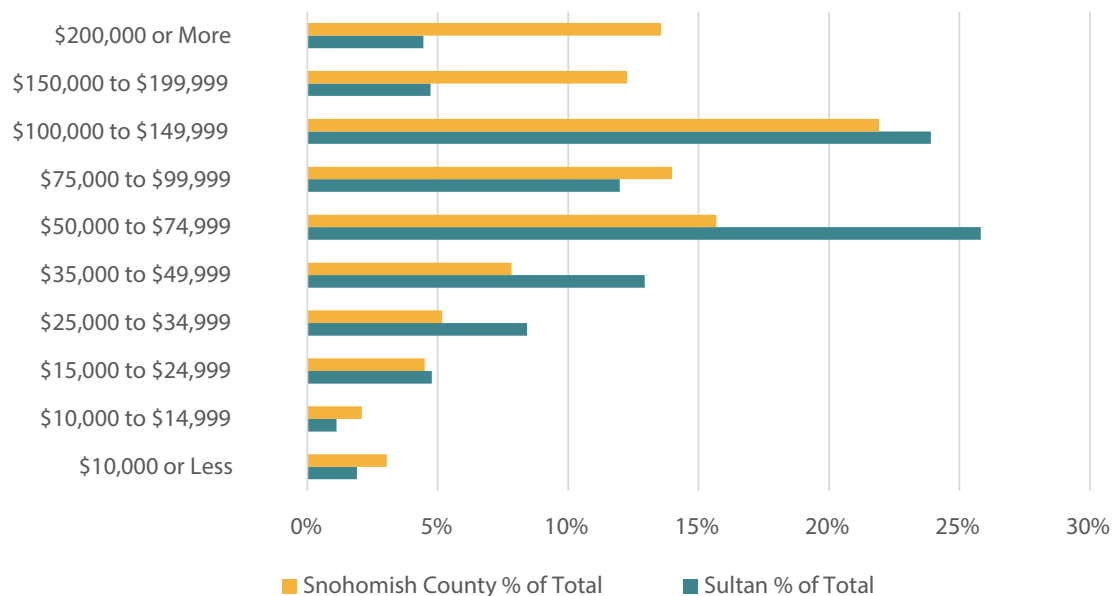
An important planning benchmark for housing is Area Median Income (AMI) which provides a benchmark for a variety of housing programs and subsidies. For example, individuals or households may become eligible for affordable housing units if their incomes are at specified levels that are less than the AMI. The applicable areas used to calculate these averages for Sultan would be the Seattle-Bellevue, WA HUD Metro FMR Area.

In the time frame corresponding to the income statistics above (2021), the AMI applicable to Sultan was \$115,700. But the current AMI basis for the city has risen sharply over just the past two years to \$146,500, which is a 26.6% increase. This is an indication of the rapid and significant rise in marginal housing costs for those that did not previously own their homes.

In "Sultan's Household Income, 2021" household incomes are reported among different brackets

during the ACS. 26% of all households in Sultan earn between \$50,000 and \$75,000, while 45% households have an income higher than \$75,000 which is less compared to 62% of Snohomish County.

Figure 31 Sultan's Household Income, 2021



U.S. Census Bureau ACS 5-Year Data, 2017-2021

The distribution of households among different income brackets varies by race. “Sultan’s Household Income by Race” includes the limited income data disaggregated by race. Of the few racial groups for which income data exists, the 2020 ACS indicated that the median income for American Indian & Alaska Native, Hispanic or Latino, and those identifying as Two or More Races was higher than the city median income of \$73,530, in that order.

Data for Black or African American, Asian, Native Hawaiian & Other Pacific Islander, and Some Other Race is not defined.

Figure 32 Sultan's Household Income by Race

	White	Black or African American	American Indian & Alaska Native	Asian	Native Hawaiian & Other Pacific Islander	Some Other Race	Two or More Races	White Alone, not Hispanic or Latino	Hispanic or Latino Householder
	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Percent	Percent
	9%	0%	0%	0%	0%	0%	0%	10%	0%
\$25,000 to \$49,999	25%	0%	0%	0%	0%	0%	0%	27%	0%
\$50,000 to \$74,999	19%	0%	26%	0%	0%	100%	80%	19%	62%
\$75,000 to \$99,999	13%	0%	0%	100%	0%	0%	7%	14%	3%
\$100,000 to \$124,999	18%	100%	19%	0%	0%	0%	0%	18%	11%
\$125,000 to \$149,999	7%	0%	13%		0%	0%	6%	7%	3%
\$150,000 to \$199,999	4%	0%	43%		0%	0%	0%	1%	21%
\$200,000 or More	5%	0%	0%		0%	0%	7%	5%	0%
Total	1636	7	54	8	0	49	133	1507	282
Median Household Income	\$73,086	N/A	143,571	N/A	N/A	N/A	\$73,934	\$67,120	\$74,222

ESTIMATING HOUSEHOLDS BY PERCENT OF MEDIAN INCOME

This section estimates the demand for affordable housing by estimating the number of households at each Housing Need category identified in Countywide Planning Policies. Snohomish County define specific income ranges based on the following percentages of Area Median Income (AMI):

- **Extremely Low Income:** 30 percent and below AMI
- **Very Low Income:** 31 to 50 percent of AMI
- **Low Income:** 51 to 80 percent of AMI
- **Moderate Income:** 81 to 100 percent of AMI

These ranges are typically based on HUD median income and adjusted for household size. For the purposes of this report and the subsequent Housing Element, the City of Sultan will use median income from the U.S. Census ACS and not adjust incomes levels according to household size. This simplification is appropriate for comprehensive planning as the purpose is to plan for affordable housing rather than establish housing payment limits.

In 2021, the median household income in Sultan was \$73,530, while in Snohomish County, it stood at \$95,618. However, by 2022, the median household income in Sultan had increased to \$79,089. Figure 33 illustrates economic groupings based on 2021 data.

Figure 33 Economic Groupings by Percentage of Sultan Median Income, 2021

Economic Grouping	Income No More Than	
	Sultan	Snohomish County
Extremely Low Income (Under 30% AMI)	22,059	28,685
Very Low Income (30-50% AMI)	36,765	47,809
Low Income (50-80% AMI)	58,824	76,494
Moderate Income (80-100% AMI)	73,530	95,618

County median income is used when estimating the number of households in each income category as a ratio of AMI. Data limitations, however, mean that several assumptions must be made to arrive at the estimate. First, ACS categorizes household incomes by \$5,000 to \$10,000 ranges rather than the number of households according to ratios of AMI. Therefore, the income ranges below must be rounded to the nearest \$1,000. Second, an even distribution of households within each ACS-assigned income range must be assumed to re-classify households into the AMI ranges specified. Third, this analysis uses \$95,618 as the median household income, which is the household median income for Snohomish County.

“Household Estimates by Percentage Median Income” below shows household income ranges as reported in the 2021 ACS and the percent of Snohomish county median income represented by each range.

Figure 34 Household Estimates by Percentage Median Income

Snohomish County AMI (\$95,618)	Income Ranges		Rounded (\$1,000s)		Estimated Households			
	Low	High	Low	High	Sultan		Snohomish County	
					No.	% of Total	No.	% of Total
Under 30%	0	28,685	-	29,000	211	11%	35,428	12%
30-50%	28,685	47,809	29,000	48,000	307	16%	29,939	10%
50-80%	47,809	76,494	48,000	76,000	529	28%	52,348	17%
80-100%	76,494	95,618	76,000	96,000	181	10%	33,882	11%
100-120%	95,618	114,742	96,000	115,000	171	9%	26,699	9%
120% or over	114,742		115,000		489	26%	124,673	41%
Total					1887		302,970	

U.S. Census Bureau ACS 5-Year Data, 2017-2021; Framework, 2023

- **Under 30% AMI (County Extremely Low).** At 11%, Sultan has a lower percentage of population earning less than 30% AMI compared to Snohomish County by 1%.
- **Between 30-50% AMI (County Very Low).** Sultan has a higher percentage of the population earning 30-50% AMI compared to Snohomish County.
- **Between 50-80% AMI (County Low).** Sultan’s proportion of households earning 50-80% AMI is higher than compared to Snohomish County.
- **Between 80-100% AMI (County Moderate).** At 10%, Sultan has a lower proportion of population earning 80-100% AMI compared to Snohomish County (11%).
- **Above 100% AMI.** The 26% of households in Sultan with earnings at and above 100% AMI is significantly lower than Snohomish County’s 41%.

HOUSING COST BURDEN

Housing affordability has traditionally been measured by considering the proportion of household income spent on housing costs (rent, mortgage payments, utility bills, etc.). The following benchmarks are commonly used when determining cost burden.

- **Not Cost Burdened:** 30% or less of household income spent on housing costs.
- **Cost Burdened:** 30-50% of household income spent on housing costs.
- **Severely Cost Burdened:** 50% or more of household income spent on housing costs.

As part of its Comprehensive Housing Affordability Strategy, the Department of Housing and Urban

Development assembles statistics that indicate the number of families experiencing these levels of cost burden. Households with these cost burdens may have difficulties affording other necessities, including food, clothing, transportation, or health care.

Sultan's affordability categories for both rental and ownership housing have been disaggregated by race and ethnicity in "Housing Cost Burden by Race/Ethnicity". Ownership households generally experience lower levels of cost burden compared to renters. But as per the table, for ownership housing situations, moderate and severe cost burdens are notable as a proportion for families identifying as White and Some Other Race (25% and 42% respectively).

Higher rates of moderate and severe cost burden are evident among White renting households at 30%.

Figure 35 Housing Cost Burden by Race/Ethnicity

	White alone, Non- Hispanic	Black or African- American	Asian	American Indian or Alaska Native	Pacific Islander	Hispanic, any race	Other race /ethnicity
Owner Housing							
< 30%	73.9	100	100	99.9	0	94.1	50.3
30 - 50%	15.1	0	0	0.1	0	2.4	24.9
50% <	9.9	0	0	0	0	0.1	16.6
Not calculated	1.1	0	0	0	0	0	0
Renter Housing							
< 30%	68.3	0	0	0	0	99.8	100
30 - 50%	19.7	0	0	0	0	0.1	0
50% <	10.0	0	0	0	0	0.0	0
Not calculated	2.0	0	0	0	0	0	0

HUD Comprehensive Housing Affordability Strategy (CHAS), 2015-2019

AFFORDABILITY OF RENTER-OCCUPIED HOUSING

Using HUD Comprehensive Housing Affordability Strategy (CHAS) data for 2019, which is based on HUD Area Median Household Income (HAMFI), "Sultan Renter Income and Rental Units, 2021" compares the number of renter households in each Housing Need category (the same AMI ranges used above) to the number of existing rental units affordable to each category. This analysis compares renters with housing rents and does not consider housing cost-burden of households or groups. Low-income households, for example, may be renting at prices much higher than they can afford, and moderate- or higher-income households may be paying a smaller proportion of their monthly income on rent.

Figure 36 Sultan Renter Income and Rental Units, 2021

Snohomish County AMI (\$95,618)	Income Ranges (\$)		Monthly Housing Budget (\$)		Estimated Renter Households (income)		Estimated Rental Units (monthly rent cost)	
	Low	High	Low	High	No.	% of Total	No.	Gap
Under 30%	0	28,685	0	717	51	13%	35	-16
30-50%	28,685	47,809	717	1,195	47	12%	90	43
50-80%	47,809	76,494	1,195	1,912	196	50%	203	7
80-100%	76,494	95,618	1,912	2,390	49	12%	35	-14
100-120%	95,618	114,742	2,390	2,869	23	6%	0	-23
120% or over	114,742		2,869		30	8%	0	-30
Total					396		364**	

Figure 37 Gap in Available Rental Units by Income Group



The gap analysis in “Sultan Renter Income and Rental Units, 2021” and “Gap in Available Rental Units by Income Group” shows:

- A rental unit deficit exists across all but two income levels in Sultan – 30-50% and 50-80%. In some cases, this means that households must ‘rent up’ and spend more than 30% of their income on housing. It is also likely that higher-earning households are ‘down renting’ and putting pressure on moderate- and low-income housing by competing for a constrained number of units at lower price points.
- There is a shortage of affordable housing for renting households earning under 30% of the HAMFI in Sultan, with a deficit of around 16 units. Most available units in this price range likely

face issues related to heating, plumbing, electrical systems, or general maintenance. As a result, renters in this bracket may feel pressured to seek housing beyond their budget due to these prevalent problems.

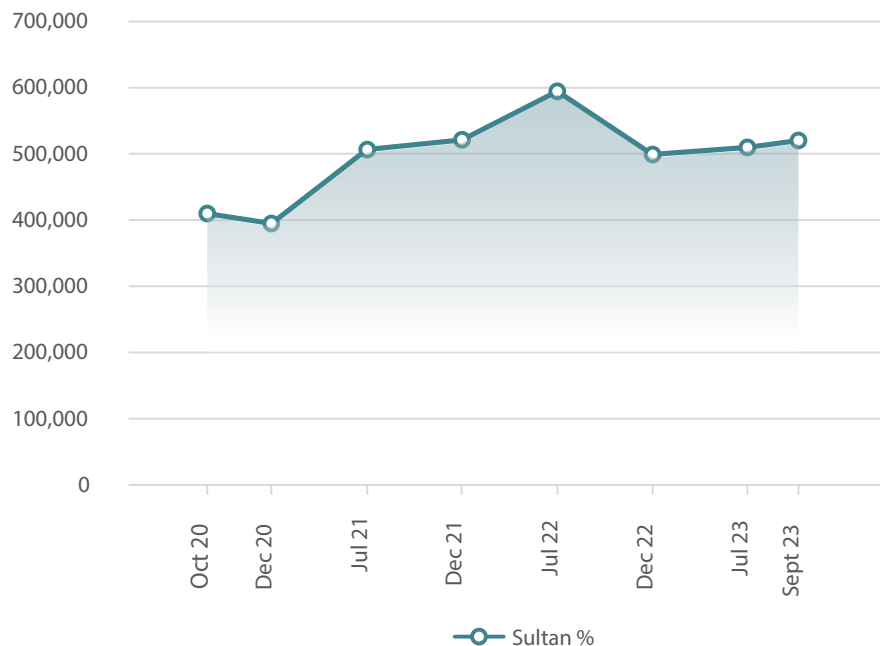
- Most Sultan renters are in the income bracket of 50-80% AMI or more. A deficit in higher-cost rental units exists and may mean that market-rate developers (who are most likely to build at this price point) are unable to find residential construction opportunities in Sultan. Renters from this income bracket are likely ‘renting down’, thus increasing the pressures on lower-income housing.

AFFORDABILITY OF OWNER-OCCUPIED HOUSING

Homeownership has long been a path toward neighborhood stability and a driver for personal and household wealth. An important aspect of addressing Sultan’s housing needs is ensuring there are home ownership opportunities for moderate-income households and first-time homebuyers.

“Median Sales Price for All Residential Types in Sultan” shows all residential sales (condo/co-op, multi-family, single-family, townhomes, and single units) for Sultan between October 2020 and September 2023. Sales prices have generally seen a rise except for the second half of 2022 where it dropped significantly. It has since been rising again steadily.

Figure 38 Median Sales Price for All Residential Types in Sultan

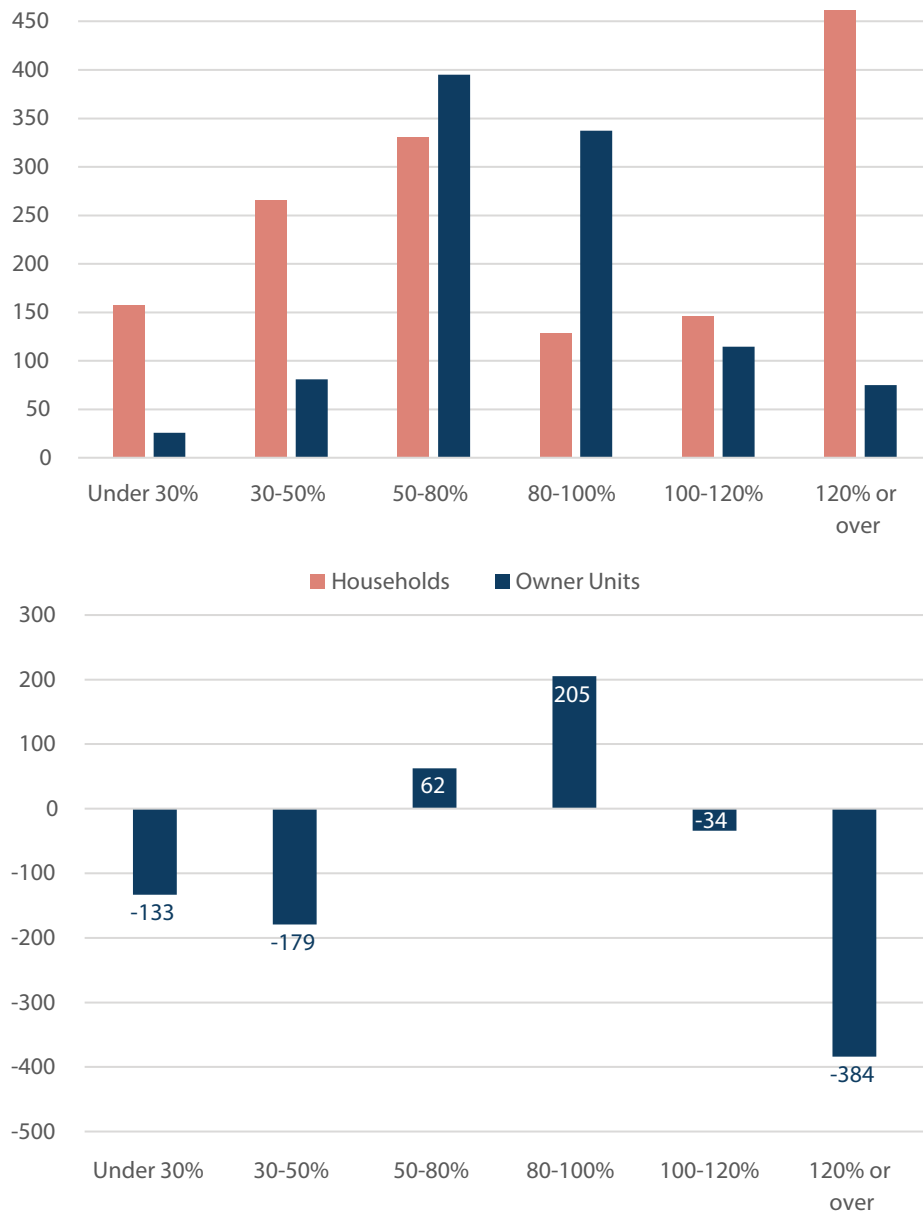


“Sultan Owner Income and Owner Units” and “Gap in Available Owner Units by Income Group” estimate the gap between existing housing units for purchase and the number of owner households at various income levels. This analysis does not fully assess ownership affordability in terms of downpayment; instead, it simply categorizes units based on monthly mortgage amounts. This analysis also does not consider levels of cost-burden among ownership households; lower-income households may be owning at prices higher than they can afford and higher-earning households may be paying a smaller proportion of their income on housing costs.

Figure 39 Sultan Owner Income and Owner Units

Snohomish County AMI (\$95,618)	Income Ranges (\$)		Monthly Housing Budget (\$)		Estimated Owner Households (income)		Estimated Owner Units (monthly owner cost)	
	Low	High	Low	High	No.	% of Total	No.	Gap
Under 30%	0	28,685	0	717	159	11%	26	-133
30-50%	28,685	47,809	717	1,195	260	17%	81	-179
50-80%	47,809	76,494	1,195	1,912	333	22%	395	62
80-100%	76,494	95,618	1,912	2,390	132	9%	337	205
100-120%	95,618	114,742	2,390	2,869	149	10%	115	-34
120% or over	114,742		2,869		459	31%	75	-384
Total					1,491		1029**	

Figure 40 Gap in Available Owner Units by Income Group



The gap analysis in “Sultan Owner Income and Owner Units” and “Gap in Available Owner Units by Income Group” shows:

- A discrepancy between ownership households and the units they can own affordably exists across all income groups in Sultan except two, 50-80% and 80-100%, where there is a surplus of available units as per need.

- A deficit of 133 and 179 units affordable to the households earning under 30% and between 30-50% HAMFI income brackets respectively suggests that households in this income group are “buying up” and therefore spending a larger proportion of their income on housing.
- The largest deficit in ownership housing units, totaling 384, is observed in the high-income group of 120% or more of the HAMFI. This indicates that households in this bracket are purchasing lower-cost units, reducing availability for lower-income households.

3.8 Housing Growth Targets and Land Capacity

Countywide Planning Policies set growth targets including a net number of housing units. A buildable lands analysis completed at the county level determines Sultan’s capacity for growth to ensure targets can be met. “Growth Targets and Capacity: 2020-2044” below shows that Sultan initially had minor capacity deficits in 2019 when the County conducted its analysis. The City has since permitted roughly 600 homes.

Figure 41 Growth Targets and Capacity: 2020-2044

Targets and Capacities	Housing	
	Sultan City	Sultan UGA
Target (2020-2044)	1,425	73
Parcel Capacity (2019)	1,335	193
Initial Capacity Surplus/Deficit	-90	120
Permits (2020-2023)	596	0
Remaining Target	829	73
Parcel Capacity (2023 est.)	975	193
Adjusted Capacity Surplus/Deficit	146	120

Framework, 2023

LAND AREA FOR MODERATE AND HIGH-DENSITY HOUSING

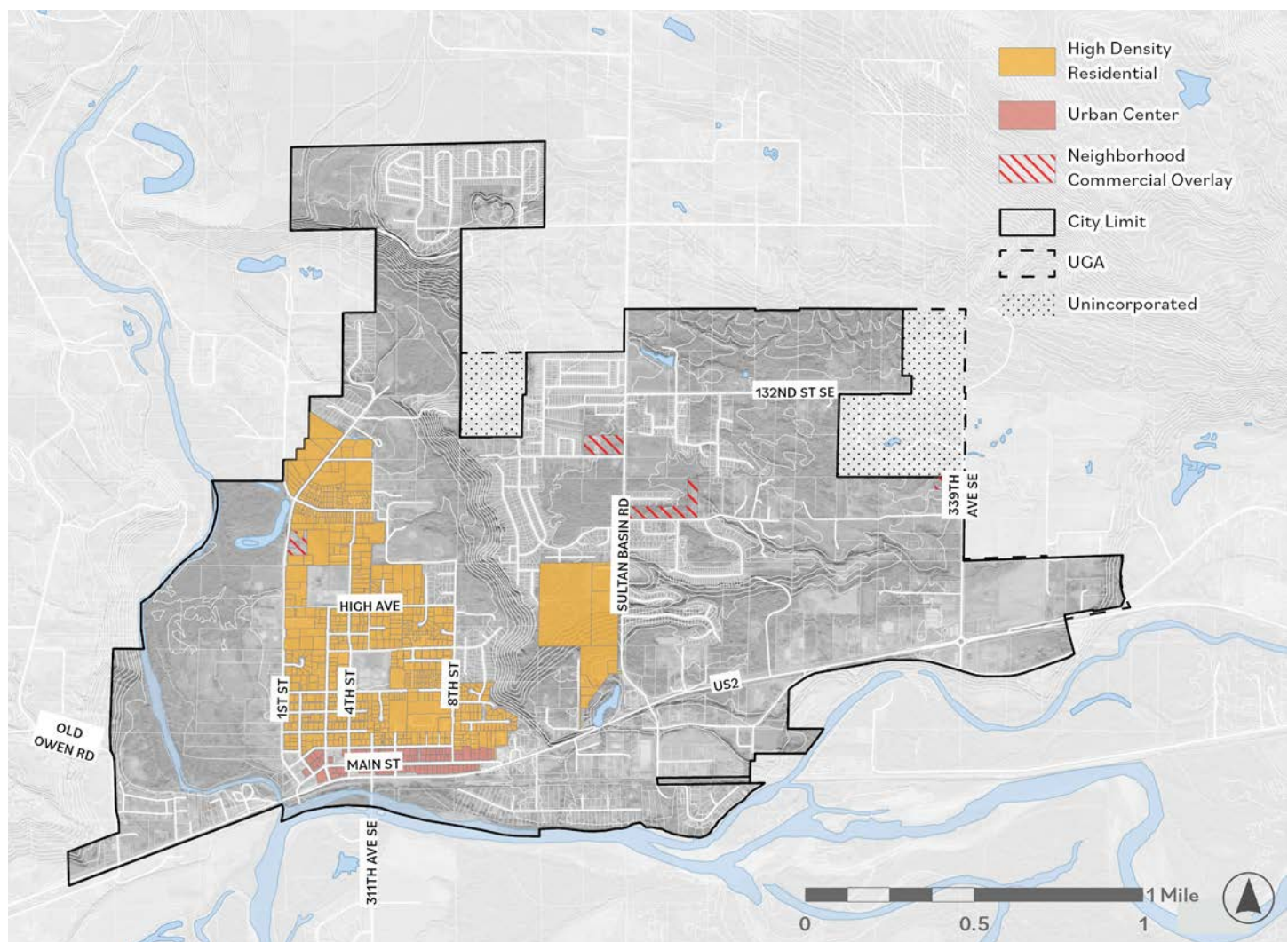
An inventory of Sultan’s zones that permit residential development, which includes both purely residential and mixed-use zones, is shown in “Residentially Zoned Land in Sultan” Approximately 27% of Sultan’s residential land is supportive of moderate density housing, which is generally referred to densities of 12 units per acre or greater. Sultan’s High Density Residential (HDR), Neighborhood Commercial Overlay (NC), and Urban Center (UC) zones permit multi-family development with a density range of 12 units to 24 units.

Figure 42 Residentially Zoned Land in Sultan

Zone	Parcel Area (Acres)
Low Density Residential (5 du/ac)	552.52
Moderate Density Residential (8-10 du/ac)	736.10
High Density Residential (10-24 du/ac)	452.36
Urban Center (10-24 du/ac)	17.86
Neighborhood Commercial (10-24 du/ac)	1,025.87
Total Zoned Moderate/High Density (12+ du/ac)	489.62
Percentage of Residentially-Zoned Land for Moderate Density Housing	27%
Total Zoned Residential	1,778.24

The geographic distribution of Sultan’s High Density Residential, Urban Center, and Neighborhood Commercial Overlay zones is shown in “Land for Moderate Density Housing Based on Existing Zoning” These are the only areas of the city that permit moderate density housing (12+ units per acre). “Existing Multi-Family Housing” shows parcels with existing multi-family housing. With the exception of one duplex and a triplex, all multi-family housing is located in the High Density Residential zone. It is also evident from both the maps that the allocation for moderate density zoning is concentrated in and limited to the central region of the city, close to Main Street, but nowhere else.

Figure 43 Land for Moderate Density Housing Based on Existing Zoning



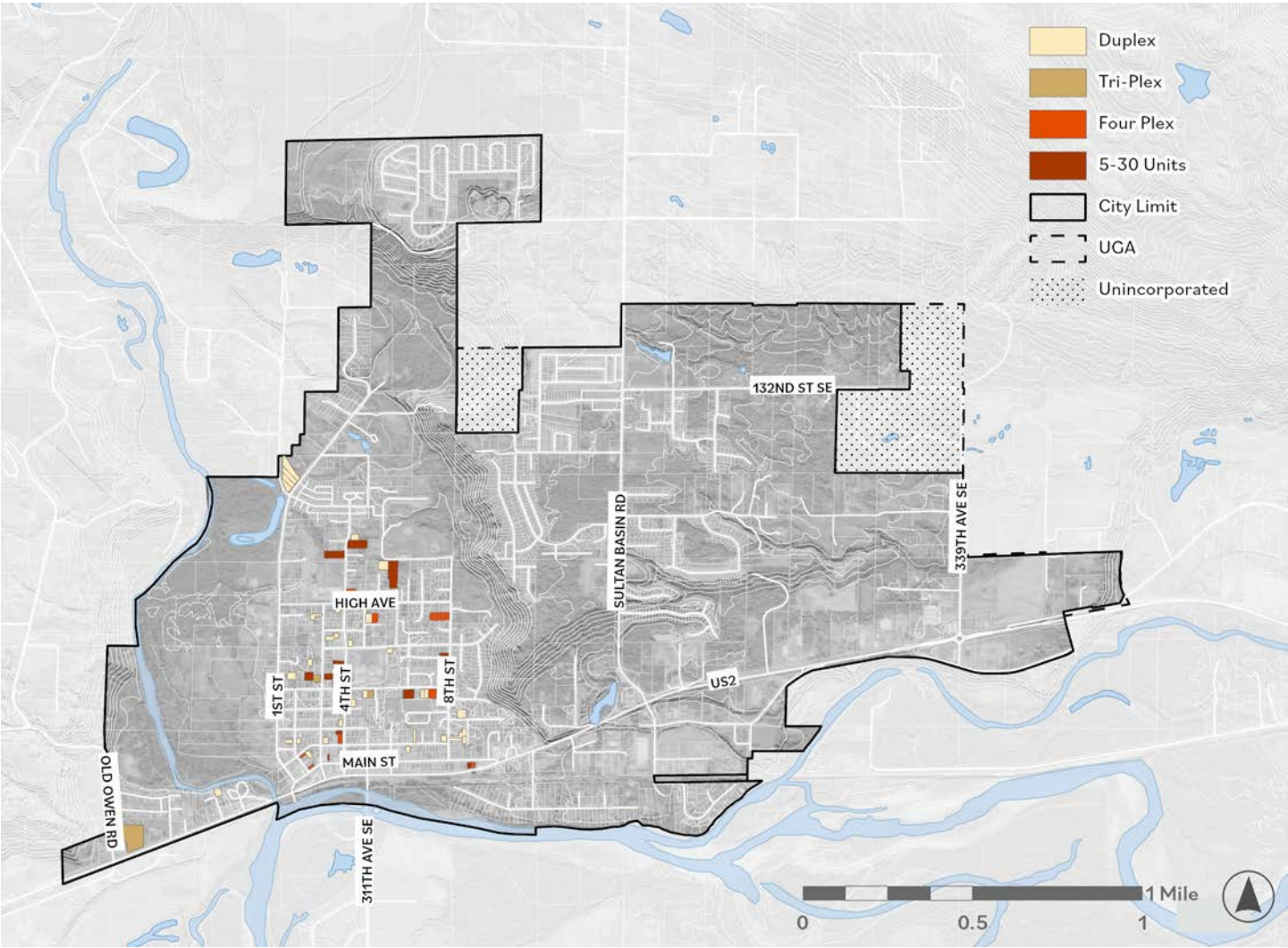
Note: Moderate Density Residential Zone is excluded because it only permits 8-10 du/ac

Figure 44 Multi-Family and Single-Family Housing in Sultan



Google, 2023

Figure 45 Existing Multi-Family Housing



HOUSING LOCALITIES RELATIVE TO EMPLOYMENT LOCATIONS

The location of housing in relation to job centers is another important factor to consider when determining the affordability and accessibility of the local housing market. Housing proximate to job centers can often provide viable access by walking, rolling, or transit—a necessity for households without access to a personal vehicle.

