

# IV. Parks and Recreation Element

## Introduction

### Background

The City of Duvall has adopted a number of parks and recreation plans and elements of Comprehensive Plans over the years, beginning with a Comprehensive Parks and Recreation Plan in 1990. In 1994, the City adopted its first Comprehensive Plan under the Growth Management Act, which included a Parks and Recreation Element with goals, policies and implementation measures. Subsequently, in 2000, the Element was updated to incorporate the earlier 1990 Plan and the 1994 planning measures into a single document. In 2004, the Element was updated again to include visioning and planning efforts completed by the City.

In 2008, the City retained a park planning consultant to help prepare a Park, Trails and Open Space Plan (PTOS) Plan. This Plan sets forth the direction for the next 20 years of park, trails and open space acquisition and development. The development of the Plan included extensive public involvement, including a community-wide survey and level of service analysis for the park and recreation needs of Duvall residents for the next 20 years.

The 2008 update to the Parks and Recreation Element of the Comprehensive Plan builds upon these previous efforts and presents updated information from the PTOS Plan.

### Purpose and Intent

The intent of the Parks and Recreation Element is to present goals and policies to guide acquisition, development, and implementation of the Park, Trail, and Open Space Plan. The element reflects the research and recommendations of the Washington State Recreation and Conservation Office (RCO), the National Recreation and Park Association, and was developed in accordance with the Washington State Growth Management Act (GMA).

Recognizing that parks, trails and open spaces are fundamental components of what makes a community a great place to live and work, the City of Duvall will enhance existing parks and trails as well as provide additional high-quality park and recreation opportunities over the next 20 years.

### Regulatory Setting

#### Washington's Growth Management Act

Washington State's Growth Management Act (GMA) (RCW 36.70A) requires local jurisdictions to effectively plan for urban land uses by ensuring the provision of adequate supplies of land to meet the needs of growth. Generally, the GMA aims to reverse the trend toward converting undeveloped land into sprawling, low-density land use that represents a threat to open space and other resources in this state. As a part of this effort, the GMA encourages local jurisdictions to retain open space, promote healthy/active lifestyles, conserve wildlife habitat, increase public access to shorelines, and ensure the provision of adequate recreation facilities for existing and future populations.

According to RCW 36.70A.070(8), local jurisdictions are required to include a parks and recreation element in their comprehensive plans. As per the statute, the element must implement and be consistent with the parks and recreation facilities identified in the Capital Facilities Element. The element must also include three components:

- (a) Estimates of park and recreation demand for at least a 10-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.

The PTOS Plan meets these directives of the Growth Management Act. It estimates park, trails, and open space demand over the next 20 years (2009 to 2028), identifies park facility service levels and needs to meet anticipated demand, and identifies opportunities for intergovernmental coordination. The PTOS Plan, as approved by the City Council, was adopted as part of the 2008 Comprehensive Plan update and serves as the foundation for the analysis and policy guidance found in this Element.

#### Washington Recreation and Conservation Office

A significant source of grant funding for parks and recreation in the State of Washington is the Recreation and Conservation Office (RCO). Previously known as the Interagency Committee for Outdoor Recreation (IAC), the RCO oversees parks and recreation planning throughout the state. Through its grant program and ongoing planning activities, RCO seeks to enhance and maintain statewide opportunities for recreation, aims to protect the best of the state's wild lands, and contributes to the State's efforts to recover threatened and endangered salmon species. RCO supports five boards to achieve its mission:

- Recreation and Conservation Funding Board (RCFB)
- Salmon Recovery Funding Board (SRFB)
- Forum on Monitoring Salmon Recovery and Watershed Health
- Washington Biodiversity Council
- Invasive Species Council

Together, these State boards provide leadership, funding, and technical assistance to help communities, such as Duvall, plan for and implement a variety of parks and recreation projects. These projects may include trails, playfields, and other park facilities. In addition, these State boards also help protect and restore the State's important habitats and biological heritage through open space protection and conservation. The RCO currently manages ten grant programs and these State boards collectively distribute over \$50 million in grants throughout the state.

#### Countywide Planning Policies

The King County Countywide Planning Policies require the identification and protection of local open space in comprehensive plans. The Community Character and Open Space chapter of the King County Comprehensive Plan includes a requirement that all jurisdictions shall identify, establish and protect recreational, open space and environmentally sensitive areas. This requirement encourages policies that establish programs that contribute to the protection and stewardship of open space lands and corridors.

#### **Park Planning Process**

Building on past park and recreation planning efforts by the City, the PTOS Plan was prepared in 2008 to provide a long-term vision for Duvall's park, trail and open space resources. The PTOS Plan analyzed the current system of parks, trails, and open space, identified park and recreation needs in the community, and recommended a future system of parks, trails, and open space for the next 20 years.

The PTOS Plan was developed over a year-long planning process that included the gathering of key information, defining public demand through a public input process and a statistically valid survey, analyzing existing and future parks, trails, and open space needs, and defining recommended improvements. A thorough analysis was undertaken to objectively identify existing and future levels of service and resulting gaps in service related to parks, trails and open space for the next 20 years in Duvall. A public input process helped validate and refine identified needs in the community.

## **Public Involvement**

A public involvement program was used during the preparation of the PTOS Plan to validate and refine existing and future parks, trails, and open space needs in Duvall. Several public involvement exercises were used to gather information, analyze recreation needs and priorities, and assess recreation demand.

A Parks Advisory Committee was formed in early 2008 to make decisions during the preparation of the PTOS Plan and to help plan for the public involvement activities. The Parks Advisory Committee included staff from the City of Duvall Public Works Department, Planning Department, and Economic Development Department, a representative from the Duvall Planning Commission, and a member of the City Council.

In early 2008, a variety of local and regional stakeholder groups with interest in parks, recreation, trails and open space were invited to participate in a series of stakeholder engagement meetings. Park planners gathered information regarding the specific needs and desires of participating groups as the groups gave feedback about priorities for parks, trails and open space development. These responses were used to help frame questions for a resident survey and ideas were carried forward into the development of the PTOS Plan.

In March 2008, the City held a public meeting to elicit ideas regarding parks, trails and open space needs in Duvall. Participants were provided background on the planning and analysis process, and were asked to provide suggestions and priorities for parks, trails and open space in Duvall. Many of the ideas were carried forward into the PTOS Plan.

A statistically valid area resident survey was conducted in May and June 2008. The survey was used to gather information about city residents' needs and demand for existing and future parks, trails, recreation facilities, and open space. Of a random sample of 600 city and urban growth area residents, 327 completed surveys, and these responses helped define overall recreation needs for the community.

Public input was solicited over several months and included several workshops involving stakeholder groups, the general public, the Planning Commission, and City Council. Additionally, drafts of the PTOS Plan were posted on the city's website for public review and post cards were mailed to survey respondents and workshop attendees inviting them to comment on the plan. Articles and public notices were published in the River Current, the City's paper of record. Public hearings were held before the Planning Commission and City Council in December 2008, January 2009 and February 2009, providing further opportunity for public input.

## **Parks Inventory**

The City of Duvall owns and maintains several parks and open space areas in the city that provide a variety of recreational opportunities for Duvall citizens. Table P-1 presents a summary of existing park and open space resources in Duvall. Figure P-1 depicts the location of these parks and open space areas, owned by both the City of Duvall and other entities. Figure P-2 shows the location of trails and sidewalks in Duvall.

