

ORDINANCE NO. 009/2010

AN ORDINANCE OF THE CITY OF MONROE, WASHINGTON, RELATING TO THE 2010 COMPREHENSIVE PLAN AMENDMENTS; AMENDING THE NORTH KELSEY PLANNING AREA AND PLANNED DEVELOPMENT AREA BOUNDARIES; AMENDING THE LAND USE DESIGNATION FOR THE MOST NORTHERN CITY OWNED PROPERTIES WITHIN THE NORTH KELSEY AREA FROM INDUSTRIAL TO GENERAL COMMERCIAL; AMENDING THE CAPITAL FACILITIES ELEMENTS, ADOPTING THE CITY OF MONROE 2009 STORMWATER SYSTEM PLAN, CITY OF MONROE 2008 WATER SYSTEM PLAN, AND THE SNOHOMISH SCHOOL DISTRICT CAPITAL FACILITIES PLAN 2008 – 2013, WITH A DISCOUNT RATE OF 25%; AMENDING THE LAND USE PRE-DESIGNATION FOR THE ROOSEVELT ROAD AREA FROM R2-5 DWELLINGS PER ACRE TO R5-7 DWELLINGS PER ACRE; AMENDING THE LAND USE PRE-DESIGNATION FOR THE ROOSEVELT RIDGE AREA WITHIN THE UNINCORPORATED URBAN GROWTH AREA FROM R2-5 DWELLINGS PER ACRE TO R5-7 DWELLINGS PER ACRE; AND PROVIDING FOR SEVERABILITY AND ESTABLISHING AN EFFECTIVE DATE.

WHEREAS, the Growth Management Act (Chapter 36.70A RCW) gives authority to cities to update their comprehensive plans once per year so that the cumulative effects of all proposed amendments can be analyzed for consistency and the overall effect on the remainder of the plan; and

WHEREAS, the City complied with the City of Monroe Comprehensive Plan Amendment Procedures found in Resolution 2005/006,

WHEREAS, the City provided notice of the proposed comprehensive plan amendments (CPA2010A – North Kelsey Map Amendment, CPA2010B – Capital Facilities Element, CPA2010C Roosevelt Road Map Amendment, and CPA 2010D – Roosevelt Ridge Map Amendment) on the City’s webpage, through direct mailing, and publication of hearing notices in the Monroe Monitor;

WHEREAS, numerous workshops and hearings were held on the proposed amendments;

WHEREAS, all persons desiring to comment on the proposal were given a full and complete opportunity to be heard; and

WHEREAS, the Planning Commission forwarded recommendations for action to the Monroe City Council on the proposed amendments;

WHEREAS, the Monroe City Council, after considering all information received, has determined to adopt the amendments as provided in this ordinance;

NOW, THEREFORE, THE CITY COUNCIL OF THE CITY OF MONROE, WASHINGTON, DO ORDAIN AS FOLLOWS:

Section 1. North Kelsey Map Amendment (CPA2010A). The City Council hereby amends the North Kelsey Planning Area and Planned Development Area boundaries and amends the land use designation for the most northern city owned properties within the North Kelsey area from Industrial to General Commercial, attached as Exhibit A and incorporated by this reference as if set forth in full.

Section 2. Capital Facilities Element (CPA2010B). The City Council hereby amends the Capital Facilities Element, attached as Exhibit B, incorporated by this reference as if set forth in full and adopts the *City of Monroe 2009 Stormwater System Plan, City of Monroe 2008 Water System Plan,* and the *Snohomish School District Capital Facilities Plan 2008 – 2013* into the Capital Facilities Element, incorporated by this reference as if set forth in full, provided that the Snohomish School District impact fee, for the City of Monroe, shall have a discount factor at 25% as opposed to the 50% in the District Plan.

Section 3. Roosevelt Road Map Amendment (CPA2010C). The City Council hereby adopts the map change amending the land use designation for the Roosevelt Road Area from R2-5 Dwellings Per Acre to R5-7 Dwellings Per Acre, increasing the residential density as a reasonable measure, under RCW 36.70A.215, as depicted in Exhibit C, incorporated by this reference as if set forth in full.

Section 4. Roosevelt Ridge Map Amendment (CPA2010D). The City Council hereby adopts the map change amending the land use pre-designation for the Roosevelt Road Area from R2-5 Dwellings Per Acre to R5-7 Dwellings Per Acre, within the unincorporated Urban Growth Area, increasing the residential density as a reasonable measure, under RCW 36.70A.215, as depicted in Exhibit D, incorporated by this reference as if set forth in full.

Section 2. Findings, Conclusions, and Analysis. In support of the amendments approved in Sections 1, through 4 of this ordinance, the Monroe City Council adopts the findings and conclusions attached hereto as Exhibits E, F, G, and H, incorporated herein by reference as if set forth in full.

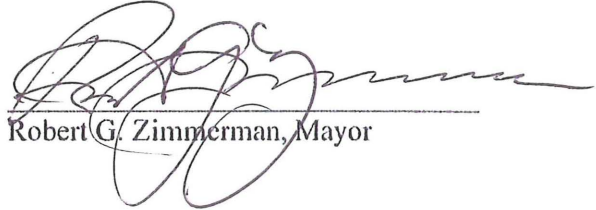
Section 6. Ordinance to be transmitted to department. Pursuant to RCW 36.70A.106, the City will transmit this ordinance to the Washington State Department of Commerce within 10days after final adoption.

Section 7. Severability. If any section, sentence, clause or phrase of this ordinance should be held to be invalid or unconstitutional by a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause, or phrase of this ordinance.

Section 8. Effective Date. This ordinance shall take effect 5 days after and publication of the attached summary, which is hereby approved.

PASSED by the City Council and APPROVED by the Mayor of the City of Monroe, at a regular meeting held this 6th day of July 2010.

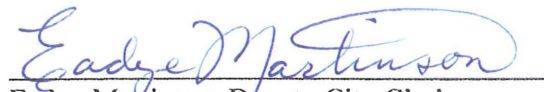
CITY OF MONROE, WASHINGTON:



Robert G. Zimmerman, Mayor

1st and Final Reading: 7/6/10
Published: 7/13/10
Effective: 7/18/10

ATTEST:



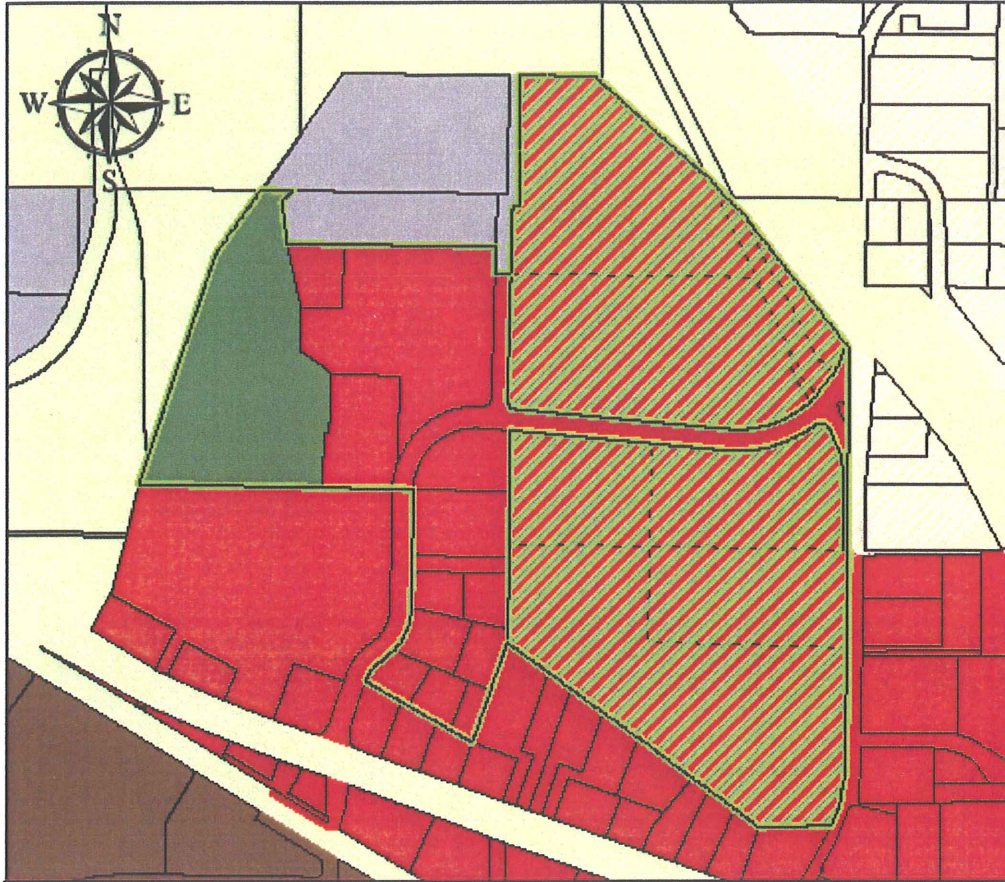
Eadye Martinson, Deputy City Clerk

APPROVED AS TO FORM:



Phil Olbrechts, City Attorney

EXHIBIT A



Proposed Boundaries and Comprehensive Plan Designations

Features and Boundaries

Proposed Land Use Designations

- (GC) - General Commercial
- (I) - Industrial
- (P/O) - Parks / Open Space
- (SRU) - Special Regional Use
- (R2-5) - Dwellings Per Acre
- (R8-11) - Dwellings Per Acre



Proposed North Kelsey Planning Area



Proposed North Kelsey Planned Development Area

EXHIBIT B

Capital Facilities Element

(Amended 1997-1998, Ordinance 1167)

(Amended 2000, Ordinance 1201)

(Amended 2003, Ordinance 015/2003)

(Amended 2004, Ordinance 029/2004)

(Amended 2005, Ordinance 038/2005)

(Amended 2006, Ordinance 026/2006)

(Amended 2008, Ordinance 036/2008)

(Amended 2010, Ordinance 0XX/2010)

Capital Facilities Element

Purpose and Relationship to the Growth Management Act

The Washington State Growth Management Act (GMA) requires cities to prepare a Capital Facilities Element consisting of:

1. An inventory of current capital facilities owned by public entities showing the location and capacities of those public facilities;
2. A forecast of the future needs for such capital facilities;
3. The proposed locations and capacities of expanded or new capital facilities;
4. At least a six-year plan that will finance capital facilities within the projected funding capacities and clearly identify sources of public money for such purposes; and
5. A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities element, and finance plan within the capital facilities plan element are coordinated and consistent.

This Capital Facilities Element is concerned with needed improvements in public facilities and services, including potable water, sanitary sewer, stormwater management facilities, parks and recreation, police, fire and emergency medical services and schools that are of relatively large scale, are generally non-recurring high cost, and may require multi-year financing. The list of improvements has been limited to major components in order to analyze development trends and impacts at a level of detail that is both manageable and reasonably accurate.

For the purposes of capital facility planning, capital improvements are major projects, activities, or maintenance, costing over \$20,000.00, requiring the expenditure of public funds over and above annual operating expenses. They have a life expectancy of more than ten years and result in an addition to the city's fixed assets and/or extend the life of the existing capital infrastructure. It does not include capital outlay items such as equipment or the city's rolling stock, nor does it include the capital expenditures of private or non-public organizations. Minor projects, activities, or maintenance costing less than \$20,000.00 are considered minor maintenance and are not a part of capital improvements.

Organization of Capital Facilities Element

This element is presented in five parts:

1. Capital facilities inventories and needs assessment for future projections and their capacities.
2. Level-of-Service Standards for all capital facilities.
2. A discussion of Essential Public Facilities within the City of Monroe.
3. Capital facilities financing sources and amounts. A summary discussion comparing projected capital facilities needs against funding capacity and addressing the requirements in the Growth Management Act that a balance be maintained between needs and funding.
4. Goals, policies, and actions to provide overall direction for capital facilities decisions in accordance with the Growth Management Act.