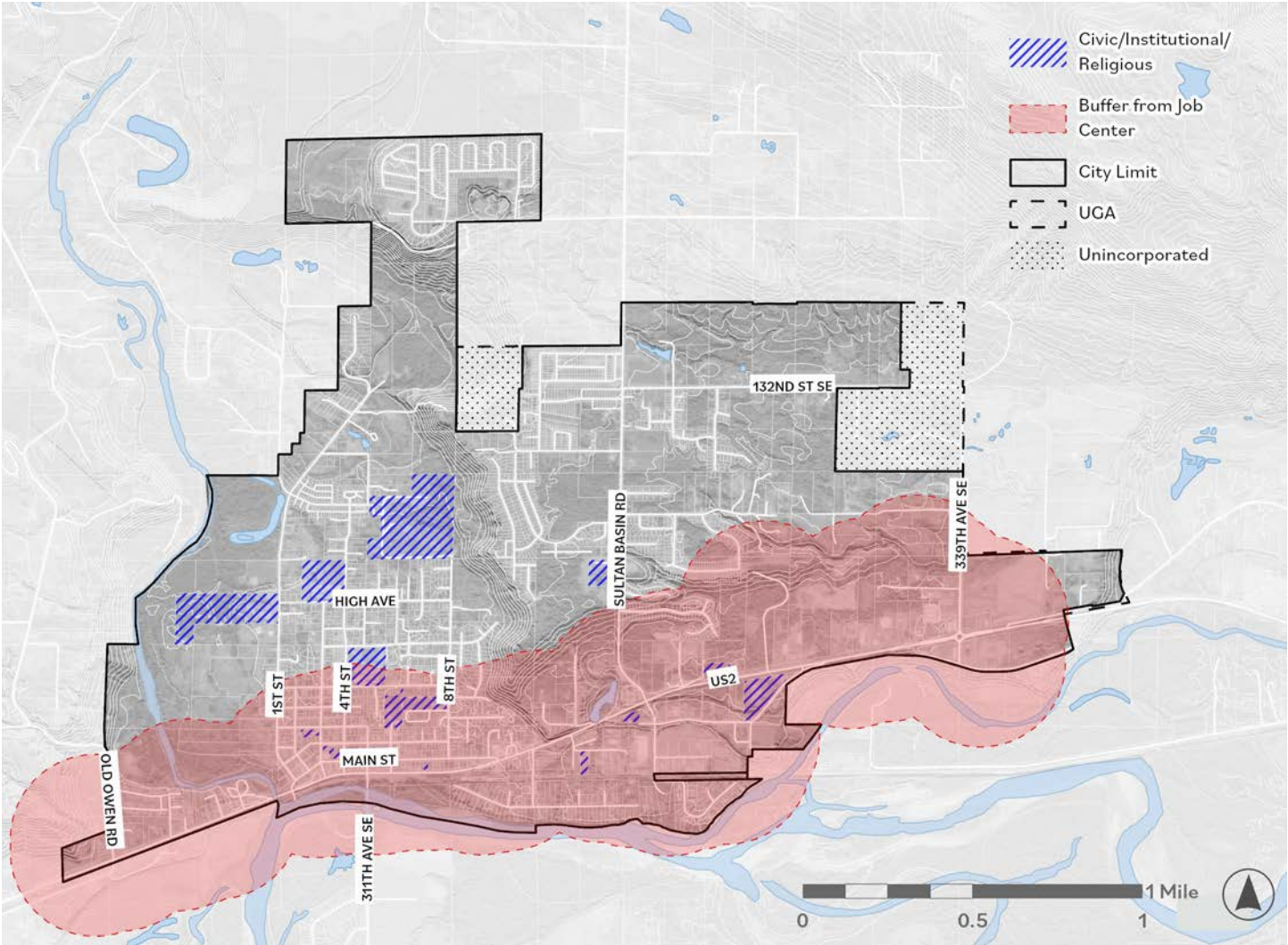
“Residential Structures Proximate to Sultan’s Commercial Centers, 2021” represents a simplified analysis of Sultan’s housing locations within reasonable walking or rolling distance from local employment centers. Urban Center, Highway Oriented Commercial, and Manufacturing are identified as job centers for the mapping 5-minute walksheds and quarter-mile buffers were applied to the center point of these hubs. “Job center” is loosely defined as an area containing a concentration of retail, services, and other commercial land uses that suggest significant employment opportunities.

Such an analysis has its limitations. The simple buffers are uniformly measured from a center point and not a perfect representation of walking or rolling distance. Localized housing unit or job data was also unavailable. Nonetheless, this analysis provides an estimate of job-adjacent housing opportunities in Sultan. Approximately 931 housing units (47% of Sultan’s total) exist withing the buffers.

Figure 46 Residential Structures Proximate to Sultan’s Commercial Centers, 2021

Housing Parcels	Parcels	Units
Total Single Family Residential	774	774
Total Multi-Family Residential	40	157
<i>Duplex</i>	21	42
<i>Tri-Plex</i>	3	9
<i>Four Plex</i>	7	28
<i>5 - 30 Units</i>	9	78
Total Entries/Units Within Quarter-Mile Buffer	814	931

Figure 47 Residential Structures Proximate to Sultan’s Commercial Centers



3.9 Summary of Housing Conditions and Trends

The housing landscape in Sultan presents a challenge in meeting the diverse needs of its residents, as highlighted in the Local Planning and Regulatory Context. There's a notable absence of 'middle housing,' creating a gap between available options and the preferences of households. While three-bedroom units abound, other unit types fall short in accommodating household sizes, contributing to an imbalance in housing supply and demand. Affordability remains a pressing issue, with deficits in units tailored to varying income levels, leading families to either stretch their finances by 'renting/buying up' or compromising on space and quality by 'renting/buying down.'

Homeownership predominantly revolves around single-family units, limiting housing diversity despite the presence of moderate-density options like duplexes and triplexes, largely allocated for rental purposes. Snohomish County's housing growth targets, aligned with the state's Growth Management Act, are attainable given the number of new housing permits that were issued between 2020 and 2023 and the City's existing land capacity. However, projections for 2044 might have underestimated population growth based on historical trends, emphasizing the need for vigilant monitoring to align housing targets with actual demographic changes and ensure sustainable development for Sultan's future.

Adjusting strategies to close the housing variety gap, address affordability concerns, and recalibrate targets according to real-time population dynamics will be pivotal in shaping Sultan's housing policy moving forward.

natural environment



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 chapter is to identify those natural features, especially those classified as critical areas.

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.

Sultan Basin Area above the older part of town, while not impacted by flood hazards, face development constraints 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.

4.1 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.

4.2 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.

STATE REGULATIONS

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

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:

- **The 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.
- **The Resilience sub-element** — with goals and policies 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 POLICIES

The environmental countywide planning policies are addressed in the policy topic Natural Environment in county-wide planning policy. The Natural Environment countywide planning goal and policies 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
 - 17.04 State Environmental Policy Act (SEPA)
 - 17.08 Flood Damage Prevention
 - 17.10 Critical Areas Regulations (CAR)
 - 17.12 Wellfield/Groundwater Protection Regulations
 - 17.13 Grading, Excavation and Land Filling
 - 17.14 Stormwater Management Performance Standards
 - 17.16 Vegetation Protection Standards
 - 17.20 Shoreline Management

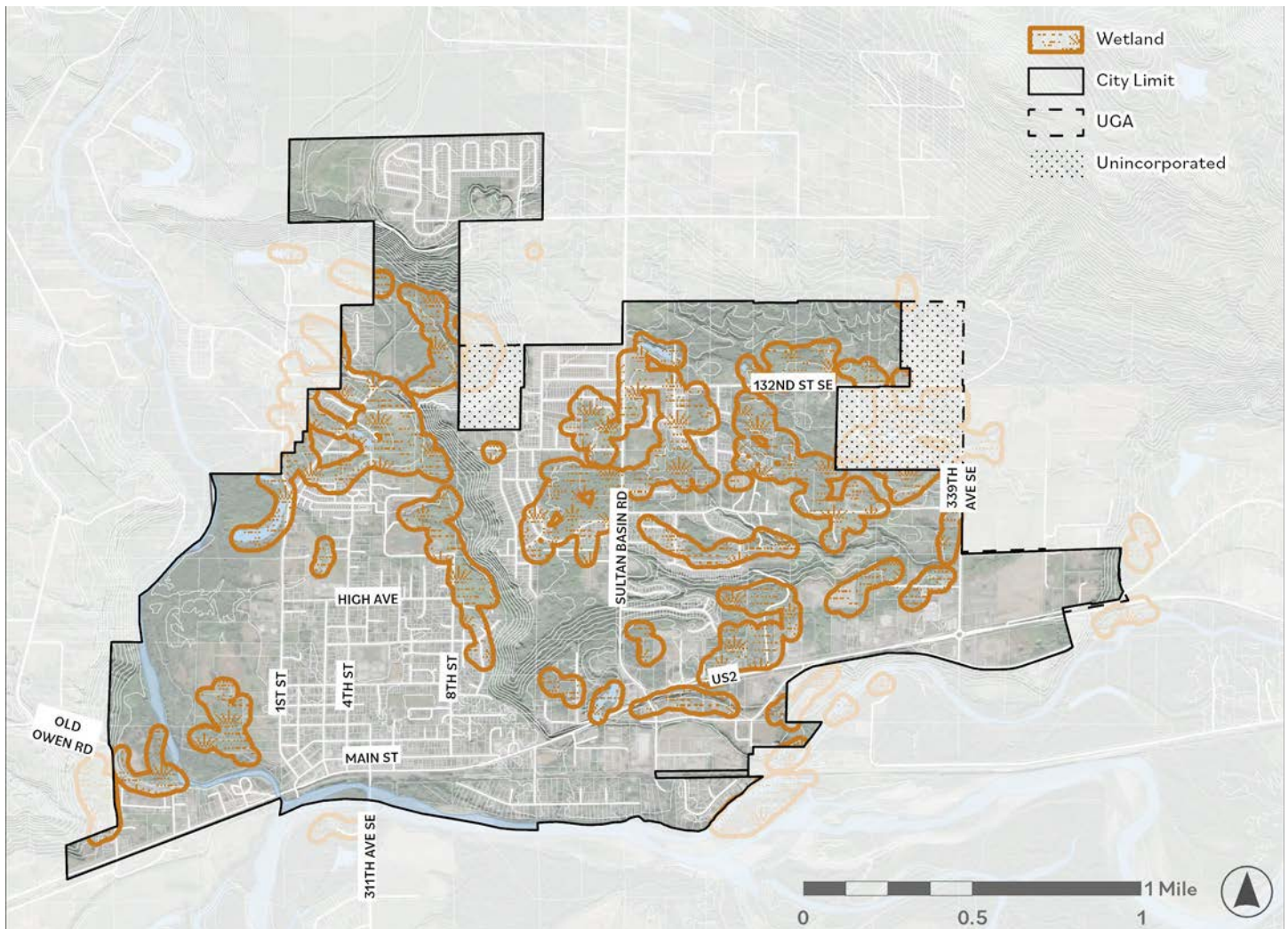
4.3 Existing Conditions

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 red cedar. 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.

Figure 1 Wetland Map



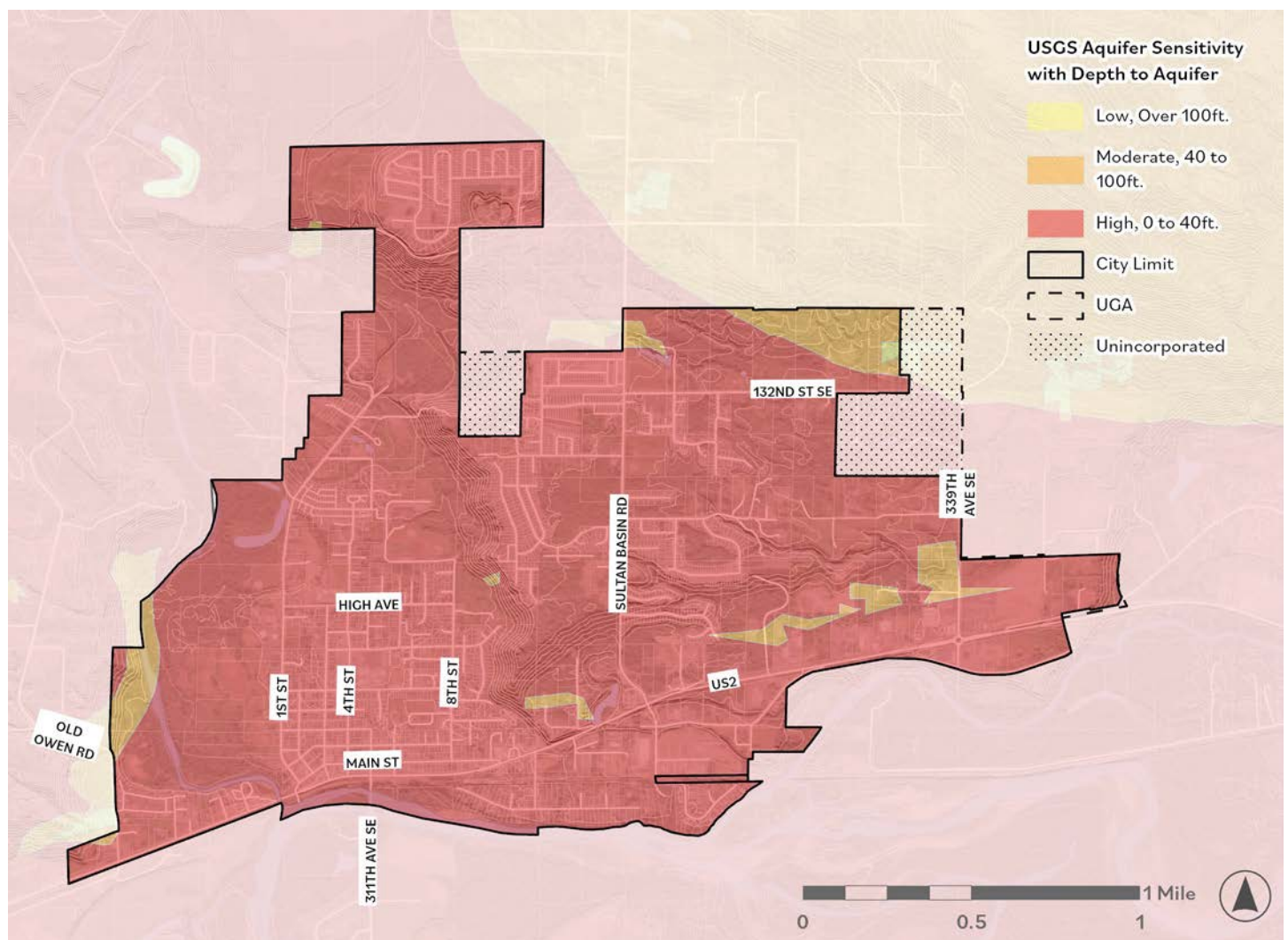
Snohomish County; Framework, 2023

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 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 in the Sultan Basin area. 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.

Figure 2 Aquifer Vulnerability



Snohomish County; Framework, 2023

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.

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 2 above 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.

FREQUENTLY FLOODED AREAS

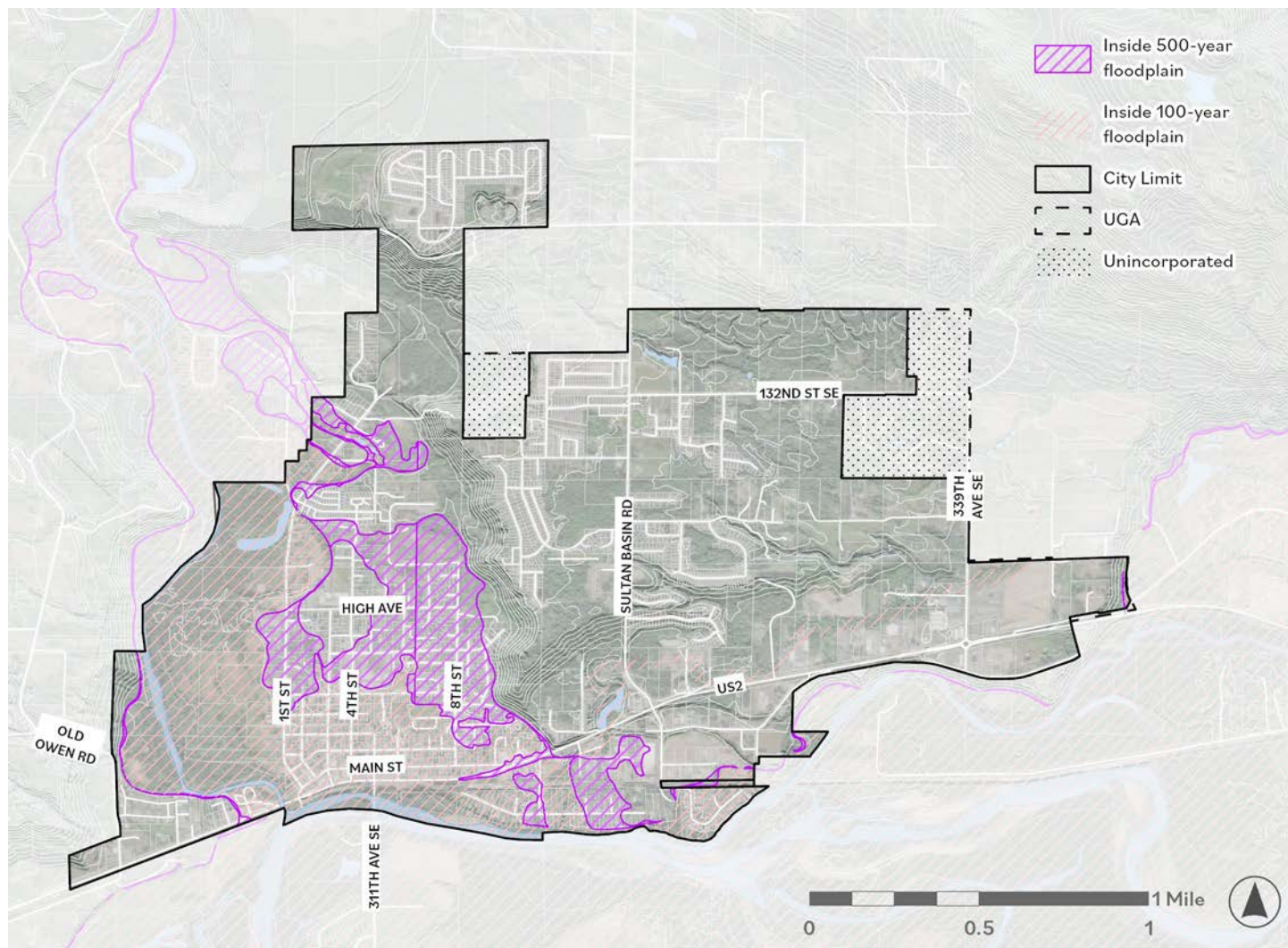
Frequently flooded areas are natural physical features of a watershed that play an important role in stormwater storage and disposal. Maintenance of the natural function of these areas protects property and reduces the need to construct flood control facilities. Frequently flooded areas are lands within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

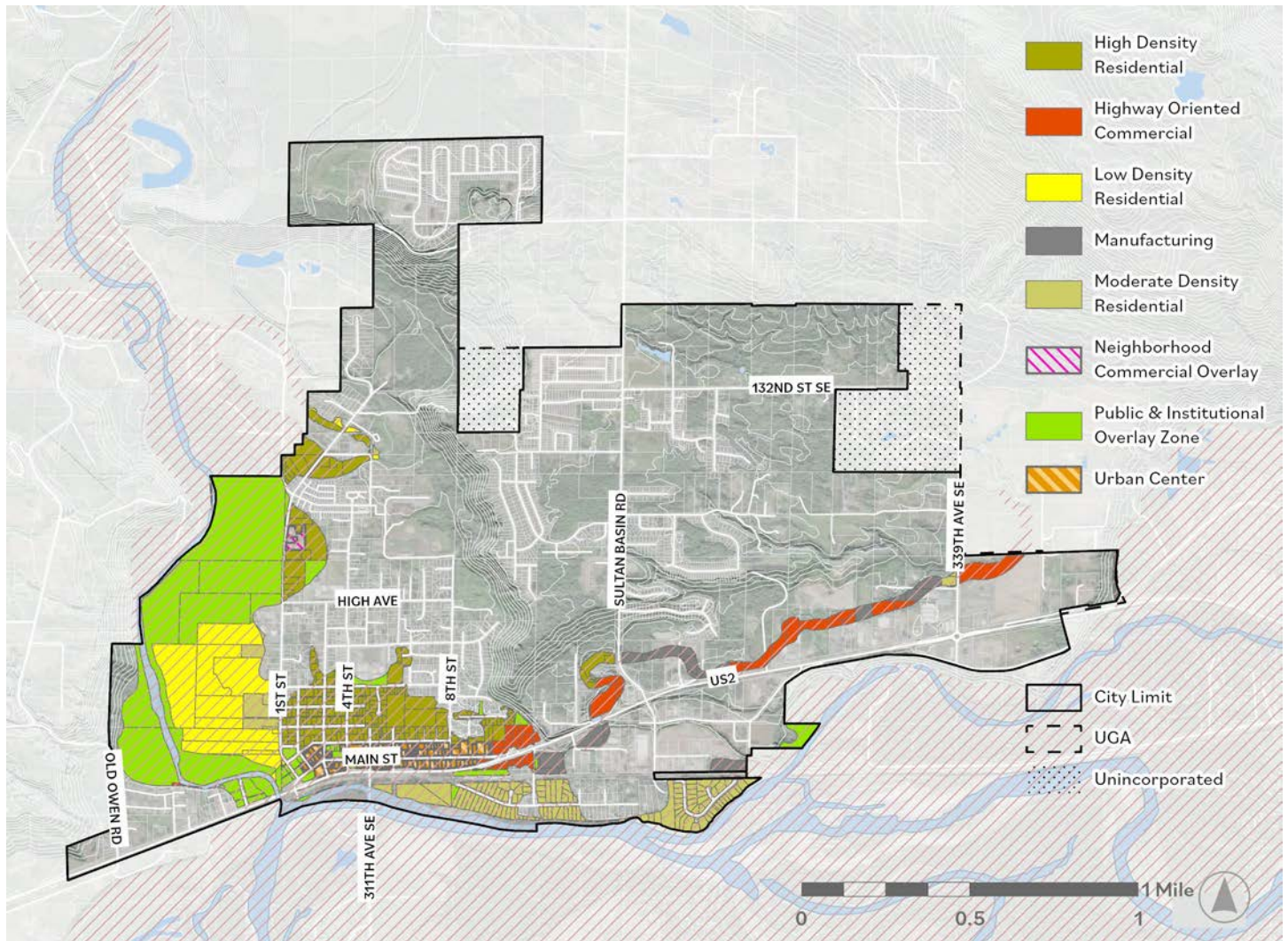
Flood Zone. These areas are identified by the Federal Emergency Management Agency (FEMA) as the 100-year floodplain and are delineated on Figure 4 below.

Figure 3 Frequently Flooded Areas



FEMA, 2020; Framework, 2023

Figure 4 Areas with 100-year Floodplain



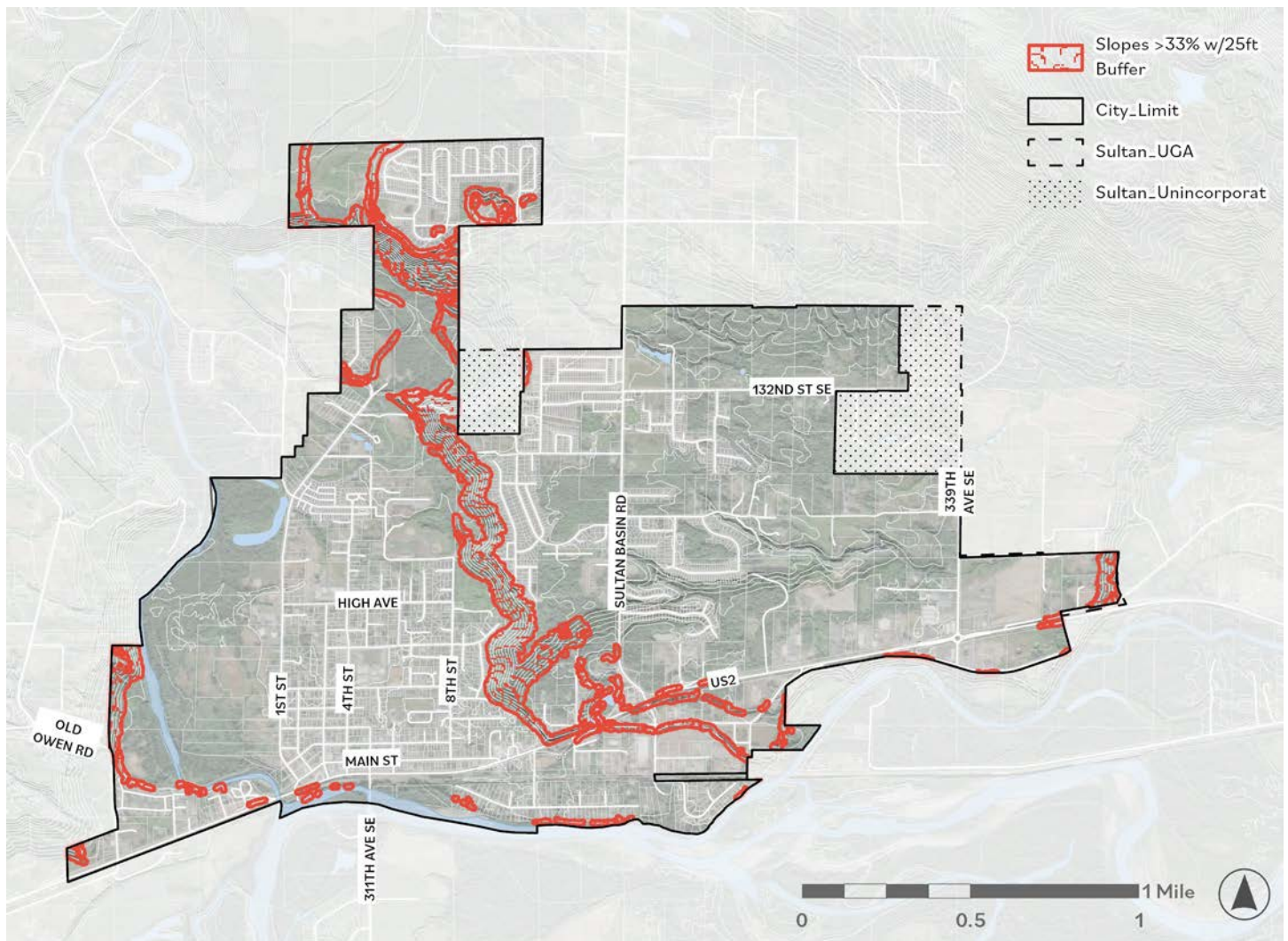
FEMA, 2020; Framework, 2023

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 5. This area is the bluff that separates Downtown and the Sultan Basin area. These areas are not likely to accommodate high density development because of 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 5 Geologically Hazard Areas



Snohomish County; Framework, 2023

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.

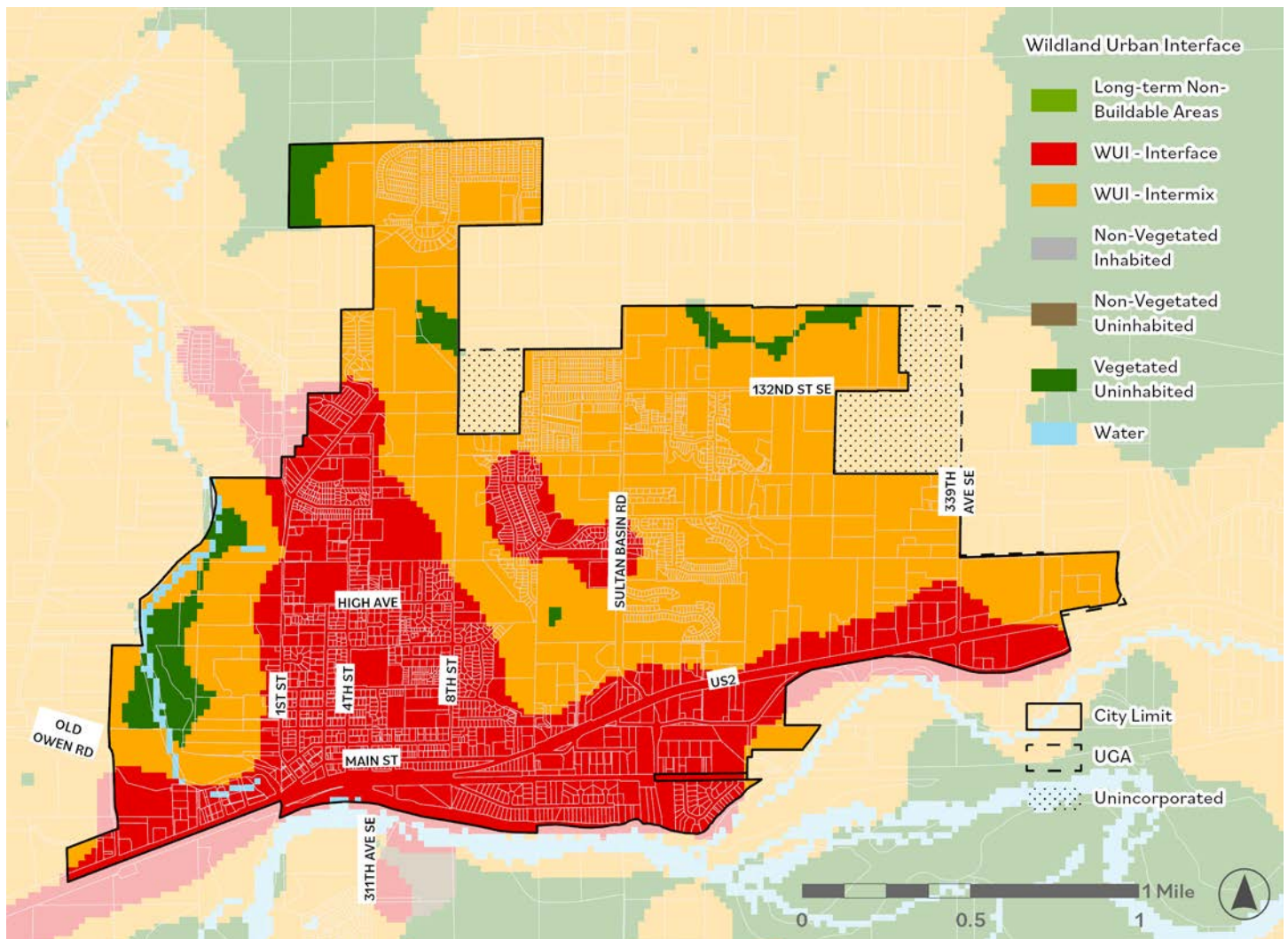
WILDFIRE RISK (WILDLAND URBAN INTERFACE - WUI)

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 6 Wildland Urban Interface Areas



Washington State Department of Natural Resources; Framework, 2023

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 one oxidation ditch. The plant was constructed in 1970, and as of 2023, is under construction for upgrades 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.

4.4 Summary of Natural Environment Conditions & 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 in the Sultan Basin area. 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.

Sultan 2044 Comprehensive Plan Update
Existing Conditions Report

5

economic development



Economic Development



Sultan Resident Profile

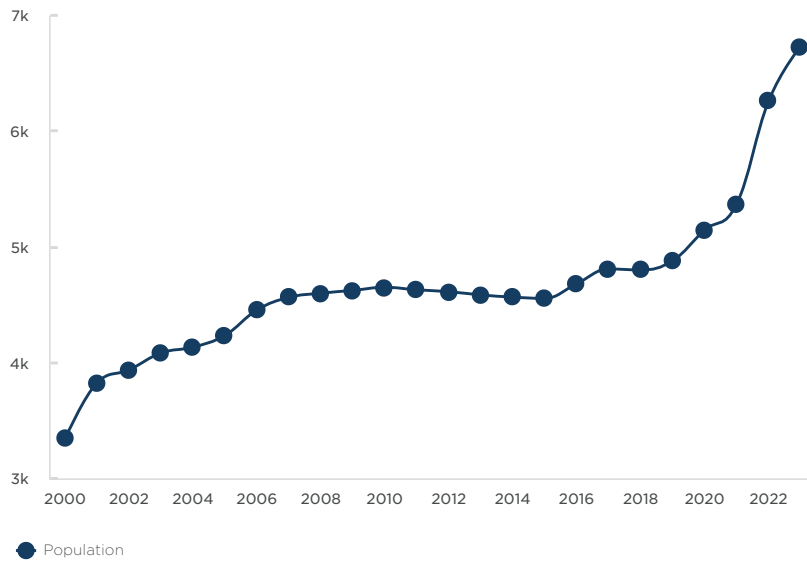
Key findings

- **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."