The PTOS Plan identifies several types of park and recreation facilities in Duvall. They are described as follows:

### Pocket Parks

Pocket parks are typically small areas used to provide specific recreation opportunities (e.g., a playground, benches, etc.) for a local population with limited or no convenient access to larger parks (neighborhood, community, etc.). Pocket parks are generally accessed by foot (or other non-motorized means of travel) and do not have designated parking. Pocket parks are generally

up to one acre in size.

Neighborhood Parks

Neighborhood parks are generally considered the basic unit of a park system. These parks provide a variety of recreation opportunities for people living within a ¼ - ½ mile radius of the park that is uninterrupted by a barrier, such as a major road or topographic feature. Neighborhood parks may include landscaped and/or open space areas, but tend to provide developed recreation facilities (e.g. single ball field, single court, in-park trails, picnic areas, etc.). Neighborhood parks include designated parking. These parks tend to be 1 to 10 acres in size.

Community Parks

Community parks serve a broader purpose and population base compared to neighborhood parks. These parks may meet both developed (i.e., constructed) recreation, as well as open space needs. Community parks are meant to provide recreation opportunities to people living within a ½ mile radius and typically have designated parking for users, although non-motorized access and connections are encouraged. The level of development in a community park may range from light use (e.g., single-use soft surface trails, picnic sites, and non-delineated play fields, etc.) to high (e.g., multiple delineated ball fields, multiple sports courts, paved trails, group picnic shelters, etc.). Community parks may include special recreation facility features, such as a boat launch, ice rink, or swimming pool. These parks tend to be 10 to 50 acres in size, but can be smaller if the park supplies a community recreation need.

Trails

In general, a trail is a land or water corridor that provides recreational, aesthetic, transportation, or educational opportunities to motorized or non-motorized users of all ages and abilities. Types of trails include local trails and regional trails. Local trails are in-park trails (single or multi-purpose hard surface trails) that emphasize safe travel between parks or other community features. Regional trails are single or multi-purpose hard or soft surface trails that cross community boundaries and connect significant regional destinations.

Open Space

Open space areas tend to be set aside for the preservation of natural/significant resources, remnant landscapes, or as visual buffers. These areas may also serve important ecological functions that would be lost in more highly developed park environments. While recreation use is not necessarily precluded in open space areas, appropriate uses tend to be limited to those activities that do not require highly developed facilities (e.g. bird watching, nature appreciation, walking/hiking, etc.). Open space lands can be managed for their natural or visual resource values.

Special Use

Special uses are those facilities or areas with historic or cultural significance to the community. They can serve the local population or provide a regional draw. A prime example found in Duvall is the Dougherty Farmstead.

*Table P-1: Inventory of Existing City-Owned Parks and Open Space*

Park/Open Space	Location	Acres	Facilities and Function
<b>POCKET PARKS</b>			
Lake Rasmussen Park	End of 4th Avenue NE and NE Cherry Street	1.67 (developed); 6.11 (open space)	<ul style="list-style-type: none"> <li>• Picnic area</li> <li>• Adjacent open space</li> </ul>

<b>Park/Open Space</b>	<b>Location</b>	<b>Acres</b>	<b>Facilities and Function</b>
278 <sup>th</sup> Ave. Sports Court	278th Avenue NE and NE 152nd Street	.50	<ul style="list-style-type: none"> <li>• Basketball Court</li> </ul>
Fox Hollow	27727 NE 146th Way	.77	<ul style="list-style-type: none"> <li>• Playground</li> <li>• Sport court</li> </ul>
Judd Park (Central Park)	NE 150th Street and 275th Avenue NE	.50	<ul style="list-style-type: none"> <li>• Playground</li> <li>• Picnic area</li> </ul>
Skyline Heights*	26600 NE 143rd Pl.	0.18	<ul style="list-style-type: none"> <li>• Playground</li> </ul>
Hix Park	282nd Avenue NE near NE 147th Place	.40	<ul style="list-style-type: none"> <li>• Playground</li> <li>• Picnic area</li> </ul>
<b>NEIGHBORHOOD PARKS</b>			
Taylor Park	NE Park Street and 1st Avenue NE	9.0	<ul style="list-style-type: none"> <li>• Basketball Court (1/2)</li> <li>• Picnic Areas</li> <li>• Playground</li> <li>• Trail</li> <li>• Natural Area</li> </ul>
<b>COMMUNITY PARKS</b>			
McCormick Park	Extends from NE Stella Street to south of NE 143 <sup>rd</sup> Avenue	63.24	<ul style="list-style-type: none"> <li>• Picnic Areas</li> <li>• Shoreline access</li> <li>• Trail</li> <li>• Summer Stage</li> <li>• Grass fields</li> </ul>
Big Rock Ball fields	Off NE Big Rock Road	9.77	<ul style="list-style-type: none"> <li>• Skate Park</li> <li>• Baseball/Softball Fields (2)</li> <li>• Soccer Field</li> </ul>
Taylor's Landing	Off of 203 at NE Woodinville-Duvall Road	2.24	<ul style="list-style-type: none"> <li>• Boat Launch</li> <li>• Playground</li> <li>• Picnic Area</li> <li>• Access to regional trail</li> <li>• Access to Community Car-Park</li> </ul>
<b>SPECIAL USE</b>			
Dougherty Farmstead	26526 NE Cherry Valley Road	21.3	<ul style="list-style-type: none"> <li>• Historic Farmstead</li> <li>• Interpretation exhibits</li> <li>• Community garden</li> <li>• Possibility of agriculture use</li> </ul>
<b>OPEN SPACE</b>			
Duvall Open Space	North of Taylor's Ridge subdivision	61.8	<ul style="list-style-type: none"> <li>• Open Space</li> </ul>
Old Duvall Water Tank Site	East end of Virginia Street	2.7	<ul style="list-style-type: none"> <li>• Open Space</li> </ul>
4th Avenue Open Space	Cherry Valley Road at 3rd Avenue NE	3.3	<ul style="list-style-type: none"> <li>• Open Space</li> </ul>
Big Rock Open Space	Old Big Rock Road at Hwy 203	.5	<ul style="list-style-type: none"> <li>• Open Space</li> </ul>

<b>Park/Open Space</b>	<b>Location</b>	<b>Acres</b>	<b>Facilities and Function</b>
Alva Miller Park	End of 277 <sup>th</sup> Place	1.9	<ul style="list-style-type: none"> <li>Undeveloped neighborhood park</li> </ul>
Coe Clemons Creek Corridor	15002 Main Street NE	1.78 acres	<ul style="list-style-type: none"> <li>Open Space</li> </ul>
Francis Duvall historical site	Intersection of Riverside Avenue, Cherry Street and Railroad Avenue	.01	<ul style="list-style-type: none"> <li>Unimproved urban parcel with historic attributes</li> </ul>
<b>OPEN SPACE -- NATURAL OR SENSITIVE AREA</b>			
Sensitive Area Lands	Scattered throughout the city	26.1	<ul style="list-style-type: none"> <li>Open space (natural)</li> </ul>
<b>TRAILS</b>			
There are currently no dedicated trails that are owned and operated by the City.			

*Source: City of Duvall 2008 (unpublished).*

*\* Currently homeowners association maintained.*

In addition to the City-owned properties listed in Table P-1, other public recreation providers and the Riverview School District No. 407 operate parks, recreation facilities and trails in and around Duvall. These facilities are listed below in Table P-2. In combination, these facilities provide residents with a variety of park, recreation, and open space opportunities.