Inventories and Needs Projections

Potable Water

The principal goal of water system planning is to make the best use of available resources in order to provide high quality service and to protect the health of customers. The Monroe Water System Plan is the foundation whereby the city takes a comprehensive look at all of its needs, desires, and statutory requirements and charts a plan of action for achieving those needs, desires, and requirements. The Monroe Water System is required to prepare and submit for approval a Water System Plan at least every six years, pursuant to Washington Administrative Code 246-290-100.

The City of Monroe completed the six-year update by creating the 2008 Comprehensive Water System Plan. City Council adopted the plan by ordinance in 2009. Ordinance 009/2010 incorporates the plan by reference into the city's Comprehensive Plan. The Comprehensive Water System Plan is an appendix to this element and contains an updated inventory and planned potable water capital improvement projects.

Stormwater Management Facilities

The City of Monroe completed the six-year update by creating the 2009 Comprehensive Stormwater System Plan. City Council adopted the plan by ordinance in 2009. Ordinance 009/2010 incorporates the plan by reference into the city's Comprehensive Plan. The Comprehensive Stormwater System Plan is an appendix to this element.

The 2009 Stormwater System Plan as a stand-alone guiding document that provides a broad overview of the Stormwater Management Utility and identifies how to meet the needs of the City's rate payers while clearly defining the guidelines under which to operate, to meet the requirements of Federal and State law. To accomplish this, the Plan:

- Recommends new programs to achieve regulatory compliance, based on a comprehensive examination of Monroe's current field inventory, policies, programs, and regulatory mechanisms and requirements.
- Identifies and evaluates system deficiencies and develops capital improvements to resolve deficiencies, comply with City requirements, and meet Federal and State law.
- Articulates staffing and costs to construct the capital projects and implement new programs.

Wastewater Treatment

The 2008 Comprehensive Sewer Plan is an appendix to this element and includes an updated inventory and planned wastewater capital improvement projects list. The 2008 Sanitary Sewer System Plan for the City of Monroe addresses the City's comprehensive planning needs for wastewater collection, transmission, treatment, and disposal for a twenty-year planning period. Because substantial growth is projected for the Monroe area over the next twenty years, planning for that growth will be essential to accommodate properly new customers within the City and the urban growth area (UGA). It is also important to evaluate the existing wastewater collection and treatment infrastructure, to determine its capability to serve the projected population and to determine equipment replacement needs for the planning period.

Service Area/Existing Facilities

The City of Monroe has a wastewater collection system service area that spreads throughout the City limits and the City's Urban Growth Area (UGA) of unincorporated Snohomish County. The City of Monroe Comprehensive Plan
2005-2025 Capital Facilities Element

Monroe wastewater treatment plant (WWTP) is located at 522 Sams Street, adjacent to Centennial Park. The City's first WWTP was constructed on this site in the late 1950s and has been extensively expanded and upgraded since that time.

The existing WWTP liquid stream treatment processes include influent screening, grit removal, primary settling, and biological treatment in aeration basins, secondary settling, and ultraviolet light disinfection. Primary sludge and waste activated sludge are partially digested in aerated sludge holding tanks. The partially stabilized sludge is then dewatered by a belt filter press. Dewatered sludge is transported to a composting site located on DOC property. The aerated static pile method is used to produce compost that meets the Washington State Department of Ecology's Class "A" pathogen reduction and exceptional quality (EQ) standards (WAC 173-308) for relatively unrestricted use by the public.

The City of Monroe wastewater collection system includes approximately 43 miles of gravity sewer pipes, varying in size from 4-inch-diameter local connections to 24-inch diameter interceptors, and 5.7 miles of force mains. Fourteen of the 21 identified sewer basins in the City and the UGA currently have sewer service. Sewer service may be extended to the other sewer basins as unincorporated UGA areas annex into the City and new development occurs. The sewer system contains nine pump stations owned and operated by the City and several private pump stations. The City's Valley View Pump Station receives sewage from eleven sewer basins and pumps it directly to the wastewater treatment plant through a 12-inch-diameter force main. The remaining three sewer basins with sewers drain to the wastewater treatment plant by gravity. Wastewater is discharged to the City's secondary treatment facility, which has an outfall on the Skykomish River.

Historical Background

Sewers were first installed in 1914 under a series of local improvement districts that discharged directly into the Skykomish River. In 1955, construction of the sanitary sewer system to serve the downtown was completed. This construction included an Imhoff tank to provide primary treatment.

Plans for the Westside system were completed in 1975 to extend service to the Snohomish County Fairgrounds, the State of Washington Department of Corrections Facilities, plus a number of newly developing commercial and residential properties. These plans also included improvements to the treatment facility so it would provide secondary treatment. The improvements also included an influent pump station, aerated grit chamber, side hill screens, rotating biological contactors (RBCs), secondary clarifiers, chlorine contact chambers, and aerobic digesters. Finally, as part of these improvements, the Valley View pump station was also constructed.

In 1980, service was extended to Blueberry Manor and in 1982, the business/commercial area along SR 2 received sewer service.

In 1995, after nearly 20 years of operation, the treatment plant was expanded and upgraded. These improvements included the addition of primary clarifiers, submerged biological contactors (SBCs), secondary clarifiers, primary aerobic digesters, effluent pump station, and rerouting outfall to a point further downstream. Subsequent to the treatment process modifications, the City installed an odor control collection and air-scrubbing system.

The 1995 treatment plant expansion was designed for a maximum monthly flow of 1.69 million gallons a day (mgd). The February 1999 maximum monthly flow was 1.48 mgd, as noted by the treatment plant.

Phase II treatment plan improvements were completed between March 2001 and March 2003. These improvements included replacement of the effluent pumps, a new in-plant pump station submersible pumps, new anoxic and aeration tankage, new blowers, an ultra-violet disinfection unit, an emergency generator, new palmer read system, a new secondary clarifier (WAS and RAS pumps), belt filter press, odor control modifications, operations building modifications, and related site work.

Planning Area

The planning area includes the City of Monroe Urban Growth Area (UGA) adopted by the City Council and an anticipated service area within the current UGA boundaries. Several factors dictate the need for sewer service in the planning area including: 1) growth along the SR 2 corridor, and 2) existing residential developments that are currently using septic tanks, but may need a sewer collection system. Currently, new sewer service is limited to the City of Monroe corporate limits. The City limits encompass 3,843 acres, and the unincorporated UGA consists of 1,050 acres, for a total of 4,893 acres. The current sewer system serves approximately 89 percent of the residences in the City of Monroe.

Projected Demand

The City of Monroe has experienced moderate population growth since 2000 (an average 2.4 percent annual growth rate), compared to the rapid growth during the 1990s in which the population of Monroe more than tripled. The City has projected 2025 populations for the City and for the UGA based on growth management planning by the Puget Sound Regional Council. The combined annual growth for the City and the UGA from 2005 to 2025 has been projected as 2.21 percent. The existing and projected populations are shown in Table CF-1, including buildout population. Extrapolation of the projected population growth rate indicates that the buildout population could be reached by approximately 2047.

Equivalent Residential Unit (ERU) Projections

Equivalent Residential Units (ERUs) are used to express the amount of water or sewer use by non-residential customers as an equivalent number of residential customers. The *wastewater* ERU value is estimated based on winter water use and an estimate of how much of that water does not enter the sewer system. The *wastewater* ERU is estimated to be 130 gal/day.

**TABLE CF-1
Projected City of Monroe and UGA Population**

Year	City of Monroe Population	City and UGA Population	Sewered Population within City and UGA⁽¹⁾
2005	15,920	17,158	14,446
2010	16,967	19,144	16,692
2015	18,083	21,360	19,143
2020	19,272	23,832	21,828
2025	20,540	26,590	24,779
Buildout	28,378	43,248	43,248

- (1) Projected sewer populations assume that all new development is sewerred, and that existing unsewerred homes connect to the sewer system at a rate of 2 percent per year.

The existing (2005) and projected number of ERUs discharging to the City of Monroe sewer system has been estimated for each customer class (Table CF-2). Non-residential ERUs have been estimated based on winter water use, the City's estimates of employee populations in 2005 and 2025, and the City's estimates of future ERUs at the Department of Corrections (DOC) Monroe Correctional Complex and the Evergreen State Fairgrounds.

**TABLE CF-2
City of Monroe
Existing and Projected Wastewater ERUs**

	2005	2015	2025	Buildout
Residential	4,215	5,538	7,131	13,869
Commercial ERUs ⁽¹⁾	1,835	2,413	3,132	4,978
DOC ERUs ⁽²⁾	2,791	3,539	4,435	4,435
Fairgrounds ERUs ⁽³⁾	96	120	149	242
Total ERUs	8,937	11,610	14,847	23,524

- (1) Commercial ERUs = employees/4.35. Commercial ERUs include retail, office, commercial, industrial, mixed-use, and institutional uses (such as schools and government offices).
- (2) DOC ERUs estimated based on a ratio of 0.90 inmates/ERU.
- (3) Average fairgrounds sewage production was 12,500 gpd for period from July 2004 and June 2005, per the City's individual flow meter. 2005 ERUs = 12,500 gpd sewage / 130 gal/wastewater ERU = 96 ERUs. Fairgrounds annual average ERUs projected to grow at the same rate as the total Monroe UGA population.

Wastewater Flow and Loading Rate Projections

Wastewater flow rates have been projected for 2015, 2025 and buildout conditions. It is assumed that the rate of infiltration and inflow (I/I) of stormwater into the existing sewer system will remain constant throughout the planning period. As the sewer system expands, newly sewerred areas will also produce I/I, although at a lower rate than the existing system.

Flow and loading rate projections are developed for two conditions:

- **Option A:** With DOC Lagoon Pretreatment
- **Option B:** Without DOC Lagoon Pretreatment

Table CF-3 provides the existing and projected wastewater flow and loading rates, and the current wastewater treatment plant (WWTP) design criteria and permit limits for comparison.

TABLE CF-3
City of Monroe Existing and Projected Wastewater Flow and Loading Rates

	Current WWTP Design Criteria	Existing (2004-05)	2015	2025	Buildout
Sanitary Flow Rate (mgd)	N/A	1.14	1.51	1.93	3.06
Average Dry Weather Flow Rate (mgd)	N/A	1.29	1.68	2.12	3.29
Annual Average Flow Rate (mgd)	2.19	1.44	1.83	2.28	3.48
Maximum Month Flow Rate (mgd)	2.84 ⁽¹⁾	2.13	2.55	3.02	4.29
Maximum Day Flow Rate (mgd)	5.1	3.99	4.47	5.05	6.56
Peak Hour Flow Rate (mgd)					
With Option A	7.5	7.5	8.62	9.55	11.95
With Option B ⁽²⁾			9.01	9.94	12.34
Maximum Month BOD₅ Loading (lb/day)					
With Option A	6,090 ⁽¹⁾	4,820	6,270	8,020	12,700
With Option B			7,385	9,415	14,100
Maximum Month TSS Loading (lb/day)					
With Option A	5,940 ⁽¹⁾	5,583	6,970	8,910	14,110
With Option B			8,725	11,110	16,318

(1) Condition S.4.A of City's NPDES permit.

(2) Option B (without DOC Lagoon Pretreatment) peak hour I/I is 0.39 mgd greater than for Option A (with DOC Lagoon Pretreatment).

Current Demand

The City's wastewater collection system was analyzed for its ability to serve the future population and land use and to handle the projected wastewater flow rates.

A hydraulic model was developed to analyze the capacity of major gravity lines at existing, 2015, and buildout conditions at peak hour wet weather flow rates. The results of the hydraulic model (capacity analysis) and estimates of physical condition were used to identify collection system components in need of rehabilitation or replacement. Table CF-4 summarizes the results of the hydraulic model and identifies facilities that have inadequate capacity.