General Demographics

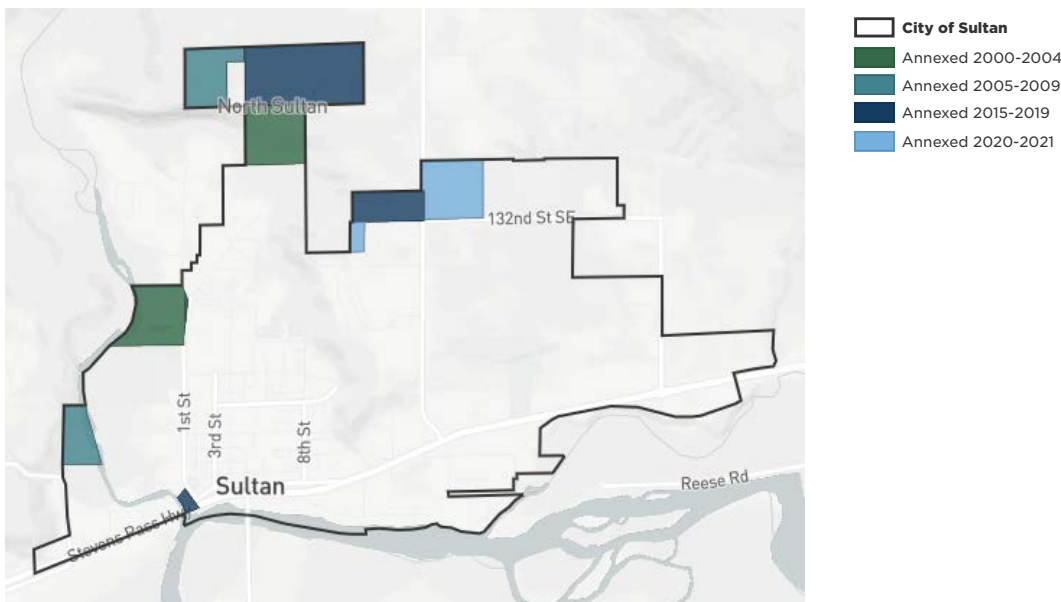
The City of Sultan was incorporated in 1905. At that time, the City covered approximately 510 acres and had a population of approximately 570.

Population Growth 2000-2023



Source: Washington State Office of Financial Management, 2023

City Annexations by Year



Source: 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, which incorporated 0.50 acres effective March 8, 2000.
- Ordinance 759-01, which incorporated 40.12 acres effective June 20, 2001.
- Ordinance 740-00 (amended), which incorporated 37.33 acres effective September 5, 2001.
- Ordinance 922-06, which incorporated 20.04 acres effective May 6, 2006.
- Ordinance 923-06, which incorporated 30.63 acres effective May 6, 2006.
- Ordinance 1216-15, which incorporated 2.87 acres effective July 1, 2016.
- Ordinance 1261-17 (amended), which incorporated 79.92 acres effective August 9, 2017.
- Ordinance 1292-18, which incorporated 24.17 acres effective January 1, 2019.
- Ordinance 1310-19, which incorporated 4.85 acres effective January 1, 2020.
- Ordinance 1349-21, which incorporated 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 groups 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.



Old Age Dependency Ratio

18%

Sultan, WA

22.2%

Snohomish County, WA



Child Dependency Ratio

35.9%

Sultan, WA

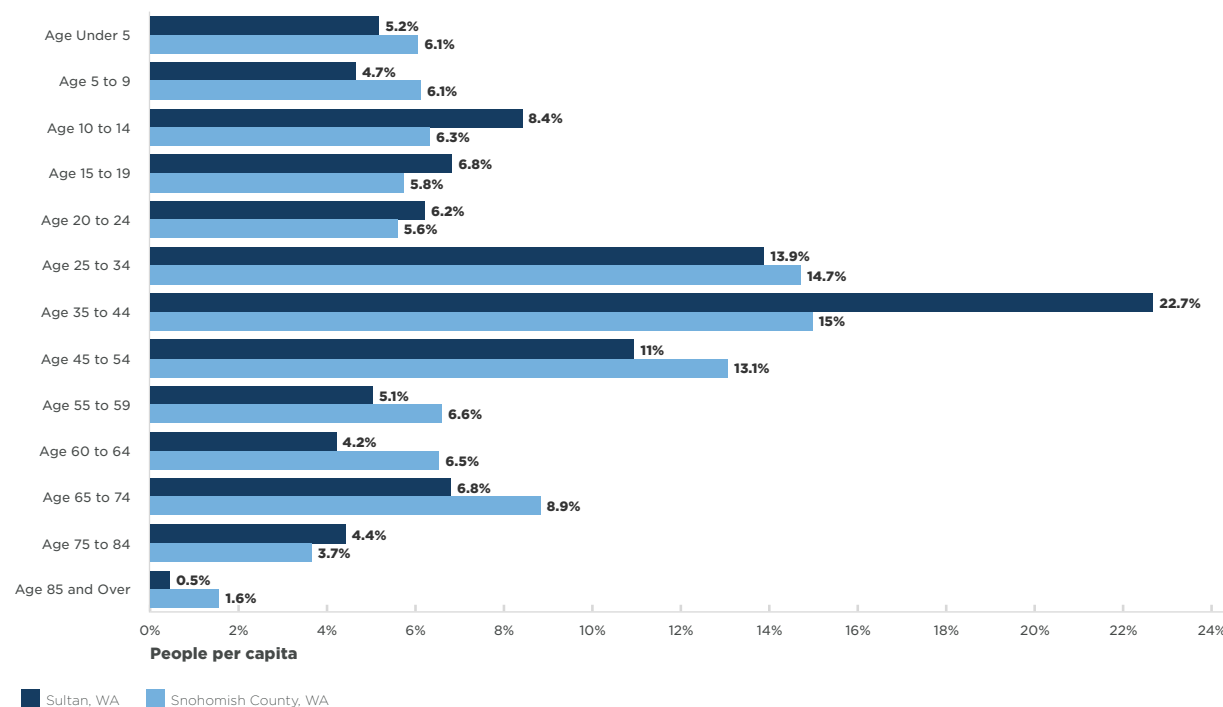
35%

Snohomish County, WA

Sources: 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.

Age Totals



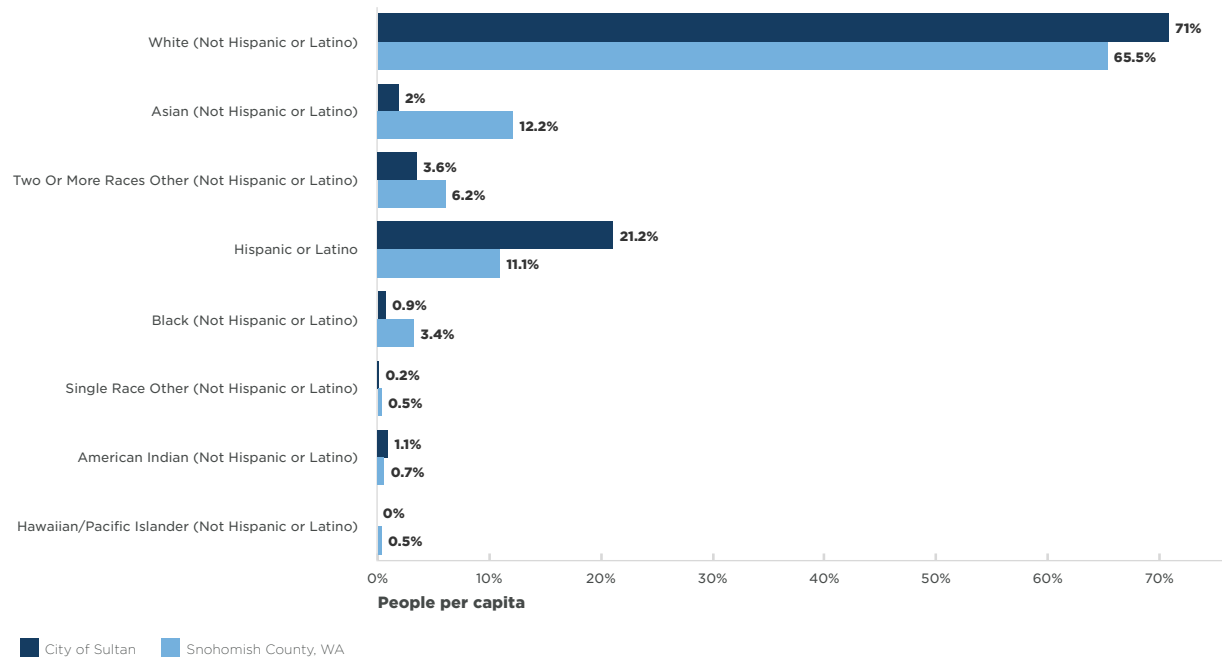
Sources: US Census Bureau ACS 5-year 2018-2022

Race/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.

Population Proportion by Race/Ethnicity



Sources: 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.

Speaks English Less than "Very Well" for the Population Over Five

13.5%

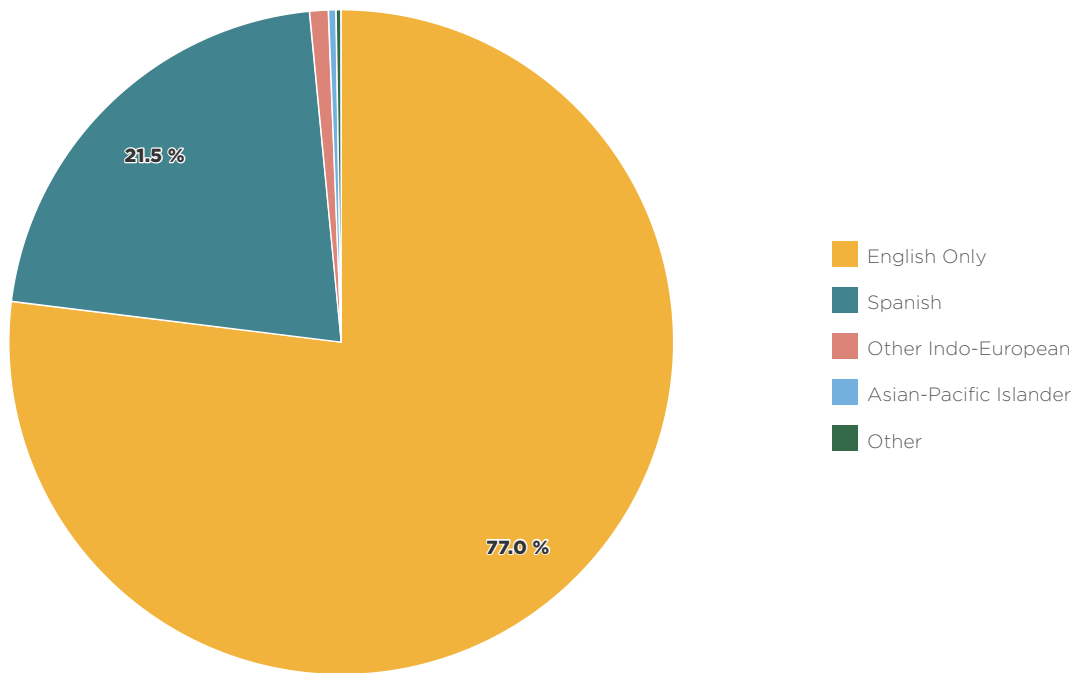
Sultan, WA

8.8%

Snohomish County, WA

Sources: US Census Bureau ACS 5-year 2018-2022

Language Spoken at Home



Sultan, WA

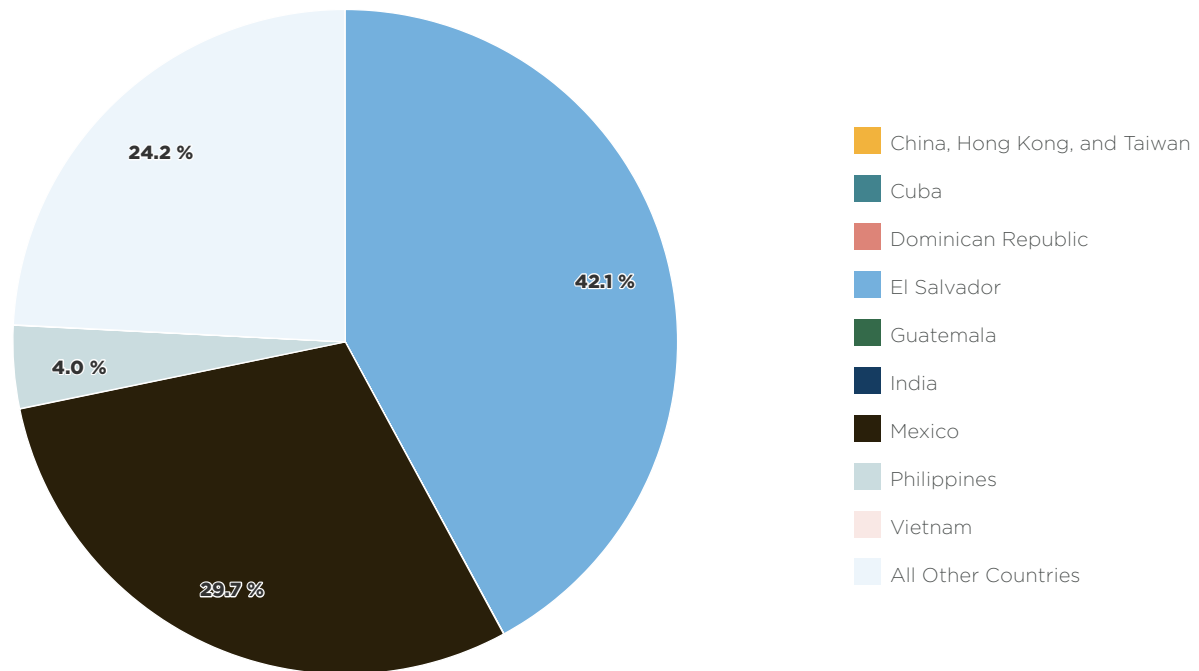
Sources: US Census Bureau ACS 5-year 2018-2022

Unfortunately, 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.

Top Birth Countries for Foreign Born



Sultan, WA

Sources: 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.

Health Insurance Coverage - Insured per capita

91%

Sultan, WA

92.7%

Snohomish County, WA

↑ 1.9%

Health Insurance Coverage - Uninsured per capita

7.9%

Sultan, WA

6.1%

Snohomish County, WA

↓ 22.8%

Population Living with a Disability



11.5%

Sultan, WA

11.6%

Snohomish County, WA

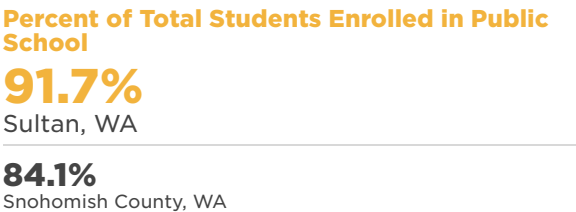
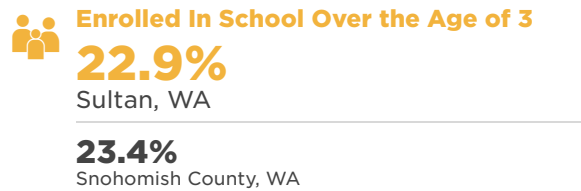
↑ 0.1%

*% Diff. shows the percentage increase or decrease as compared to the original geography.

Sources: US Census Bureau ACS 5-year 2018-2022

Education

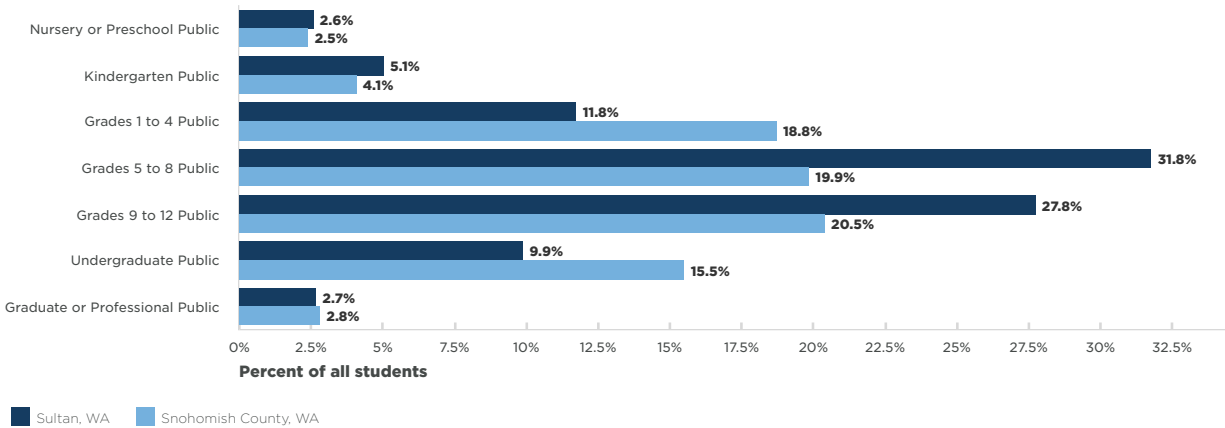
Nearly 23% of Sultan’s population over the age of three are enrolled in school. Public school enrollment for all Sultan students is high, with about 7% more caregivers opting to send students to public school than in Snohomish County.



Sources: US Census Bureau ACS 5-year 2018-2022

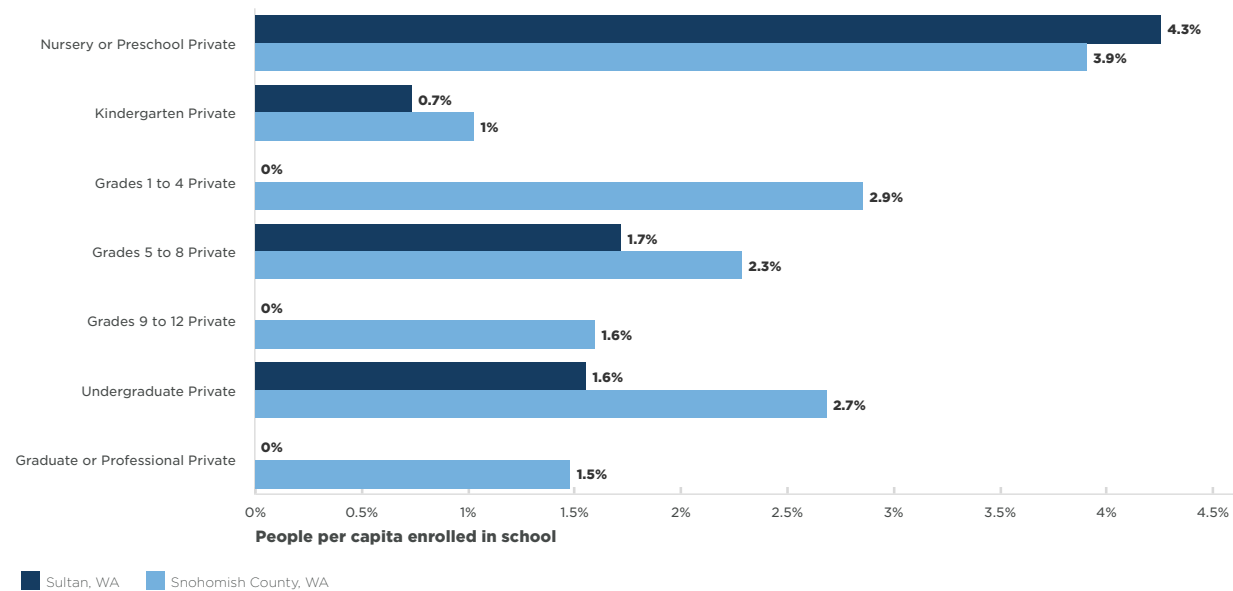
Sultan residents are more likely to attend public school than private school. The exception is for nursery or preschool. This is likely because there are sparse public nursery and preschool programs in Washington and most of the public programs are targeted to those who cannot afford private programs. 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.

Percentage of Sultan Students enrolled in Public School by Grade



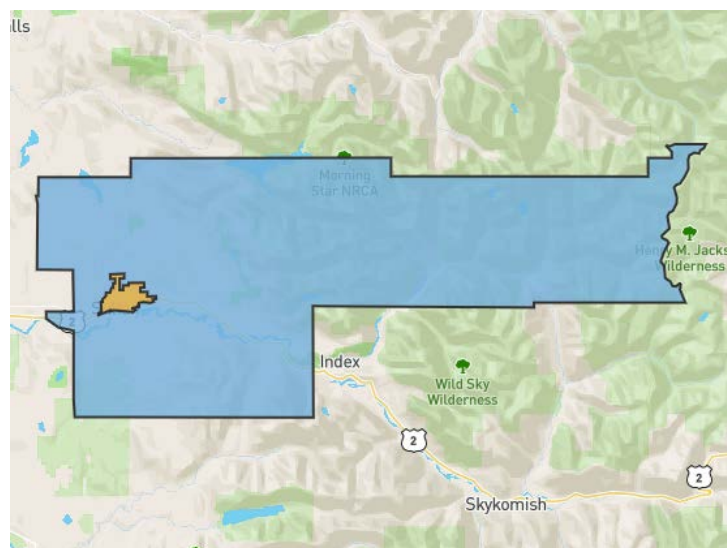
Sources: US Census Bureau ACS 5-year 2018-2022

Private School People by Grade



Sources: US Census Bureau ACS 5-year 2018-2022

Sultan residents are served by one public school district, the Sultan School District, which enrolls students in kindergarten through twelfth grade.

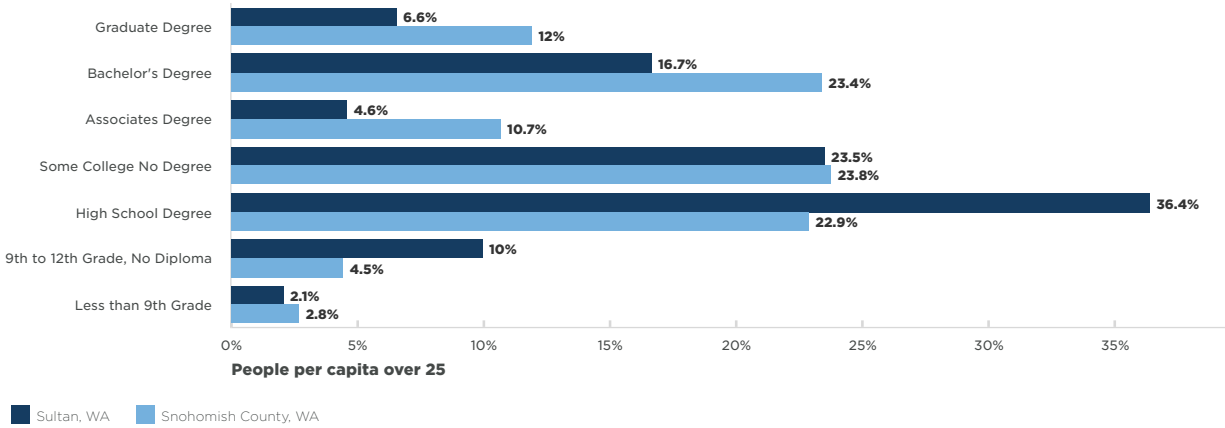


© Mapbox © OpenStreetMap

Educational Attainment

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

Educational Attainment



Sources: US Census Bureau ACS 5-year 2018-2022



Percent High School Educated

87.9%

Sultan, WA

92.8%

Snohomish County, WA

↑ 5.5%



Percent College Educated

23.3%

Sultan, WA

35.4%

Snohomish County, WA

↑ 51.8%

*% Diff. shows the percentage increase or decrease as compared to the original geography.

Sources: US Census Bureau ACS 5-year 2018-2022



Sultan 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 Office of Financial Management, Sultan has 6,730 residents in 2,445 housing units.

Average Household Size

2.64

People

Sultan, WA

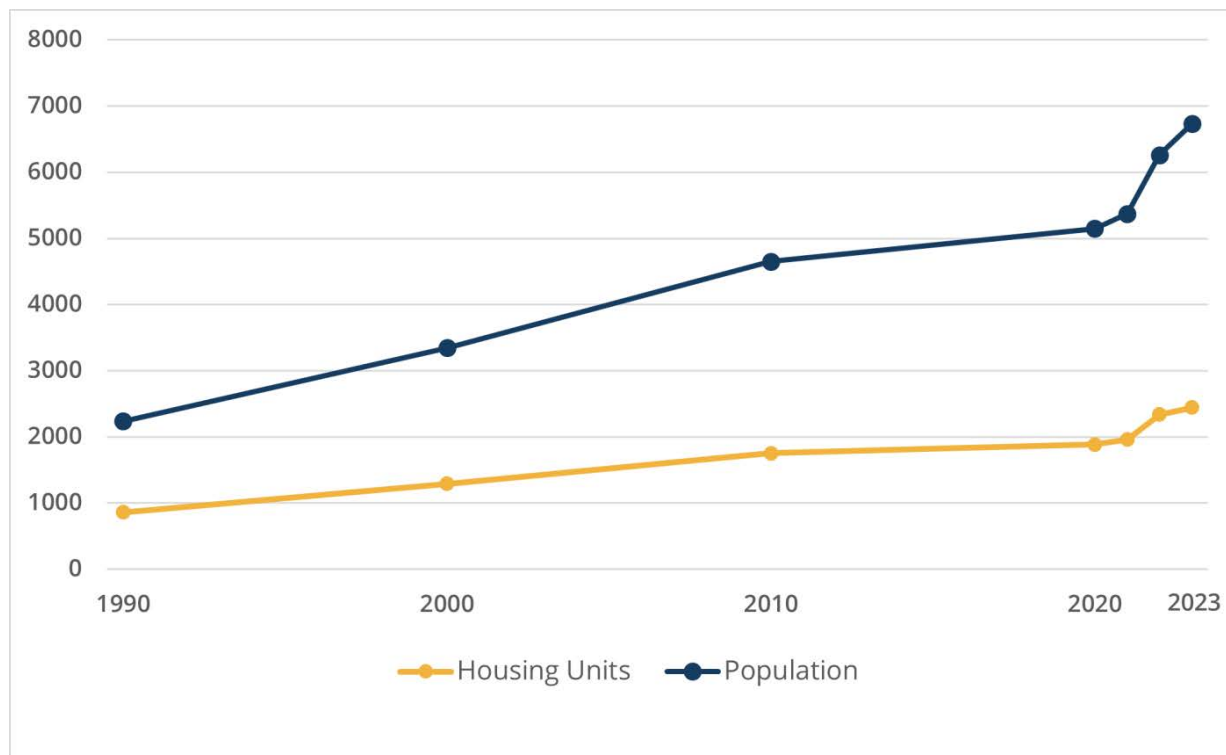
2.66

People

Snohomish County, WA

Sources: US Census Bureau ACS 5-year 2018-2022

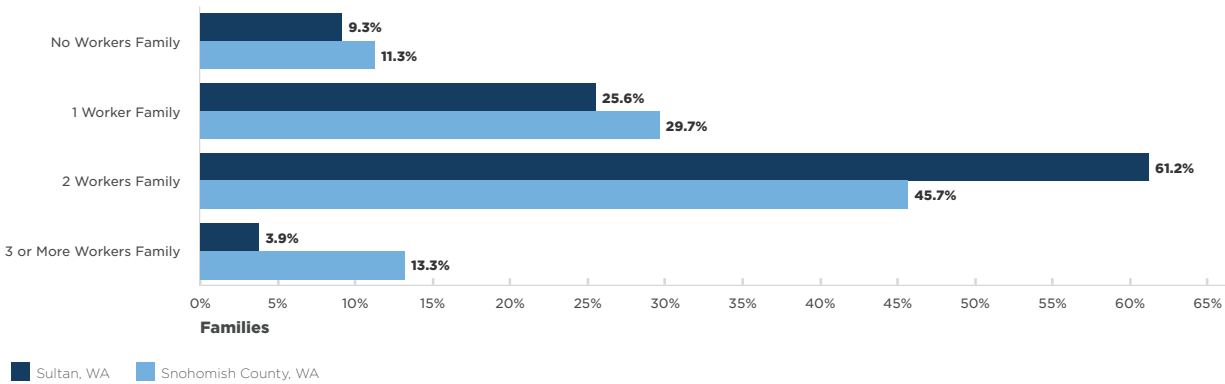
Population and Housing Unit Growth, 1990-2023 (OFM)



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.

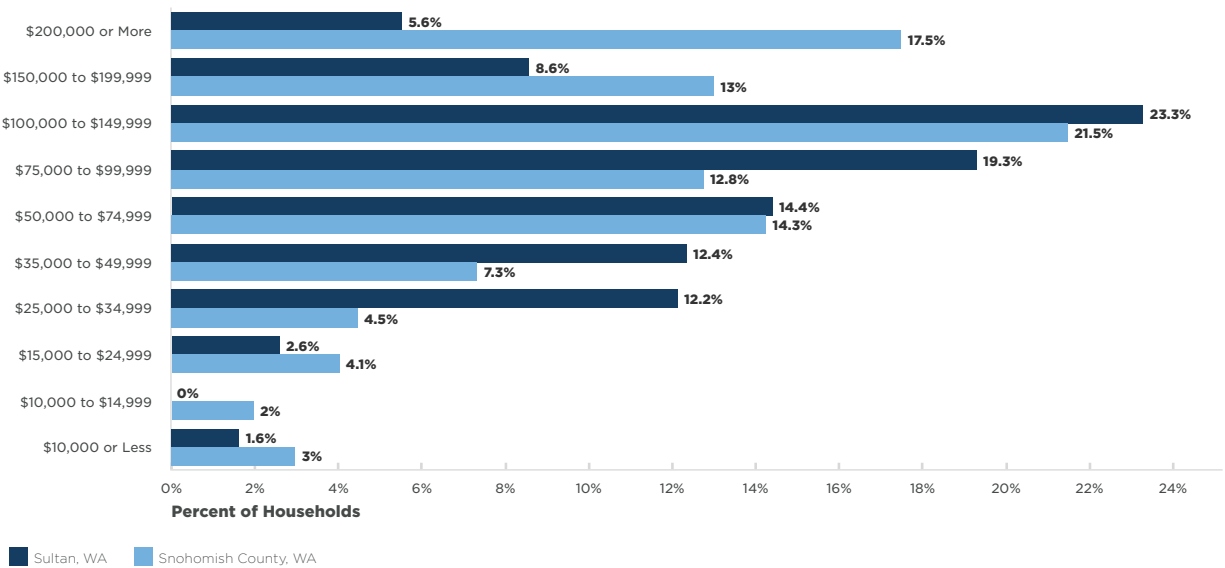
Families by Number of Workers



Sources: US Census Bureau ACS 5-year 2018-2022

Incomes and Spending Power

Household Income



Sources: US Census Bureau ACS 5-year 2018-2022

Median Household Income

\$79,084

USD

Sultan, WA

\$104,083

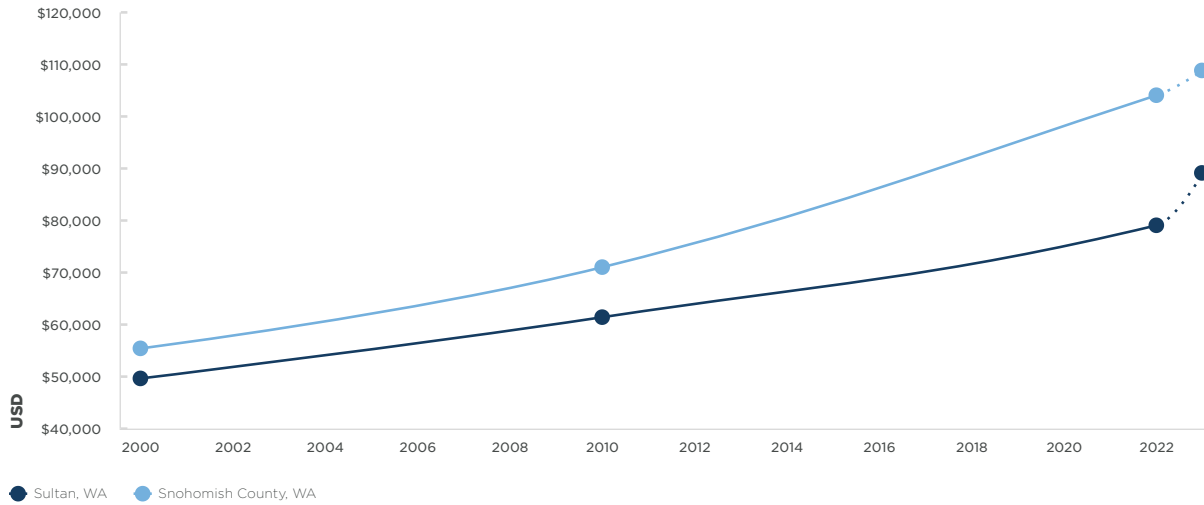
USD

Snohomish County, WA

Sources: US Census Bureau ACS 5-year 2018-2022

Median Household Income Over Time, 2000 to 2023

Median Household Income

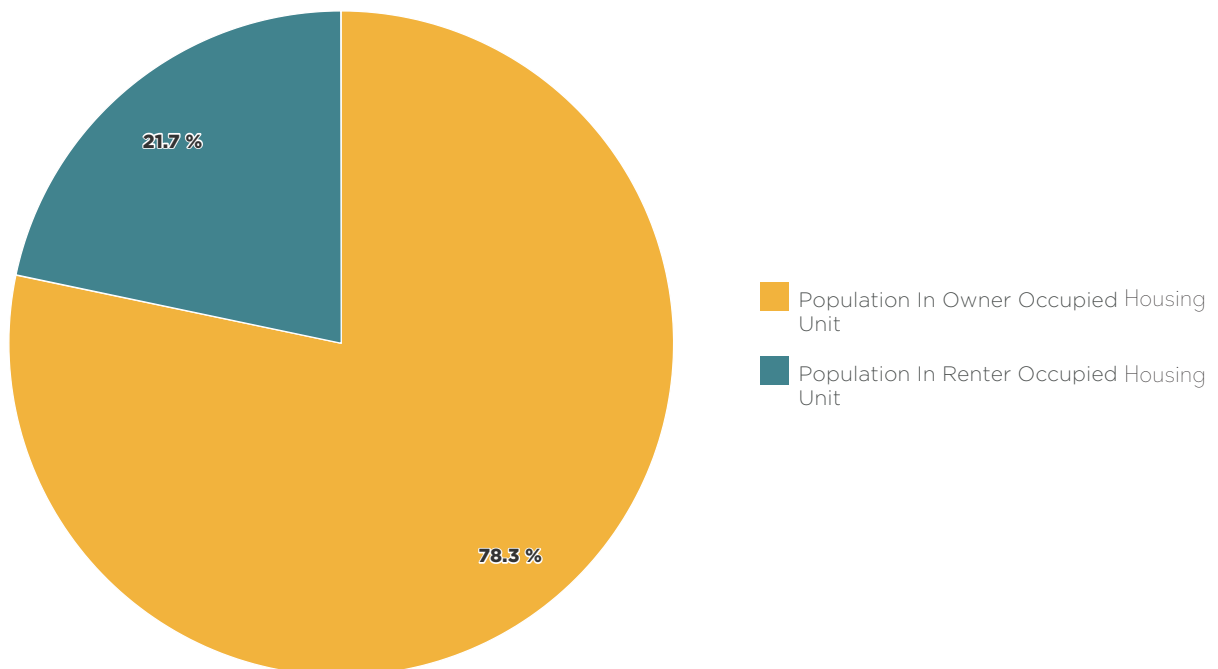


Sources: US Census Bureau; US Census Bureau ACS 5-year

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.