Table P-2: Inventory of Existing Non-City Operated Park and Trail Facilities

<b>Park/Open Space</b>	<b>Location</b>	<b>Acres</b>	<b>Facilities and Function</b>
<b>PRIVATELY OWNED POCKET PARKS</b>			
Arborwood Tract	273rd Drive NE and NE 152nd Street	0.30	<ul style="list-style-type: none"> <li>• Open Space</li> </ul>
Taylor’s Ridge Tot Lot	277 <sup>th</sup> Avenue NE	0.19	<ul style="list-style-type: none"> <li>• Playground</li> </ul>
Tuscany Hills	267th Court NE	0.54	<ul style="list-style-type: none"> <li>• Playground</li> </ul>
<b>KING COUNTY RECREATION FACILITIES</b>			
Duvall Park	NE 138th & Carnation-Duvall Road	24.20	<ul style="list-style-type: none"> <li>• Soccer Field</li> <li>• Picnic Area</li> <li>• Casual Play Field</li> <li>• Trail Access</li> </ul>
Snoqualmie Valley Trail	203 at NE Woodinville-Duvall Road	33 miles	<ul style="list-style-type: none"> <li>• Regional Trail</li> </ul>
Tolt Pipeline Trail	Big Rock Road near 291 <sup>st</sup> Avenue NE	36 miles	<ul style="list-style-type: none"> <li>• Regional Trail</li> </ul>
<b>RIVERVIEW SCHOOL DISTRICT RECREATION FACILITIES</b>			
Cedarcrest High School	29000 NE 150th Street		<ul style="list-style-type: none"> <li>• Baseball/Softball Fields (2)</li> <li>• Football Facility</li> <li>• Soccer Field</li> <li>• Track</li> <li>• Indoor meeting areas</li> </ul>
Eagle Rock Multi Age Program / Riverview K-5 Multi-Age Program	29300 NE 150th Street		<ul style="list-style-type: none"> <li>• Playground</li> <li>• Basketball Court</li> </ul>
Cherry Valley Elementary	26701 NE Cherry Valley Road		<ul style="list-style-type: none"> <li>• Playground</li> <li>• Casual Play Field</li> <li>• Tennis Courts (public and city owned)</li> <li>• Indoor Commons Area</li> </ul>

Source: City of Duvall 2008 (unpublished).

Figure P-1

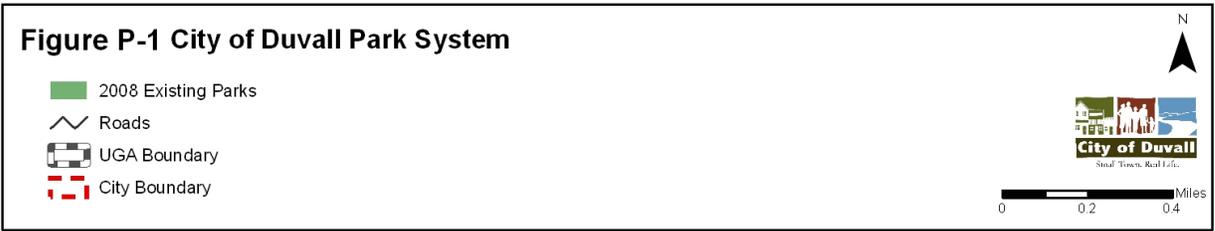
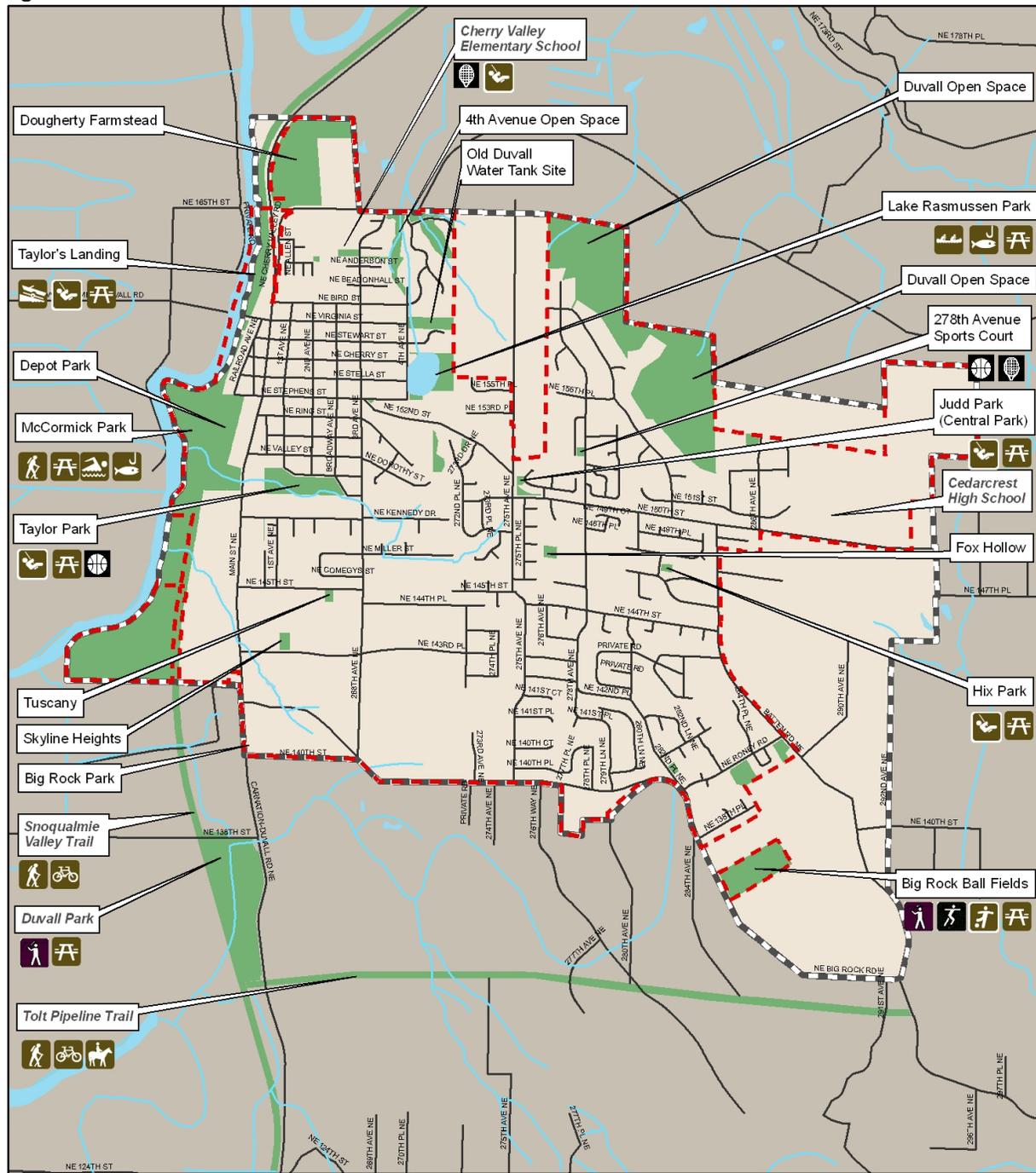
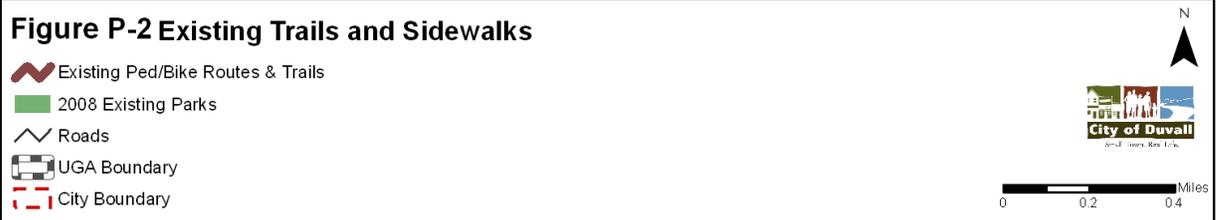
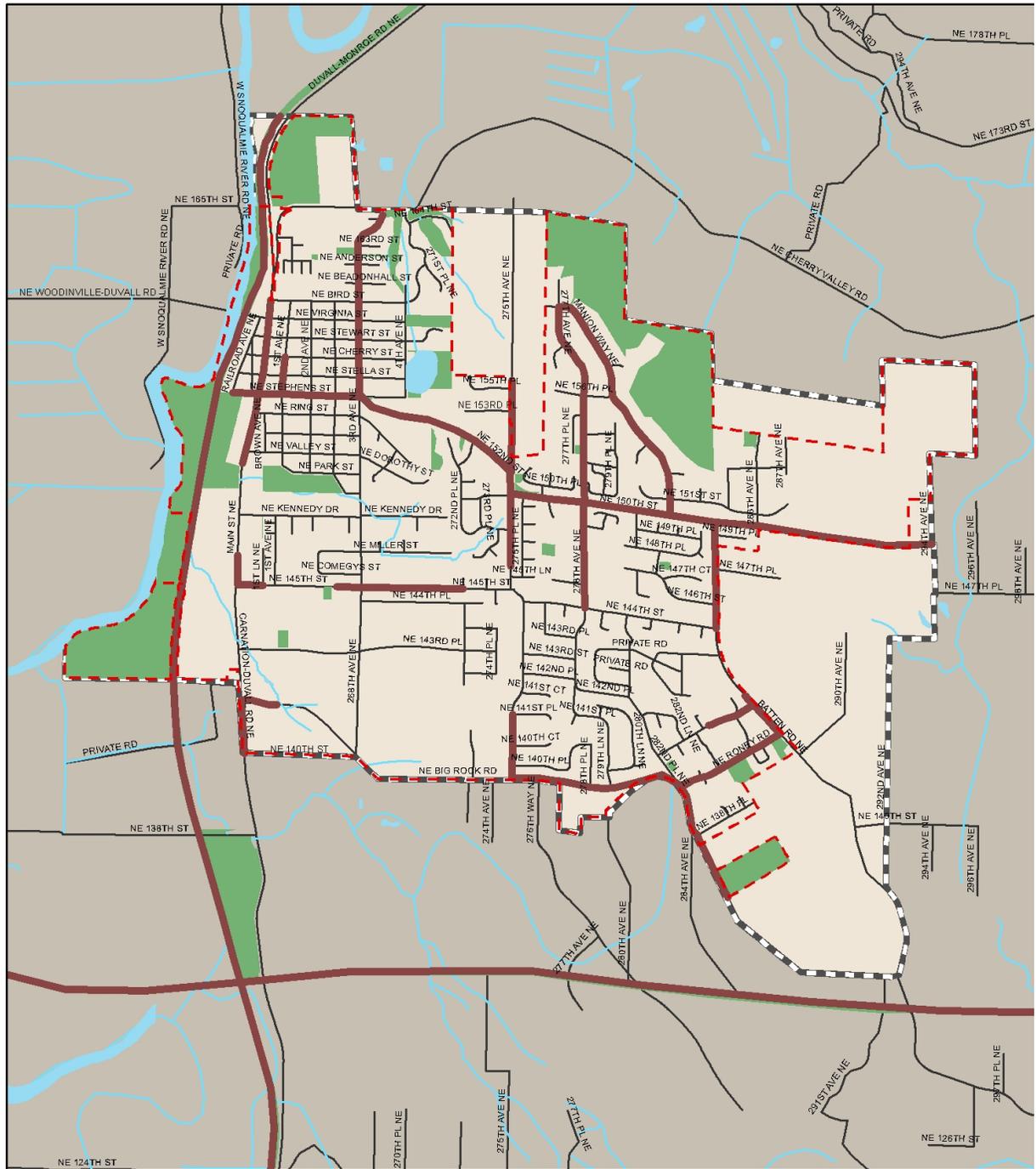