TABLE CF-4
Hydraulic Model Results: Capacity Deficiencies

Deficient Facilities	2006	2015	Buildout
Gravity pipes (Eastside Sewer Basin)	14 segments @ 3,231 lf total	15 segments @ 3,436 lf total	15 segments @ 3,108 lf total
Gravity pipes (other sewer basins)	1 segment @ 98 lf	8 segments @ 1,628 lf total	8 segments @ 1,628 lf total
Pump stations	Valley View P.S.	Valley View P.S.	Valley View P.S.
Force mains	None	None	Valley View P.S. (7,865 lf)

Treatment Evaluation at Projected Flow and Loading Rates

The capacity of the liquid treatment processes to treat the 2015 and 2025 projected flow and loading rates was evaluated (for Option B, without DOC lagoon pretreatment). The condition of the existing WWTP processes was evaluated based on visual observation and interviews with City staff.

Recommended improvements to the WWTP during the 20-year planning period were developed based on the required capacity, performance and operation and maintenance needs.

Recommended improvements to the liquid stream processes at the WWTP:

- New influent pump station
- New headworks bypass channel with manual bar rack
- Construction of a third primary clarifier
- Modification of the aeration basin blower system to increase capacity and efficiency
- Construction of a third secondary clarifier, with associated RAS and scum pumps
- Additional UV disinfection capacity
- Replacement of the effluent pumps and modifications to the effluent pipeline
- Installation of a larger standby generator.

Biosolids Management

Presently the City relies on a composting facility located on DOC property for treatment of the waste sludge produced at the WWTP. It is recommended that the City add facilities to produce biosolids at the WWTP site that are suitable for land application, eliminating dependence on the composting facility. These facilities would need to meet Ecology's Class "B" pathogen removal requirements and the vector attraction reduction requirements (WAC 173-308), which allow land application on sites with biosolids permits.

To reliably meet these requirements at the treatment plant site, the City will need to expand sludge stabilization capacity. Two alternatives for sludge stabilization were evaluated for this Plan:

- Expand the existing aerobic digestion system
- Construct a new anaerobic digestion system

The anaerobic digestion alternative is recommended due to lower footprint requirements, lower operational costs, and a lower 20-year net present value.

The City may desire to further treat the Class "B" biosolids to meet Class "A" pathogen standards. Biosolids that are Class "A" with respect to pathogen removal may be distributed to the general public and may also be land applied with fewer restrictions than Class "B" biosolids. Two alternatives were evaluated for optional Class "A" biosolids treatment for this Plan:

- Sludge drying
- Sludge composting

Table CF-5 summarizes the capital costs, and operation and maintenance (O&M) costs and net present value of the two Class "A" biosolids treatment alternatives.

TABLE CF-5
Class "A" Biosolids Treatment Alternatives
Comparison of Capital and O&M Costs (2007 Dollars)

Alternative	Capital Cost ⁽¹⁾	Annual O&M Cost	20-Year Net Present Value ⁽²⁾
Class "A" Sludge Dryer System	\$6,307,000	\$285,000	\$10,999,000
Class "A" Sludge Composting System	\$8,286,000	\$401,000	\$14,744,000

(1) Includes sales tax, 20 percent contingency, engineering, and construction management.

(2) Net present value calculated based on an average 3 percent annual inflation rate, a 6 percent interest rate and a 5.5 percent discount rate.

Suitable space is not available for Class "A" biosolids treatment at the WWTP site using either of these processes. It is recommended that the treatment system be installed at another location on land owned or leased by the City. Costs for land were not considered in this evaluation.

Sludge drying is the recommended Class "A" biosolids treatment system, based on lower capital and annual O&M costs. Class "A" biosolids treatment is an optional process that the City may elect to develop at a City owned or leased site during the planning period.

Summary of Recommended WWTP Improvements

In order to reduce the financial impact on the City, it is recommended that the WWTP improvements be constructed in three phases. As the previous phases of WWTP upgrades are known as Phase I (1995) and Phase II (2002), the future phases are labeled Phase III, IV and V.

The Phase III upgrade (2009) includes the following components:

- New influent pump station
- New headworks bypass channel with manual bar rack
- Additional UV disinfection capacity
- Replacement of the effluent pumps and modifications to the effluent pipeline
- Installation of a larger standby generator

The Phase IV upgrade (2012) includes the following components:

- Construction of a third primary clarifier
- Modification of the aeration basin blower system to increase capacity and efficiency
- Construction of a third secondary clarifier, with associated RAS and scum pumps
- Gravity sludge thickener for primary sludge
- Mechanical sludge thickener for waste activated sludge

The Phase V upgrade (2016) includes the following components:

- Construction of two anaerobic digester tanks
- Construction of a digester equipment building, including digester heating equipment (boiler, heat exchanger and pumps) and digester gas handling equipment
- Construction of a digested sludge holding tank

Table CF-6 provides a summary of the preliminary project cost estimates for each phase of the WWTP improvements.

**TABLE CF-6
WWTP Improvements Preliminary Project Cost Estimate (2007 Dollars)**

Project Phase	Year of Construction	Project Cost Estimate⁽¹⁾
Phase III WWTP Upgrade	2009	\$5,015,000
Phase IV WWTP Upgrade	2012	\$8,444,000
Phase V WWTP Upgrade	2016	\$11,875,000
Class "A" Sludge Dryer (Optional)	2016	\$6,307,000

(1) Includes sales tax, 20 percent contingency, engineering, and construction management.

Table CF-7 provides estimated 2025 annual operation and maintenance costs for the WWTP, with the recommended improvements.

**TABLE CF-7
WWTP with Recommended Improvements
2025 Annual Operation and Maintenance Cost Estimate⁽¹⁾**

Item	Annual Quantity	Unit	Unit Price	Annual Cost
Labor	9	FTE	\$52,000	\$468,000
Power	4,712,612	kWh	\$0.08	\$377,000
Alkalinity Chemical and Chlorine	1	LS	\$80,000	\$80,000
Polymer	24,000	LB	\$2.50	\$60,000
Natural Gas	1	LS	\$5,000	\$5,000
Odor Control Chemicals	1	LS	\$130,000	\$130,000
Repair and Maintenance	1	LS	\$147,000	\$147,000
Supplies/Miscellaneous	1	LS	\$130,000	\$130,000
Subtotal Annual O&M Cost Estimate				\$1,397,000
Class "B" Biosolids Land Application ⁽²⁾	3,676	WT	\$60	\$221,000
Total Annual O&M Cost Estimate				\$1,618,000

- (1) Costs are in 2007 dollars for projected 2025 conditions. Cost estimate does not include costs for optional Class "A" sludge dryer system.
- (2) If the Class "A" sludge treatment option is not selected, Class "B" biosolids should be hauled off-site to a land application site.

Water Reclamation and Reuse Evaluation

This Plan presents a brief evaluation of the feasibility of reclaiming effluent from the WWTP and reusing it in the City. Landscape irrigation of Centennial Park and sanitary sewer flushing are the most suitable uses of reclaimed water in the City of Monroe. The estimated capital and O&M costs to provide reclaimed water far exceed the potential revenue from sale (revenue would cover 11 percent of costs for a reclaimed water system). Other external benefits of the reclaimed water system may cause it to be feasible at some time in the future, but the system will not be included in the capital improvement plan.

6-Year Capital Improvement Plan (CIP)

Wastewater capital improvements for the collection system and the WWTP have been scheduled and prioritized on the basis of growth, regulatory requirements, component reliability, system benefit, and cost.

The recommended CIP projects are summarized below using the following abbreviations:

- G – Gravity Sewer Improvements
- F – Force Main Improvements
- P – Pump Station Improvements
- WWTP – Wastewater Treatment Improvements

**TABLE CF-8
6-Year Capital Improvement Plan: 2007 to 2013
(2007 Dollars)**

CIP Project No.	Title	Year of Construction	Project Cost Estimate⁽¹⁾
P-1	Park Place Pump Station	2008	\$ 1,264,000
F-1	Valley View Force Main Replacement Phase I	2008	\$ 1,425,000
P-4	Pump Station Flow Meter Calibration	2008	\$ 35,000
G-7	Miscellaneous Pipe Rehabilitation Projects	2008	\$ 500,000
WWTP-1	Phase III WWTP Upgrade	2009	\$ 5,015,000
WWTP-5	WWTP Capacity Analysis	2009	\$ 25,000
G-3	WWTP Influent Pipe Replacement	2009	\$ 84,000
G-1	South Kelsey Street Interceptor I/I Reduction Project	2009	\$ 501,000
P-3	Beaton Pump Station Standby Generator	2009	\$ 170,000
G-7	Miscellaneous Pipe Rehabilitation Projects	2009	\$ 500,000
G-2	Fremont Street Drainage Improvements	2010	N/A ⁽²⁾
G-7	Miscellaneous Pipe Rehabilitation Projects	2010	\$ 500,000
G-4	Misc. Gravity Pipe Improvements	2011	\$ 140,000
G-7	Miscellaneous Pipe Rehabilitation Projects	2011	\$ 500,000
WWTP-2	Phase IV WWTP Upgrade	2012	\$ 8,444,000
G-5	Chain Lake Road Interceptor Project	2012	\$ 1,350,000
G-6	177 th Avenue SE Capacity Expansion Project	2012 ⁽³⁾	\$ 288,000
G-7	Miscellaneous Pipe Rehabilitation Projects	2012	\$ 500,000
G-7	Miscellaneous Pipe Rehabilitation Projects	2013	\$ 500,000
Total			\$21,741,000

- (1) Project cost estimates include sales tax, 20 percent contingency, engineering, and construction management.
- (2) Project G-2 does not include sanitary sewer improvements.
- (3) Project required when the DOC pretreatment lagoons are removed from service (due to loss of equalization for peak I/I) or the inmate population increases substantially.

Table CF-8 presents a summary of the recommended CIP improvements for 2007 to 2013 (6-year CIP), sorted in chronological order. The year shown for each project is the anticipated year of construction.

20-Year Capital Improvement Plan (CIP)

Table CF-9 summarizes the projects recommended for construction between 2014 and 2025 (20-year CIP).

**TABLE CF-9
20-Year Capital Improvement Plan: 2014 to 2025 (2007 Dollars)**

CIP Project No.	Title	Year of Construction	Project Cost Estimate⁽¹⁾
WWTP-3	Phase V WWTP Upgrade	2016	\$11,875,000
WWTP-4	Class "A" Sludge Dryer (Optional)	2016	\$ 6,307,000

(1) Project cost estimates include sales tax, 20 percent contingency, engineering, and construction management.

Roads

A complete discussion of the City’s traffic circulation system and proposed six-year transportation improvement plan can be found in the Transportation Element of the Comprehensive Plan.

Parks, Recreation, and Open Spaces

An updated inventory and planned parks capital improvement projects are contained in the 2002 Parks, Recreation, and Open Space Element of the Comprehensive Plan.

Fire Protection Facilities

Existing Facilities

The City of Monroe operates a joint fire department with Snohomish County Fire Protection District #3. Because of this joint operation, it is impossible to isolate City of Monroe requirements.

Therefore, this Capital Facilities Plan is for the entire service area of Monroe Fire District #3, which includes the unincorporated urban growth area.

Monroe Fire District #3 currently operates two fire stations. The Headquarters station is located at 163 Village court and is staffed 24 hours per day with between four and eight firefighters. Station 32 is located at 22122 132nd Street SE and is currently staffed by volunteers responding from their residences.