Population in Renter vs Owner Occupied Housing Units



Sultan, WA

Sources: US Census Bureau ACS 5-year 2018-2022

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.

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.

Percent of Low Income Households Severely Cost Burdened

5.5%

Households

Sultan, WA

12%

Households

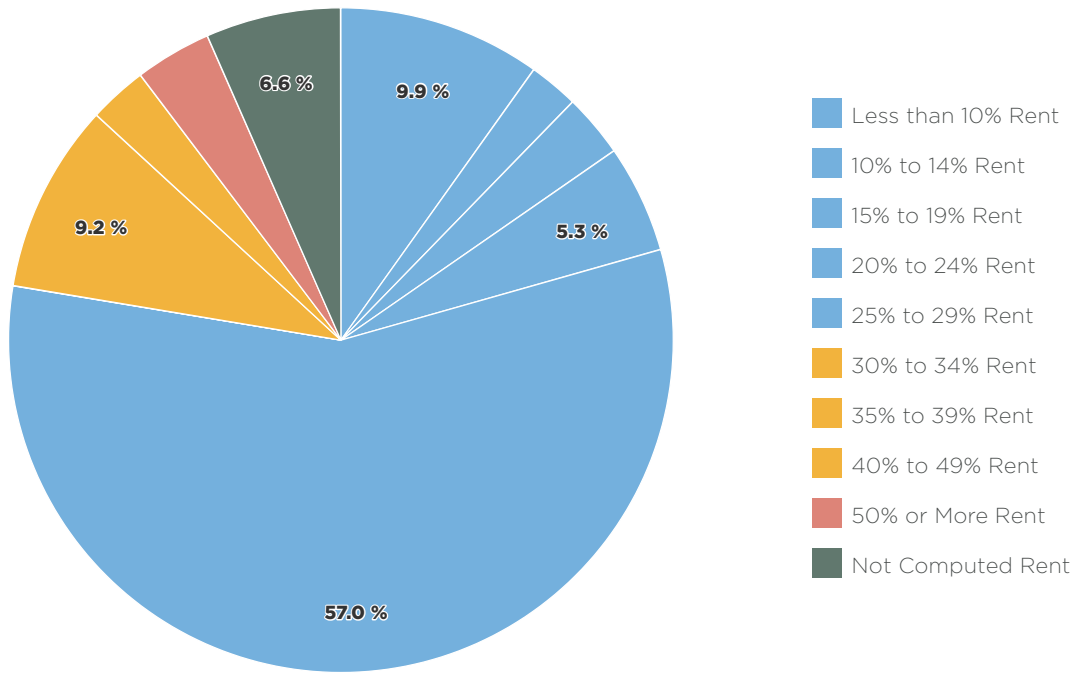
Snohomish County, WA

Sources: HUD CHAS 2016-2020

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.

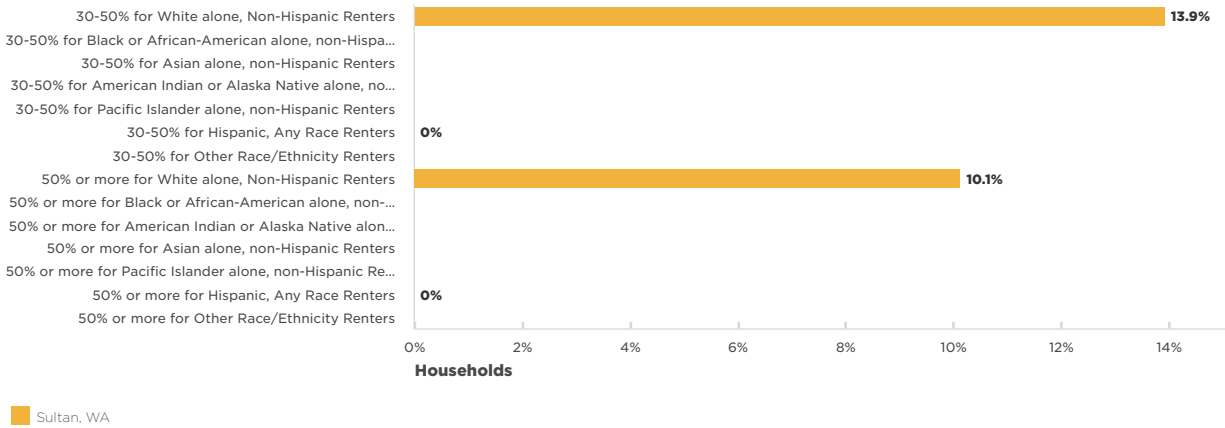
However, in Sultan, about 6% of renters spend more than 50% on rent, deeply impacting the amount of money they are able to spend in the community.

Renter Occupied housing units by Costs as Percent of Income



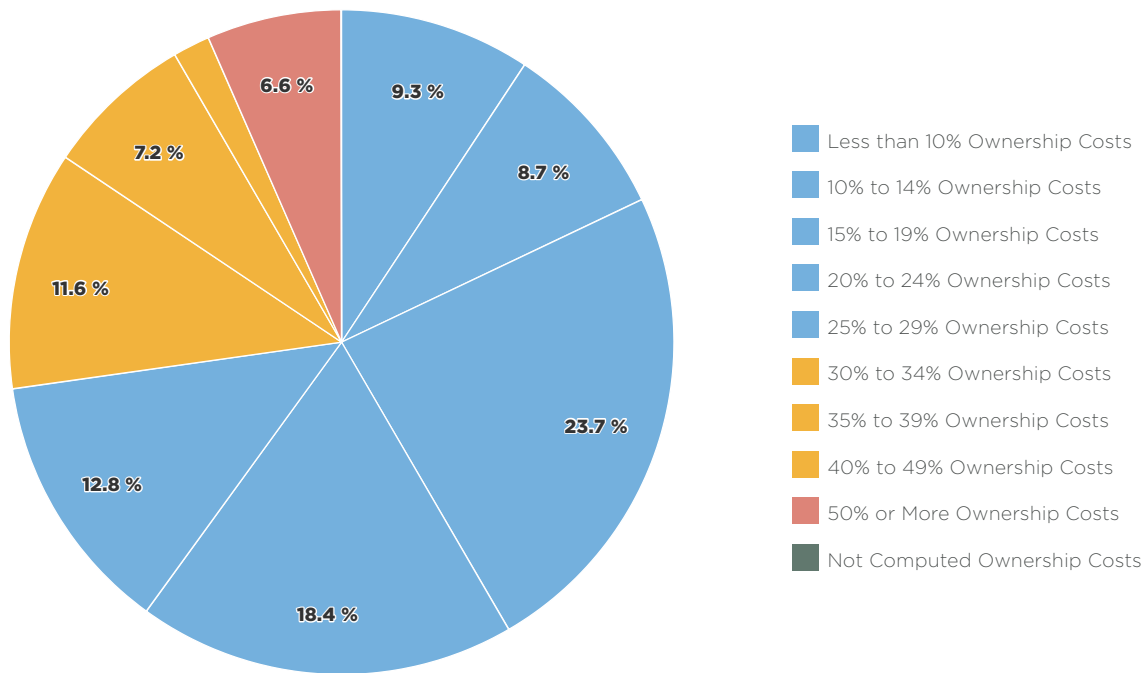
Sultan, WA
Sources: US Census Bureau ACS 5-year 2018-2022

Renter Occupied Households by Relative Cost Burden, Race/Ethnicity



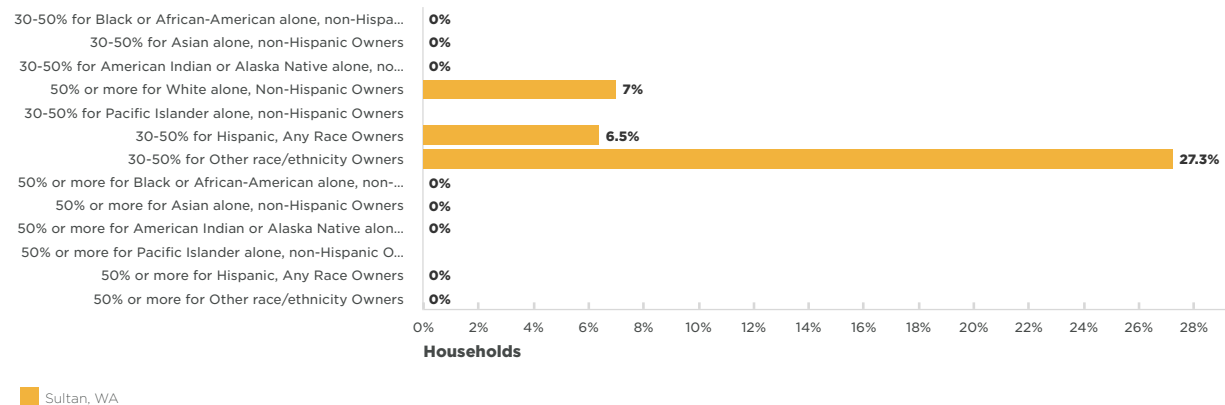
Sultan, WA
Sources: HUD CHAS 2016-2020

Housing Cost for Owner Occupied housing as percent of income



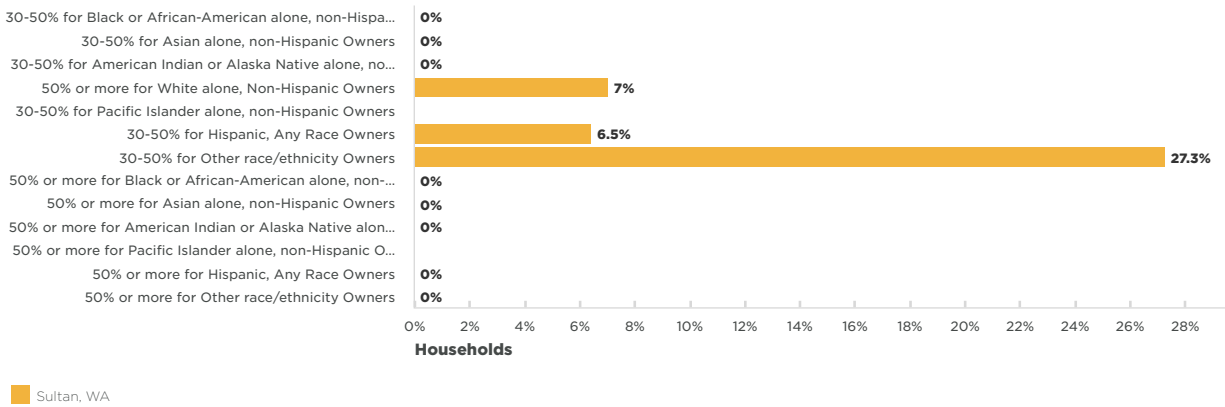
Sources: US Census Bureau ACS 5-year 2018-2022

Owner Occupied Households by Relative Cost Burden, Race/Ethnicity



Sources: HUD CHAS 2016-2020

Owner Occupied Households by Relative Cost Burden, Race/Ethnicity



Sources: HUD CHAS 2016-2020

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.

45

Households

Total Households Below Poverty Level

Sultan, WA

157

Households

Households Receiving Food Stamps/SNAP

Sultan, WA

2,071

Households

Total Households

Sultan, WA

Sources: 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.



138

Households

Household Without Internet Access

Sultan, WA



99

Households

Household Without Computer

Sultan, WA

510

People

**People in Households - without an Internet
Subscription or no Computer**

Sultan, WA

Sources: US Census Bureau ACS 5-year 2018-2022



Sultan Residents' Employment

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".

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.

69.4%

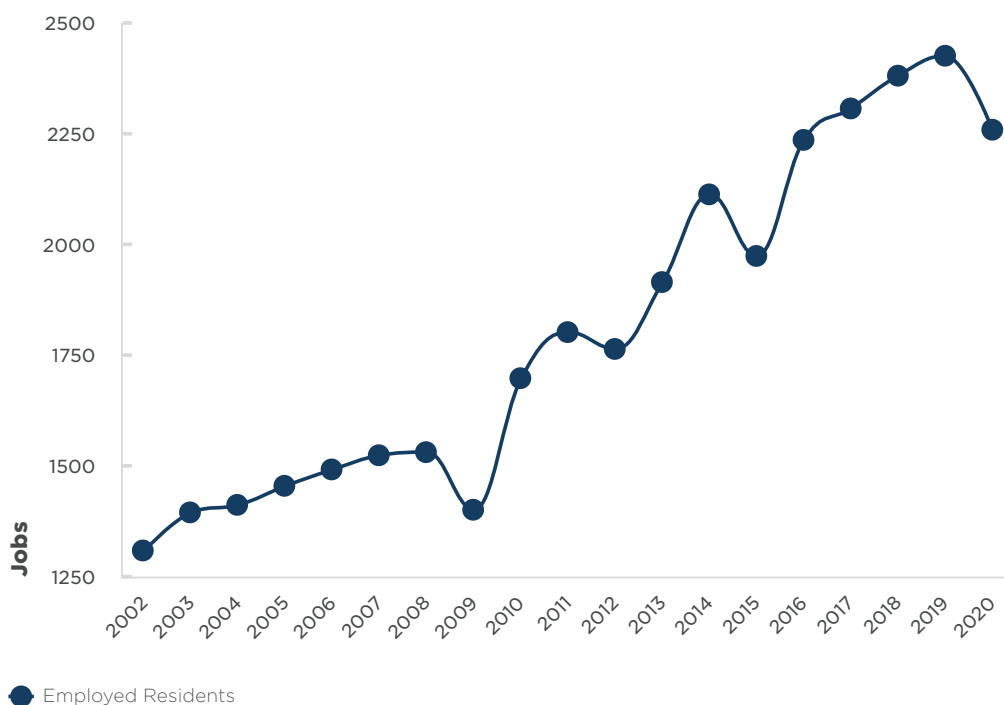
Labor Force Participation Rate
Sultan, WA

64.4%

Employment/Population Ratio
Sultan, WA

Sources: US Census Bureau ACS 5-year 2018-2022

Total Resident Employment, 2002-2020

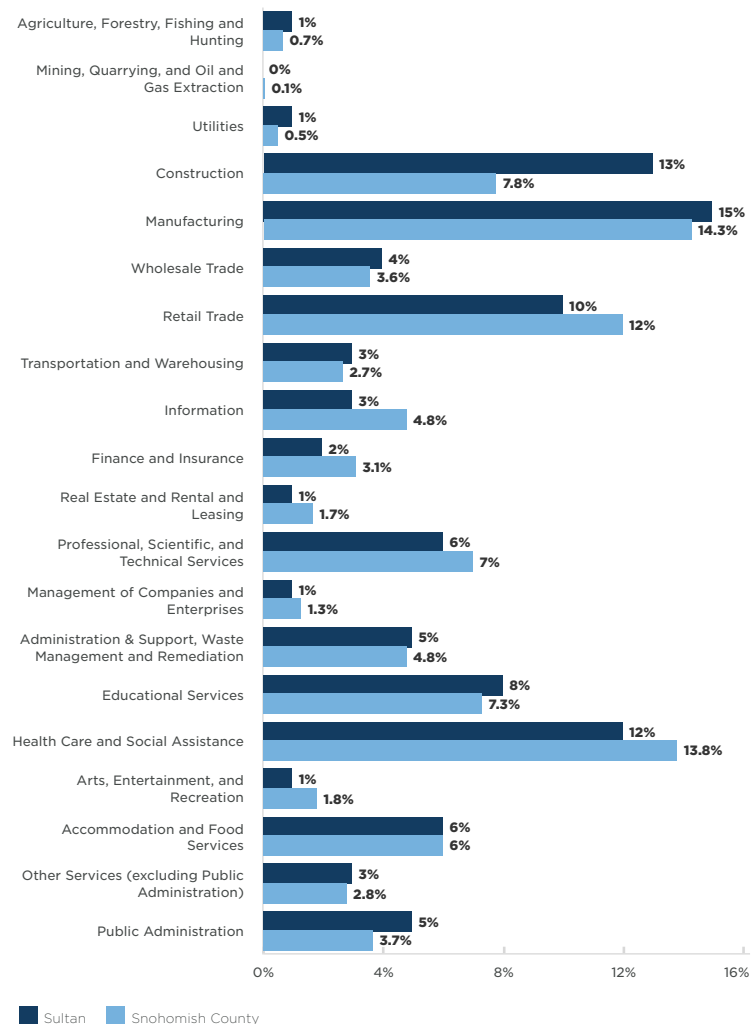


Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

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.

Percentage of Resident Workers by Industry Compared to Snohomish County, 2020

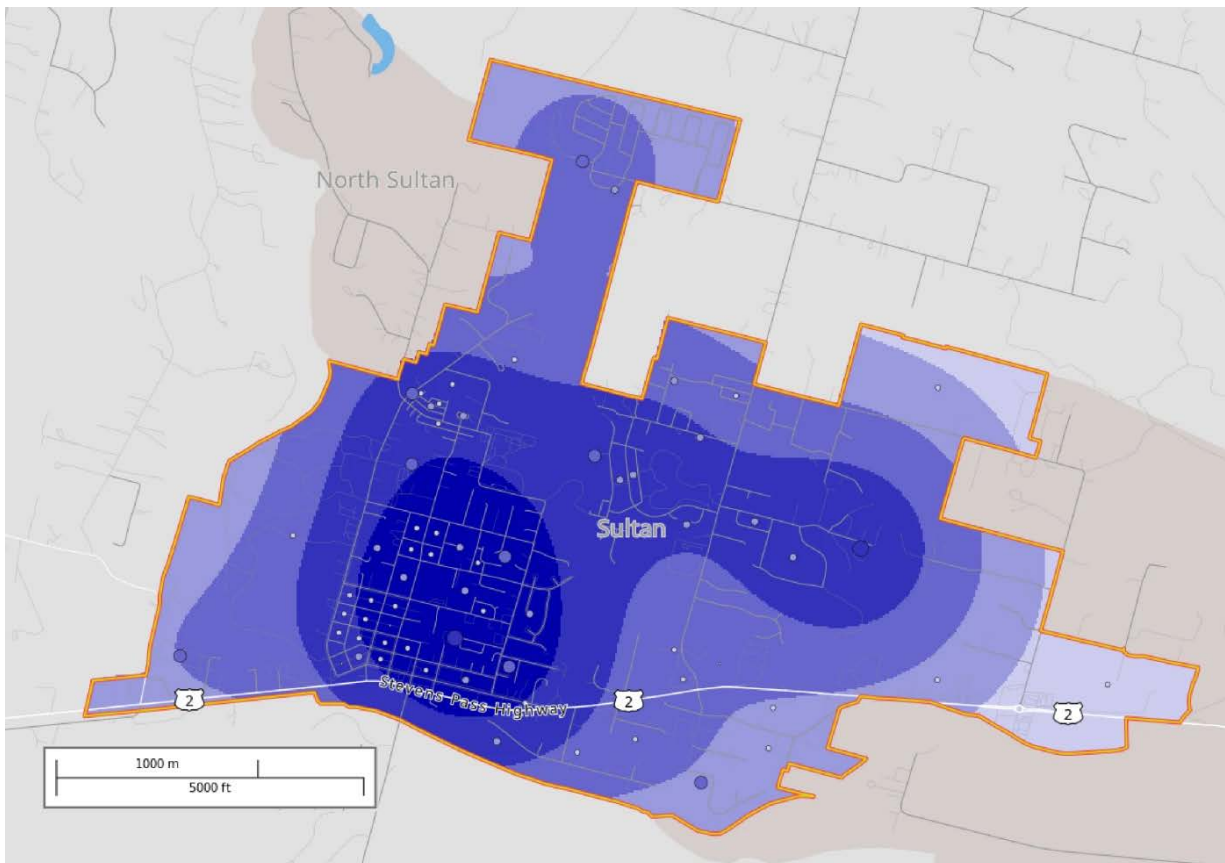


Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023

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.

Employed Resident Home Distribution, 2020



Map Legend

Job Density [Jobs/Sq. Mile]

- 5 - 72
- 73 - 274
- 275 - 610
- 611 - 1,082
- 1,083 - 1,688

Job Count [Jobs/Census Block]

- 1 - 3
- 4 - 19
- 20 - 63
- 64 - 148
- 149 - 289

Selection Areas

- ▮ Home Area

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

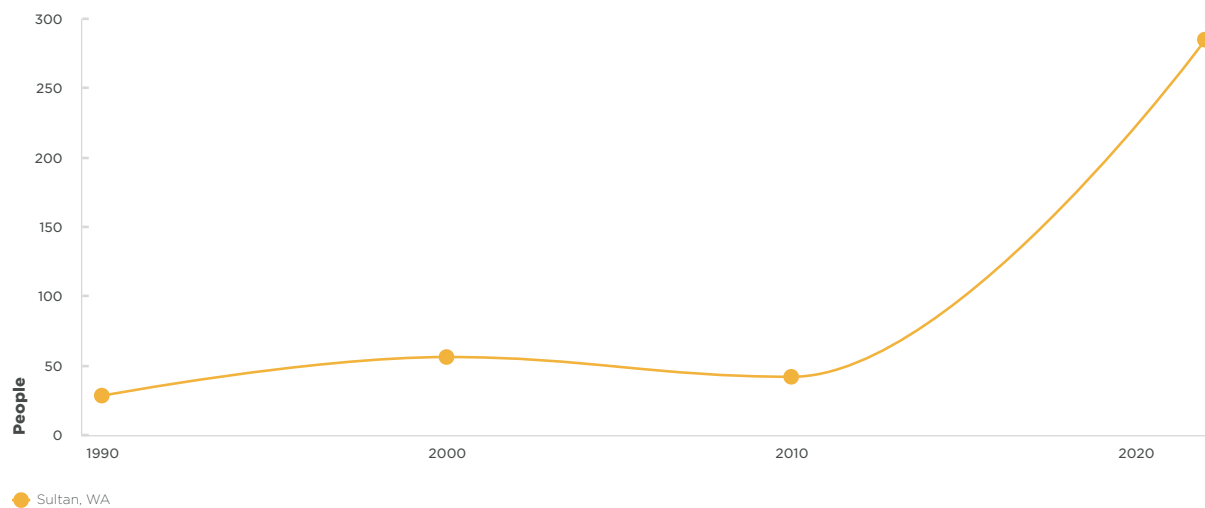
Where Sultan Residents Work

Working from Home

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

Working from home



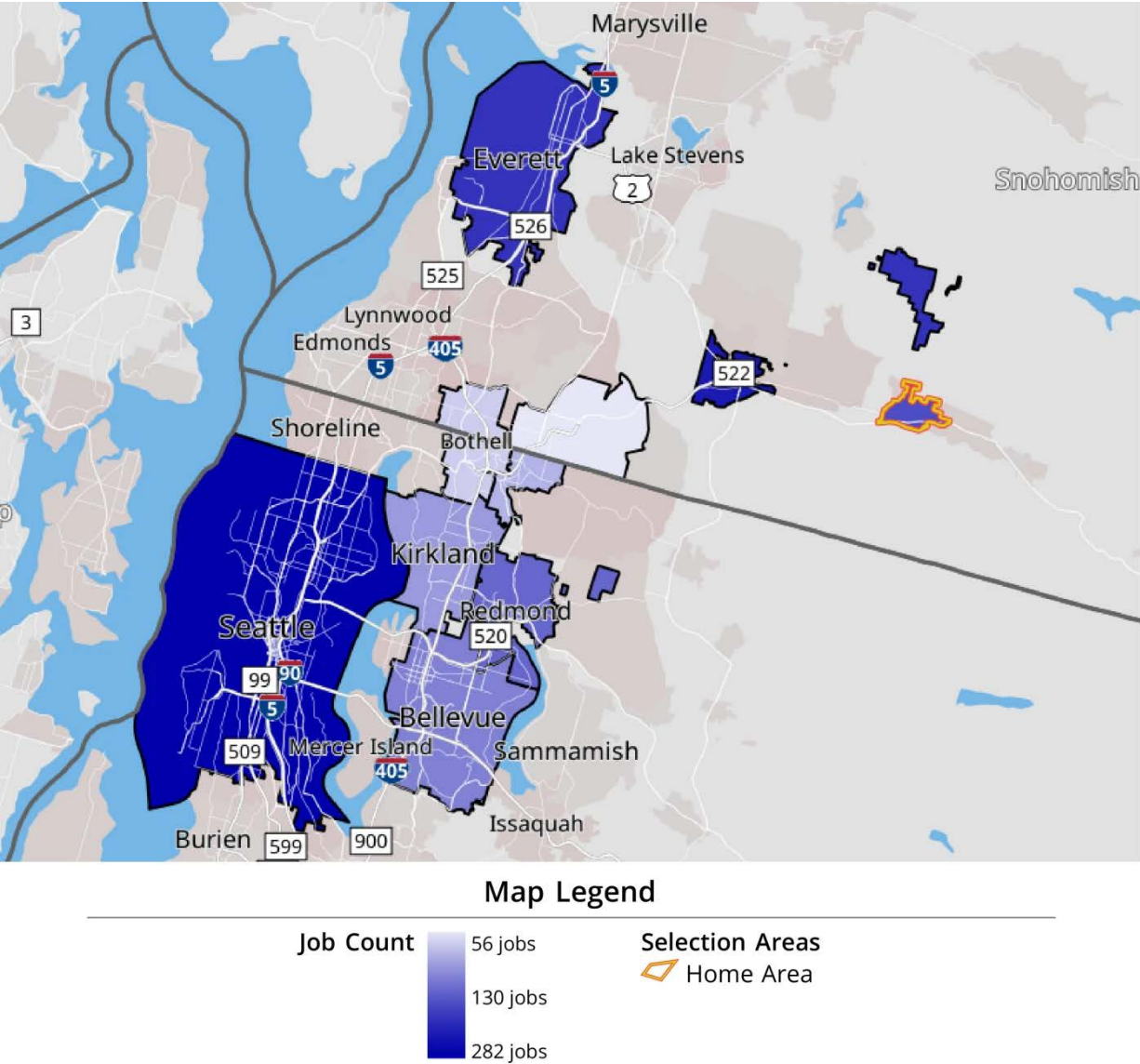
Sources: US Census Bureau; US Census Bureau ACS 5-year

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.

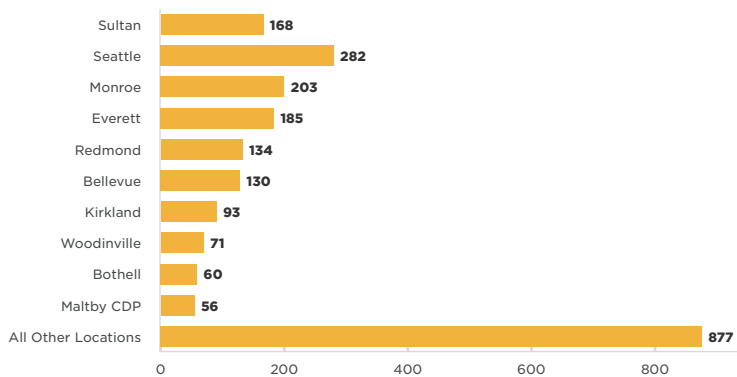
As of 2020, the vast majority of Sultan residents were employed outside of Sultan with approximately one-third employed in Seattle, Monroe, Everett, or Redmond.

Map of Where Sultan Residents Work, 2020



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

Sultan Residents by Work Location



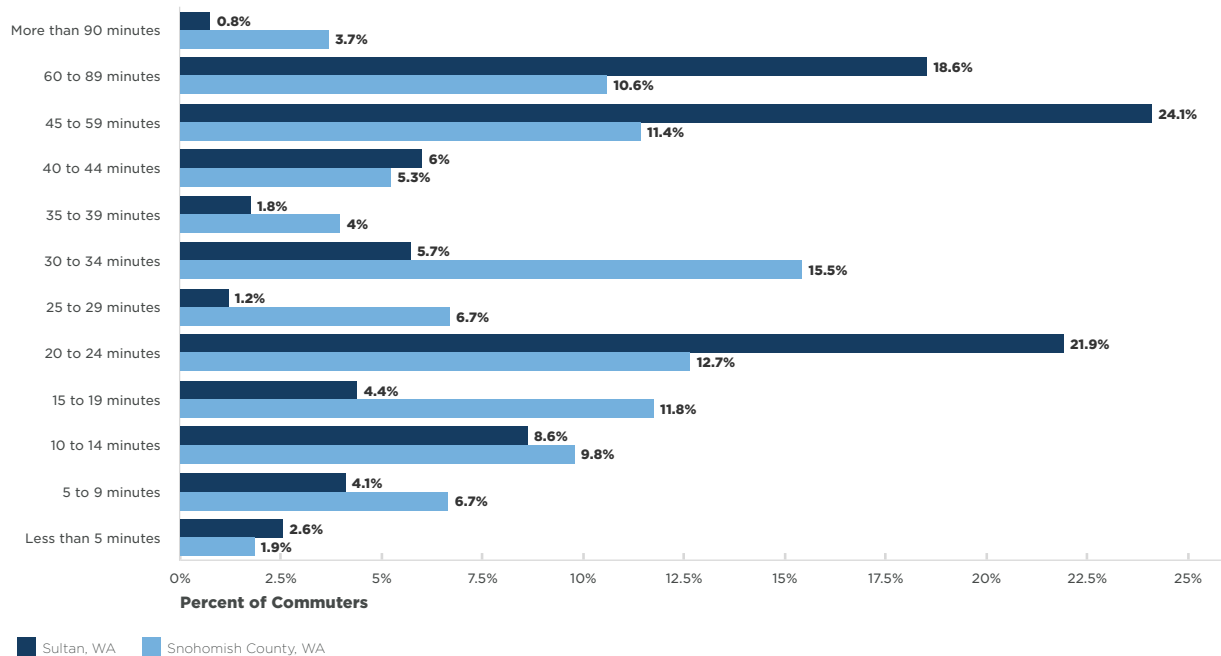
Source: US Census Bureau, Longitudinal Employer-Household Dynamics, 2023.

Getting to work

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.