Figure P-2



### **Demand and Need Analysis**

Demand and needs were estimated based on two sources: (1) existing sources of statewide and regional population/demographic trends and recreation participation estimates and demand, and (2) a resident household survey that was completed during the development of the PTOS Long Range Plan. State and regional participation data indicate a general need for park, trail and recreation facilities and provides justification for building certain facilities to meet this demand. The RCO recently completed a statewide survey of recreation participation (RCO 2007), which indicates participation rates for specific regions, as well as the state overall. A brief summary of recreation activity participation and demand includes the following:

- Demand for recreation facilities is typically linked to existing participation rates. For recreation activities in the King County Region that currently experience higher participation rates, a corresponding higher level of demand can be anticipated in the future compared to activities with lower participation rates.
- Several of the most popular activities (e.g., walking with and without a pet, sightseeing, and bicycle riding) in the King County Region are not always facility-dependent (i.e., they do not require specialized facilities). However, these types of activities can often be facilitated and/or enhanced with a network of on- and off-street trails that link important community features.
- In general, the participation rate of most outdoor recreation activities is anticipated to increase in the future. This will likely increase demand for certain types of facilities and experiences in Duvall.
- Recreation activity demand and participation trends change over time, sometimes in unexpected ways. As such, activities and participation rates should be monitored periodically to determine if changes in the City's management strategy, including the types and quantities of recreation facilities, are necessary. A strategically planned yet flexible parks, trails and open space system can often be modified to accommodate both anticipated and unanticipated future changes.

To assist in the development of the PTOS Plan, the City conducted a resident household survey in May and June 2008. The goal of this survey was to collect information from households within the City Limits and the City's Urban Growth Area (UGA) that could be used to help understand residents' use of and preferences for parks, trails and open space. The survey examined recreation activity participation rates and identified park, trail and open space demand in Duvall.

The resident survey clarified recreation trends and gathered recreation use information for Duvall residents (see PTOS Plan for full results). Overall conclusions from information gathered during the resident household survey included:

- Parks, trails, and open space areas are very important to Duvall residents;
- There is broad support for new/improved trails and/or a trail system in the city;
- There is broad support for an aquatic center or swimming pool;
- Most households are willing to help pay for needed park/trail/open space improvements; and
- Most households support the creation of a new parks and recreation district that would include other Snoqualmie Valley cities.

### **City of Duvall – 10-Year Demand Summary**

Per RCW 36.70A.070(8), the park and recreation element of a comprehensive plan should provide, "estimates of park and recreation demand for at least a ten-year period." The City of Duvall's Parks, Trails, and Open Space (PTOS) Plan provides a detailed assessment of

recreation demand for the next 20 years (as opposed to the RCW-required minimum of 10 years) based on demographic trends, regional and statewide recreation participation trends, and a recent household survey that was completed as a component of the development of the PTOS plan. While some information from the Demand Section of the PTOS is repeated here, the summary below specifically identifies demand that can be attributed to the first 10-year timeframe (through 2018) of the 20-year planning horizon.

### **10-Year Demand for Parks, Trails, and Open Space**

In 2008, the estimated population of Duvall was approximately 5,925 (OFM 2008). Since 1990, the population has more than doubled and is expected to continue to increase in the next 10 years (City of Duvall 2006 and 2008, OFM 2006-2008).