The District had the following staff in 2000:

- | | |
|--------------------|---------------------------|
| 1 Fire Chief | 9 Firefighters |
| 1 Assistant Chief | 16 Firefighter/Medics |
| 3 Battalion Chiefs | 40 Volunteer firefighters |
| 4 Captains | |

2000 Existing equipment is outlined below:

A31 1999 Chevrolet 4X4 K3500 Aid Car
A31A 1995 Ford E350 Braun Aid Car
A32 1994 Ford E350 Braun Aid Car
M31 1998 Ford E350 Braun Aid Car
M32 1998 Ford E350 Braun Aid Car
L31 1996 Simon Duplex Aerial Ladder Truck
BR31 1991 Ford F250 4x4 Pickup Brush Unit
U31 1991 Ford Explorer 4X4 Command Vehicle
E31 1987 Western States 1500 GPM Quad Fire Engine

E33 1976 Western States 1250 GPM Quad Fire Engine
R31 1992 H&W 1250 GPM Rescue Truck
S31 1984 Ford F350 4x4 Squad Vehicle
S33 1983 Ford Staff Vehicle
T31 1984 4-Guys 2500 gal. Tanker
C31 1995 Ford Taurus Sedan
AC31 1998 Ford Expedition
BAT3 1995 Chevrolet Suburban Command Vehicle
R32 1989 Ford/Western States Pumper
Boat 31 Aluminum Jet Sled 19 ft.
Boat 32 Achilles Inflatable 12 ft.

Current Demand

In 2002, the department responded to 3,881 alarms within the district (average 10.50 alarms per day). Of this total, approximately 1,779 (60%) were accounted for within the City limits. In total, approximately 72% of all calls are for medical or EMS service. Over the past 10 years, total alarms have been increasing at a rate of 5% per year.

The level of service provided by the fire department can be calculated many ways. The numbers of firefighters per 1,000 residents, number of calls per firefighter, or response time to alarms are all measures used to determine the level of service.

Because the fire department is charged with the preservation of life and protection of property the level of service should be related to the provision of service. Therefore, the desired level of service for Monroe Fire District #3 shall be a response time of less than 5 minutes for 85% of the population of the Urban Growth Area. Shorter response times will be provided for high value areas (i.e. downtown, West Monroe Industrial Park, etc.).

Projected Demand, 2006

Fire districts that currently have a service population in the range of Monroe's projected 2015 population respond to 100 to 150 calls per 1,000 population. Using 125 calls per 1,000 gives an alarm total of 3,650 (average 10 alarms per day).

At the present time, all of the City and its urban growth area can be serviced within the 5-minute level of service standard. Due to recent growth in west and north Monroe, a station north of the railroad tracks, near Fred Meyer, would be indicated.

Projected Needs

The Fire District anticipates that increasing growth beginning with the next decade will begin to stretch the existing stations ability to maintain the current level of service. In order to achieve the recommended level of service after the year 2000, the District anticipates completing a study for siting new facilities, including construction of additional stations and the acquisition of new apparatus. Possible new stations may include:

- Station 33 - Located on the north side of SR 2 near Fred Meyer's or the Kelsey Street extension. This station would provide service to the north side of the city, Chain Lake and Robin Hood areas.
- Station 34 - Located near the intersection of Florence Acres Road and 243rd Avenue SE. This station will cover the Old Owen Road, Florence Acres Road, Florence Acres Loop, and Hand Road.
- Station 35 - Located on Ben Howard road. This station will cover River View Estates, Sky View Estate, and Thunderbird Terrace.
- Station 36 - Located at the intersection of High Bridge Road and Crescent Lake Road. This station will provide service to the Tualco Valley, High Bridge, and the Mt. Forest Blvd. areas.
- Station 37 - This station will be located in the Fryelands Industrial Park and will provide initial response to the west industrial area.

The District does not usually project capital facilities needs for fire protection services over a 20-year period due to uncertainties, changing technology, expansion of service areas, etc. However, the District is planning to conduct a more comprehensive facility needs study within the next several years.

During the next six years, however, the District anticipates the need for several new stations and equipment as shown in the following table.

**Table CF-10
City of Monroe Fire Protection Facilities
Six-Year Needs Projection (2000-2006)**

Improvement Description	Per Unit \$ Cost	Total \$ Cost
Fire Stations:		
3 Sites	125,000	375,000
3 Stations	800,000	2,400,000
Total Land & Buildings		2,775,000
Equipment (new and replacement of existing equipment):		
8 Aid Vehicles	100,000	800,000
3 Engines	250,000	750,000
3 Rescues	150,000	450,000
1 Tanker	120,000	120,000
2 Squads	50,000	100,000
2 Command	30,000	60,000
1 Ladder Truck	500,000	500,000
Total Equipment		2,780,000
Total Capital Expenditure		\$5,555,000

Source: Fire District #3, 1997

The fire district has three major sources of funding—a \$1.19/\$1,000 assessed value fire service tax on property evaluation; a \$0.50/\$1,000 assessed value EMS tax; and contracts for providing fire protection to the special regional use facilities in the district, including the Washington State

Reformatory and the Evergreen Fairgrounds. The district has typically relied upon general obligation bonds for new station construction.

The only significant deficiency of the existing water distribution system is a lack of sufficient fire hydrants in some areas, additional demand requested by Sky Meadows Water district to correct low water pressure problems during peak usage, and old undersized pipe in the downtown corridor.

Police Facilities

Current Demand

In 2002, the Department responded to over 30,207 calls for service as dispatched by the SNOPAC dispatch in Everett. This resulted in an average of 82 calls per 24-hour period, amounting to 2,069 calls of service per 1,000 population. Although "calls for service" has shown an increase, this reporting does not represent a complete picture of the workload encountered by the Monroe Police Department. As more people move in and through our city, they request assistance from the police department. Calls for service counts do not include citizens appearing at the counter with questions or requests for service as well as the many phone calls and fax requests received at the department. A variety of the services requested by means of walk-in visitors include tours of the police department, requests for officers as speakers to various classrooms and civic groups, providing fingerprinting services, complaints centering around code enforcement issues, and answering general questions.

Population increases alone do not appear to be an accurate predictor of call load for Monroe Police Department. Service calls are more closely linked to daytime population and traffic loads. To maintain current levels of service, officers per thousand population cannot stand alone as an indicator. Monroe Police Department strives to maintain a response time of under 3 minutes to "in progress" calls. Currently, responding to 1007 calls per year limits an officer's time for training, community interaction, and preventive activities crucial to collaborative policing which Monroe has been used to. The department has committed approximately 1.5 officers to activities associated with juvenile crime prevention, including the campus officer and DARE which require manpower levels related to school populations (not exclusively related to growth inside the City limits). Population calls for service, added street miles to patrol, increased tax base revenue, and school populations are among the predictors of police service volume in Monroe.

Projected Demand

Assuming that calls for service are related somewhat to residential increases, but more dramatically to daytime population and traffic loads, it is anticipated that there will be continued growth. The addition of the movie theater complex, offices, and industrial park development may bring another surge in calls for service.

With the inclusion of the housing developments located in the North Area incorporated City limits, internal residential development will begin to stretch the "in progress" response time beyond 3 minutes. This will necessitate the use of beat configurations with minimum staffing requirements. Population for the year 2008 is projected at 16,833 people inside the corporate limits; however, it is anticipated that the calls for service will continue to also be based on additional factors such as retail development and school district growth.

Unusual changes in the area's industry, such as the theater complex or dramatic traffic alterations such as SR-522 improvements or the SR-2 bypass, will have unique impacts on police requirements, which must be calculated separately from overall plans.

Projected Needs

Capital facility planning begins with working space. The current police facility and municipal campus was the subject of a 1990 Mithun Partners Building Facilities Study. The assessment included past and present functions as well as projections for future needs of the city. The study also contained an evaluation of the existing structure and the development of a long-range plan for the campus with consideration being given to both the space and needs assessment and building evaluations.

The study found that the Police Building was relatively new and would be useful for many years. Some of the operating systems installed in the building, such as the HVAC system, continued to have problems. Additionally, the study revealed that the building provided far less space than the department needed, which continued until the Public Works Department moved out of the building.

In order to support the growth in the City of Monroe, and to provide service as discussed above, it is anticipated that the Monroe Police Department will be hiring additional personnel as outlined below. Currently, the department is experiencing deficits in the commissioned to civilian ratio and the officers per thousand in population ratio. The numbers below reflect a gradual increase in staffing levels, which is anticipated to adequately address the needs of the department and citizens of Monroe. Optimum staffing levels for a police department are accepted as 2.4 officers per thousand population and a ratio of 2.5 commissioned employees per 1 civilian position.

**Table CF-11
Projected Additions to Police Department Staff**

Year	Commissioned Personnel	Civilian Personnel
2003	0	0
2004	2	1
2005	1	1
2006	0	3
2007	0	3
2008	0	2
2009	1	2

Additional police vehicles will be necessary as the size of the department increases. A minimum of one patrol car per two patrol officers is required, as well as administrative vehicles. This will require new purchases consistent with hiring staff in addition to replacement, which is recommended every two years.

Table CF-12
Projected Six Year Police Facility Capital Improvements
2003-2008

CIP Description	Cost	Funding Source
19 Patrol Vehicles (4 new and 15 replacements)	\$769,000	General Fund
Building Expansion per City Work Space Study	\$465,000	General Fund
Computers and Workstations	\$110,000	General Fund
Crime Reporting Software	\$50,000	General Fund
Telephone Recorder	\$25,000	General Fund
800 MHz Equipment	\$800,000	General Obligation Bond
Furniture	\$20,000	General Fund
Remote Office Site	\$100,000	General Fund
Remodel Records Room	\$50,000	General Fund
Expand Records Storage	\$9,000	General Fund
Records Storage System	\$10,000	General Fund
Lateral Files	\$8,000	General Fund
Workstation Cubicles	\$5,000	General Fund
Remodel Front Counter	\$10,000	General Fund
Total		\$2,431,000

Source: City of Monroe Police Department, 2003

At present, the police department is faced with declining revenues for funding police services. The passage of laws affecting the funding provided for by federal and state resources has shown a dramatic decrease. All indications point towards the obvious: that growth in Monroe will continue. The Monroe Police Department service area will continue to expand and the density within our current service area will increase.

Municipal Campus

Existing Facilities

All City functions with the exception of the Wastewater Treatment Plant are headquartered at the City's main municipal campus at 806 West Main Street. There are three primary structures and two portable buildings occupying the municipal campus. They are the City Hall Building, the Police Building, and the Public Works Portable Offices and Shop Building. There are also three storage and parking outbuildings.

City Hall Building

The City Hall Building is a 9,600 square foot one-story facility situated on the north central portion of the municipal campus. City operations occupied the facility in 1977. Since that time, the building has undergone several expansions and improvements. However, these improvements have occurred in an incidental manner with little long-term planning.

Police Building

Completed in 1991, the Police Building is the most recent addition to the Municipal Campus. A 9,400 square foot building was designed and built to be the headquarters for the City of Monroe

Police Department. It is located immediately south of the City Hall Building on the Municipal Campus.

Public Works Facilities

The Public Works Shop Building is a 4,000 square foot metal shed building with a flat roof and two large bay doors. Most of the building is made up of the shop itself while about 500 square feet of space is a restroom with a small office area constructed above. The building is located immediately west of the City Hall Building on the Municipal Campus. The site of the Municipal Campus was originally an automobile dealership and the existing shop building was part of the previous use. The building is estimated to be over 25 years old.

The two portable offices have a combined area of 3,360 square feet and contain the department offices, lunchroom, and the Community Coordination Center (CCC) used during natural disasters.

1999 Municipal Campus Space Study

In 1999, a study was commissioned with three primary goals; 1) conduct a space needs assessment for all City functions for the present, as well as projections for space needs at five, ten and twenty years; 2) evaluate existing structures for present and future use in light of the results of the space needs assessment; and 3) develop a long-range plan for the Municipal Campus in light of both the space needs assessment and the building evaluations. Each aspect of the Municipal Campus Space Study will be discussed below.