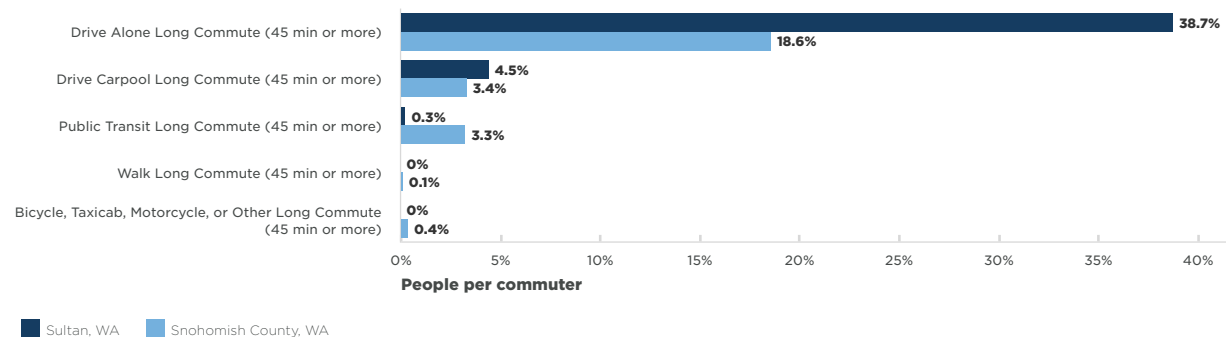
Commuter Information

Commute Time to Work



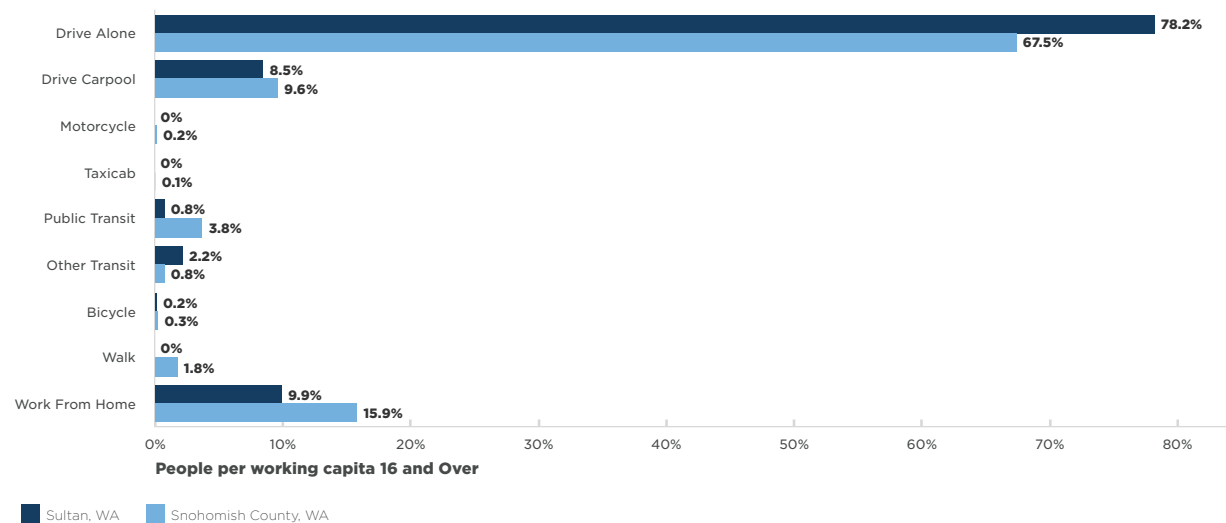
Sources: US Census Bureau ACS 5-year 2018-2022

Workers 16 and Over with a Long Commute - 45 Minutes or More by Commute Type



Sources: US Census Bureau ACS 5-year 2018-2022

Commute Means of Transportation



Sources: US Census Bureau ACS 5-year 2018-2022

A map of the Puget Sound region in Washington state. Major cities labeled include Seattle, Everett, Marysville, Everett, Silver Fir, Lynnwood, Mountlake Terrace, Shoreline, Bothell, Cottage Lake, Duvall, Kirkland, Redmond, Bellevue, Sammamish, Carnation, Fall City, Issaquah, Preston, Snoqualmie, North Bend, Renton, Burien, Mercer Island, Shoreline, Bothell, Cottage Lake, Duvall, Kirkland, Redmond, Bellevue, Sammamish, Carnation, Fall City, Issaquah, Preston, Snoqualmie, North Bend, Renton, and Burien. Highways shown include I-5, I-90, SR-520, SR-522, SR-509, SR-18, SR-7, SR-45, SR-529, SR-5, SR-405, and SR-509. A blue car icon is positioned on I-5 near the Gold Bar exit. The map also shows Lake Ketchikan, Lake Goodwin, Lake Stevens, Lake Bosworth, Lake Sammamish, and Lake Washington.

Employment Inflow and Outflow

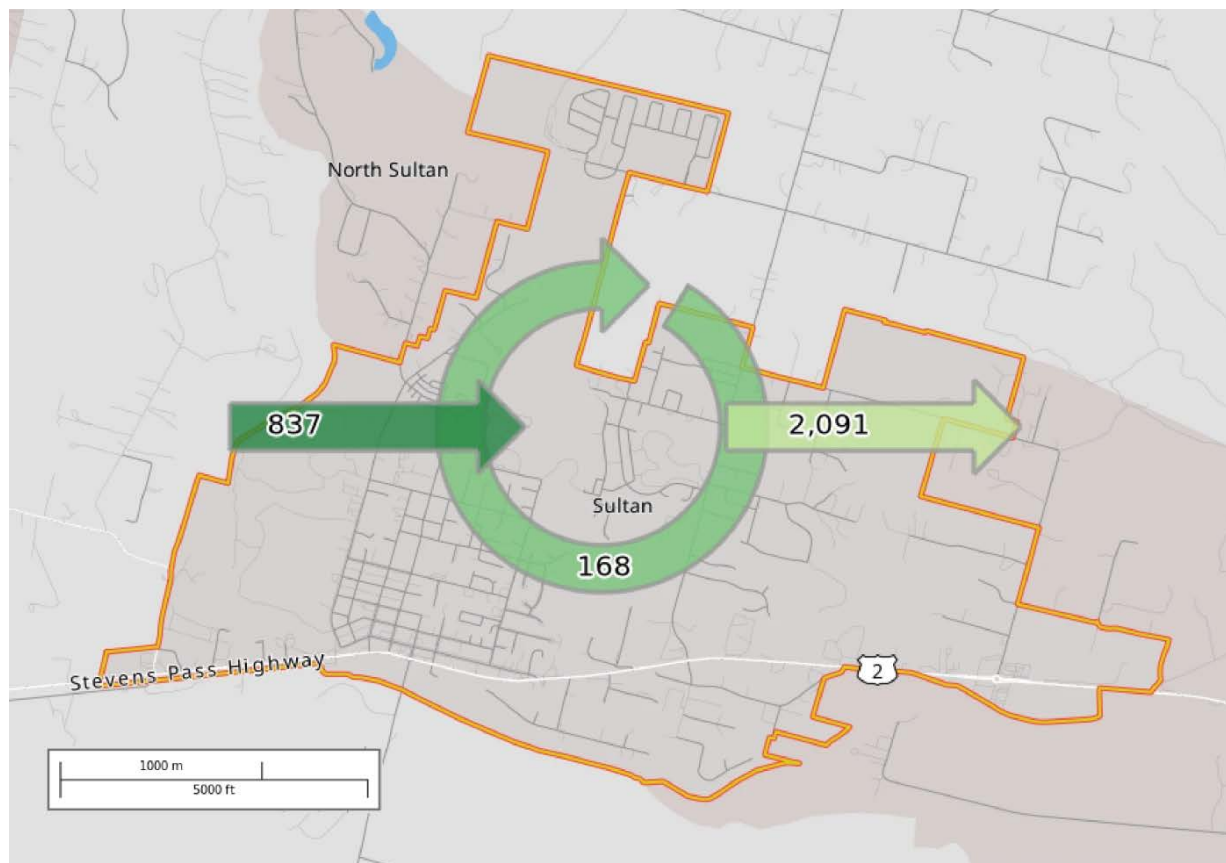
The maps below show worker inflow and outflow in 2010 and 2020 respectively. Inflow is represented by the dark green arrow pointing towards Sultan; these are all of the workers who commute to Sultan to work. The medium green circle represents workers who both live and work in Sultan. Finally, the light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

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.

Employment Inflow and Outflow in Sultan, 2020

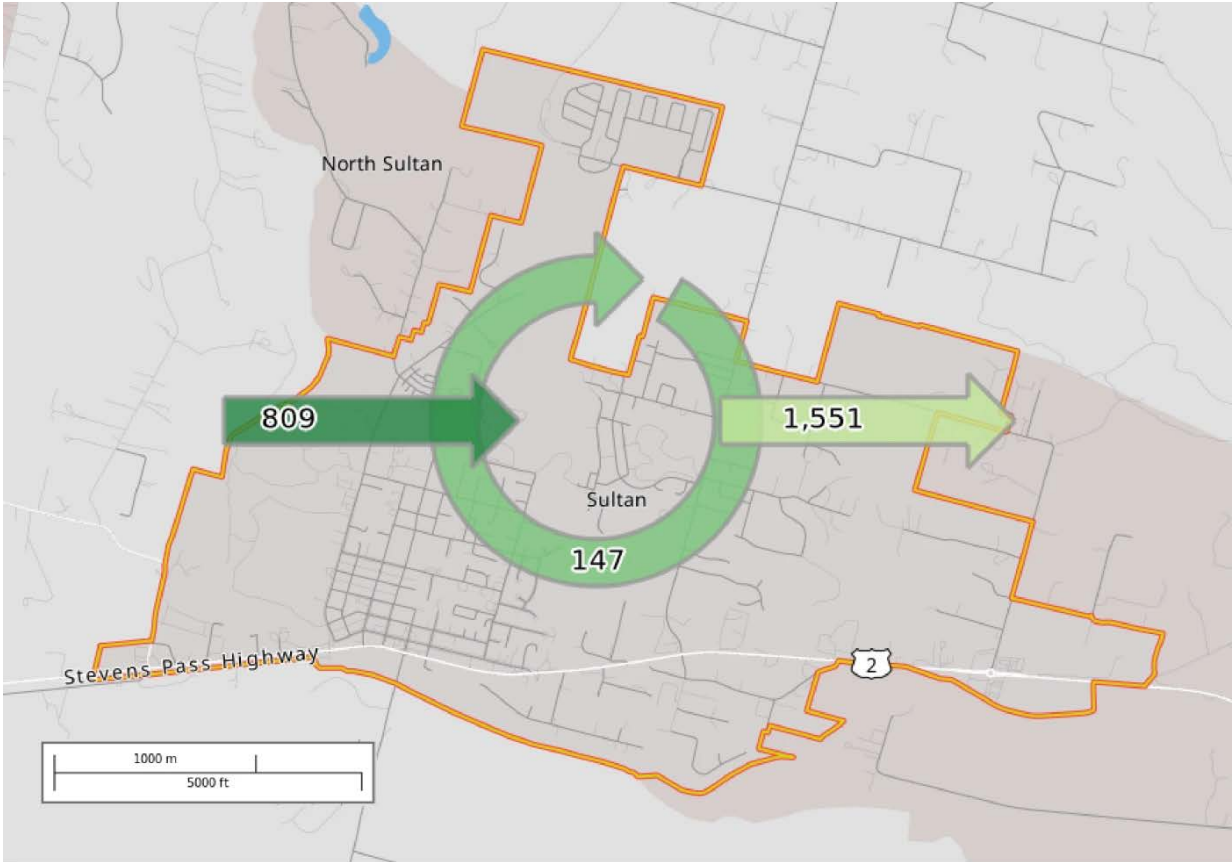


Map Legend

Inflow/Outflow	Selection Areas
Employed and Live in Selection Area	Home Area
Employed in Selection Area, Live Outside	
Live in Selection Area, Employed Outside	

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

Employment Inflow and Outflow in Sultan, 2010



Map Legend

- | Inflow/Outflow | Selection Areas |
|--|-----------------|
| Employed and Live in Selection Area | Home Area |
| Employed in Selection Area, Live Outside | |
| Live in Selection Area, Employed Outside | |

Source: 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.

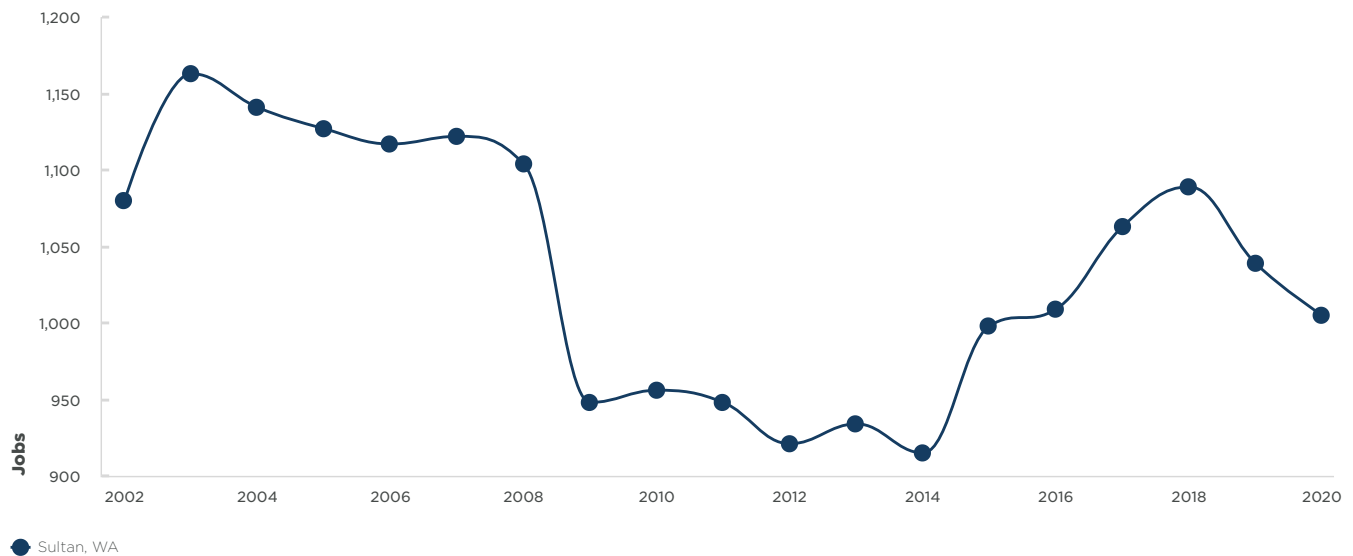
Employment

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%.

Number of Jobs



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

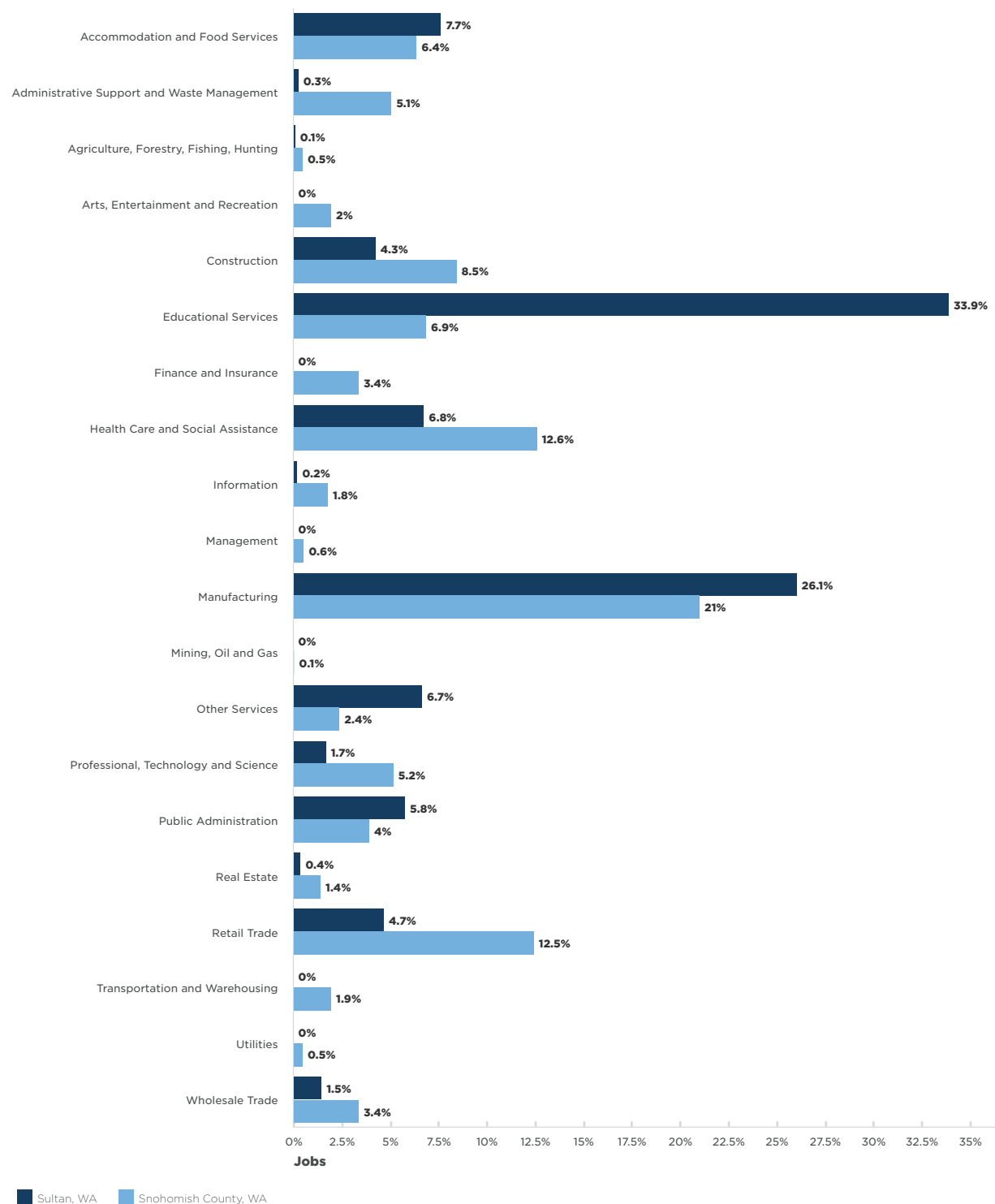
Sultan Jobs by Industry

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%).



Image: Sky Valley Chamber of Commerce

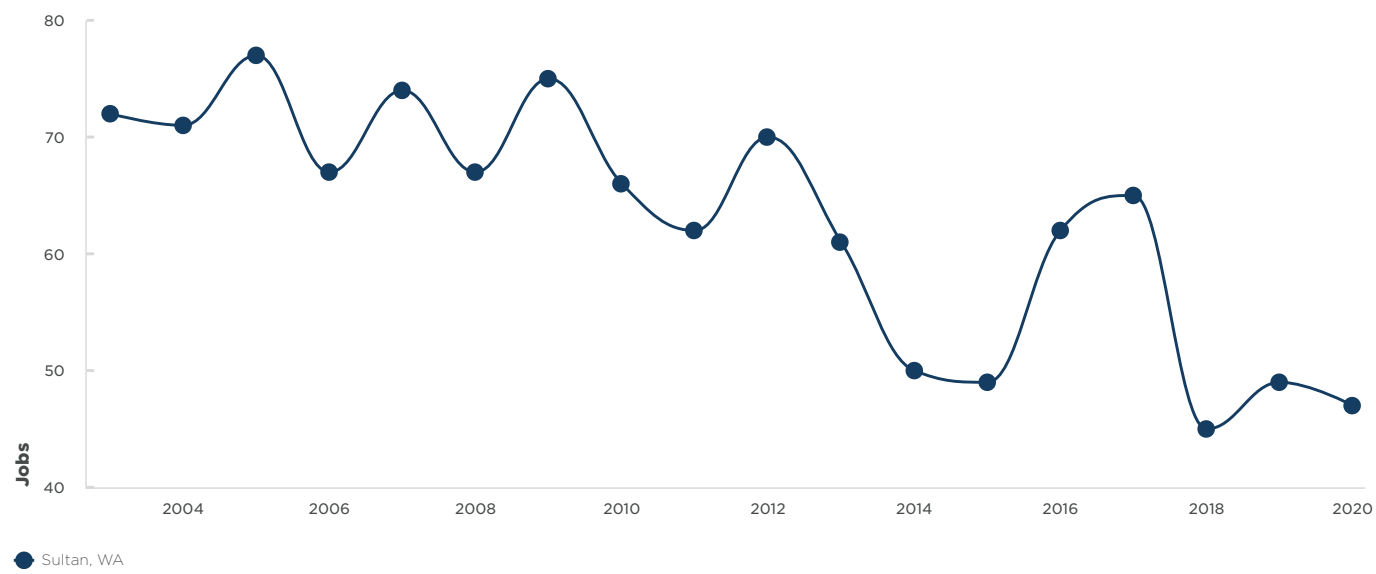
Number of Jobs, 2020



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

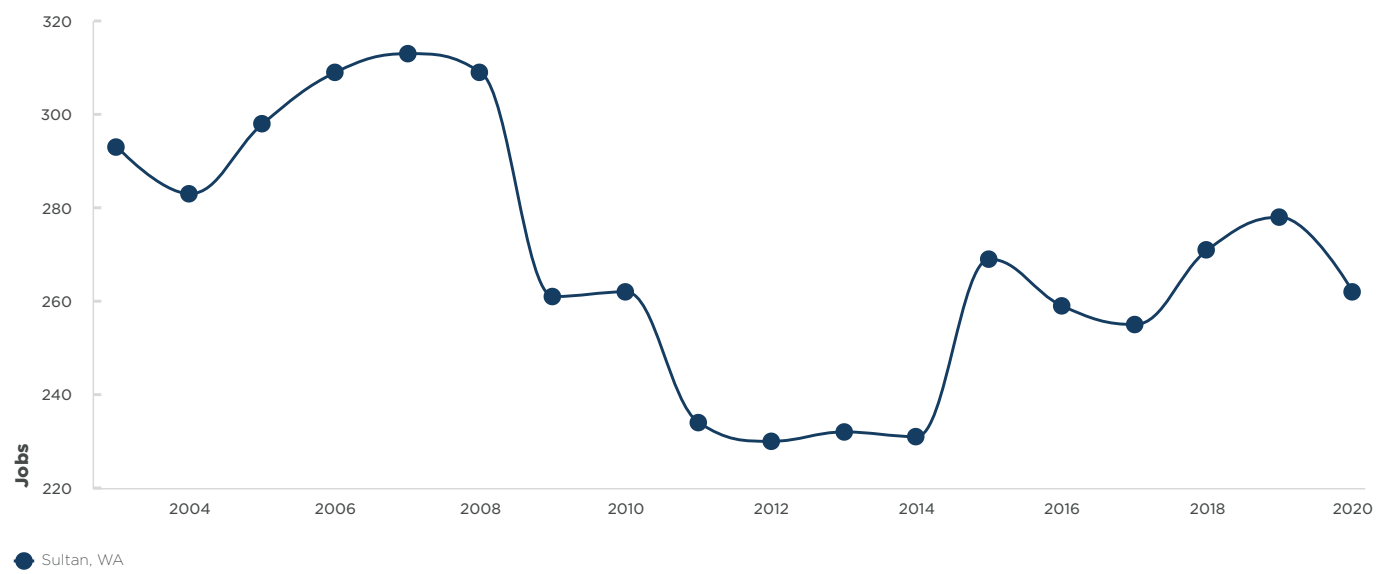
Compared to Snohomish County, a substantially smaller percentage of Sultan workers are engaged in Retail Trade, Information, Finance and Insurance, and Professional, Technology, and Science.

Growth of Number of Jobs in Retail Trade Over Time



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

Growth of Jobs in Manufacturing Over Time



Source: 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.

<div>Regional Economic Diversity Index</div> <div>0.3</div> <div>Sultan, WA</div>	<div>Employment Entropy Index</div> <div>0.71</div> <div>Sultan, WA</div>
<div>0.52</div> <div>Snohomish County, WA</div>	<div>0.9</div> <div>Snohomish County, WA</div>

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.

Sultan ED Profile: 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 its 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.

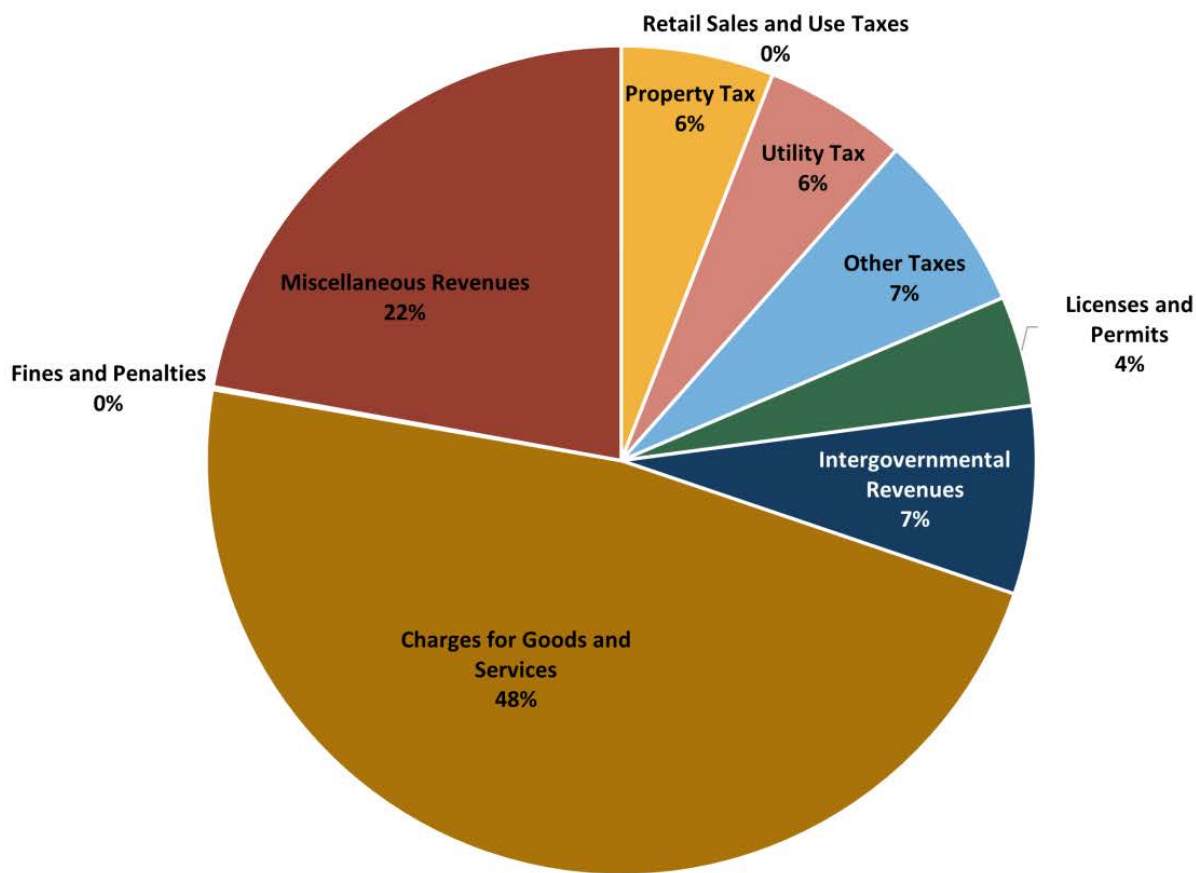
Cities directly levy these taxes and control their rates (sometimes, indirectly, through the will of the people). As they are often the most significant revenue sources for cities, and those which they control, they are also the greatest opportunities for Cities to influence their revenue generation,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

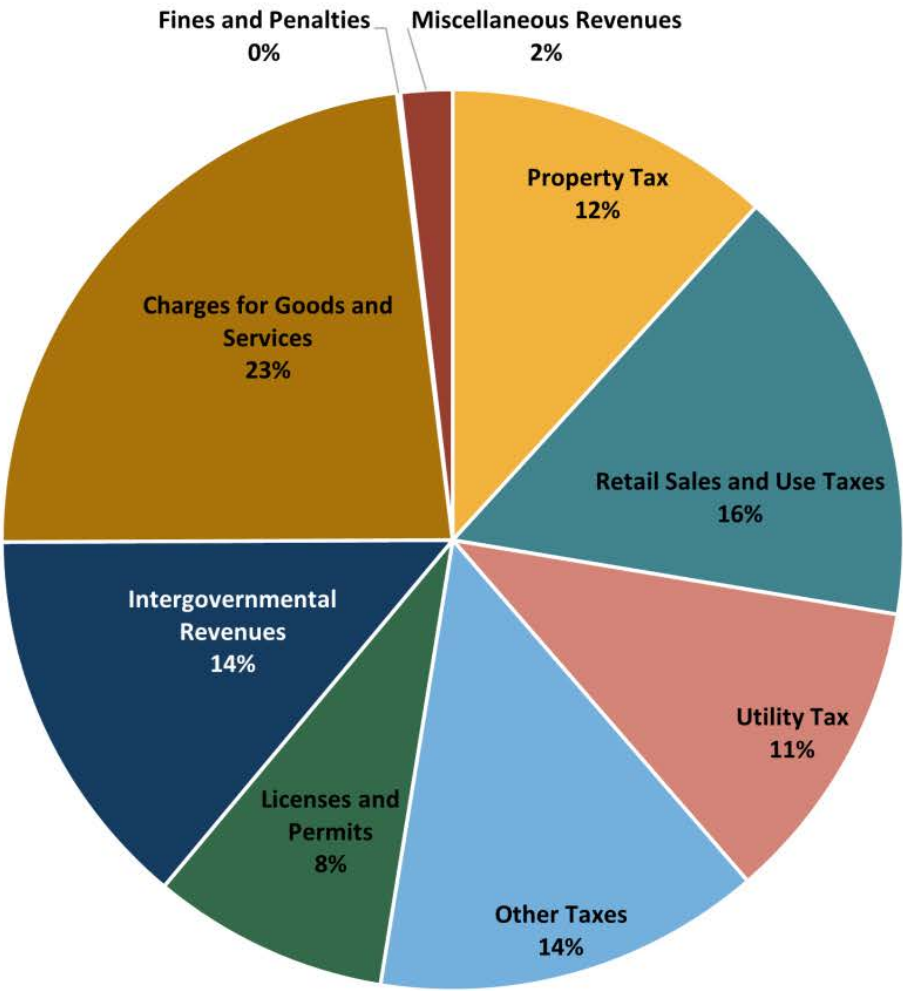
City of Sultan Governmentwide (with Proprietary Funds) Revenues by Source, 2022



Source: 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]).

City of Sultan Governmentwide (without Proprietary Funds) Revenues by Source, 2022



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

Suprisingly, 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.

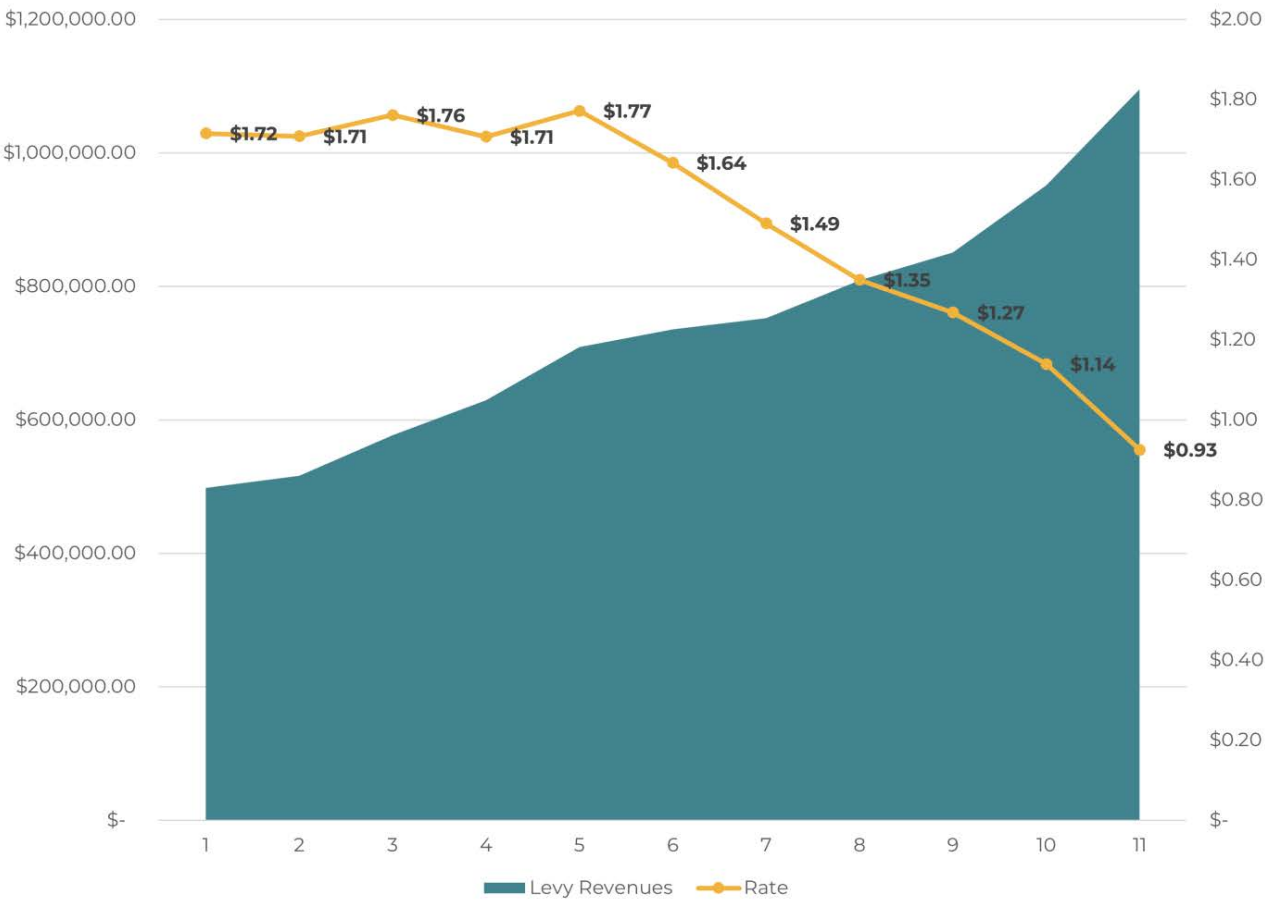
Even more suprisingly, Sultan collected more retail sales and use taxes than property taxes in 2022. A significant amount sales taxes, however, come from new housing construction, which there was a lot of in 2022. This is one time money that the city cannot anticipate on an ongoing basis. The City does 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. 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 approximatley \$.028, for a total City of Sultant 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.