State and regional participation data indicate the general need for parks, trails, and recreation facilities and provide justification for building certain facilities to meet this demand. The RCO recently completed a statewide survey of recreation participation (RCO 2007), which indicates participation rates for specific regions, as well as the state overall. The top 10 activities (based on participation rates) in King County (RCO 2007) include the following (listed from 1 through 10):

- Walking without a pet
- Picnic, BBQ, or cookout
- Sightseeing
- Bicycle riding
- Social event
- Walking with a pet
- Observe/photograph wildlife or nature
- Playground activities
- Aerobics/fitness activities at a facility
- Swimming in a pool

The *Duvall Household Survey* examined recreation activity participation information and identified needs and demand for parks, trails, and open space, but did not delineate a 10-year planning timeframe for recreation needs and demand. The top 10 activities (based on current participation) in Duvall according to the *Duvall Household Survey* include the following (listed from 1 through 10):

- Walking
- Bike riding
- Using playground equipment
- Walking with a dog
- Picnicking
- Observing nature/wildlife
- Hiking
- Running/jogging
- Soccer
- Baseball

In addition to providing current estimates of recreation participation rates, the RCO previously developed estimates of future participation rates for popular outdoor recreation activities in the state, including some that are likely to occur at City facilities and use areas (IAC 2003). Adjusted for the 10-year planning timeframe, the following activities will increase by the indicated percentage by 2018:

- Walking – 29 percent

- Nature activities – 30 percent
- Picnicking – 26 percent
- Bicycle riding – 24 percent
- Hiking – 15 percent
- Sightseeing – 15 percent
- Team and individual sports – 9 percent

**Table P-3 below summarizes the ten year demand for parks based on the City of Duvall’s level of service.**

<b>Recreation Facility Type</b>	<b>City of Duvall New Parks LOS Standards</b>	<b>10 year demand for parks /facilities</b>
<b>Neighborhood (acres)</b>	2 acres per 1,000 people	19.5 acres
<b>Community (acres)</b>	8 acres per 1,000 people	78.4 acres
<b>Trails (miles)</b>	0.5 miles per 1,000 people	4.9 miles
<b>Baseball/Softball</b>	1 per 5,000 people	2
<b>Football/Soccer</b>	1 per 10,000 people	1
<b>Tennis Courts</b>	1 per 2,000 people	4.9
<b>Basketball Courts</b>	1 per 5,000 people	2
<b>Playgrounds</b>	1 per 3,000 people	3.3

The ten year demand analysis assumes a population of 9,794 residents by the year 2018 based on the 2008 Housing and TAZ Capacity Analysis.

**Park and Recreation Facility Service Area**

Park and recreation facilities within the Duvall planning area serve four park and recreation service areas and user groups:

- Residents and area within the Duvall City Limits;
- Residents and area within the unincorporated UGA surrounding Duvall;
- A regional and tourist service area comprised of residents of the eastern portion of King County’s Department of Parks and Recreation service area; and
- Visitors who travel to Duvall to gain access to the Snoqualmie Valley and Tolt Pipeline Trails.

Park and recreation facilities within Duvall serve both the residents of Duvall and the immediate unincorporated area surrounding Duvall including the Duvall UGA.

**Level of Service (LOS) Standards**

Level of service (LOS) standards are commonly used to measure the amount and quality of a public service or facility that should be provided to meet a community’s adopted goals or standards. In park, recreation, trail and open space planning, local jurisdictions establish the number and type of park facilities, trails, and open space resources that are necessary to adequately serve the needs of their citizens. LOS standards allow jurisdictions to measure progress toward meeting established targets over time. By periodically comparing current levels of performance with established LOS standards, a community can determine if it is (or is not) progressing toward their goals.

Until recently, the primary method for determining LOS standards was based on the National Recreation and Park Association (NRPA) methodology, which establishes a per capita ratio of park facilities to the population being served. For example, the NRPA LOS standard for neighborhood parks is 2 acres/1000 population.

A newer methodology has been developed by the State Recreation Conservation Office (RCO). This approach relies upon spatial analysis to determine where there are gaps in the geographic distribution of parks and open spaces by looking at the concentration of population around existing facilities.

Duvall employed both methodologies to identify levels of service metrics used to determine future park and recreation needs. As noted above, the spatial analysis indicated where deficiencies exist in the system, and the per capita ratios identify the number of acres needed for each park type to maintain levels of service as the community grows.

**Table P-4. City of Duvall Parks and Recreation Existing Population Ratio LOS.**

Recreation Facility Type	Current LOS Provided by Existing Facilities	NRPA Recommended Standards
Neighborhood (acres)	1.5 acres per 1,000 people	2 acres per 1,000 people
Community (acres)	12.7 acres per 1,000 people	8 acres per 1,000 people
Trails (miles)	0.3 miles per 1,000 people	0.5 miles per 1,000 people
Baseball/Softball	1.8 per 5,000 people	1 per 5,000 people
Football/Soccer	1.8 per 10,000 people	1 per 10,000 people
Tennis Courts	0.4 per 2,000 people	1 per 2,000 people
Basketball Courts	1.8 per 5,000 people	1 per 5,000 people
Playgrounds	2.1 per 3,000 people	1 per 3,000 people

**Table P-5. City of Duvall Parks and Recreation LOS Standards.**

Park Type	LOS Standard
Pocket	1/4 mile (5-minute walk) to a pocket park
Neighborhood	1/3 mile (10-minute walk) to a neighborhood park
Community	¾ miles (5-minute bike ride) to a community park
Regional	No recommended LOS radii (City is not expected to provide regional parks)
Non-Motorized Trails	Continuous network of sidewalks and trails throughout the city

*Source: RCO 2007; City of Duvall 2008 (unpublished).*

**The City of Duvall hereby adopts the level of service standards set forth in Tables P-4 and P-5. A more detailed analysis of level of service standards is located in the Parks, Trails, and Open Space Plan.**

**Capital Improvement Plan**

Table P-5 presents a summary of proposed long-term park and trail development and improvement projects for the next 20 years. Figure P-3 shows the location of the projects. These

projects are the result of the overall PTOS Plan study effort that included a LOS analysis and input from the public. These improvements would be implemented over 20 years in three phases.