Space Needs Assessment

The Space Needs Assessment was based primarily on information provided by department directors and other key personnel. A series of interviews with these individuals, as well as with the Mayor and the City Administrator, formed the basis of both present and future space needs. Department directors were asked to provide information on their current staffing levels along with an estimate of future staff needs at five, ten, and twenty-year intervals. These estimates were based on estimates of the growth of the City while assuming existing service levels will continue into the future.

Each staff position was then allocated an amount of space based primarily on the space needs of that particular position. The criteria used to determine this included but was not limited to supervisory responsibilities and the attendant need for privacy, the need for meeting space, and the need for file storage or bookshelf space. An estimate was then developed of present and future space needs for each department by adding a percentage for halls and walkways, restrooms, and meeting rooms. The need for space in square feet identified through this process is summarized in the table below.

**Table CF-13
Five and Twenty Year Space Needs**

	5 year	20 year
City Hall	18,000	21,000
Police	15,000	19,000
Public Works	20,000	21,000

Building Evaluations

City Hall Building

The evaluation of the City Hall Building revealed a number of serious problems.

The existing HVAC system is wholly inadequate for the building and will require replacing if any remodel or modernization is planned for the building. In addition, the existing pitched roof was installed over the original flat roof system. The HVAC heat pumps located on the flat roof were enclosed, further reducing their efficiency.

The existing telecommunication hubs are located in the attic space. This is an extremely harsh environment for this type of equipment.

Electrical power for the City Hall Building originates in the Public Works Shop Building. The existing distribution system within the City Hall building is in fair and serviceable condition, but has reached its service capacity owing to the increase in electronic loads since the last upgrade in 1981. Existing branch circuiting in the City Hall Building is inadequate, both in number of available circuits and in number of available receptacle outlets.

There is evidence of damaged wood in several locations. Wood beams along the north and east perimeters of the building have blisters that appear to indicate water damage beneath. A roof inspection revealed that leaks are occurring in locations where screws have backed out of gaskets overdriven at several locations along the roof-to-wall transitions where the shingle roof meets the metal panels. The shingle roof area is adequate and should perform in a satisfactory manner for five or more years.

A cost-benefit analysis was performed to evaluate three alternatives for a City Hall facility in the future. The alternatives were: 1) do nothing; 2) remodel but no new space 3) remodel and expand the existing City Hall Building for future use; and 4) demolish the existing building and replace it with an all new, much larger structure. This analysis assumed a thirty-year horizon. An attempt was made to capture all costs including construction, maintenance, and costs associated with utilities and daily upkeep. For example, it was assumed that the utility and maintenance costs for a new building would be much less than it would be for an older one of similar size.

This analysis showed that the least expensive alternative was number 2- to remodel existing city hall and add no additional space. However, this alternative is not without significant costs. As noted above, additional space will be needed, so there will be costs for additional space even if space is provided off-site or in the form of modular units. The total cost of this alternative was estimated to be \$4,186,730. To do nothing at all was estimated to cost only slightly more at \$4,410,317. The costs associated with alternatives three and four were \$8,604,574 and \$9,428,092 respectively. The fact that there is a small difference between the costs of these two alternatives is due to the need for significant repair and improvements to the existing City Hall Building and to the additional cost of utilities and maintenance associated with an older facility.

Police Department Building

Because this building is relatively new, it clearly will be useful for many years into the future. However, the building evaluation process revealed problems with the existing HVAC system. The

existing HVAC in this facility was designed to provide adequate service to the existing structure. However, the system has never worked as it should and there have been constant problems with the system keeping some parts of the building too cool while keeping others too warm.

The Police Building was designed and built with the realization that additional space would be needed for the Police Department before the new building had reached the end of its useful life. In fact, the building was constructed in such a way that the south wall could be removed relatively simply so that the building could be enlarged in that direction. However, the evaluation process revealed that when it was built, the HVAC and electrical services were installed with no additional capacity. Therefore, any future additions to the building will require significant upgrades or replacement of these systems.

The space study revealed that the building already provides far less space than the department needs.

Public Works Shop Building

The roof and gutters were completely replaced in 1997 and are still in good condition. As noted above, however, this facility is very old. As a result, it is completely inadequate in terms of space needs. In addition, it is creating significant costs to the City in both service effectiveness and efficiency.

The employee support facilities for the Public Works Department are wholly inadequate. The Public Works Shop Building has only one restroom (a men's) with one shower stall. Female Public Works employees are forced to use the women's restrooms in the City Hall Building. No Public Works employee currently has access to a locker room. Temporary plywood lockers have been constructed on the main floor of the Public Works Shop Building for their use.

The first portable office was installed in 2000, and the second in 2002. The buildings have a life span of between five and ten years on the site.

The City has identified a potential site for a new Public Works campus adjacent to the North Kelsey Planning Area. It is estimated that the proposed campus, including a new office building, maintenance shops, vehicle and equipment storage building, fueling station, compost bins, and off-street parking will cost approximately \$5 million. Construction of the new facility is dependent on budget priorities and financing.

Long-Range Plan for the Municipal Campus

As part of the Space Study, a long-range plan for the Municipal Campus was developed. This plan was based on several key assumptions:

- Though continued growth may necessitate the relocation of some City functions to another location at some point, City functions should remain at the present Municipal Campus located at the intersection of Main Street and Dickerson Avenue.
- In an effort to improve customer service and citizen access, all City departments and functions should be accessed at one entrance on the Campus.
- Any construction or improvements should be accomplished with minimum disruption to City services (e.g., avoid using modular units, continue to use existing facilities until new facilities are completed, etc.).

The last step would be dependent on the acquisition of significant additional property by the City by the time it is needed. It is assumed that the space needs of the City will outgrow the current Municipal Campus at some point in the future.

The timing of the decision to move some City functions away from the current campus will depend upon the growth rate of the City and the attendant growth in City staffing.

School Capital Facilities

The City of Monroe adopted the updated Monroe School District Capital Facilities Plan (CFP) in 2008. The plan is intended to provide the Monroe School District, Snohomish County and other jurisdictions with a description of facilities needed to accommodate projected student enrollment at acceptable levels of service over the next 12 years, and a more detailed schedule and financing program for capital improvement over the next six years (2008-2013). In accordance with the Growth Management Act, this CFP contains the following required elements:

- An inventory of existing capital facilities owned by the School District, showing the locations and capacities of the facilities.
- A forecast of the future needs for capital facilities owned and operated by the School District.
- A six-year plan for financing capital facilities within projected funding capacities, which clearly identifies sources of public money for such purposes.
- The proposed locations and capacities of expanded or new capital facilities.

Prompted by a 2008 annexation and property located in the city's Urban Growth Area, Monroe adopted the Snohomish School District's Capital Facilities Plan in 2010. The Capital facilities Plan is intended to provide the Snohomish School District and associated jurisdictions a description of the facilities needed to accommodate projected student enrolment at acceptable levels of service, including detailed schedule and financing program for capital improvements, over the six-year period of 2008-2013.

Capital Facilities Plan

The Growth Management Act requires reassessment of the land use element if probable funding falls short of meeting existing needs. This is necessary to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent. This Capital Facilities Plan is intended to provide local jurisdictions with information on the School District's ability to accommodate projected population and enrollment demands anticipated through implementation of various comprehensive plan land use alternatives.

In addition to the elements required by the Growth Management Act, the CFP provides supporting documentation for the variables used to calculate development impact fees.

The Capital Facilities Plan for the Monroe School District for the year 2008-2013 inclusive is hereby adopted as part of this Capital Facilities Element of the Monroe Comprehensive Plan as if set forth in full.

Impact Fees

The State Environmental Policy Act and the Growth Management Act authorize jurisdictions to require mitigation for impacts directly related to a proposed development. The Growth Management
City of Monroe Comprehensive Plan
2005-2025 Capital Facilities Element

Act authorizes jurisdictions to collect impact fees to supplement funding of additional public facilities needed to accommodate new development. Impact fees cannot be used for the operation, maintenance, repair, alteration, or replacement of existing capital facilities used to meet existing "existing facility deficiencies (*Paying for Growths' Impact – A Guide to Impact Fees*, State of Washington Department of Community Development Growth Management Division, January, 1992).

The City of Monroe has been collecting school impact fees since 1991, using the State Environmental Policy Act as the collection method prior to the adoption of impacts fees consistent with the Growth Management Act in 2002.

In September 2002, the city adopted a school impact fee ordinance, Chapter 20.07 of the Monroe Municipal Code (MMC). The Snohomish and Monroe School District receive impact fees from development within the City of Monroe according to the provisions of MMC Chapter 20.07, and consistent with the Monroe School District No. 103 and the Snohomish School District Six-Year Capital Facilities Plan.

When the Council approved the ordinance approving Chapter 20.07 (School impact fees mitigation program), they deviated from Snohomish County's established discount rate of fifty-percent for the Monroe School District. The City Council is not required to impose the same discount rate as the County. The City Council stated that a twenty-five percent discount was more appropriate in Monroe because the city has the largest and fastest growing school population in the District's boundary. The Council also stated their desire to see new growth pay its proportionate share of impacts on District's facilities; the twenty-five percent strives towards the general policy of making growth pay for the impacts of growth.

The impact fees calculation is based on the District's cost per dwelling unit to purchase land for school sites, make site improvements, construct schools, and purchase/install temporary facilities. As required under GMA, credits have also been applied for State Match Funds, property taxes and capital project funds to be proposed for future bond measures. The formula worksheet used to calculate impact fees for residential development proposed within the Monroe School District are provided in the District's Capital Facilities Plan, Appendix C.

Level-of-Service Standards

The Growth Management Act states that Level-of-Service (LOS) Standards are required for transportation facilities, (RCW 36.70A.070, Mandatory Elements).

The Act also briefly touches on LOS standards for other types of capital facilities, (WAC 365-195, Growth Management – Procedural Criteria for adopting Comprehensive Plans and Development Regulations).

The City of Monroe has adopted minimum LOS standards for the following capital facilities: fire services, parks, police services, potable water, schools, sanitary sewer, and transportation facilities. These standards were adopted in the Comprehensive Plan or by individual comprehensive facility plans that were adopted into the Capital Facilities Element by reference.

The established minimum LOS standards are incorporated into Capital Facilities Policy CFP 22, and are listed below for easy reference.

Fire Services: The Monroe Fire District #3 has established an alarm response time of less than six and one quarter (6.25) minutes for the City of Monroe and an average response time of 12.30 minutes for the remainder of the district service area.

Parks: The parks LOS standards are based on type of facility, and are listed in the Parks, Recreation and Open Space Element of the Comprehensive Plan. There are 65 types of facilities broken into seven categories: land; resources activities; trails; playgrounds; courts and fields; recreation and community centers; special use facilities; and support facilities.

Police Services: The Monroe Police Department has established an alarm response time of three minutes or less for an “in progress” request for service within the urban growth area.

Potable Water: The Comprehensive Water System Plan established a minimum LOS of 800 gallons of domestic water storage and demand of 300 gallons per day per ERU, and a minimum fire flow pressure of 20-psi equivalent per residential unit.

Schools: The Monroe School District set minimum educational service standards are outlined in the adopted Monroe School District Capital Facilities Plan. The Snohomish School District set minimum educational service standards are outlined in the adopted Snohomish School District Capital Facilities Plan.

Sanitary Sewer: The adopted Comprehensive Sewer Plan establishes minimum LOS standards for the treatment plant. The treatment plant minimum LOS standards shall maintain the following capacities: an influent flow of 1,000 cubic feet per month per Equivalent Residential Unit (ERU), 17.5 pounds of influent biochemical oxygen per month per ERU, and 17.5 pounds of suspended solids per month per ERU.

Transportation: The City of Monroe has established a minimum LOS standard of “C” on all local collector street intersections, except for intersections with state highways; minimum LOS standard of “D” for all non-state arterial intersections; and a minimum LOS standard of “D” for state highway segments, including intersections with city streets or private driveways, subject to the Interlocal Agreement between the City of Monroe and the Washington State Department of Transportation, dated February 22, 1990.