City of Sultan Property Tax Revenues and Rate, 2014 to 2023



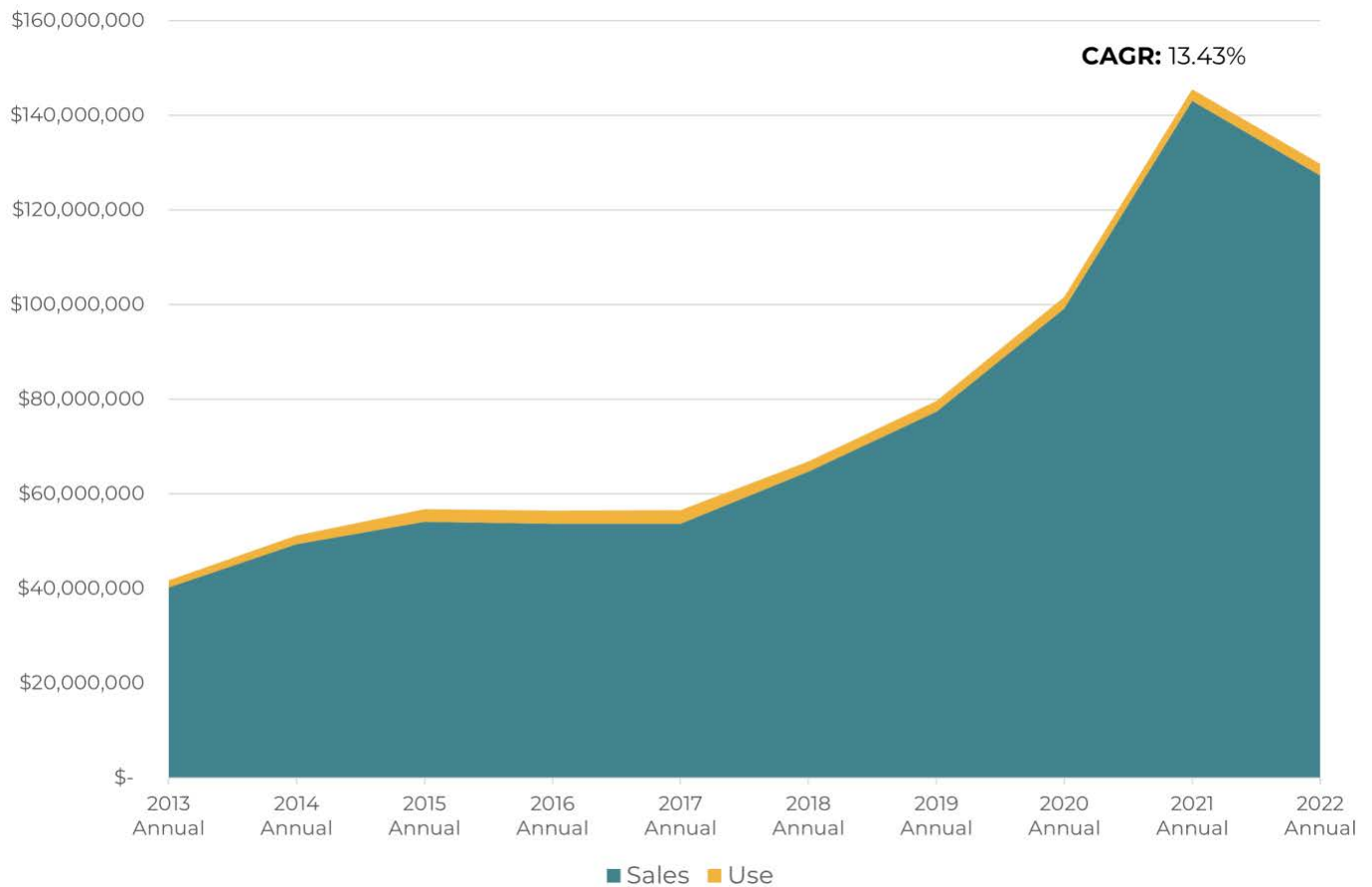
As property tax costs are driven by assessed value, it is difficult to pinpoint tax burden for residents. Instead, we compared the property tax costs (total and those specifically attributable to the City) for an average home. In 2023, the Snohomish County Assessor reported that the average home value 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.

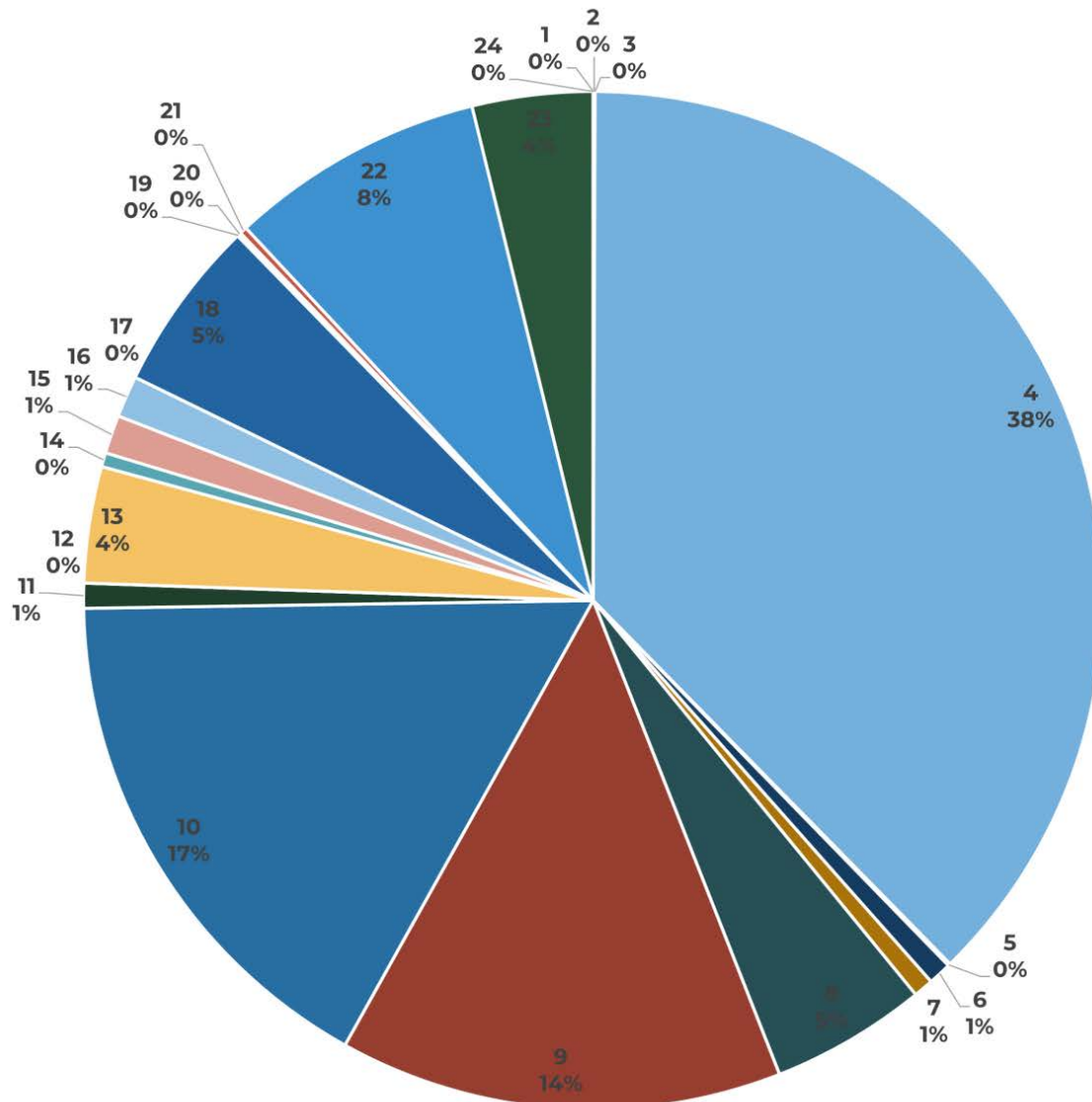
Taxable retail sales and use taxes are collected and classified against the North American Industry Classification System (NAICS) codes which is the standard industry classification system used by federal statistical agencies in classifying business establishments for collecting, analyzing, and publishing 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>¹⁵.

City of Sultan Taxable Retail Sales and Use Activity, 2013 to 2022 (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.

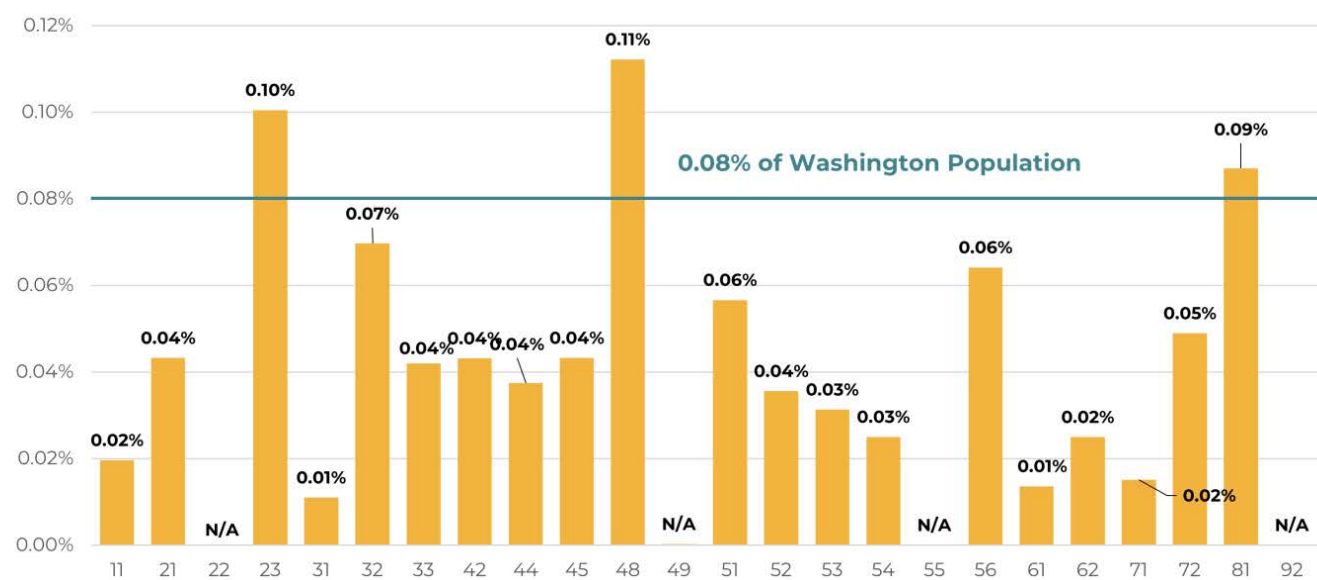
City of Sultan's Taxable Retail Sales and Use Activity by Industry, 2022



- 1: Automobile Dealers
- 2: Other Motor Vehicle Dealers
- 3: Automotive Parts, Accessories, and Tire Retailers
- 4: Building Material and Supplies Dealers
- 5: Lawn and Garden Equipment and Supplies Retailers
- 6: Grocery and Convenience Retailers
- 7: Specialty Food Retailers
- 8: Beer, Wine, and Liquor Retailers
- 9: Furniture and Home Furnishings Retailers
- 10: Electronics and Appliance Retailers
- 11: Department Stores
- 12: Warehouse Clubs, Supercenters, and Other General Merchandise Retailers
- 13: Health and Personal Care Retailers
- 14: Gasoline Stations
- 15: Fuel Dealers
- 16: Clothing and Clothing Accessories Retailers
- 17: Shoe Retailers
- 18: Jewelry, Luggage, and Leather Goods Retailers
- 19: Sporting Goods, Hobby, and Musical Instrument Retailers
- 20: Book Retailers and News Dealers
- 21: Florists
- 22: Office Supplies, Stationery, and Gift Retailers
- 23: Used Merchandise Retailers
- 24: Other Miscellaneous Retailers

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.

City of Sultan Per Capita Taxable Retail Sales Activity in Comparison to Statewide Per Capita Taxable Retail Sales Activity, 2022



NOTE: N/A refers to areas where taxable retail sales data was suppressed for confidentiality purposes.

- 11: Agriculture, Forestry, Fishing and Hunting
- 21: Mining, Quarrying, and Oil and Gas Extraction
- 22: Utilities
- 23: Construction
- 31-33: Manufacturing
- 42: Wholesale Trade
- 44-45: Retail Trade
- 48-49: Transportation and Warehousing
- 51: Information
- 52: Finance and Insurance
- 53: Real Estate and Rental and Leasing
- 54: Professional, Scientific, and Technical Services
- 55: Management of Companies and Enterprises
- 56: Administrative and Support and Waste Management and Remediation Services
- 61: Educational Services
- 62: Health Care and Social Assistance
- 71: Arts, Entertainment, and Recreation
- 72: Accommodation and Food Services
- 81: Other Services (except Public Administration)
- 92: Public Administration

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.

parks & recreation



Parks & Recreation

6.1 Overview

This section provides information on existing parks, recreation, and open space that serve and support the City's Capital Facilities and Utilities plan elements. An inventory is provided for parks, recreation facilities, and open space including the type of facility, location, size, and existing level of service.

6.2 Summary of Key Findings

- **Sultan residents have access to 107.7 acres of municipal parks and 51.7 acres of school parks, which offer opportunities for recreation, nature walks, and access to waterways**
- Much of Sultan's park space consists of large swaths of tree cover, some of it programmed with paths (Osprey Park) and largely unprogrammed (Rudolph Reese Park).
- **In addition to local parks, Sultan residents have access to several state parks and forests managed by the Washington Department of Natural Resources.**
- **Most of the western half of Sultan falls within a half-mile walk from some type of green space** – Meanwhile, the eastern part of Sultan lacks accessible park space.
- **Sultan currently has no public neighborhood parks** - These are smaller in size and offer basic amenities such as playgrounds, ballfields, benches, and picnic tables. Public feedback is in support of prioritizing of large parks rather than a network of smaller ones. However, Sultan is expected to begin construction work on 4.5 acres for Mountain View Park in early 2024.
- **City Council and the community view recreation resources as an economic tool** – Done right, these amenities could attract visitors from outside the area through modes like regional sports tournaments, large trail systems, school events, and much more.
- **There are opportunities to add amenities to maximize the use of existing parks.**

6.3 Regulatory Context and Planning Framework

Parks and recreation are addressed in Goal 9 of the GMA, below, and are required to be addressed in a specific element of municipal comprehensive plans.

(9) Open space and recreation. Retain open space, enhance recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks and recreation facilities.

Guidance for Parks and Recreation Elements is outlined in RCW 36.70A.070 (Comprehensive Plans—Mandatory Elements).

(8) A park and recreation element that implements, and is consistent with, the capital facilities plan element as it relates to park and recreation facilities. The element shall include: (a) Estimates of park and recreation demand for at least a ten-year period; (b) an evaluation of facilities and service needs; and (c) an evaluation of intergovernmental coordination opportunities to provide regional approaches for meeting park and recreational demand.

VISION 2050

- MPP-En-3 Maintain and, where possible, improve air and water quality, soils, and natural systems to ensure the health and well-being of people, animals, and plants. Reduce the impacts of transportation on air and water quality and climate change.
- 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-10 Support and incentivize environmental stewardship on private and public lands to protect and enhance habitat, water quality, and other ecosystem services, including protection of watersheds and wellhead areas that are sources of the region's drinking water supplies.
- MPP-En-11 Designate, protect, and enhance significant open spaces, natural resources, and critical areas through mechanisms, such as the review and comment of countywide planning policies and local plans and provisions.
- MPP-En-12 Identify, preserve, and enhance significant regional open space networks and linkages across jurisdictional boundaries through implementation and update of the Regional Open Space Conservation Plan.
- MPP-En-13 Preserve and restore native vegetation and tree canopy, especially where it protects habitat and contributes to overall ecological function.
- 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-En-16 Preserve and enhance habitat to support healthy wildlife and accelerate the recovery of salmon, orca, and other threatened and endangered species and species of local importance.
- MPP-En-19 Reduce the use of toxic pesticides, fertilizers, and other products to the extent feasible and identify alternatives that minimize risks to human health and the environment.

SNOHOMISH COUNTY POLICIES

Development Pattern Policies:

DP-35 Jurisdictions should identify and plan for the development of parks, civic places, and public spaces, especially in or adjacent to 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.

Climate Change Policies:

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.

Environmental Policies:

Env-2 The County and cities should work collaboratively to identify, designate, and protect regional open space networks and wildlife corridors both inside and outside the Urban Growth Area and across the jurisdictional boundaries. Jurisdictions should establish policies and coordinated approaches to preserve and enhance these open space networks and corridors and ensure that all residents have access to parks and open space.

LOCAL PLANNING AND REGULATORY CONTEXT

Sultan's existing Parks and Recreation Element establishes policies to guide the development and maintenance of parks, trails, and open spaces in Sultan. The follow goals and policies provide a summary:

PK 1 GOAL: Effectively manage park and recreation resources

- **PK 1.1:** Strive to create a comprehensive, balanced park and recreational system that integrates Sultan with Snohomish County, Sultan School District, Washington State Department of Wildlife, and other public and private park and recreational lands to provide a greater variety of recreation facilities to the Sultan community.
- **PK 1.2:** Cooperate with the Snohomish County Department of Parks & Recreation, Washington State Department of Fish & Wildlife, other public and private agencies, and with private landowners to preserve the most suitable sites and resources with the ability to provide high quality, convenient park and recreational facilities.
- **PK 1.3:** Emphasize user input in planning, design, development and maintenance of park and trail facilities.
- **PK 1.4:** Work to design and develop facilities that are of low maintenance and high capacity

design to reduce overall facility maintenance and operation requirements and costs.

- **PK 1.5:** Where appropriate, use low maintenance materials and settings to reduce maintenance and security requirements and retain natural conditions and experiences.
- **PK 1.7:** Design park and recreational trails and facilities to be accessible to individuals and organized groups of all physical capabilities, skill levels, age, income, and activity interest

PK 2 Goal: Develop trail and corridor access system

- **PK 2.1:** Support community efforts to plan trail corridors and networks to gain adequate support for trail development, long-term maintenance, and protection.
- **PK 2.2:** Emphasis should be given to connecting people to destinations such as neighborhoods, parks, water resources, schools, and work.

PK 3 Goal: Preserve quality park resources

- **PK 3.1:** Preserve and protect significant environmental features for park and open space use including unique wetlands, open spaces, woodlands, shorelines, waterfronts, and other characteristics that reflect Sultan's natural heritage.
- **PK 3.3:** Cooperate with other public and private agencies to acquire and preserve additional waterfront access for recreational activities and pursuits.

PK 4 Goal: Develop quality recreation facilities

- **PK 4.2:** Incorporate historical and cultural lands, sites, artifacts, and facilities into the park system to preserve these interests and provide a balanced social experience.
- **PK 4.3:** Support the development of athletic recreational facilities for all age groups and recreational interests.
- **PK 4.4:** Support the development of indoor community and recreational centers that provide for community activities, athletic uses, and select significant indoor activities for multi-agency use on a year-round basis

Sultan's existing Parks, Recreation, and Open Space (PROS) Plan echoes many of the same Goals and Policies as the Parks and Recreation Element. The following are additional policies outlined in the PROS Plan:

- **Policy 1.3:** Cooperate with the Snohomish County Department of Parks & Recreation, Washington State Department of Fish & Wildlife, other public and private agencies, and private landowners to set aside land and resources necessary to provide high quality, convenient park and recreation facilities before the most suitable sites are lost to development
- **Policy 1.6:** The Public Works Department is responsible for building community partnerships to establish park maintenance and security programs that ensure parks are welcoming and safe.

- **Policy 1.7:** Make parks inherently safer through intentional design, maintenance, and material choices.

Public Outreach Policies:

- **Policy 2.1:** Establish a city-managed volunteer program to help engage Sultan residents and their concern for the city's parks' conditions. Use programs to encourage park advocacy and awareness.

Trail Policies:

- **Policy 3.3:** Recognize trail corridors as an important recreational opportunity, resource conservation mechanism and alternative transportation network.
- **Policy 3.4:** In general, develop a local on- and off-road trail system that provides flexible north-south and east-west access routes between the Sultan River valley, the plateau, across the U.S. Highway 2, and to parks, schools, and employment centers. Priority placed on connecting the east and west sides of Sultan by acquiring and maintaining the evacuation trail that connects the Basin community to central Sultan.
- **Policy 3.5:** Work to connect parks and prioritize connections to Sultan's largest parks; Rudolph Reese Park and Osprey Park. Create a safe pedestrian network that residents and visitors can utilize to access park resources.
- **Policy 3.6:** Extend trails through natural area corridors to provide a high quality, diverse sampling of Sultan's environmental resources. Particularly along the Wallace, Sultan, and Skykomish Rivers and Winters and Wagley Creek Shorelines.
- **Policy 3.7:** Use trail design standards set by county and/or other public entities that are easy to maintain and accessible to service personnel including maintenance and security staff.

Recreation Policies:

- **Policy 5.5:** Identify the current and future needs of different neighborhoods based on demographic changes in the community structure, such as an increase in families with young children.

Park Finance Policies:

- **Policy 6.1:** Support innovative methods of financing facility development, maintenance and operating needs.
- **Policy 6.2:** Define existing and proposed land and facility levels of service that incorporate population growth.

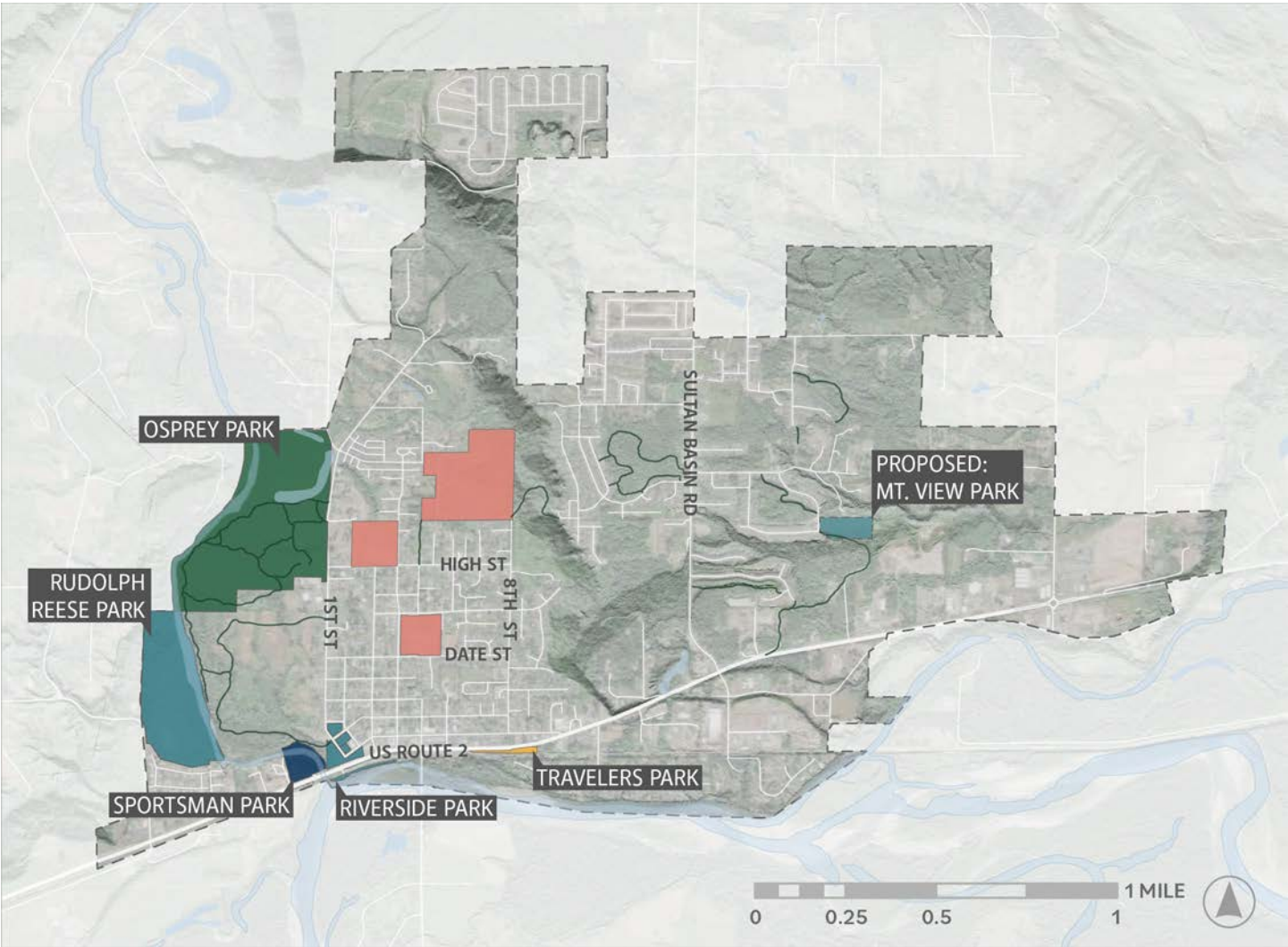
6.4 Parks, Recreation, and Open Space Inventory

The City of Sultan contains over 159.4 acres of parks and open space and over 10 miles of trails. Figure 1 provides an overview of the acreage, adjacent use, and facilities of Sultan parks, followed by individual park profiles that outline opportunities and constraints.

The City of Sultan administered a parks-specific survey to inform the development of the 2020 Parks, Recreation, and Open Space Plan. The survey received 182 responses, the results of which are summarized in the PROS Plan Appendix. Some themes from the survey include the desire for new and updated park equipment, as well as the desire for an increase in off-leash dog parks. Since this, there was an addition of a small, fenced-in area in Travelers Park devoted to dogs. The issue of safety was also a central theme from survey respondents, who called for an increase in lighting in parks as well as the management of transitory populations and clean-up of drug paraphernalia in parks.

Many Sultan residents stated that they were unaware of volunteer opportunities related to Sultan parks, but would be interested in devoting several hours of their time each month to such programs. This speaks to the desire for stewardship in the community and the need for outreach.

Figure 1 Sultan Parks Map, 2023



- Regional Park
- Community Park
- Mini Park
- School Park
- Special Use Park
- Trail

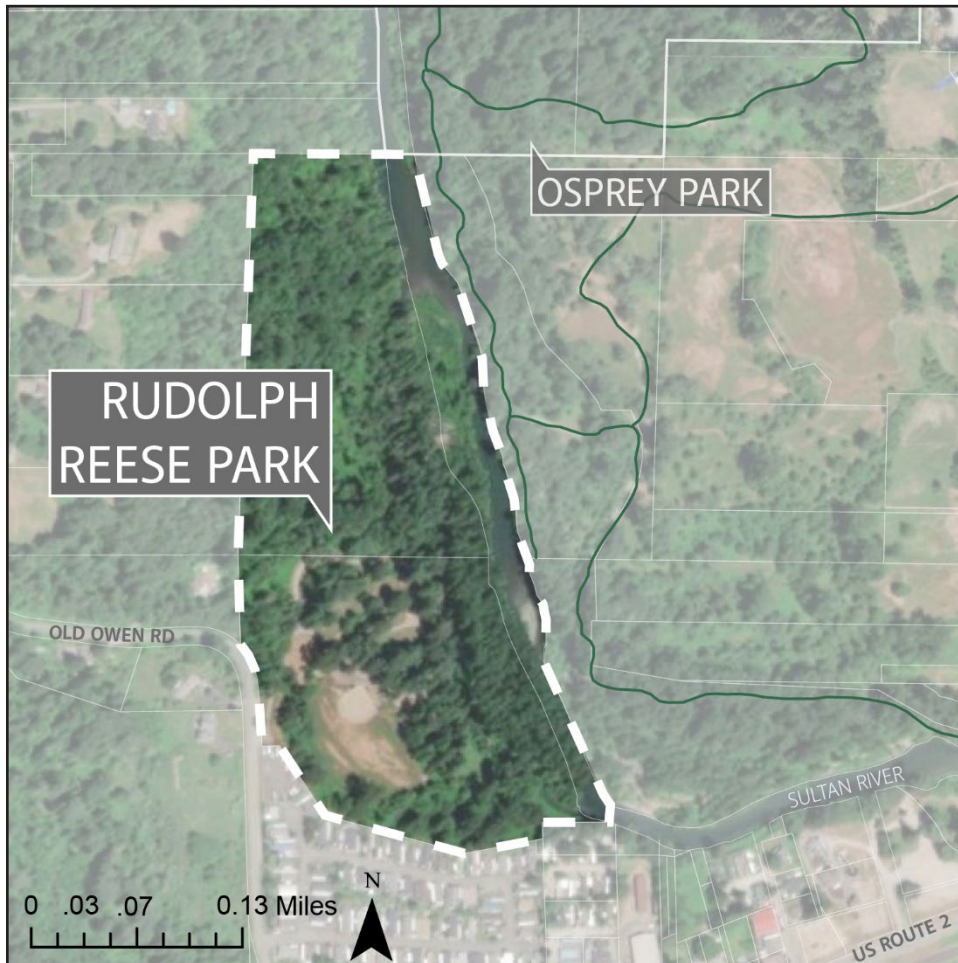
Snohomish County; Framework, 2023

Figure 2 Sultan Parks Matrix, 2023

Park	Size	Adjacent Uses	Picnic Tables	Play structure	Baseball field	Basketball Court	Soccer field	Open field	Dog Area	Shelter	Grills	Parking lot	Bike Racks	Informational signs	Restroom	Skate Park	Art	Memorials	Trails	Boat Launch	Lighting
Osprey Park	76.2	<ul style="list-style-type: none"> •High Density Residential •Low Density Residential 	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓				✓		✓
Rudolph Reese Park	18.8	<ul style="list-style-type: none"> •Highway Oriented Commercial •Sultan River 	✓	✓	✓		✓	✓		✓					✓				✓		✓
Riverside Park	7.2	<ul style="list-style-type: none"> •Highway 2 •Sultan River •Urban Center •High Density Residential 	✓					✓		✓		✓			✓	✓	✓	✓	✓		✓
Sportsman Park	3.6	<ul style="list-style-type: none"> •Highway 2 •Sultan River •Wastewater treatment plant 	✓					✓		✓		✓		✓	✓					✓	✓
Travelers Park	1.9	<ul style="list-style-type: none"> •Highway 2 •Moderate Density Residential •Highway Oriented Commercial 	✓						✓			✓		✓	✓		✓	✓			

City of Sultan; Framework, 2023

1. Rudolph Reese Park-



EXISTING CONDITIONS

- 18.8 acres
- Adjacent uses: Highway Oriented Commercial, Sultan River
- Play structure, baseball field, soccer goals, shelters, picnic tables, open field, lighting, and a restroom.