Table P-6: Capital Improvement Plan

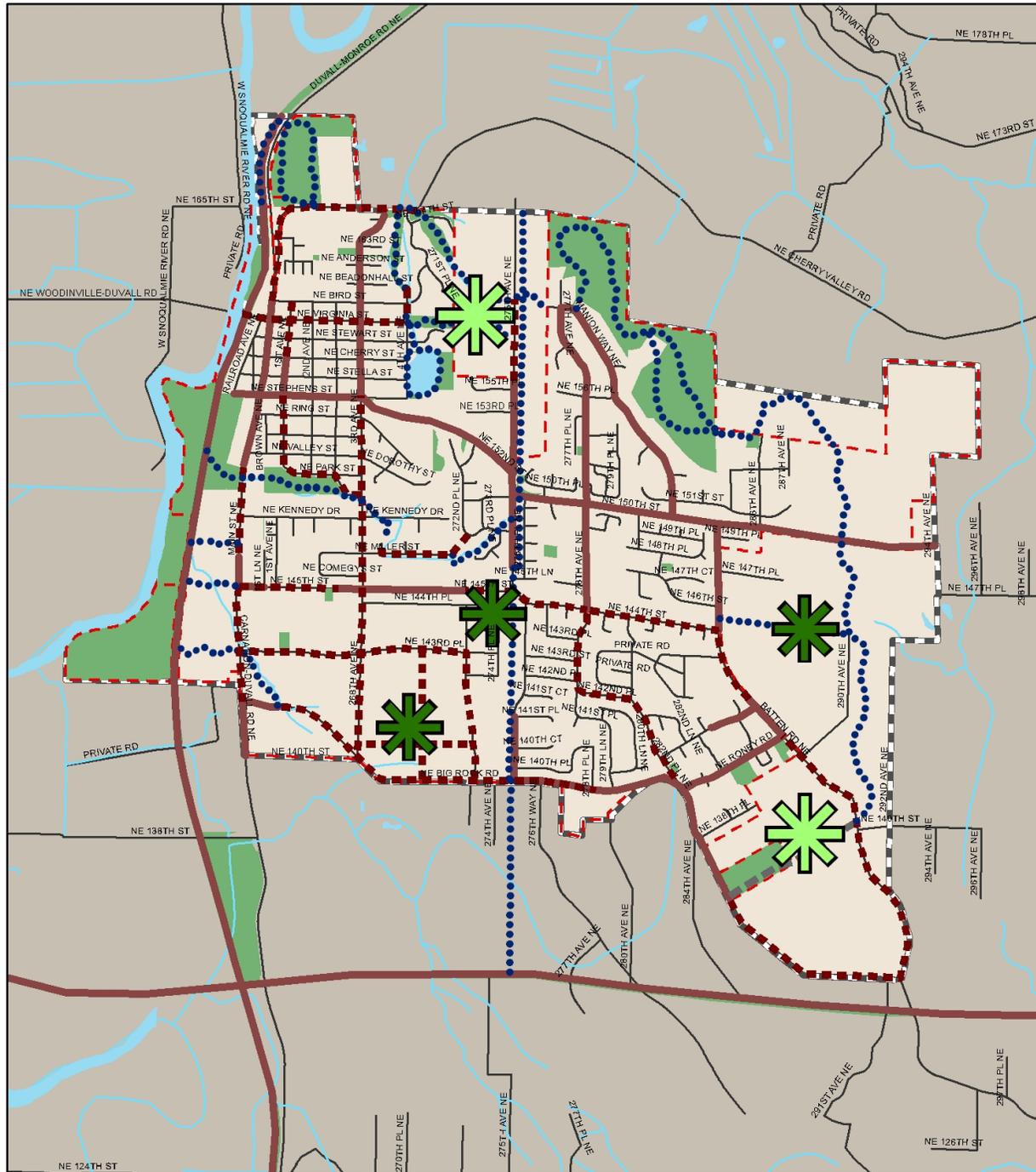
Project Description	Phase I	Phase II	Phase III
	2009 – 2014	2015 - 2020	2021 - 2028
<b>Phase I</b>			
Neighborhood Park 1, South of NE 145 <sup>th</sup> Street (approximately 3 acres); Medium level development	\$1,019,696		
Neighborhood Park 2, South of NE 145 <sup>th</sup> Street (approximately 3 acres); Medium level development <sup>1</sup>	\$2,069,696		
Construction of soft surface trails	\$230,000		
Improvements at Big Rock Ball fields including utilities, stormwater, nighttime lighting, restrooms. Install a playground area	\$500,000		
Restore restroom facilities, improve lighting and traffic safety measures at Taylor Park	\$350,000		
Improve basketball court at Taylor Park	\$20,000		
Add picnic shelters/shade covers over 1/2 the picnic tables at McCormick Park, Big Rock Ball fields, Taylor Park (7 tables)	\$15,000		
Improve internal walking trails within McCormick Park, and Taylor Park	\$15,000		
New play structure and general improvements to Hix Park.	\$75,000		
New park signage and way-finding markers; Interpretation and education signs and kiosks	\$100,000		
<b>PHASE I TOTAL</b>	<b>\$4,394,392</b>		
<b>Phase II</b>			
Community Park 1, North Island UGA, Acquisition (approximately 10 acres)		\$3,500,000	
Community Park 1, North Island UGA, Construction (approximately 10 acres); Medium level development		\$3,092,760	
Construction of soft surface trails		\$472,000	
Permanent stage at McCormick Park (if feasible)		\$350,000	
McCormick Park enhancements (internal walking trails, wetland enhancements, dog park); Signage and direction to McCormick Park from Old Town, especially at Stephens Street		\$600,000	
Develop a restroom at Taylor's Landing; upgrade playground equipment; renovate the entrance		\$650,000	

City of Duvall Parks and Recreation Element

Enhance tennis courts at Cherry Valley elementary school. Add lighting to the courts		\$35,000	
Add public art pieces to parks and sidewalks where appropriate and throughout the community		\$150,000	
Add street trees throughout the city		TBD	
<b>PHASE II TOTAL</b>		<b>\$8,849,760</b>	
<b>Phase III</b>			
Neighborhood Park 3, East UGA, Acquisition (6 acres)			\$2,100,000
Neighborhood Park 3, East UGA, Construction (6 acres); High level development			\$1,834,747
Community Park 2, expansion of Big Rock Ball Fields, acquisition (8 acres)			\$2,800,000
Community Park 2, expansion of Big Rock Ball Fields, Construction (8 acres) ; High level development			\$3,153,744
Construction of soft surface trails			\$463,000
Construction of hard surface trails			\$112,000
Renovate Depot building and add restrooms, meeting rooms and concessions; Install low-level lighting in parking areas			\$600,000
Civic park/plaza in Old Town/Riverside Village redevelopment area			\$1,000,000
Add park furnishings, additional parking and improve the outbuildings at Dougherty Farmstead			\$700,000
Construct a footbridge, install a dock for public use and enhance the play area and plantings at Lake Rasmussen			\$250,000
Park improvements to Big Rock Park including landscaping, holiday display, etc.			\$100,000
<b>PHASE III TOTAL</b>			<b>\$13,113,491</b>
<b>TOTAL CIP EXPENDITURES</b>	<b>\$4,394,392</b>	<b>\$8,849,760</b>	<b>\$13,113,491</b>

1. Costs are in June 2008 dollars.
2. Costs are for labor and materials and also include:
  - a. Design and engineering costs (15% of construction cost)
  - b. Contractor overhead, taxes, contractor mobilization/demobilization costs, and profit (20% of construction cost)
  - c. Utility connections on site
  - d. Land use and construction permitting, and environmental study costs
3. Costs DO NOT INCLUDE:
  - a. Utility (sewer, water, and electricity) infrastructure outside of park boundaries
  - b. Operations and maintenance costs
  - c. Level of finish or quality, the efficiency of the design, and the complexity of the site work (slopes, critical areas, access).

Figure P-3: 20 year Park System Plan



## **Paying for Parks**

City of Duvall revenue is obtained from a combination of taxes, license and permit fees, state and federal grants, user service charges, fines and forfeits, miscellaneous interest earnings and sales, and pass-through federal revenue sharing monies. Major funding sources for park and recreation facilities can include property taxes, general obligation bonds, real estate excise taxes, grants, and pass-through monies. The City also collects a park impact fee of a specified dollar amount from developers for each residential unit constructed.

## **Potential Revenue Sources**

Some of the potential funding sources for new park and recreation development in Duvall may include the following:

Park Impact Fees – Park impact fees are typically collected when a new residential development is constructed (to provide for recreational opportunities for new residents of the development). The City of Duvall currently charges an impact fee for each new residential unit built in the city. Impact fees may be spent only on system improvements needed to serve new growth and development.

User/Concession Fees – User fees (e.g., daily, league, seasonal, annual, and/or resident fees, among others) are typically charged for use of park and recreation facilities. Concession fees are collected from private businesses (concessionaires) who operate recreation-support services (e.g., food/beverage stands, equipment rentals, etc.) at park and recreation facilities. User and/or concession fees may be used to purchase land, develop, operate, and maintain facilities.