Essential Public Facilities

The GMA defines Essential Public Facilities as facilities that are typically difficult to site, such as airports, state educational facilities and state or regional transportation facilities as defined in RCW 47.06.140, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes. In addition to defining essential public facilities, the GMA requires the city to establish a process for siting such facilities. Finally, no local comprehensive plan or development regulations may preclude the siting of essential public facilities within the jurisdiction boundaries.

Snohomish County has also adopted Countywide Planning Policies for the siting of essential public facilities. The policies will be implemented through the Snohomish County Tomorrow

Steering Committee and include a common site review process to evaluate facility proposals, collaboration on the development of common siting criteria for the various types of facilities, and ensure public review of the proposals including mitigation measures to reduce impacts within the jurisdiction where the facility is proposed.

Existing Facilities

Based upon the definition, essential public facilities within the city include, but may not be limited to:

- The WA State Department of Corrections Campus
- City of Monroe Wastewater Treatment Plant
- City of Monroe Ingraham Hill Reservoir
- City of Monroe Water Reservoir located north of the Fairgrounds
- Snohomish County Public Hospital District #1 (Valley General)
- Fire District #3 Facilities
- The City of Monroe Municipal Campus including City Hall, the Police Department, and Public Works Facilities

Capital Facilities Financing

The six-year capital facilities plan includes improvements that the comprehensive plan elements indicate are necessary, along with potential funding sources. In order to identify these potential funding sources, it is important to review how capital improvements have been financed in Monroe in the past. Capital outlays tend to vary a great deal from year to year, depending on need and the ability of the City to secure grants to fund particular projects.

Revenue Sources

This section summarizes the revenue sources available to the City of Monroe and highlights those available for capital facilities.

There are two types of revenue sources for capital facilities:

- Multi-use: taxes, fees, and grants that may be used for virtually any type of capital facility (but which may become restricted if and when adopted for a specific type of capital facility);
- Single use: taxes, fees, and grants, which may be used only for a particular type of capital facility.

These revenue sources are discussed below.

Multi-Use Revenue Sources

Property Tax

Property tax levies are most often used by local governments for operating and maintenance costs. They are not commonly used for capital improvements.

The 2005 property tax rate levy in Monroe is \$2.34 per \$1,000 of assessed value (AV). This includes the .08 property tax for financing the 800 MHz communication system over the next seven years, as approved by the voters in Monroe. The maximum rate allowed by state laws is \$3.60 per \$1,000 AV, but the maximum rate possible in Monroe is \$3.375 because of Initiative 747.

Initiative 747 allows cities to increase property tax by one percent or the Implicit Price Deflator (IPD), whichever is less, plus add-ons for new construction and utilities. The previous rate was 6 percent. The statute authorizes temporary or permanent increases above the 1 percent lid, up to a statutory limit under local voter approval. The City of Monroe has a temporary lid lift for the 800 MHz communications system. Property taxes received by the City of Monroe, by policy, have been allocated to pay the City's proportionate share of the Fire District's operations, with the remainder allocated to the City's annual street improvement program and to general government for maintenance and operations.

Long-Term Bonded Indebtedness

There are three basic types of long-term indebtedness used by municipalities to fund capital improvement projects:

- *General Obligation Bonds* - General Obligation Bonds are backed by the value of the property within the jurisdiction (its full faith and credit).
- *Revenue Bonds* - Revenue bonds are backed by the revenue received from the project that the bonds helped fund. Such bonds are commonly used to fund utility improvements. A portion of the utility charge is set aside to pay off the bonds.
- *Special Assessment Bonds* - (Local Improvement District, Road Improvement Districts, and Utility Local Improvement Districts) - Special assessment bonds, repaid by assessments against the property benefited by the improvements, are used to finance projects within a specific geographic area, as opposed to those that will serve the entire jurisdiction.

General Obligation Bonds and Lease-Purchase (Property Tax Excess Levy)

General Obligation Bonds are those that offer the greatest variety of uses. There are two types of General Obligation (GO) bonds: voter-approved and councilmatic. Voter-approved bonds increase the property tax rate, with increased revenues dedicated to paying principal and interest on the bonds. The city is authorized to issue 1 percent of the city's assessed value for general-purpose debt with a vote of the public for debt and contracts payable. In 2005, this amount is \$12,057,915. Local governments are authorized "excess levies" to repay voter-approved bonds. Excess levies are increased in the regular property tax levy above statutory limits (in Monroe's case). Approval requires a 60 percent majority vote in favor and a turnout of at least 40 percent of the voters from the preceding general election.

A jurisdiction's legislative body authorizes councilmatic bonds without the need for voter approval. The city is authorized to issue 1.5 percent of the city's assessed value for debt without a vote referred to councilmatic for debt and contracts payable. In 2005, the amount is \$18,086,872. Revenue comes from general government revenues, without a corresponding increase in property taxes. Therefore, this method of bond approval does not utilize a dedicated funding source for repaying the bondholder. Lease-purchase arrangements are also authorized by vote of the legislative body and do not require voter approval. The total limit is 2.5 percent of the general-purpose debt limitations for the city.

The amount of the local government debt allowable for GO bonds is restricted by law to 7.5 percent of assessed value of the property within the City limits. This may be divided as follows:

- General Purpose Bonds 2.5 percent
- Utility Bonds 2.5 percent
- Open Space and Park Facilities 2.5 percent

The city has a total of \$1,035,000 of councilmatic GO debts as of December 31, 2004. In April 2005, the City acquired land within the North Kelsey Planning Area from Snohomish County using councilmanic bonds in the amount of \$16,100,000. Depending on the amount in-term of the bonds or lease-purchase arrangement, the impact on the individual taxpayer can vary widely.

The city has a total of \$1,136,000 of GO debt as of December 31, 2004 with voter approval.

Real Estate Excise Tax

RCW 82.46 authorizes local governments to collect a real estate excise tax levy of 0.25 percent of the selling price of real estate within the city limits. The Growth Management Act authorizes collection of another 0.25 percent. Both the first and second 0.25 percents are required to be used for financing capital facilities specified in local governments' capital facilities plan.

The Real Estate Excise Tax (REET) is levied on the full selling price of all real estate sales. The local rate and its uses differ by city size and whether the city is planning under the GMA. The City of Monroe levies both the first and second ¼ percent REET, and will collect about \$300,000 from each REET source in 2005. How the REET is spent differs between the first ¼ percent REET 1 and the second ¼ percent REET 2. REET revenues have been allocated to capital projects in the Capital Improvement Project (CIP) Fund 307 (Public Works Building), CIP Fund 315 (various parks projects), and CIP Fund 350 (Sanitary Sewer).

The following table illustrates how revenues collected for each REET can be spent.

TABLE CF-14
Real Estate Excise Tax

REET 1	REET 2
The first ¼ percent of REET is used solely on capital projects that are listed in the Capital	The second ¼ percent REET is levied by cities that plan under the GMA.
<p>Capital projects for REET 1 are public works projects for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of:</p> <ol style="list-style-type: none"> 1. streets; roads, highways 2. sidewalks; 3. street and road lighting systems; 4. traffic signals; 5. bridges; 6. domestic water system; 7. storm and sanitary sewer system; 8. parks and recreational facilities; 9. law enforcement facilities; 10. fire protection facilities; 11. trails; 12. libraries; 13. administrative and judicial facilities. 	<p>Capital projects for REET 2 are public works projects for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of:</p> <ol style="list-style-type: none"> 1. streets; roads; highways; 2. sidewalks; 3. streets and road lighting systems; 4. traffic signals; 5. bridges; 6. domestic water system; 7. storm and sanitary sewer systems; <p>and planning, construction, reconstruction, repair, rehabilitation, or improvement of:</p> <ol style="list-style-type: none"> 8. parks. <p>(Note: acquisition of land for parks is not a permitted use for REET 2, although acquisition is permitted for street, water, and sewer projects. Recreational facilities and trails are not listed as authorized projects.)</p>

Business and Occupation Tax

RCW 35.11 authorizes cities to collect this tax on the gross or net income of businesses, not to exceed a rate of 0.2 percent. Revenue may be used for capital facilities acquisition, construction, maintenance, and operations. Voter approval is required to initiate the tax or increase the tax rate. The City has not utilized this revenue source.

Projected revenue, if the City were to enact the maximum allowable rate of 0.2 percent of gross income, would amount to an estimated \$611,858 for 2004.

Local Option Sales Tax

Local governments may collect a tax on retail sales of up to 1.1 percent, of which 0.1 percent may be used only for criminal justice purposes (public transportation-benefit authorities may levy up to 0.6 percent). Voter approval is required. Monroe has enacted a 1 percent sales tax, of which 85 percent goes to the City and the remainder 15 percent goes to the County.

In 2004, Monroe collected \$3,029,266 in retail sales tax, which was expended on maintenance and operating costs. The 2005 budget estimates \$3.1 million will be collected in retail sales tax.

Criminal justice tax revenues (0.10 percent) total \$185,000 of which 45 percent is budgeted for operating costs and 55 percent is budgeted for police vehicles.

Utility Tax

RCW 35A.52 authorizes cities to collect a tax on gross receipts of electrical, gas, garbage, telephone, cable TV, water, sanitary sewer, and stormwater management providers. Service users pay the tax as part of their utility bill.

State law limits the utility tax to 6 percent of the total receipts for cable television, electricity, gas, steam (not applicable to Monroe), and telephone, unless a majority of the voters approve a higher rate. There are no restrictions on the tax rates for sewer, water, solid waste, and stormwater. Revenue can be used for capital facilities acquisition, construction, and maintenance.

In Monroe, a six percent tax is collected on cable television, natural gas, telephone, water and electricity. No utility tax is collected on sanitation and sanitary sewer. In 2008, \$2,026,410 was budgeted from utility tax revenues to be spent on general government maintenance and operating costs. The city also has a franchise agreement with Comcast for providing cable television in the Monroe area. The 2008 budget estimates that Comcast will pay \$77,600 in franchise fees.

Community Development Block Grants

Approximately \$8.5 million in community development block grants (CDBG) funding is available annually statewide through the federal Department of Housing and Urban Development for public facilities, economic development, and housing projects that benefit low-and moderate-income households. Funds may not be used for maintenance and operations

Community Economic Revitalization Board Grant (CERB)

The state Department of Commerce provides low-interest loans, and occasionally grants, to finance sewer, water, access roads, bridges, and other facilities for specific private sector development. Funding is available only for projects that support specific private developments or expansions that promote the trading of goods and services outside the state. The average requirement is to create one job per \$3,000 of CERB financing.

The city has not utilized this funding source. It is not possible to forecast revenues from CERB loans or grants.

Public Works Trust Fund Grants (PWTF)

The state Department of Community, Trade and Economic Development provides low-interest loans for capital facilities planning, emergency planning, and construction of bridges, roads, domestic water, sanitary sewer, and storm sewer. Applicants must have a capital facilities plan in place and must be levying the original 0.25 percent real estate sales tax (see previous real estate excise tax discussion). Construction and emergency planning projects must be for reconstruction of existing capital facilities only. Capital improvement planning projects are limited to planning for streets and utilities.

Loans for construction projects require a local match generated only from local revenues or state-shared entitlement (gas tax) revenues. The required local match is 15 percent for a ½ percent loan rate, 10 percent for a 1 percent loan rate, and 5 percent for a 2 percent loan rate.

Emergency planning loans are at a five percent interest rate. If state or federal disaster funds are received, they must be applied to the loan for the life of the project (20 years). Capital improvement planning loans are at least 0 percent interest, but require a 25 percent local match.

The City received \$1,237,000 from the PWTF grant for the construction of the Ingraham Hill Reservoir, and is currently in the process of paying the loan off. The city has approximately \$816,000 remaining on the loan. In 2002, the City was approved for a second loan, worth \$3,138,000 for the construction of the North Hill Reservoir. Future PWTF funding cannot be reliably forecasted.