OPPORTUNITIES:

- Park could be better connected to the main areas of Sultan through the addition of signage as well as the addition of pedestrian or cyclist connections. The idea of constructing a pedestrian bridge between Osprey Park and Rudolph Reese Park arose during public input for the Parks, Recreation, and Open Space Plan as a way to expand Sultan's trail system while also improving access to Rudolph Reese Park.

- The addition of lighting could improve feelings of safety in using the park.

CONSTRAINTS:

- Because it is separated from the main area of Sultan by the Sultan River, Rudolph Reese Park is not very accessible. This may impact concerns of safety that were expressed in the 2020 PROS Plan survey.
- Flood-resistant design should be considered when siting new amenities.

2. Osprey Park



EXISTING CONDITIONS:

- 76.2 acres
- Adjacent uses: Low and High Density Residential

- Play structure, baseball field, soccer goals, shelter, restroom, lighting, bleachers, a covered basketball court, picnic tables, a dog waste station and an off-leash dog park
- Baseball field, soccer goals, restroom, and basketball hoops are in need of maintenance, according to the 2020 PROS Plan
- Three medium-sized parking lots and two bike racks
- Children's play equipment was replaced in 2020 with a larger footprint structure that includes an ADA swing and a zipline
- Part of the Adopt-a-Park program from the Sky Valley Pokémoners

OPPORTUNITIES:

- The addition of educational and wayfinding signage to provide education on the ecology and history of the park and aid in navigating it, respectively.

CONSTRAINTS:

- Issues of safety came up in the 2020 PROS survey, with suggestions for additional lighting as well as restrooms near the playfields

3. Sportsman's Park



EXISTING CONDITIONS:

- 3.6 acres
- Adjacent uses: Wastewater treatment plant, Sultan River, US-2
- Boat launch, covered shelter, open fields
- One parking lot
- A pedestrian bridge crosses the Sultan River, linking Sportsman's Park with River Park provides an alternate evacuation route in the case of US-2 failure.
- Shelter and signs leading to the park require maintenance

OPPORTUNITIES:

- A large portion of the park consists of gravel for parking and driving. There may be an opportunity to use some of this space for additional amenities, open field, or landscaping.
- The addition of picnic tables and/or shade structures along the river would facilitate additional activity.
- Addition of signage and infrastructure to boat launch to improve safety and usability.
- Opportunity for more engagement with and education about the Sultan River.

CONSTRAINTS:

- Being adjacent to Highway 2 limits the expansion and uses of the park

4. Travelers Park



EXISTING CONDITIONS:

- 1.9 acres
- Adjacent uses: Highway 2, Moderate Density Residential, Highway Oriented Commercial
- Primarily used as a rest stop along Highway 2.
- Veterans memorial Freedom Rock, a water feature, and a large Douglas fir round that highlights Sultan's logging history.
- Off-leash dog area, a living willow picnic area, and restrooms.

OPPORTUNITIES:

- Because of its position next to Highway 2 and amongst local businesses, Travelers Park can invite passersby to linger in Sultan. This could be improved by adding pedestrian connections and benches or picnic tables. The addition of informational signage could also emphasize this park as a welcome area for travelers.
- The addition of vegetation or natural barriers could improve feelings of safety by buffering from Highway 2, but should be done in a way that maintains visibility into the park.

CONSTRAINTS:

- Being adjacent to Highway 2 constrains the potential uses as well as the size of Travelers Park. Being long and linear in shape also constrains the potential uses of the park.

5. Riverside Park



EXISTING CONDITIONS:

- 7.2 acres
- Adjacent uses: Highway 2, Urban Center, High Density Residential, Skykomish River
- Skate park, Veteran's Memorial, gazebo, restroom, picnic tables.
- Second most used park in Sultan (PROS Survey, 2020).
- Trail connecting Riverside Park to Osprey Park was completed in 2019.

OPPORTUNITIES:

- Parcels 00588800900100, 00588800800900, and 00588800800701 are currently unprogrammed, consisting of large lawns with some trees. This space could be redesigned to include some of the amenities that Sultan residents expressed a desire for in the PROS

2020 Survey, such as new playground equipment, a splash pad, and areas for picnicking or barbecues.

CONSTRAINTS:

- Flooding of this park is a consideration when determining design and programming.

6.4 Levels of Service

The following levels of service assessment is derived from the 2020 PROS Plan.

Figure 3 Park level of service and future needs, 2020

Park Type	2020 Facilities	Proposed LOS*	2020 LOS*	2035 Projected LOS	Acres Needed to Meet Proposed LOS
Regional	76.2 acres	10	14.71	9.11	7.4 surplus
Community and Neighborhood	25.99 acres	5	5.02	3.11	15.81
Mini-Parks	1.9 acres	Up to 3	.37	.23	None – within range
Special Use	3.57 acres	n/a	.69	.43	.n/a
School Parks	51.70 acres	n/a	9.98	6.18	n/a
Public Trails Overall	4.34 miles	.5 mile/1000 residents	.84 mile/1000 residents	.52 miles/1000 residents	.16 surplus
Parks Overall	159.36 acres	10	30.76	20.10	75.76 surplus

*acres/1000 residents, unless otherwise noted

City of Sultan, 2020; Framework, 2023

Figure 4 Indicators and criteria for the City of Sultan

	Grade A	Grade B	Grace C	Grade D	Grade E
Quantity Criteria					
Number of Parks and Recreation Facilities	<10%	11-20%	21-30%	31-40%	>41%
Percentage difference between existing quantity or per capita average of parks and recreation facilities and the desired quantity or per capita average					
Facilities that Support Active Recreation Opportunities	>60%	51-60%	41-50%	31-40%	<30%
Percentage of facilities that support or encourage active (muscle-powered) recreation opportunities					
Facility Capacity	>75%	61-75%	46-60%	30-45%	<30%
Percentage of demand met by existing facilities					
Quality Criteria					
Agency-Based Assessment	>80%	61-80%	41-60%	20-40%	<20%
Percentage of facilities that are fully functional for their specific design and safety guidelines					
Public Satisfaction	>65%	51-66%	36-50%	25-35%	<25%
Percentage of population satisfied with the condition, quantity, or distribution of existing active park and recreation facilities					
Distribution and Access Criteria					
Population within Service Areas	>75%	61-75%	46-60%	30-45%	<30%
Percentage of population within the following service areas (considering barriers to access): <ul style="list-style-type: none">0.5 mile of a neighborhood park/trail5 miles of a community park/trail25 miles of a regional park/trail					
Access	>80%	61-80%	41-60%	20-40%	<20%
Percentage of parks and recreational facilities that may be accessed safely via foot, bicycle, or public transportation					

City of Sultan, 2020; Framework, 2023

Sultan 2044 Comprehensive Plan Update
Existing Conditions Report

7

transportation



capital facilities



Capital Facilities

8.1 Overview

This section provides information on capital facilities that serve Sultan including those owned and operated by the City and other private and public entities that provide for parks and open space, police, transportation, emergency, libraries, and school services. An inventory for each facility type is based on the latest available data contained in the existing comprehensive plan, which includes analyses as recent as 2019. The lack of a Capital Facilities Improvement Plan, however, suggests the need to work diligently with Public Works staff to evaluate current and future levels of service (LOS) as the City plans for 2044.

8.2 Summary of Key Capital Facilities Issues and Trends

- **Many of Sultan’s capital facilities are in good condition, but increasingly vulnerable to natural hazards** – The City Hall, Police Department, other administrative buildings, and Public Works shop are within the 100-year floodplain.
- **Local schools managed by the Sultan School District face capacity constraints** – The elementary, middle, and high schools all rely on portables for increased classroom space. Some schools have deferred maintenance.
- **Population growth and public service needs may initiate expansions of Sultan’s capital facilities** – In addition to the ongoing construction of a new wastewater treatment facility, other facilities and municipal buildings may require capacity improvements as the City plans for 2044.

8.3 Regulatory Context and Planning Framework

WASHINGTON STATE GROWTH MANAGEMENT ACT

The GMA requires jurisdictions that fully plan, including Sultan, to include a Capital Facilities Plan Element in their comprehensive plans (RCW 36.70A.070). This element analyzes the need for future capital improvements to support the goals and growth projections outlined in the Land Use Element and the funding mechanisms available for implementation. Under the GMA, a Capital Facilities Plan Element must be adopted before a jurisdiction can do the following:

- Implement GMA impact fees;
- Impose certain taxes (e.g., real estate excise tax); and
- Qualify for certain state funding opportunities.

WASHINGTON ADMINISTRATIVE CODE (WAC)

Section 365-196-415 of the WAC requires that the Capital Facilities Plan Element of a comprehensive plan contain:

- An inventory of capital facilities owned by public entities, including the location and capacities of the facilities;
- A forecast of future needs for such facilities based on the land use element;
- Proposed locations and capacities of expanded or new capital facilities;
- A (minimum) six-year financing plan for capital facilities; and
- A reassessment of the land use element if expected funding falls short of meeting existing needs.

VISION 2050

PSRC's Vision 2050 addresses many capital facilities planning issues for the Central Puget Sound region. An emphasis is placed on equity when planning capital facilities as historic provisions of public services have disproportionately impacted communities of color and low-income neighborhoods. Inequitable implementation of public facilities has in turn led to subpar access to economic opportunity and lower quality of life. Sultan's capital facilities planning must incorporate equity to align with PSRC guidance.

Vision 2050 contains the following key capital facilities development requirements:

- MPP-T-3** 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.
- MPP-PS-1** Protect and enhance the environment and public health and safety when providing services and facilities.
- MPP-PS-2** Promote affordability and equitable access of public services to all communities, especially the historically underserved. Prioritize investments to address disparities.
- MPP-PS-29** Site or expand regional capital facilities in a manner that (1) reduces adverse social, environmental, and economic impacts on the host community, especially on historically marginalized communities, (2) equitably balances the location of new facilities away from disproportionately burdened communities, and (3) addresses regional planning objectives.
- MPP-PS-30** Do not locate regional capital facilities outside the urban growth area unless it is demonstrated that a non-urban site is the most appropriate location for such a facility.
- PS-Action-2** Facilities Siting and Design: PSRC will facilitate cooperative efforts with special purpose districts and local jurisdictions to site and design facilities that enhance local communities in accordance with growth management goals and VISION 2050.

SNOHOMISH COUNTY POLICIES

Development Pattern Policies:

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.

Climate Change Policies:

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-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.

General Public Services Policies:

PS-4 The County and cities should support the planned development of jobs and housing through strategic investment decisions and coordination of public services and facilities.

PS-13 The County and cities should support energy conservation and efficiency in new and existing public facilities in order to achieve fiscal savings and reduce environmental impacts associated with energy generation and use.

PS-16 The County and cities should develop and coordinate compatible capital facility construction standards for all service providers in individual Urban Growth Areas.

PS-17 The County and cities should encourage the location of new human services facilities near access to transit.

PS-18 The County and cities should work collaboratively at a local and countywide level to promote equitable access of public services and facilities for all residents, especially those that are historically underserved.

PS-21 The County and cities should work collaboratively with school districts to plan for the siting and improvement of school facilities to meet the current and future community needs. Considerations should include recent growth, 6-year projections of population and student enrollment growth, adopted comprehensive plans including capital facilities plans, and the growth targets in Appendix B.

EPF-2 The County and each city may establish a process through their respective comprehensive plans and implementing development regulations to identify and site local essential public facilities that are consistent with the provisions of the GMA and ensure long-term resilience of these facilities. This process should include:

- a. A definition of these facilities;
- b. An inventory of existing and future facilities;
- c. Economic and other incentives to jurisdictions receiving facilities;
- d. A public involvement strategy;
- e. Assurance that the environment and public health and safety are protected;
- f. Consideration of impacts from climate change when selecting locations for facilities, including, but not limited to, potential flood risk and sea-level rise; and
- g. A consideration of alternatives to the facility.

LOCAL PLANNING POLICIES

The existing Capital Facilities Element establishes policies to direct the development of Sultan's capital investment program in consideration of the community's vision for the future. Existing capital facilities policy guidance can be summed up by the policies for goal CF 1, adopted in the 2011 Comprehensive Plan:

- **CF 1 GOAL: ADEQUATE PUBLIC FACILITIES** - Ensure that public facility plans adequately address existing service deficiencies and future needs.
- **Pol CF 1.1** Include all projects intended to enhance the current level of service in the community along with projects that are necessary for new development into an integrated program of capital improvements. City Capital Projects shall include two types of projects: (1) Projects that are necessary for development as defined by the Growth Management Act and are required to be provided pursuant to this plan in order for new development to be approved. (2) Projects that address basic community needs or provide community amenities to improve the overall quality of life in the community, that are not directly necessary to support new development, or that raise levels of service above minimum levels. These projects are not projects that are necessary for new development but are goals and targets for the community to achieve if revenue can be generated especially in the form of grants, or voter approved bond issues.
- **Pol CF 1.2** The burden for financing capital facilities should be borne by the primary beneficiaries of the facility, unless potential sharing of benefits is related to the purpose of the facility.

- **Pol CF 1.3** Use general revenues to fund projects that provide a general benefit to the entire community.
- **Pol CF 1.4** Encourage all governmental entities with capital facilities serving the city to continue to develop those facilities consistent with community needs and consistent with this comprehensive plan.
- **Pol CF 1.5** Establish and implement strategies to address facility and service needs that are consistent with the land use and transportation elements, existing facility plans, and are financially feasible.

The City of Sultan has several plans, policies, regulations, and programs related to capital facilities. The City's functional plans are major components of the capital facilities program and may be referenced for information on existing and planned facilities, service standards, and facility development:

- Agreement for Joint Use of Facilities between Sultan School District #311 and City of Sultan, Adopted 2018
- City of Sultan General Sewer Plan, Adopted 2019
- City of Sultan Water System Plan, Adopted 2019
- City of Sultan Snow and Ice Plan, Adopted 2022

Capital Improvement Plan / Stormwater / Electric / Transportation / Sewer / Garbage-Waste-Recycle / Emergency / Snohomish Fire / Snohomish Sheriff

8.4 Existing Capital Facilities

CAPITAL FACILITIES INVENTORY

The City provides wide-ranging public facilities and associated capital facility planning within the City (Figure 1). Special district providers are relied upon for fire, emergency medical, libraries, and school services (Figure 2). Unless noted otherwise, this inventory is derived from the existing Capital Facilities element, which has been periodically updated between 2015 and 2019.

Figure 1 City-Provided Facilities

Capital Facilities	Provider(s)
Administrative Facilities	City of Sultan
Parks and Open Space	City of Sultan
Sewer	City of Sultan (covered in Utilities)
Stormwater	City of Sultan (covered in Utilities)
Transportation Facilities	City of Sultan
Water	City of Sultan (covered in Utilities)

City of Sultan, 2019

Figure 2 Facilities Provided by Other Entities

Capital Facilities	Provider(s)
Fire and Emergency Medical Services	Snohomish County
Police	Snohomish County
School	Sultan School District #311

City of Sultan, 2019

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. Additional consultation with Public Works rounded out information for the 2024 Plan Update.

Figure 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 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 Station 51.
Public Works	Has a large yard area for the Public Works and city use. Used by the city for storage and archiving of records
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.

City of Sultan, 2019

City Hall/ Council Chamber/ Library

Use and Occupancy

Constructed about the year 2000, City Hall 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. The ground floor is raised up 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 is to be used for future City Hall expansion.

Building Conditions

As a relatively new building, the building appears to have been built per the codes in place in 2000. 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. Also with a few exceptions, the HVAC system is installed 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 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 sides 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 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. It is important to note that 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. There was, however, no study or abatement done in the upstairs space (now housing the Museum).

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 storeroom, office and toilet room, and is made of CMU masonry walls. The Visitor Information Center is run by volunteers 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 the barrier-free access to the building since the front door is up a couple 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 an older built-up roof that has had a silver coating painted on to it. 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 east of the City Hall, Post Office, and Visitor Center at 515 Main Street. While the city had its own police department for many years, more recently 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 on 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. The city needs to address a few maintenance and replacement items as described below. But with that, along with 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 US-2. The building is also located in the 100-year floodplain and the potential evacuation zone of the Culmbach 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 including the city and urban growth area. The district provides fire suppression, hazardous materials first response, rescue and emergency medical services including BLS transport. Station 52 is located in the 100-year floodplain and within the potential evacuation zone of the Culmbach Dam collapse on Spada Lake reservoir. The building is also located near US-2 and the Burlington Northern Santa Fe (BNSF) Railroad tracks and thereby exposed to a possibly hazardous material spills or emergency occurrences due to freight or trucking accidents. The present location could render the facility unusable during a flood, hazardous materials spill, or other emergency. The new Station 51 is outside of the floodplain and away from the tracks.

Public Works Shop Building

Use and Occupancy

Formerly the Food Bank building (which is now located next door at the VOA campus), this building has a large yard area for Public Works and city use, as well as several outbuildings and storage sheds, etc. The yard and the Public Works Operations building are located off of 1st Street next to Osprey Park. To the north is the city park, to the west is a natural vegetated area in which flows the river. To the south are some other buildings, structures, and residences.

Site Conditions

The site in and around the public works shop is a fairly large gravel 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 electronically controlled and locked rolling gate. The site contains, aside from the public works shop building, a steel storage and parking building, a pole building for vehicle storage that is open on the front and covered on the other three sides, a hazmat shed, a number of open material storage bins, and a dog kennel.

The yard is used for parking, materials storage, and sundry equipment. The yard is bare gravel with no

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 its systems are in need of significant repair or modifications to meet current codes.

Operations Building and City Storage

Use and Occupancy

This building was recently remodeled and is now home to the Public Works department. There are multiple office spaces on the second floor, including administration and work stations for Public Works field crew members. The rest of the building is used by the city for storage and archiving of records, and has a dry-proofed records room that is in need of organization. The pole building on the back of the main city building is used for inventory. The city is the owner and landlord of both the original 1960-era building and the newer pole building.

Site Conditions

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.

Building Conditions

The front building seen had a number of improvements over the years to extend its useful life. Most recently the City removed asbestos from the building, and replaced the majority of the inside of the building remodeled HVAC. A new Sultan sign, refurbished by employees, now hangs above the Public Works front door. These actions extended the useful life of this building for at least another 10 to 20 years.

The exteriors are wood siding and the downstairs 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 were replaced in 2021 as part of a remodel project; planned window upgrades for this project remain outstanding. 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.

Public Services – 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 the city staff maintains the grounds, opens and closes 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. Generally, each service requires 2 hours of staff time for client management, 5 hours preparing for opening and closing of graves, 1.5 hours for an ash burial, and 1-3 hours for the setting of headstones. Mowing and maintenance of the cemetery grounds varies season to season with about 5 hours per month during the winter, 96 hours in the spring for pruning and debris removal, May through September requires approximately 16 hours per week for mowing and 16 hours per month for weeding. Additional time in the fall and early winter are spent collecting flowers and ornaments left at grave sites.

PARKS AND OPEN SPACE

The Parks and Recreation chapter of this existing conditions report provides a detailed accounting of parks and recreation facilities within the City of Sultan. The list provided in Figure 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 Downtown. Existing park properties have been acquired through donation (Reese Park), grants and city funds (Osprey Park and River Park), and joint use agreements with other agencies (Traveler's Park and Sportsman's Park). As of early 2024, the City has plans to construct a new 4.5-acre Mountain View Park in the Sultan Basin area.

Figure 4 Sultan Park Inventory

Park	Size	Adjacent Uses
Osprey Park	76.2	•High Density Residential •Low Density Residential
Rudolph Reese Park	18.8	•Highway Oriented Commercial •Sultan River
Riverside Park	7.21	•Highway 2 •Sultan River •Urban Center •High Density Residential
Sportsman Park	3.57	•Highway 2 •Sultan River •Wastewater treatment plant
Travelers Park	1.9	•Highway 2 •Moderate Density Residential •Highway Oriented Commercial

City of Sultan, 2020

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 #311. 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, and one high school with an estimated student enrollment of 1,955 for 2021-2022.

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 1000 Turk Drive. The 2022-2027 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 5.

Figure 5 Sultan School Inventory

Facility	Site Size (acres)	Building Area (square feet)	Teaching Stations	Capacity
Sultan Elementary	7.9	52,661	24	389
Sultan Elementary (Portables)		10,776	12	117
Sultan Middle School	10.41	66,912	25	375
Sultan Middle School (Portables)		4,480	5	25
Sultan High School	33.75	71,876	21	275
Sultan High School (Portables)		13,476	13	225
Total	52.06	220,181	100	1,406

Sultan School District, 2022

TRANSPORTATION FACILITIES

Sultan's Downtown 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 districts 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.

The Sky Valley Transportation Building, constructed in 2023, now houses the school buses and transportation department away from the flood zone. This facility is located next to the new Sultan Fire Station at US-2 and Cascade Drive.

8.5 Summary of Key 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 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.

Sultan 2044 Comprehensive Plan Update
Existing Conditions Report

9

utilities



Utilities

9.1 Overview

This section provides information on Sultan’s utilities, including those owned and operated by the City and other private and public entities. Similar to the Capital Facilities chapter, the inventories that follow are primarily derived on Sultan’s existing comprehensive and functional plans. An assessment of current and future levels of service has not been conducted for several years so it is critical that the City’s Public Works Department helps to inform growth strategies for new housing and employment opportunities.

9.2 Summary of Utilities Issues and Trends

- **Upgrades and expansions of public utilities (water, sewer, and stormwater) may be necessary to accommodate Sultan’s population growth** – The availability of these utilities is critical for allocating the City’s housing and job growth and it’s likely that expanded service will be needed by 2044.
- **Sultan residents and businesses are powered by a mix of electric and natural gas** – The City is served by Snohomish County Public Utility District and Puget Sound Energy for these utilities. Trends toward electrification and renewable energy production are critical to keep in mind as the City plans for 2044.
- **Internet providers are expanding in Snohomish County** – Widespread access to fiber internet is a County goal for 2024 and providers are responding with more infrastructure investment in the Skykomish River Valley.

9.3 Regulatory Context and Planning Framework

WASHINGTON STATE GROWTH MANAGEMENT ACT

The Washington State Growth Management Act (GMA) requires jurisdictions that fully plan, including Sultan, to include a Utilities Element in their comprehensive plans, including at a minimum “electrical, telecommunications, and natural gas systems” (RCW 36.70A.070). This element analyzes the need for future utilities improvements to support the goals and growth projections outlined in the Land Use Element and the funding mechanisms available for implementation. Under the GMA, a Utilities Plan Element must be adopted before a jurisdiction can do the following:

- Implement GMA impact fees;

- Impose certain taxes (e.g., real estate excise tax); and
- Qualify for certain state funding opportunities.

WASHINGTON ADMINISTRATIVE CODE (WAC)

Section WAC 365-196-420 of the WAC requires that the Utilities Element of a comprehensive plan contain:

- The general location, proposed location, and capacity of all existing and proposed utilities;
- A forecast of future capacity needs for utilities over the planning period;
- An evaluation of the potential classification of utilities as essential public facilities; and
- Criteria for siting utilities in the future

VISION 2050

PSRC's Vision 2050 addresses many utility planning issues for the four-county Puget Sound region. An emphasis is placed on equity when planning capital facilities as historic provisions of public services have disproportionately impacted communities of color and low-income neighborhoods. Inequitable implementation of utilities has in turn led to subpar access to economic opportunity and lower quality of life. Sultan's utility planning must incorporate equity to align with PSRC guidance.

Vision 2050 contains the following key utility development requirements:

- MPP-T-3: 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.
- MPP-PS-1: Protect and enhance the environment and public health and safety when providing services and facilities.
- MPP-PS-2: Promote affordability and equitable access of public services to all communities, especially the historically underserved. Prioritize investments to address disparities.
- MPP-PS-3: Time and phase services and facilities to guide growth and development in a manner that supports the Regional Growth Strategy.
- MPP-PS-29: Site or expand regional capital facilities in a manner that (1) reduces adverse social, environmental, and economic impacts on the host community, especially on historically marginalized communities, (2) equitably balances the location of new facilities away from disproportionately burdened communities, and (3) addresses regional planning objectives.
- MPP-PS-30: Do not locate regional capital facilities outside the urban growth area unless it is demonstrated that a non-urban site is the most appropriate location for such a facility.
- PS-Action-2 Facilities Siting and Design: PSRC will facilitate cooperative efforts with special

purpose districts and local jurisdictions to site and design facilities that enhance local communities in accordance with growth management goals and VISION 2050.

SNOHOMISH COUNTY POLICIES

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.

Public Services and Facilities Policies:

PS-4 The County and cities should support the planned development of jobs and housing through strategic investment decisions and coordination of public services and facilities.

PS-6 The County and cities should design infrastructure and public services to promote conservation of natural resources.

PS-7 To ensure long-term water availability for both human use and environmental needs, jurisdictions should work collaboratively to reduce per capita water consumption through conservation, improvements in efficiency, and if applicable, reclamation and reuse.

PS-8 The County and cities shall work collaboratively, in coordination with tribal governments, for the planning of water and wastewater utilities to meet the area's long-term needs and support the regional growth strategy.

PS-9 The County and cities, in collaboration with water providers and utilities, should consider the potential impacts of climate change, including impacts exacerbated by seasonal or cyclical conditions, when engaged in planning efforts to ensure the county's long-term water supply.

PS-10 Jurisdictions should coordinate with solid waste service providers in order to meet and, if desired, exceed state mandates for the reduction of solid waste and promotion of recycling.

PS-11 The County and cities shall permit new development in urban areas only when sanitary sewers are available with the exception of where sewer service is not likely to be feasible for the duration of the jurisdiction's adopted plan. (Currently identified exceptions include unsewerable enclaves, as well as the Darrington, Gold Bar, and Index Urban Growth Areas.)

PS-12 Jurisdictions should promote the use and investment in renewable and alternative energy sources to meet the local and countywide energy needs.

PS-13 The County and cities should support energy conservation and efficiency in new and existing public facilities in order to achieve fiscal savings and reduce environmental impacts associated with energy generation and use.

PS-14 Jurisdictions in Urban Growth Areas shall coordinate on the data, analysis and

methodologies relating to the Levels of Service (LOS) standards for all public facilities and services that are required by the Growth Management Act. Each jurisdiction may implement and monitor its own LOS standards in accordance with each jurisdiction's adopted comprehensive plan.

PS-19 The County and cities should promote connection to sanitary sewers for residents and businesses within urban growth areas as the preferred alternative to resolving failing septic systems.

PS-20 The County and cities should support planning for the provision of telecommunication infrastructure in order to improve and facilitate access to telecommunication for all residents and businesses, especially those in underserved areas.

PS-22 Sanitary sewer mains shall not be extended beyond Urban Growth Areas (UGAs) into rural areas except when necessary to protect basic public health and safety and the environment, and when such sewers are financially supportable at rural densities and do not result in the inducement of future urban development outside of UGAs. Sewer transmission lines may be developed through rural and resource areas to meet the needs of UGAs as long as any extension through resource areas does not adversely impact the resource lands. Sanitary sewer connections in rural areas are not allowed except in instances where necessary to protect public health and safety and the environment and as allowed in RCW 36.70A.213. Sanitary sewer mains are prohibited in resource areas.

Essential Public Facilities Policies:

EPF-1 The County and each city may impose reasonable conditions and/or mitigation of adverse environmental impacts on approval of a development agreement or other land use approvals as a result of the siting of local, regional, statewide, or federal essential public facilities.

EPF-2 The County and each city may establish a process through their respective comprehensive plans and implementing development regulations to identify and site local essential public facilities that are consistent with the provisions of the GMA and ensure long-term resilience of these facilities. This process should include:

- A definition of these facilities;
- An inventory of existing and future facilities;
- Economic and other incentives to jurisdictions receiving facilities;
- A public involvement strategy;
- Assurance that the environment and public health and safety are protected;
- Consideration of impacts from climate change when selecting locations for facilities, including, but not limited to, potential flood risk and sea-level rise; and
- A consideration of alternatives to the facility.

EPF-3 Local essential public facilities should be sited or expanded to support the countywide land use pattern, minimize public costs, and protect the environment and public health, including reducing adverse impacts upon historically marginalized populations and disproportionately burdened communities.

9.4 Existing Utility Inventory

Overview

WAC 365-196-210 (39) defines utilities as:

"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.

Operating off of this definition, this chapter 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, and 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: Cable Television, Telephone and Cellular Phone, and 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.

PUBLIC FACILITIES

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 inventory section of the GSP.

Collection System

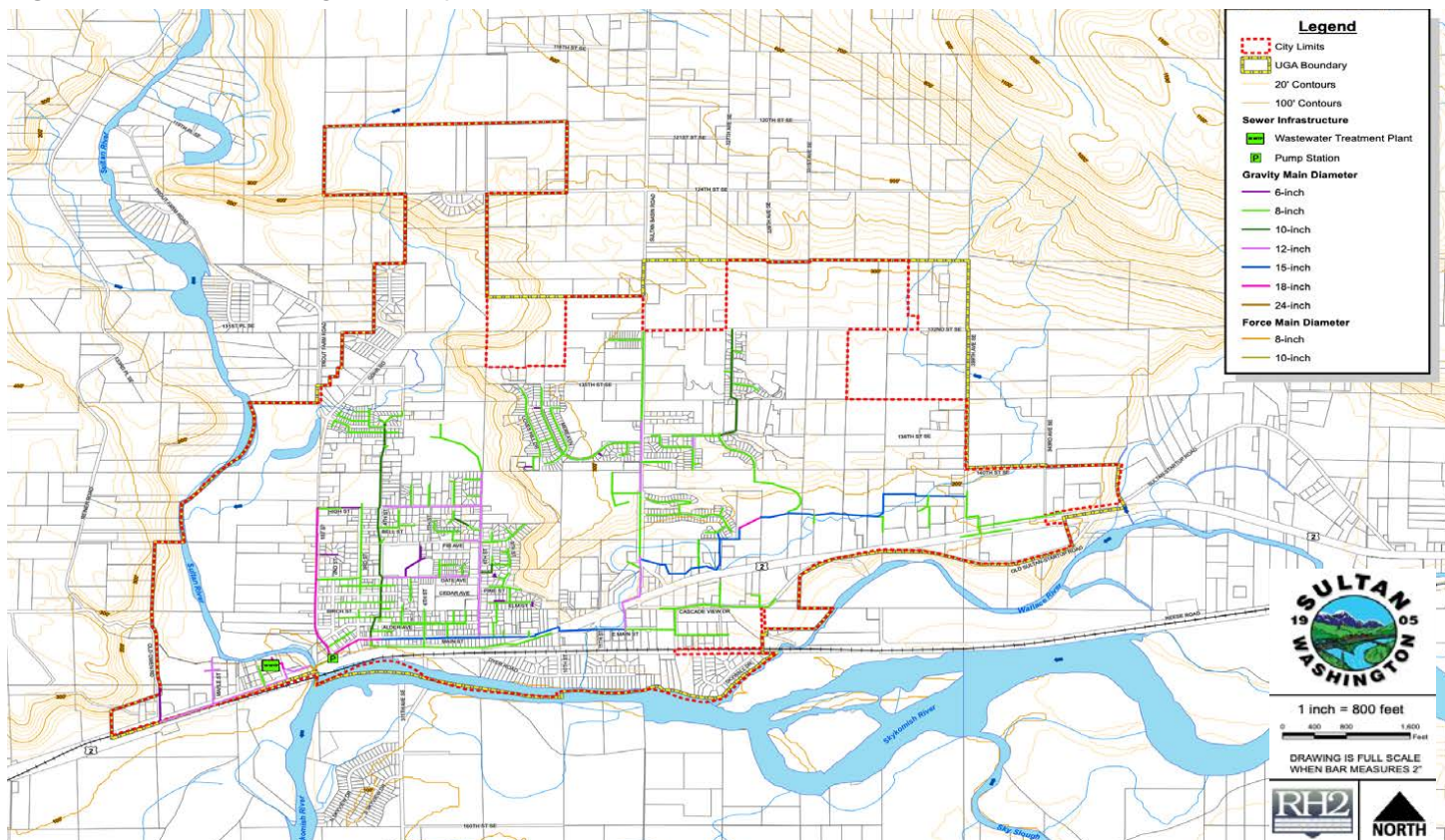
The City has approximately 19 miles of sewer piping, including collection sewers and interceptors. There is one force main in the system that is approximately 485 feet in length. A majority of the system is 8-inch-diameter gravity main, approximately totaling 10 miles. In 2023, Sultan received over \$12 million in federal funding for wastewater treatment plant upgrades and a new water treatment plant. “Sewer Pipe Inventory, 2019” summarizes the pipe by diameter. “City of Sultan, 2019” shows the existing collection system.