Special Use Agreements — Special use agreements are encouraged such as property agreements that could be used instead of property purchases to secure public use rights for land or property at no cost or for a nominal fee. This is particularly beneficial where public use is of benefit to the private landowner. Some forms of special use agreements can provide favorable tax benefits if the use agreement can be shown to have an assigned value.

Public-Private Partnerships – Public-private partnerships are typically defined as cooperative ventures between the public and private sectors (e.g., corporations, non-profit organizations, citizen groups, etc.). For park and recreation departments, public-private partnerships may include corporate sponsorships, staffing, and/or facility management, among others.

Public/Private Service Contracts — Private market skills and capital may be employed in a variety of ways including the use of public/privates service contracts where a private party can be contracted to operate and maintain a facilitate for a fixed fee cost. Service contracts can be very efficient where the activities are small, scattered in location, seasonal, expert or experimental. Service contracts are also relatively easy to initiate or terminate if the area demand fails to provide sufficient use or revenue to justify continued operation. Service contracts may be flexible and can include agreements with the school district or local user groups who can or would be interested in sustaining the activity on a subsidized or sweat-equity basis in exchange for the facility.

Public/Private Concessions – Cities may lease a portion of a site or facility to a private party in exchange for a fixed fee or a percentage of gross receipts. The private operator assumes operation and maintenance responsibilities and costs in exchange for a profit. A city's portion of the profits may be used to help pay facility development costs at the same of for similar facility developments. Concessions can save the City considerable monies where the activities are specialized, seasonal, experimental or unproven. Concessions can be easily initiated, provide direct user benefit/cost reimbursements and relieve the city of a capital risk should market or user interest fail to materialize to a least break-even levels.

Public/Private Joint Development Ventures – Cities may enter into an agreement with a private or public developer to jointly own or lease land for an extended period of time to allow the development, operation and maintenance of a major recreational facility or activity in exchange for a fixed lease cost or a percentage of gross receipts. A developer would assume development and operations and maintenance responsibilities and related costs and all of the market risk in exchange for a market opportunity providing a profitable return, which may or may not otherwise be available. A city would realize the desired development of a facility, which may or may not be realized otherwise, in exchange for a low minimum capital return and little or no capital risk.

Joint development agreements represent an ultimate benefit/cost resolution which may also provide public revenue which a city could use for other development opportunities.

Land Leases – There are instances where an activity is so specialized in appeal, or has a service area so broad in scope, that it cannot be equitably financed using general public funds. Specialized user groups may be provided options for developing and/or maintaining specific recreation facilities in ways that provide an equitable distribution of public and private costs. User groups or clubs may assume the responsibility for the development and/or operation and maintenance of a facility. User groups or clubs may provide volunteer help. Land lease agreements may also be used to accommodate organized athletics such as soccer, baseball, football, softball and rugby; or unique, specialized facilities like horse stables or equestrian centers.

Taxation –

*Special Improvement Districts (SID)* – Funds for these districts may be generated through property tax assessments and/or financed through bonds. These funds may be used for specific projects or improvements to parkland. This type of district is often created as part of a subdivision process.

*General Obligation Bonds* – General obligation bonds may be used to generate funds for use in acquiring land, improving/enhancing existing facilities, and developing new park facilities. Bonds often enable a city to utilize local funds to match state and federal grant funding and are one of the most common funding sources for new and/or improved park and recreation facilities.

Sales Tax – Funds from increased sales and local option taxes can be used to fund park and recreation improvements and for land acquisition.

Real Estate Excise Tax (REET) – The State of Washington is authorized to levy a real estate excise tax on all sales of real estate, measured by the full selling price, including the amount of any liens, mortgages and other debts given to secure the purchase at a rate of 1.28 percent (RCW 82.45.060). A locally-imposed tax may also be authorized. All cities may levy a quarter percent tax (described as "the first quarter percent of the real estate excise tax" or "REET 1") (RCW 82.46.010). Cities that are conducting planning under GMA also have the authority to levy a second quarter percent tax (known as "REET 2") (RCW 82.46.035(2)).

Grants – There are a substantial number of park and recreation-specific grant opportunities available to local communities. However, funding for these grants changes on an annual basis, based on state and federal budgets. Most grants require a local funding match. In Washington, many grants are administered by the RCO.

Donations - Donations to municipalities may provide tax deductions equivalent to 501(c)3 corporations. Life estates and reverse mortgages are examples of other donation strategies that may help fund park and recreation facilities.

## **Funding Strategies**

In considering various park and recreation revenue sources as described above, funding sources should generally be matched to specific needs in order to avoid duplication and to take advantage of each fund's specific possibilities. For example, specific funding strategies may include:

Park and Recreation Program Services - Individual user fees and charges should generally be used to help finance recreation programs or services to the maximum extent practicable to provide cost/benefit equities and efficiencies. General funds may be used to help cover situations where fees cannot be readily collected, as in most special events; or where fees do not cover all operating costs of a program or service.

Facility Operation, Maintenance and Minor Construction - General funds should generally be used to help fund the operations and maintenance costs for park facilities and recreation activities that cannot be financed by user fees and charges, or be financed with other funding methods. General funds are flexible and can be adjusted to meet annual programming variations or priorities.

Facility Development - Capital improvements, including property acquisition, can be funded through the general fund, real estate excise taxes, park impact fees, or other funding sources as discussed above.

## **Goals and Policies**

Park, trail, and open space values and priorities in Duvall are expressed in the following goals and policies that are defined in seven categories:

1. Provide recreation opportunities for all ages and interest groups;
2. Effectively and efficiently develop, manage and maintain park, recreation, trails and open space resources;
3. Protect and preserve significant natural resource areas and features;
4. Preserve and enhance cultural and historical resources within Duvall;
5. Develop a high quality system of multi-purpose trails and corridors that connect environmental features, public facilities, schools, neighborhoods, and business districts;
6. Promote community health and quality of life; and
7. Promote interpretation and education programs in the parks, trails and open space system.
8. Implement and update the 2008 Park, Trail, and Open Space Plan.
9. Establish balanced and consistent funding sources for implementing the goals, policies, and projects of the Comprehensive Plan and the Park, Trail, and Open Space Plan.

Goals and policies for each of these seven categories are provided below.

**Goal 1: Provide recreation opportunities for all ages and interest groups (e.g. recreation user groups, school groups, religious groups, seniors, etc.).**

### ***Policies***

- 1.1 Support the development of a park network with a broad range of recreational opportunities that extends to all neighborhoods and serves residents of all ages.
- 1.2 Encourage the development of a diverse system of active (e.g. sports playfields, skate parks, playgrounds, etc.) and passive (e.g. open space corridors, wildlife preserves, etc.) parks, facilities, trails and open spaces.
- 1.3 Cooperate with other public and private agencies and landowners to acquire and preserve additional waterfront access for recreational activities and pursuits.
- 1.4 Pursue the acquisition of additional property for the expansion of existing recreation facilities, including those that are heavily used and highly regarded.
- 1.5 Provide appropriate support facilities, such as restrooms, parking, paths, lighting, and security measures to allow safe, accessible, and comfortable use of the park system.