Farmers Home Administration Community Facilities Program

Farmers Home Administration loans to develop community facilities for public use in rural areas and towns of not more than 20,000 people. Facilities eligible for loan assistance include fire stations, police stations, community buildings, libraries, and utilities. It is not possible to forecast revenues from this program.

Single-Purpose Revenue Sources

Cultural Arts, Stadium/Conventional Facilities

Special-Purpose Districts

RCW 67.38.130 authorizes cultural arts, stadium/convention special purpose districts with independent taxing authority to finance capital facilities. The district requires a majority voter approval for formation, and has a funding limit of 0.25 cents per \$1,000 of assessed valuation. Typically, such a special-purpose district would serve a larger geographical area than a single city. Revenue would be based on the tax base of the area within the special service district.

Fire Protection and Emergency Medical Services

EMS Levy

The state authorizes a \$0.50 per \$1,000 AV property tax levy that may be enacted by fire and hospital districts, cities and towns, and counties. Fire District #3 was approved for a permanent levy and levied .43/\$1,000 assessed value in 2005 to fund EMS services.

Snohomish County has enacted a 0.50 percent EMS levy. This levy is voluntary in cities and fire districts. Monroe is not included in this EMS levy.

Fire Districts

Fire District #3 surrounds the City of Monroe. The 2005 fire district tax levy is \$1.35 per \$1,000 AV as compared to the limit of \$1.50 per \$1,000. This revenue is used for operating and maintenance costs.

Fire Impact Fees

RCW 82.02.050-090 authorizes a charge (impact fee) to be paid by new development for its “fair share” of the cost of fire protection and emergency medical facilities required to serve the development. Impact fees must be used for capital facilities necessitated by growth, and not to correct existing deficiencies in levels of service. Impact fees cannot be used for operating expenses. Monroe does not currently collect fire impact fees.

Parks and Recreation

Open Space and Park Facility General Obligation Bonds

See General Obligation Bonds (under Multi-Use Revenue, above) for general discussion of the purpose, requirements, and decision basis for GO bonds. Total amount of local government debt that may be committed to open space and park facilities is 2.5 percent. Monroe currently does not have any open space and park facility general obligation debt.

Park Districts

State law authorizes metropolitan park districts and park and recreation districts, each with independent taxing authority. Monroe presently is in a park and recreation district, whose boundaries are the same as the school district’s boundaries.

Park and Recreation Service Area (PRSA)

RCW 36.68.400 authorizes park and recreation service areas as junior taxing districts for the purpose of financing the acquisition, construction, improvement, maintenance, or operation of any park, senior citizen activity center, zoo, aquarium, or recreational facility. The maximum levy limit is 0.15, or \$0.15 per \$1,000 AV. A PRSA can generate revenue from either the regular or excess property tax levies and through general obligation bonds, subject to voter approval. Revenue may be used for capital facilities maintenance and operations. Voters approve formation of a PRSA, and subsequently approve an excess levy for the purpose of constructing facilities.

User Fees and Program Fees

These fees are charged for using park facilities (such as field reservation fees) or participating in recreational programs (such as arts and crafts registration fees). In 2004, the City collected \$30,551 in park user fees.

As the City develops its own recreation program, revenues from those fees will be added. It is not possible to reliably forecast revenue from this source over 20 years.

Park Impact Fees

RCW 82.02.050-090 authorizes local government to enact impact fees to be paid by new development for its “fair share” of system improvement, costs of parks and recreation facilities necessary to serve the development. Impact fees must be used for capital facilities necessitated by growth, and not to correct existing deficiencies in levels of service. Impact fees cannot be used for operating expenses. Monroe presently utilizes a park impact fee (mitigation) program.

The City of Monroe adopted a new Park Impact Fee in March 2003. The fees are established in the fee schedule of the Park, Recreation and Open Space Plan, and are as follows by use:

TABLE CF-15
Current Park Impact Fees

	SF	SF - duplex	MF – 3 to 4 units	MF – 5+ units	Mobile Home
Fee/unit	4,579.00	\$3,901.00	\$3,901.00	\$3,562.00	\$3,731.00

State Parks and Recreation Commission Grants

These grants are for parks, capital facilities acquisition, and construction, and require a 50 percent local match. Monroe currently has no state parks or recreational commission grants. It is not possible to reliably forecast the amount of revenue the City would receive over 20 years from this source.

Outdoor Recreation Grant-in-Aid Funding

The Interagency Committee for Outdoor Recreation (IAC) provides grant-in-aid funding for the acquisition, development and renovation of outdoor recreation facilities. Park and boating program grants require 50% local match. It is not possible to forecast revenues IAC grants-in-aid funding sources.

Roads, Bridges, and Mass Transit

Motor Vehicle Fuel Tax

RCW 82.36 authorizes this tax, which is administered by the state Department of Licensing and paid by gasoline distributors. Cities and counties receive 11.53 percent and 22.78 percent, respectively, of motor vehicle fuel tax receipts. Revenues must be spent for “highway purposes” including the construction, maintenance, and operation of city streets, county roads, and highways. In 2004, \$212,735 tax revenue was collected in Monroe, all of which was used for operating, maintenance, and debt service costs. No additional fuel tax revenues are available for capital facilities.

Local Option Fuel Tax

RCW 82.80 authorizes this countywide local option tax equivalent to 10 percent of the statewide motor vehicle fuel tax and a special fuel tax of 2.3 cents per gallon. Revenues are distributed back to the county and its cities on a per capita basis (1.5 for population in unincorporated areas and 1.0 for population in incorporated areas). Revenues must be spent for “highway purposes.” Snohomish County has not enacted this local option fuel tax. In 2004, the City collected \$99,467 in special fuel taxes.

Commercial Parking Tax

RCW 82.80 authorizes a tax for commercial parking businesses, but does not set rates. Revenues must be spent for “general transportation purposes” including highway purposes, public transportation, high-capacity transportation, transportation planning and design, and other transportation related activities.

Monroe does not have a commercial parking tax at this time, nor are any commercial parking businesses anticipated in Monroe for the near future.

Transportation Benefit District

RCW 35.21.225 authorizes cities to create transportation districts with independent taxing authority for the purposes of acquiring, constructing, improving, providing, and funding any city street, county road, or state highway improvement within the district. A special district’s tax base is used to finance capital facilities.

The District may generate revenue through property tax excess levies, general obligation bonds (including councilmatic bonds), local improvement districts, and development fees (see related discussions for background on each of these). Voter approval is required for bonds and excess property tax levies. Council approval is required for councilmatic bonds, special assessments, and development fees.

Transportation improvements funded with district revenues must be consistent with state, regional and local transportation plans; necessitated by existing or reasonable foreseeable congestion levels attributable to economic growth; and partially funded by local government or private developer contributions, or a combination of such contributions.

A transportation benefit district would address specific transportation projects reducing congestion caused by economic development. Consequently, the amount of revenue is a function of the cost of the project, rather than a levy rate, assessment amount, or fee schedule. It is, therefore, not possible to reliably forecast revenue from this source.

Road Impact Fees

RCW 82.02.050-090 authorizes cities and counties to exact road impact fees from new development for its “fair share” of the system improvement costs of roads necessary to serve the development. Impact fees must be used for capital facilities necessitated by growth and not to correct existing deficiencies in level of service. Impact fees cannot be used for operating expenses.

Monroe has adopted SEPA (State Environmental Policy Act) based road impact fees. However, these fees have not been forecasted for 1992 to 2012, and will be replaced in 2006/2007 with Growth Management Act based impact fees, with the completion of a new Transportation Element.

Local Option Vehicle License Fee

RCW 82.80 authorizes a countywide local option fee of up to \$15.00 maximum annually per vehicle registered in the county. Due to the passage of Initiative 776 in 2003, the City of Monroe no longer receives revenue from local vehicle licenses. This was a loss of \$117,000 in 2004 and forward which will place a burden on street improvements for the city.

SAFETEA-LU

SAFETEA-LU, The Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users, enacted July 2005, is the latest successor to ISTEA, the first federal surface transportation act, enacted in 1991. SAFETEA-LU authorizes the Federal surface transportation programs for highways, highway safety, and transit through 2009.

Funding approved through the federal surface transportation programs does not generally come directly to the City of Monroe. The funds are given to the Puget Sound Regional Council (PSRC) and/or Washington State Department of Transportation (WSDOT). PSRC distributes federal highway and transit funds through the following programs:

- Surface Transportation Program (STP)
- Congestion Mitigation and Air Quality (CMAQ)
- Federal Transit Administration (FTA)

WSDOT distributes federal funds to local jurisdictions through the National Highway System (NHS) and the Federal Aid Bridge Replacement Program. The NHS funding is to be used on the Interstate Highway System as well as other roads important to the nation's economy, defense, and mobility. WSDOT also oversees the Federal Aid Bridge Replacement Program grants.

In 2004, Representative Rick Larsen included an earmark of \$1.4 million in federal funding for transportation safety projects along U.S. 2, including \$675,000 for improvements for Monroe. The specific projects identified were: \$540,000 for the reconfiguration of the U.S. 2/Main Street/Old Owen Intersection and \$135,000 for the development and construction of a left hand turn lane from U.S. 2 onto Kelsey Street. The bill was passed by the U.S. House of Representatives, but was not acted on by the Senate.

In 2005, the City requested revisions to the 2004 projects list to include a request for \$2.5 million to construct Tjerne Place, a three-lane commercial access street to divert traffic from U.S. 2 between Kelsey Street and Woods Creek Road.

Federal Aid Emergency Relief Grants

WSDOT provides funding for restoration of roads and bridges on the federal aid system that are damaged by natural disasters or catastrophic failures. Funds are available on an 83 percent federal/17 percent local matching basis. Monroe does not qualify for an emergency relief grant at this time. Because emergencies cannot be predicted, it is not possible to forecast revenues from this source.

Urban Arterial Trust Account Grants (UATA)

The Washington State Transportation Improvement Board (TIB) provides funding for projects to alleviate and prevent traffic congestion. For the 1991 to 1993 biennium, \$35 million was allocated statewide. In order to be eligible, roads should be structurally deficient, congested by traffic, and have geometric deficiencies, or a high incidence of accidents. Funds are awarded on an 80 percent federal/20 percent local matching basis.

Transportation Improvement Account Grants (TIA)

The state TIB provides funding for projects to alleviate and prevent traffic congestion caused by economic development or growth. Eligible projects should be multi-agency, multi-modal, congestion, and economic development-related, and partially funded locally. Funds are awarded on an 80 percent/20 percent local matching basis. TIA funding has not been forecasted.

Sanitary Sewer

Sewer Districts

No sewer districts presently serve the planning area.

User Fees

The state authorizes cities, counties, and special purpose utility districts to collect fees from wastewater generators. Fees may be based on the amount of potable water consumed, or may be flat fees. Revenues may be used for capital facilities or operating and maintenance costs.

The City collected \$2,627,115 in 2004. All fees collected were used for operating and maintenance costs.

System Development Charges/Connection Fees

The state authorizes a fee to connect to a sanitary sewer system based on capital costs of serving the new connection. In 2010, the City estimates it will collect \$216,814 for improvements to the City's wastewater treatment system.

Centennial Clean Water Fund

The Department of Ecology (DOE) issues grants and loans for the design, acquisition, construction, and improvement of water pollution control facilities and related activities to meet state and federal requirements to protect water quality. State grants and loans are available based on a 25 to 50 percent local matching share range. Future funding cannot be reliably forecast.

State Revolving Fund Loans

DOE administers low-interest loans and low-interest guarantees for water pollution control projects. Applicants must demonstrate water quality need, have a facility plan for water quality treatment, show ability to repay a loan through a dedicated source of funding, and conform to other state and federal requirements. Funds must be used for construction of water pollution control facilities (wastewater treatment plants, stormwater treatment facilities, etc.). Revenues from this source are not forecast.