Figure 1 Sewer Pipe Inventory, 2019

Diameter (inches)	Total Pipe Length (ft)	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%

City of Sultan, 2019

Figure 2 Sultan’s Existing Sewer System, 2019



City of Sultan, 2019

Lift Station/Force Main

The lift station collects and conveys a majority of the City's wastewater from the collection system into a 18-inch diameter force main that reduces to an 14-inch diameter force main after crossing the Sultan River.

The Main Pump Station is a submersible-type lift station with two fixed speed pumps, each with a design capacity of 1,500 gallons per minute (gpm) at 56 feet of discharge head. Both pumps were replaced in kind in March 2020 with the pedestrian bridge project.

The City's lift station currently has a standby generator permanently mounted at the site with an automatic transfer switch in the case of a power outage. As an additional backup to this generator, the lift station is also wired for the trailer mounted generator owned by the City, which can provide backup power. The entire lift station was upgraded in 2020 as part of the Sultan River pedestrian bridge project.

Wastewater Treatment and Disposal

In 2022, the City started the wastewater treatment plant upgrade project. This project targets current reliability and redundancy deficiencies, as well as current hydraulic capacity limitations. This project will now include the following improvements:

- Extension of the existing influent force main to the new headworks.
- Construction of a new influent pump station to serve West Sultan.
- Construction of a new headworks including screening, grit removal and flow splitting to two oxidation ditches.
- Construction of a new oxidation ditch with diffused aeration.
- Modifications to the existing oxidation ditch to include installation of diffused aeration.
- Modifications to the existing Equipment Building to house the blowers for the new diffused aeration system in both oxidation ditches and aerobic digesters.
- Construction of a new secondary clarifier splitter box designed to ultimately split flows to four secondary clarifiers.
- Construction of one new secondary clarifier and installation of new launder covers on the new clarifier and both existing clarifiers.
- Construction of new dedicated return activated sludge pumping systems for each secondary clarifier.
- Construction of a new waste activated sludge pumping system.
- Expansion of the existing effluent pump station to handle projected year 2039 peak flows.

- Modifications to the existing effluent pump wet well to allow the installation of two new non-potable water pumps and tablet chlorination system.
- Construction of a new outfall pipe line and outfall into the Skykomish River.
- Construction of two new aerobic digesters to provide additional solids treatment.
- Construction of a new Solids Handling/Biosolids Storage Building to house the biosolids processing equipment and store biosolids for up to 3 months.
- Construction of a new odor control system to serve the Headworks and Solids Handling/Biosolids Storage Building.
- Installation of new power distribution equipment and a new standby generator to serve all critical loads in the plant.

The treated wastewater from the City's WWTP is discharged through a 40-foot long, 12-inch diameter outfall to the Skykomish River. In 2023, Sultan received over \$2 million in federal funding for wastewater treatment plant upgrades and a new water treatment plant.

Water

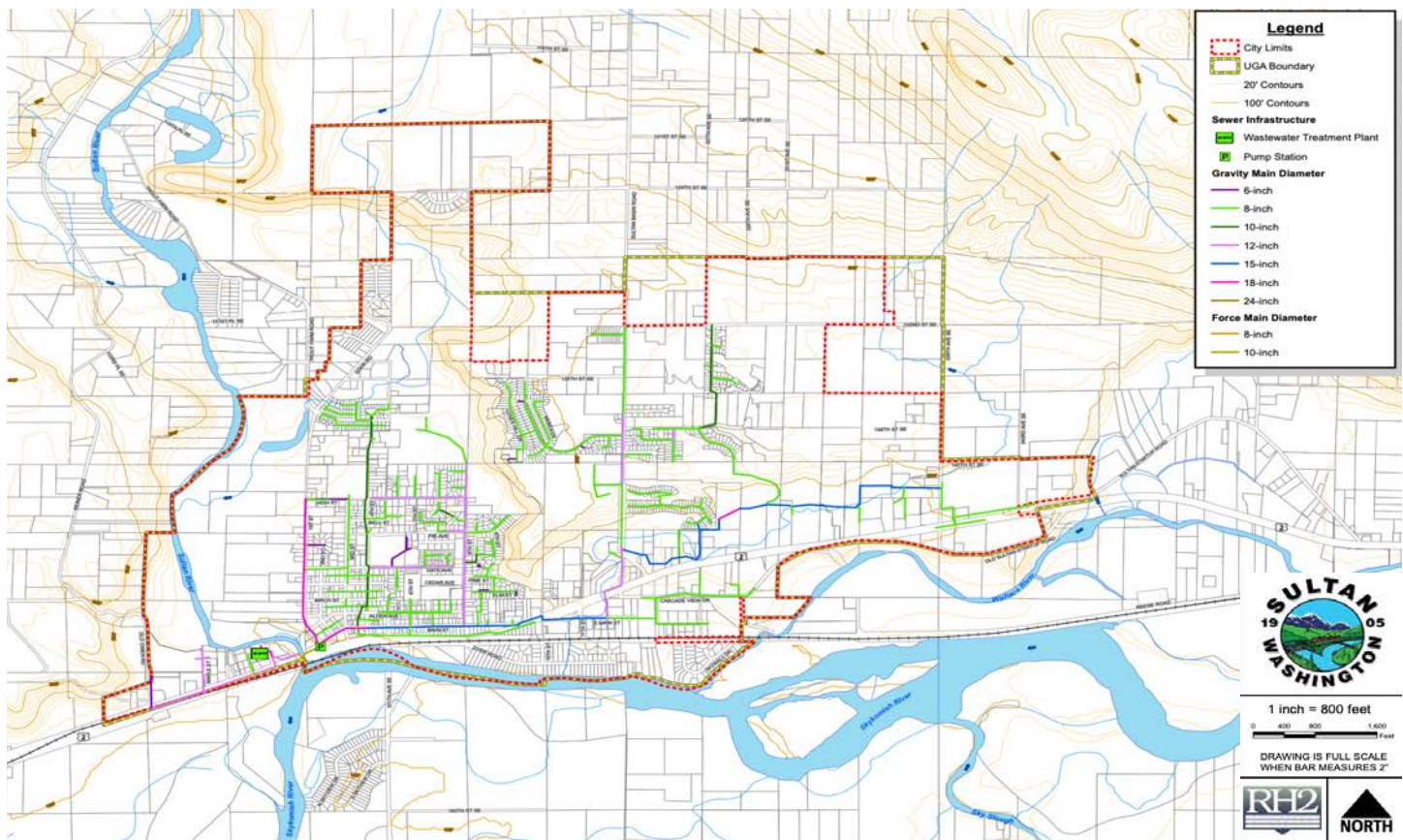
Overview

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 distribution system includes approximately 34 miles of water main (pipes) ranging from 1.5 to 16 inches in diameter. This includes lines conveying 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 replaced in 2016. 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 1.08 MGD.

The City's water system has two storage facilities (reservoir) with capacities of 1.0 MG and 1.5 MG. In 2023, the City applied for \$10.5 million dollars in low interest loans to construct the new water treatment plant the city was successful in getting this loan and has received an 85% subsidy towards this project, but has not yet gone out to bid. It is unclear at this time how much the total project will cost.

Figure 3 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 inventory section of the WSP.

Figure 3 Existing water system



City of Sultan, 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. The dam has since been reconstructed, most recently in 2020, and should now last another 30 to 50 years. 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, the plant has a generator that provides back up power to the system during emergency events.

The City has one connection to Transmission Line No. 5, referred to as the Everett intertie, which 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 “Water Treatment Capacities, 2019”. 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.

Figure 4 Water Treatment Capacities, 2019

Treatment Element	Capacity (gallons per minute)	Capacity (million gallons per day)
Flocculation	944	1.36
Filtration	950	1.37

City of Sultan, 2019

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 3.89 and 5.76 MGD.

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.

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 4 inches to 16 inches. As shown in Figure 5, 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 5 Water Distribution Mains, 2019

Diameter (inches)	Length (feet)	Percentage of Total
4	14,612	8.2%
6	26,326	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%
Total	177,358	100.0%

City of Sultan, 2019

All of the water main 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 6 Water Main Materials, 2019

Diameter (inches)	Length (feet)	Percentage of vTotal
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%

City of Sultan, 2019

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, 2019". 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 7 Pressure Reducing Stations, 2019

Name	Location
PRV #1	12730 307th Avenue SE
PRV #2	13000 Sultan Basin Road
PRV #3	33109 SR 2
PRV #4	14400 Sultan Basin Road
PRV #5	142nd Street SE and 143rd Place SE

City of Sultan, 2019

Stormwater

The City owns, operates and maintains the drainage, or stormwater system, consisting of conveyance assets (pipes, culverts, catch basins, and inlets), stormwater ponds, and stormwater treatment facilities. In addition to the City-owned stormwater assets, numerous privately-owned stormwater facilities are scattered throughout the City of Sultan service area. Flood management and irrigation management facilities such as levees and dikes are also located throughout the service area. This description of existing facilities includes only the City-owned and City-operated stormwater facilities.

The City has approximately 82,000 linear feet (15.5 miles) of stormwater system pipes and major culverts. Approximately 820 catch basins and 160 inlets are located throughout the service area (from City of Sultan Comprehensive Plan updated September 25, 2008). Grass-lined ditches are also part of the stormwater collection system.

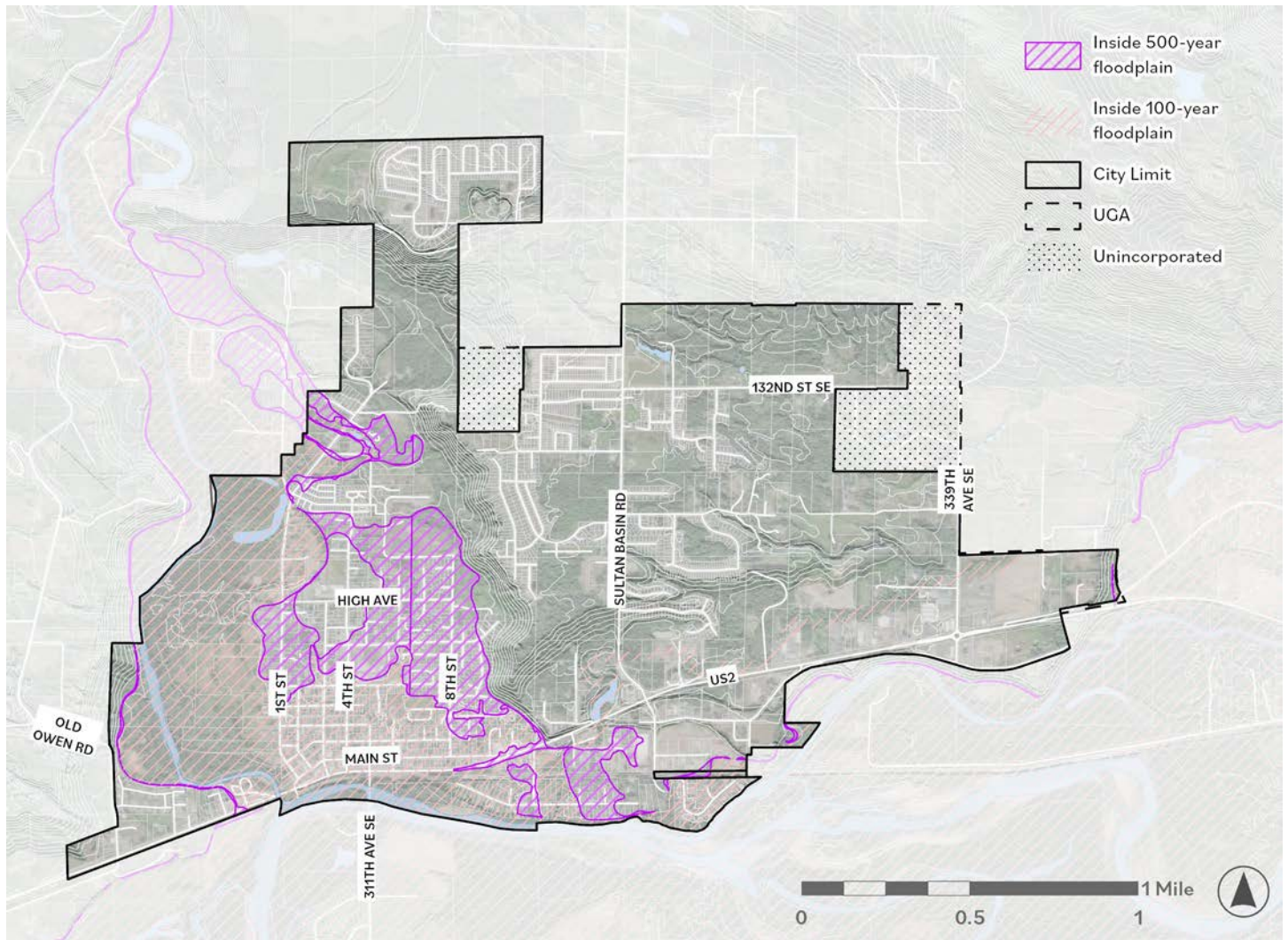
In addition to the conveyance assets, the City owns and maintains infiltration facilities and retention ponds. Approximately thirteen (13) such facilities are owned and operated by the City. (Note that there are approximately 44 privately-owned ponds in the Sultan UGA.)

The City-owned stormwater assets convey stormwater within drainage basins towards receiving water bodies. Surface water in the eastern portion of the City eventually drains into northern tributaries of Wagley Creek then flows into the Skykomish River. Surface water in the western portion of the City and city center drains to the Sultan and Skykomish Rivers. The remaining areas discharge into upper Wagley Creek.

The Sultan River runs from north to south and converges into the Skykomish River at the southwest end of the City limit. Wagley Creek is a major drainage system that discharges into the Skykomish

River about a mile east from the confluence of the Sultan and Skykomish Rivers. Winters Creek starts at the southeast end of the Water Treatment Plant and flows to the northeast of Sultan High School where it enters the Skykomish River. The Wallace River enters the Skykomish River east of the Sultan UGA. Wetlands are located throughout the UGA but are more prominent in the eastern portion of the UGA.

Figure 8 Frequently Flooded Areas



FEMA, 2020; Framework, 2023

Overbank flooding, rapid stream channel migration, and stream bank erosion occur along and within the floodplain of the Skykomish, Sultan, and Wallace Rivers. Associated with the Skykomish and Sultan Rivers is a floodway, which is located south of Dyer Road and Skywall Drive alongside the Skykomish River and West of 1st street bordering the Sultan River. The 100-year floodplain contains a large portion of the city.

HYBRID SERVICES

Solid Waste Disposal and Recycling

Government and private companies both play important roles in garbage, recycling, and hazardous waste programs in Sultan. Under the Solid Waste Management and Recovery Act (RCW 70.95), local governments are given primary responsibility for solid waste handling. Cities and towns have the option of writing their own solid waste plans or cooperating with counties in the development of a county or regional plan.

The City of Sultan has enacted an interlocal agreement with Snohomish County for the county to provide solid waste planning. The document that governs this agreement is the county's 2021-2026 Comprehensive Solid and Hazardous Waste Management Plan.

Solid waste collection companies are certified and regulated by the Washington Utilities and Transportation Commission (RCW 81.77). Cities are permitted by State Law to choose their form of waste collection regulation. Sultan has contracted with Republic Services since 2021. Utility services are provided to the City of Sultan at four levels.

- **Enforcement.** The Snohomish Health District is the regulating and enforcement agency for all solid and moderate risk waste facilities, whether operating or closed.
- **Disposal.** Snohomish County Solid Waste Division provides solid waste disposal services through the operation of landfills and transportation of waste from transfer stations to landfills.
- **Collection.** The City of Sultan contracts with Republic Services for collection. These drop boxes are used almost exclusively by self-haul customers. Altogether, they handled only 2.9% of the County's solid waste in 2019. Waste from the drop boxes is brought primarily to the Airport Road Recycling and Transfer Station, where it is compacted into shipping containers, taken by truck to a county yard in Everett, and finally hauled by rail to the Republic Services Regional Landfill in Klickitat County.
- **Recycling.** As of January 2021, the City of Sultan contracted with Republic Services to provide recycling and yard debris services to city residents.

Enforcement

The Snohomish Health District is the regulating and enforcement agency for all solid and moderate risk waste facilities, whether operating or closed. The Health District also investigates and resolves a large number of garbage accumulation, illegal dumping, and moderate risk waste related complaints. Solid waste transfer stations, rural drop box sites, open or altered landfills, petroleum contaminated soil treatment facilities, certain recycling facilities, and moderate risk waste collection facilities are required to have a permit issued by the Health District. The Health District periodically inspects each facility to verify that the Solid Waste Management Division and other solid waste facility owners are operating their facilities in accordance with applicable regulations.

Moderate risk wastes are, legally, one form of solid waste; therefore, some regulations which cover solid waste facilities also govern the operation of moderate risk waste facilities; however, facilities for handling moderate risk wastes are also covered by additional regulations. As is the case with solid waste regulations, federal, state and local jurisdictions all play roles in developing and implementing controlling regulations. Also, as in the case of solid waste, the Snohomish Health District is the organization with the bulk of regulatory and enforcement duties while the Snohomish County Solid Waste Management Division is the primary planning jurisdiction. The two agencies cooperatively implement the Solid Waste Comprehensive Plan.

Disposal

The Snohomish County Solid Waste Division operates facilities and activities to manage solid waste in the county. The facilities include three transfer stations and five drop box sites located to handle disposal for the four service areas. These include the North County Recycling and Transfer Station in Arlington, Airport Road Recycling and Transfer Station in Everett, Southwest Recycling and Transfer Station in Mountlake Terrace and five drop box facilities to serve East and part of North county, located in Granite Falls, Lake Roesiger, Oso and Sultan. Drop boxes are operated primarily for use by residential and small commercial self-haulers of un-compacted waste.

Landfills

Snohomish County closed its last landfill in 1996. Since that time waste has been compacted into shipping containers and delivered to the rail yard where a private company, under contract to the County, transports the containers by train to a privately owned landfill in Klickitat County. Following is a brief synopsis of each of Snohomish County's closed landfills:

- **Cathcart Landfill** - This 52 acre landfill opened in 1980 and was considered state-of-the-art because of its advanced liner system. This landfill was closed in 1992 after receiving 3.2 million tons of refuse.
- **Bryant Landfill** - This unlined landfill opened in the 1950's as an unregulated disposal site. The 30 acre landfill underwent final closure with a clay cap in 1987 after receiving approximately 847,000 tons of refuse.
- **Lake Goodwin Landfill** - This unlined landfill opened in the 1950's as an unregulated disposal site. The 11.5 acre landfill underwent final closure in 1983 after receiving approximately 185,000 tons of refuse.
- **Lake Stevens Landfill** - This unlined landfill opened in 1947 as an unregulated disposal site. The 27 acre landfill underwent final closure in 1984 with a bentonite dike around its perimeter and a bentonite cap.
- **McCollum Park Landfill (Emander Landfill)** - This 27 acre facility opened in 1947 as an unlined, unregulated disposal site. The facility underwent final closure in 1996 after receiving 238,000 tons of municipal solid waste (MSW) and sludge.

Household Hazardous Waste

The City of Sultan has offered annual clean up day events each year since 1999 to collect household hazardous waste, electronic equipment, metals, appliances, and construction and demolition materials. Funding for special clean up day events is provided through biennial Coordinated Prevention Grants which are administered by Snohomish County. Allied Waste provides additional funding through its contract with the City to dispose of materials collected during the event that cannot be recycled.

Recycling

The City provides mandatory weekly curbside recycling services to residential customers via a 5-year contract with Republic Services. Recycling for commercial and industrial customers is optional.

The City incorporates a residential curbside recycling system that uses a single 95 gallon “toter” bin for glass, plastic, mixed paper, newspaper, etc. These bins are furnished to single-family (single-family, duplex, triplex and fourplex) and multi-family residences (five-plex +, mobile home parks, apartments and condominiums) by the service provider.

Yard-debris collection is provided by the contracted vendor as an optional service to the residential customer. The customer is billed by the contracted vendor for regular collection service or purchases a pre-paid voucher from the City for on-call service.

Yard debris and food waste collection services include, at a minimum, anything that grows in the yard or garden, including grass clippings, leaves, weeds, and small branches less than four (4) inches in diameter or three (3) feet in length; and all compostable pre- and post-consumer food scraps, such as whole or partial pieces of produce, meats, bones, cheese, bread, cereals, coffee grounds, egg shells, and food-soiled paper accepted by the contractor’s selected composting site.

Solid Waste System Needs

According to the 2004 Solid Waste Management Plan, completion of the Airport Road Recycling and Transfer Station (ARTS) and the rebuilt Southwest Recycling and Transfer Station (SWRTS) in conjunction with the existing North County Recycling and Transfer Station (NCRTS) can accommodate the county’s waste handling needs until 2023.

PRIVATE UTILITIES

Electricity

Sultan receives its electrical power from Snohomish County Public Utility District (PUD) No. 1. Snohomish County PUD is a municipal corporation of the state of Washington, formed by a majority vote of the people for the purpose of providing electric and/or water utility service. Snohomish County PUD is the second largest publicly owned utility in the Pacific Northwest and the 12th largest in the nation in terms of customers served.

The Snohomish County PUD No. 1 provides electricity to all of the Sultan planning area, which includes approximately 10,500 customers as of December 2004. PUD utilizes a looped transmission system to distribute electrical power throughout the County. Approximately 80 percent of the electricity supply in Snohomish County originates from the Bonneville Power Authority (BPA).

In the Sultan area, the closest BPA substation is located in Snohomish where power is taken off the transmission system for local distribution. The PUD also operates a 112 megawatt (MW) generating hydropower plant, the Henry M Jackson Project, at Spada Lake to augment the BPA supply. Electricity is supplied to the Sultan area by 115,000 volt transmission lines located along the US-2 right-of-way. The transmission lines serve a system of two distribution substations that reduce the voltage to 12,470 volts. From these substations extend 12,470-volt distribution feeder lines that run along local streets. Transformers then further reduce the voltage to 120/240 volts for distribution to residents or to 480 volts for commercial and industrial users.

The Snohomish County PUD No. 1 has three hydroelectric plants located in the Sultan area – the Jackson Hydroelectric Project, Woods Creek Hydroelectric Project, and most recently, the Young's Creek Hydroelectric Project.

Jackson Hydroelectric Project

The Henry M. Jackson Hydroelectric Project, which began operating in 1984, is located in the Sultan River Basin. The 112-megawatt hydroelectric generating facility produces about 6 to 8 percent of the PUD's power needs. In addition to generating enough power for 35,800 homes using a clean renewable resource, the project also provides recreation, enhances fish and wildlife habitats, and provides an element of flood control for Sultan and unincorporated Snohomish County residents along the Sultan River. The dam also provides the majority of drinking water for South Snohomish County and North King County.

The Henry M Jackson Hydroelectric Project was built in two phases. Phase I was completed in 1965 and involved the building of Culmback Dam and the creation of the Spada Lake reservoir to increase the water supply. Phase II, completed in 1984, included the raising Culmback Dam by 62 feet which resulted in a four-fold increase in the size of Spada Lake. The Spada Lake reservoir covers 1,870 acres (1,970 acres at maximum flood) with 173 miles of shoreline. Its maximum normal elevation is 1,450 feet

Culmback Dam is located approximately 16 river miles north of Sultan on the Sultan River. It is an earthen dam that creates Spada Lake. If the Culmback Dam were to fail, it is estimated that the initial wave of water will travel down the Sultan River gathering speed and debris and will hit the City of Sultan in 1 hour and 41 minutes. The City works closely with the PUD, public safety agencies, and the Sultan School District to educate the public and practice evacuation procedures.

The PUD provides access to day use recreation sites around the perimeter of Spada Lake. The facilities provide access for fishing and boat launching at three locations, picnic areas, trails, viewpoints, interpretive signs, and public restrooms. Because Spada Lake provides drinking water, swimming and overnight camping are not allowed in the area. Only row boats and electric-powered boats are permitted on the lake.

Woods Creek

The Woods Creek Hydroelectric Project is located north of the city of Monroe, Washington, and has a nameplate capacity of 0.65 MW. The project is adjacent to Woods Creek, a tributary of the Skykomish River, with a powerhouse located at a natural impassible barrier to fish. Prior to acquisition of this small hydroelectric resource in 2008, the PUD had purchased 100% of the output since the project's construction in 1982.

Young's Creek

In 2011, the PUD constructed the Young's Creek Hydroelectric Project, which has an estimated capacity of 7.5 megawatts.

System Needs

Electric load forecasting and facility planning is conducted by the PUD as part of its regular planning and management operations. The peak load typically experienced on cold winter days is primarily a design consideration in planning new generation, transmission, and the larger distribution facilities. Population and employment forecasts from the Puget Sound Regional Council (PSRC) and the state Office of Financial Management (OFM), which provided the foundation for the GMA comprehensive planning, are also utilized by PUD and other providers for electric load forecasting.

Snohomish County Public Utility District (PUD) studies the energy usage of customers and the ensuing load placed on the system by each new resident and employee to supplement government forecasts of future land growth. PUD uses several forecast scenarios from low to high, consistent with regional electric planning. PUD has predicted long-term growth will parallel to economic recovery. Facilities projected to meet this demand company-wide include upgrades to existing distribution and transmission stations, and new upgrades to transmission lines. These facilities include the introduction of Smart Grid Technology.

Smart Grid Technology

The PUD recently completed the first major project as part of a multi-year effort to upgrade its electric grid with smart grid technology. The utility has installed 163 miles of fiber optic cable connecting its final set of 62 substations, a radio site and utility buildings. The project is supported by \$15.8 million in matching federal stimulus dollars under the American Recovery & Reinvestment Act.

- 2010 – The PUD installed 163 miles of fiber optic line.
- 2011 – Installation of a wireless field area network and automation hardware on poles and substations in a 90-square mile demonstration area in the communities of Tulalip, Warm Beach and Lake Goodwin. It will allow the PUD to test automated line switches, capacitor banks and protection devices and other equipment, which is designed to automatically re-route power and isolate problem areas during power outages creating a “self-healing grid.”
- 2012 – A Distribution Management System (DMS) will be operational for the entire distribution system enabling power flow analysis and creation of switch orders. The DMS will also enable automation of field devices within the demonstration area to better manage power outages and improve efficiencies.

- 2014 – Automation hardware installed at all PUD substations.

Additional system-wide upgrades have been made in subsequent years based on the results of the pilot, technical assessments, and availability of funding. Beyond the initial efficiency and reliability benefits for the utility, the upgrades allow the PUD to pursue other features in the future, such as advanced metering. Smart grid technology will allow the PUD and its customers to be ready to take advantage of new technologies such as smart appliances and smart water heaters.

Additional Projects

The fiber installation is the first of several projects that will eventually include automation of substations, a Distribution Management System and distribution automation.

In the future, these upgrades will help customers get their service restored sooner and allow the utility to provide more detailed outage information. Additional system upgrades will allow the PUD to plan for other features as well, such as advanced metering to take advantage of new technologies including smart appliances, smart water heaters, dynamic pricing and other opportunities.

In the future, customers also will be able to better plan their consumption and incorporate small-scale generating sources, such as solar, into their energy supply. With more customers generating their own power, from sources such as solar, an upgraded grid will provide a better means for power to be used closer to the place where it's actually being created, reducing line losses. In addition, it will enable better integration of electric vehicles as they gain popularity in communities throughout the PUD service area.

Natural Gas

Existing Facilities and Service

Puget Sound Energy (PSE) is Washington State's oldest local energy utility, providing electric and natural gas service to customers primarily in the Puget Sound area. PSE supplies natural gas to six Western Washington counties; Snohomish, King, Kittitas, Pierce, Thurston, and Lewis. PSE provides natural gas service to more than 124,000 natural gas customers in Snohomish County.

Natural gas is not an essential service and therefore, is not mandated to provide service. Extension of service is based on request and the results of a market analysis to determine if revenues from an extension will offset the cost of construction.

Existing Distribution System

The Pacific Northwest (Washington, Oregon, and Idaho) receives its natural gas from a wide range of sources in North America. Sixty percent (60%) of the region's natural gas supply comes from British Columbia and Alberta in the north and forty percent (40%) comes from domestic sources including the San Juan Basin in New Mexico and Texas in the south. The Pacific Northwest consumes 380 billion cubic feet of natural gas per year (2011).

Natural gas is supplied to the City of Sultan from Williams (formerly Northwest) Pipeline Corporation. Natural gas from the pipeline is reduced to 250 pounds per square inch gauge (psig) as it feeds into high pressure supply lines.

High pressure (HP) supply lines (measuring 16", 12", 8", 6", and 4" in diameter) transport gas from gate stations to district regulators. The pipe material is typically steel wrap (STW). There are approximately 3 miles of 8" high pressure line in the Sultan Urban Growth Area. The line runs eastward from the Sultan River north of Trout Farm Road between 132nd Avenue and 124th Avenue to the city limits east of Rice Road

System Needs

Minimum pressure delivery through intermediate pressure mains from a design standard is approximately 15 psig. If main pressure drops below 15 psig, there are several methods of increasing the pressure in the line, which include:

- Looping the distribution and/or supply lines to provide an alternative route for the gas to travel to an area needing additional supply (This method often involves construction of high pressure lines, district regulators, and intermediate pressure lines),
- Installing lines parallel to existing lines to supplement supply of natural gas to a particular service area, and
- Replacing existing pipelines to increase volume. (This includes efforts to replace low pressure cast iron systems with intermediate pressure plastic systems).

There are three types of construction:

- New or replacement of existing facilities due to increased capacity requirements due to new building construction and conversion from alternate fuel,
- Main replacement to facilitate improved maintenance of facility, and
- Replacement or relocation of facilities due to municipal and state projects.

PSE makes an effort to coordinate construction work with municipal projects in order to minimize cost and impacts to surrounding communities. Due to franchise agreements, PSE is required to relocate existing facilities which, unfortunately, is costly and usually unplanned. Improved coordination decreases this occurrence.

Due to anticipated growth, PSE upgraded its natural gas system in Snohomish County to meet customers' current and future needs. PSE replaced more than two miles of 4-inch natural gas pipeline with 8-inch pipeline between a point near the east end of the Pilchuck River Bridge and the Snohomish gate station, which is on the north side of U.S. 2, east of Snohomish. PSE's natural gas system works as a large network; main line upgrades help stabilize the system in adjacent communities, as well as support reliability throughout the entire customer service area.

Due to the growing popularity of natural gas in Sultan and surrounding areas, PSE continually evaluates the necessity of system improvements and expansions.

Natural gas-system investments

Major maintenance and reliability projects include a \$5.7 million multi-year project to install more

than two miles of natural gas pipeline to upgrade the natural gas system and support reliability throughout PSE's service area (2010 completion).

Telecommunications

Existing Facilities and Service

Telecommunications services include both switched – a temporary connection made between two points by passing through a switching device such as a phone company central office – and dedicated – a permanent connection made between two points – voice, data, video, and other communication services delivered over the telephone and cable network on various mediums such as wire, fiber optic or radio wave. Frontier provides telephone service to the City of Sultan. Various companies in Snohomish County provide cellular phone service. Cable services include communications, information, and entertainment services delivered over the cable system. Various franchised companies provide cable service throughout the entire Sultan Planning Area. Comcast is the primary cable provider.

Internet access is available to Sultan residents via cable, fiber, and satellite. A variety of providers operate locally, including AT&T, Xfinity, and *Ziply*. These and other providers are planning to address gaps to broadband access across Snohomish County by 2024.

9.5 Summary

Many private utilities are under directive by their licensing agency and franchise agreements to provide a specific level of service to their service area. Services are provided on an “on demand” basis; however, most service providers monitor development plans and try to build excess capacity in their facilities at the time of construction to allow for future demand.

Because the utilities and services described in this chapter are provided by special independent districts, Snohomish County, or private companies, the City must ensure that its growth plans are consistent with these outside providers' abilities and plans.

In the future, the City may decide to provide some utilities or services now provided by others or switch to other service providers where feasible. The City will consider criteria to assess when a change of providers is warranted or when the City is able to better provide the utilities or services needed.

Issues to consider include planning for greater density in areas with surplus sewer capacity; exploring programs that will conserve utility services, such as recycling solid waste; and seeking alternative and creative methods of providing services in cases where the outside providers are unable to meet the City's needs.