- 1.6 Support the continued use of the Duvall Community Center as a community-wide learning center.
- 1.7 Support the development of shared and multiple-use facilities that serve a broad range of groups and community activities (e.g. athletics, performing arts, community meetings, etc.) on a year-round basis.
- 1.8 Support collaborative use agreements between the school district, recreational organizations, park users, and the City of Duvall.
- 1.9 Encourage the development of recreation programs and facilities for all demographic sectors including citizens with physical and developmental disabilities.
- 1.10 Improve existing parks to meet the needs of existing and future park users.
- 1.11 Support private and non-profit recreation providers. Work with private recreation providers to explore the feasibility of private facilities in the long-term.
- 1.12 Create public spaces or commons in association with the development of public educational and institutional uses.
- 1.13 Review and update the McCormick Park Plan to determine long-range site potential. The plan should be based on an updated inventory of the park and determine the extent of potential active and passive park use.
- 1.14 Support an open space requirement in all new residential developments, and require that these open spaces include appropriately scaled active and passive recreation features (benches, play structures) to serve project-based need for these facilities. These requirements shall be implemented through the DMC Title 14, Uniform Development Regulations.

**Goal 2: Effectively and efficiently develop, manage and maintain park, recreation, trails and open space resources.**

***Policies***

- 2.1 Develop, operate and maintain park land, facilities and open space using a variety of funding sources.
- 2.3 Adequately maintain parks, trails and open space through staff resources and volunteer efforts.
- 2.4 Encourage sustainable and low impact development techniques while designing and developing facilities that are low maintenance and of high capacity design, using low maintenance materials and other value engineering considerations.
- 2.5 Consider ongoing maintenance costs and how these needs will be addressed prior to the development of new park facilities or expansion of existing facilities.
- 2.6 Encourage sharing costs for development and maintenance of joint use facilities.
- 2.7 Develop an "Adopt-a-Park" program to give opportunities for community members to provide park improvements and maintenance.
- 2.8 Support the inclusion of public art in parks throughout the city.
- 2.9 Plan and develop the vacant and/or underutilized park properties the City currently owns.
- 2.10 Support development of park, trail, and open space projects identified in the Capital Improvement Plan.
- 2.11 Pursue the acquisition and development of an urban park in the Old Town area.

**Goal 3: Protect and preserve significant natural resource areas and features.**

***Policies***

- 3.1 Preserve and protect significant environmental features that reflect Duvall's natural heritage.
- 3.2 Preserve and protect sensitive areas including wetlands, open space, woodlands, streams and stream corridors, steep slopes, shorelines, and other unique natural features

- 3.3 Ensure that park development adjacent to the Snoqualmie River and area streams protects and/or enhances critical salmon habitat.
- 3.4 Ensure that activities in parks adjacent to the Snoqualmie River and area streams are in compliance with the adopted Shoreline Management Program and Sensitive Area Regulations.
- 3.5 Encourage the implementation of appropriate natural resource projects within the park, trail and open space system such as those detailed in Habitat Assessment Existing Conditions Report (Herrera 2002), Fish Habitat Restoration Plans (Herrera 2002), and future studies.
- 3.6 Pursue the acquisition of additional undeveloped open space located adjacent to the Snoqualmie River.
- 3.7 Pursue the acquisition of appropriate land throughout the city and UGA to be used for future parks, trails and/or open space.
- 3.8 Identify additional undeveloped land for parks within the city and UGA.
- 3.9 Encourage the preservation and/or restoration of native vegetation in natural areas and open space throughout the city and control the spread of noxious weeds.
- 3.10 Foster and promote environmental stewardship, responsibility and awareness within the city.

**Goal 4: Preserve and enhance cultural and historical resources within Duvall.**

***Policies***

- 4.1 Work with historical and cultural resource groups to incorporate community activities into the park and recreation system.
- 4.2 Incorporate historic and cultural lands, sites, artifacts, and facilities into the park system.
- 4.3 Support the development of facilities and agricultural activities at historic farmstead(s) by private and/or non-profit organizations.
- 4.4 Support the maintenance of public sites or properties on or eligible for the National Historic Register.
- 4.5 Support the placement of building(s) on the National Historic Register.
- 4.6 Support the development of a heritage park on the Burhen property south of Big Rock Road. The vision for this park includes a museum, open space, trails, and preservation of the historic farmstead site.
- 4.7 Integrate the future use of Big Rock Park into the Burhen property heritage park, and create a trail connection between the parks.

**Goal 5: Develop a comprehensive system of multi-purpose trails and corridors that connect environmental features, public facilities, schools, neighborhoods, and business districts.**

***Policies***

- 5.1 Connect residential neighborhoods to each other as well as to nearby schools, parks, regional trails, and community facilities via a trail network.
- 5.2 Link new trails to existing and proposed trails where appropriate. Whenever possible, utilize natural areas, (e.g., stream buffers, wetland buffers) to create these linkages.
- 5.3 Cooperate with Federal, State, County, and City agencies and with private landowners in the region to expand and implement trail projects of local and regional significance.
- 5.4 Work with Puget Sound Energy (PSE) to acquire appropriate rights to existing utility corridor(s) for trail linkages. Develop these corridor(s) with a multi-purpose trail/corridor for both wildlife and public use.
- 5.5 Work with King and Snohomish Counties to encourage the continuation of the Snoqualmie Valley Trail to the north of Duvall.

- 5.6 Work with King County Department of Parks and Recreation to support local connections to the Tolt Pipeline Trail.
- 5.7 Improve, enhance and maintain additional access to parks and trails through cooperation with other agencies in the maintenance and development of parks, trails, trailheads, and other facilities.
- 5.8 Coordinate park planning with infrastructure and transportation planning for new trails, bike routes, walkways, and safe street crossings.

**Goal 6: Promote community health and quality of life.**

***Policies***

- 6.1 Implement a public outreach and way-finding program to help citizens better locate and use City parks, trails, and open space.
- 6.2 Encourage physical activity by all City residents, including walking to parks, schools and community facilities.
- 6.3 Coordinate planning for park, trail, and open space programs and facilities with Healthy Communities policies found in the Transportation Element.

**Goal 7: Promote interpretation and education programs in the parks, trails and open space system.**

***Policies***

- 7.1 Provide educational materials for the cultural, historical and natural resource elements in the park, trails and open space system.
- 7.2 Develop better access to information about parks through online materials and an easily recognizable signage system.
- 7.3 Develop a system of informational and display kiosks.
- 7.4 Develop park, trail and open space opportunities that encourage and cultivate cultural and recreational opportunities for area tourists.

**Goal 8: Implement and Update the 2008 Park, Trail, and Open Space Plan.**

***Policies***

- 8.1 Use the Park, Trail, and Open Space Plan to guide acquisition of park land, recreational facilities, and open space.
- 8.2 Acquire and develop parks to meet the City's park, recreation, trails and open space level of service standards set forth in this document.
- 8.3 Integrate Duvall parks, facilities, trails and open spaces with other local, state, federal and private park and recreational lands and facilities to best serve recreation users.
- 8.4 Periodically update the Park, Trail, and Open Space Plan to reflect changes in demographics, recreation trends, and local conditions.

**Goal 9: Establish balanced and consistent funding sources for implementing the goals, policies, and plans of the Comprehensive Plan and the Park, Trail, and Open Space Plan.**

***Policies***

- 9.1 Consider funding parks and recreation facilities through a variety of funding sources described in this Element, including grants, tax levies, and a GMA-based park impact fee.
- 9.2 Update the Capital Improvement Plan on a regular (annual or bi-annual) basis in order to identify and budget for park, trail, and open space projects.
- 9.3 Create a dedicated fund or restrict existing funds to pay for the existing community's proportionate share of future park, trail, and open space system improvements.

**References**

Recreation and Conservation Office (RCO). 2007. 2006 Outdoor Recreation Survey: Final Report. Olympia, WA.  
2008 City of Duvall Park, Trail, and Open Space Plan