Solid Waste

Department of Ecology Grants

The state awards grants to local governments for a variety of programs related to solid waste, including a remedial action grant to assist with local hazardous waste sites, moderate risk/hazardous waste implementation grants, and waste composting grants. It is not possible to forecast revenue from this source.

Flood Control

Flood Control Special Purpose Districts

RCW 86.15.160 authorizes flood control special purpose districts with independent taxing authority (up to a 50 cents property tax levy limit without voter approval) to finance flood control capital facilities. In addition, the district can, with voter approval, use an excess levy to pay for general obligation debt. Monroe does not have a flood control special district.

Stormwater Management

Storm Drain Utility Fee

The state authorizes cities and counties to charge a fee to support storm drain capital improvements. The fee is usually a flat rate per residential equivalency. Residential equivalencies are based on average amount of impervious surface. Commercial property is commonly assessed a rate based on a fixed number of residential equivalence or area of impervious surface. Monroe adopted a storm drain utility in 1996.

The 2005 monthly assessment rate is \$6.00 per dwelling or equivalent residential unit. The City collected \$703,576 from this fee in 2004.

Utilities

General Obligation Bonds and Property Tax Excess Levy

The amount of local government debt for utility bonds is restricted by law to 2.5 percent of the taxable value of the property. Local government utilities tend to use bonds backed by utility user fees rather than general obligation bonds.

Water Supply

Water Districts

Four water providers serve portions of the Monroe planning area including Highland District, Roosevelt Association, Sky Meadow Association, and City of Monroe. Water districts have independent taxing authority, with a property tax levy limit of 50 cents per thousand of assessed value. Tax revenue is restricted to uses related to the purpose for which the water district was created. Revenue forecasts for the three water districts are not provided.

User Fees

The state authorizes cities, counties, and special purpose utility districts to charge for water consumption, usually based on volume of water consumed. Revenue may be used for capital facilities, operations and all maintenance. In 2004, the City collected \$1,798,404 in tax revenue and \$1,522,514 in Capital fees.

Farmers Home Administration Water and Waste Development Program (Grant and Loan)

Farmers Home provides financial assistance for water and waste disposal facilities in rural areas and towns. Priority is given to areas smaller than 5,500 people to restore deteriorating water supply, or to improve, enlarge or modify a water facility or an inadequate waste facility. It is not possible to forecast FHA grants and loans.

Department of Health Water Grants

State grants available for upgrading existing water systems, ensuring effective management, and achieving maximum conservation of safe drinking water. Grant funds can be used for technical assistance for upgrading current water systems. Revenue forecasts from DOH grants are not possible.

Capital Facilities Needs Versus Funding Capacity

The Growth Management Act (GMA) requires that transportation and capital facilities elements of the comprehensive plan contain finance plans that match future transportation and other capital facilities needs against projected revenue capacities. Probable funding sources and potential revenue capacities are identified in the respective capital facility sections of this element for each identified capital facility need. Potential revenue capacities for probable funding sources are also identified in the “Capital Facilities Financing” section of this element. Transportation facilities needs and funding sources are discussed in the transportation element and the parks and recreation facility needs and funding sources are discussed in the parks and recreation element of this plan, while all other capital facilities needs and funding sources are addressed in this element or the stand-alone comprehensive facilities plans such as the Comprehensive Water System and Comprehensive Sanitary Sewer Plans (adopted by Resolution and incorporated by reference into this Element). Since the comprehensive planning process is a continuing, evolving process, this six-year plan will be continually reviewed and updated.

Any plan is a tool to aid in decision-making. This plan is no exception. By outlining how the needed capital facilities of the future can be successfully financed, the plan will assist in the annual budget decisions needed to provide incrementally the funding for those facilities. The plan is not intended as a substitute for those budget decisions, only to provide a tool for them.

Capital facilities is a widely used term that can be used in a variety of ways. In accounting, it may mean any asset that is capable of being capitalized. As such, it would include vehicles, furniture, equipment, and similar assets, as well as much longer term fixed assets. The use of the term here, however, is intended to be much more limited, referring instead to long term fixed assets that have a significant (at least three year) life, and a substantial cost (at least \$20,000). As such, these facilities would require a policy for financing of a longer-term character than that which can be readily afforded by the annual budget cycle of the City.

Capital Facilities Goals, Policies, and Actions Goals

To ensure that decisions to provide, extend, or expand capital facilities are coordinated with the goals and policies of the land use element and are in place concurrent with the impacts of new development warranting such capital facilities.

To guarantee continuous, reliable and cost-effective capital facilities and public services to development in the Urban Growth Area in a phased, efficient matter reflecting the sequence of development as shown in the Land Use Element of the Comprehensive Plan.

To enhance the quality of life in Monroe through planned provision of public capital facilities either directly by the City or via coordination with other public and private entities.

To ensure that public facilities necessary to support new development are adequate to serve the development at the time the development is available for occupancy and use based on locally adopted level of service and in accordance with state law.

To achieve consistency in capital facility service standards within the Monroe planning area for each public service provided by multiple purveyors.

To achieve consistency in capital levels of service standards between Monroe's planning area and surrounding jurisdictions' planning areas within designated urban growth areas.

To ensure the efficient and equitable siting of essential regional capital facilities through cooperative and coordinated planning with other jurisdictions in the region.

To ensure that new growth and development pay for a proportionate share of the cost of new facilities needed to serve such growth and development.

Policies

CFPI - Develop a capital facilities plan consistent with the provisions of the comprehensive plan for scheduling of community services and facilities such as:

- Street and sidewalk improvements
- Sewer, water, and stormwater system improvements
- Parks and recreation facilities improvements
- Public safety, including police and fire protection

Seek outside sources of funding, such as federal grant programs for municipal improvements, for these purposes.

CFP2 - Expand community utilities and facilities in a manner that will most efficiently and effectively serve the needs of the public and implement the policies of the Comprehensive Plan.

CFP3 - Encourage the full use of existing utility systems before allowing expansion, which would promote under-utilization of existing systems, increased costs to present and future users, and possible "leapfrog" development.

CFP4 - Disallow development of un-sewered residences in areas where public sewers are available or are being installed.

CFP5 - Consolidate new utility systems into existing rights-of-way and easements whenever possible.

CFP6 - Conserve water by promoting programs to conserve and minimize use.

CFP7 - Phase in development of sewer and water services according to future land use needs and to meet GMA concurrency requirements. Extension of city-operated capital facilities and public services should not occur beyond the urban growth boundary during the planning period, unless

accepted by update to the comprehensive plan, for emergency reasons, to remedy a health hazard, or to provide urban service to an essential public facility.

CFP8 - Monroe's water, sanitary sewer and stormwater management plans (and future updates and amendments to those plans) are incorporated by reference, as part of this comprehensive plan.

CFP9 - The City shall coordinate its land use and public works planning activities with an ongoing program of long-range financial planning to conserve fiscal resources available to implement the capital facilities plan.

CFP10 - Coordinate with other public entities that provide public services within the Monroe planning area in development of consistent level of service standards.

CFP11 - Promote cooperation between the City, Snohomish School District, and the Monroe School District in providing sufficient opportunities for community utilization of school facilities.

CFP12 - Evaluate the impact of future school district plans on opportunities for public use of school facilities.

CFP13 - Keep the school districts informed of any land use changes or City actions that could impact school facilities. While the City has no authority with regard to either school districts policy in maintaining classroom size levels or student/teacher ratios, the City supports maintaining the highest possible levels of these services within the Districts.

CFP14 - The City adopts the Monroe and Snohomish School District Capital Facilities Plan to enable the district to collect impact mitigation fees. Subsequent updates to each Districts' CFP shall be reviewed and approved by the City Council in order to continue the authorization to collect impact mitigation fees and to provide an opportunity for the Districts and the City to coordinate discussion of current issues and future planning efforts.

CFP15 - Coordinate parks planning with school site planning to develop shared use of parks and school facilities to minimize public costs of acquisition, maintenance, and use.

CFP16 - Encourage the shared use of community facilities such as parks, libraries, and schools.

CFP17 - Retain and protect critical areas, unique, or fragile natural features to maintain scenic, educational, and natural resource values. Integrate sensitive areas into a linear park and trail system where possible.

CFP18 - Maintain existing public access to community shorelines, particularly Al Borlin City Park, Skykomish River Park, and the Skykomish River.

CFP19 - Require standards for general open space, neighborhood parks, and mini-parks as integral components of all new development proposals.

CFP20 - Develop and maintain public properties in an exemplary manner for community use.

CFP21 - Incorporate safety, access to public transit, environmental protection construction standards, and aesthetic design features into the development of all public service facilities to ensure compatibility with surrounding land uses.

CFP22 - The following level of service guidelines should be used to evaluate whether existing public facilities are adequate to accommodate the demands of new development:

Water - Require that new development have adequate water supply for consumption and fire flow outlined in the 2008 Comprehensive Water System Plan.

Stormwater Management - Require that new development and redevelopment to comply with the requirements of the 2009 Comprehensive Stormwater System Plan.

Wastewater - Require that adequate wastewater treatment capacity, transmission, and collection facilities are in place to accommodate new development. The treatment plant minimum level of service shall maintain the following capacities: an influent flow of 1,000 cubic feet per month per ERU, 17.5 pounds of influent biochemical oxygen per month per ERU, and 17.5 pounds of suspended solids per month per ERU.

Recreation – See Chapter 3 of the Parks, Recreation, and Open Space Element for a complete list of minimum level of service standards by park and recreation facility type. The City no longer uses the mini, neighborhood, and community park standards and has instead adopted specific standards by recreation type including, but not limited to land types, trails, playgrounds, community centers, special use facilities, and support facilities.

Police Protection - The City of Monroe adopts the Monroe Police Department minimum level-of-service standard of a service response time of three minutes or less for “in progress” requests for service within the urban growth area.

Fire Protection – The City of Monroe adopts the Monroe Fire District #3 minimum level-of-service standards of an alarm response time of less than six and one quarter (6.25) minutes within the City of Monroe.

Transportation - Maintain LOS “C” on all local and collector street intersections, except for intersections with state highways. Maintain LOS “D” at all non-state highway arterial intersections within the city. Establish LOS “D” for state highway segments, including intersections with city streets or private driveways, subject to the Interlocal Agreement between the City of Monroe and the WSDOT dated 2-22-90 and as may be amended in the future.

Schools – The City of Monroe adopts the Monroe and Snohomish School District minimum educational service standards outlined in the associated Capital Facilities Plan.

CFP23 - A development shall not be approved if it causes the level of service on a capital facility to decline below the standards set forth in Policy CFP22, unless capital improvements or a strategy to accommodate the impacts are made concurrent with the development for the purposes of this policy. “Concurrent with the development” shall mean that improvements or strategies are in place at the time of the development or that a financial commitment is in place to complete the improvements or strategies within six years.

CFP24 - If adequate facilities are currently unavailable (or cannot be made concurrent with the development as defined in Policy CFP23) and public funds are not committed to provide such facilities, developers must provide such facilities at their own expense in order to develop.

CFP25 - Maintain an inventory of existing capital facilities owned by public entities. This inventory shall include location capacities of such facilities and should be updated annually.

CFP26 - Project needed capital facilities space based on adopted levels of service standards and forecasted growth in accordance with the land use element and the comprehensive plan. This projection should be updated annually.

CFP27 - Maintain at least a six-year Capital Facilities Plan to finance needed capital facilities as determined within projected funding capacities. The plan shall clearly identify sources of public money for capital facilities. If projected funding is inadequate to finance projected capital facilities needs based on adopted levels of service standards and forecasted growth, adjustments shall be made to the level of service standards, land use element or both to achieve a balance between funding capacities and needed facilities. The Capital Facilities Plan should be reviewed annually prior to the city budget process.

CFP28 - Capital projects that are not included in the six-year Capital Facilities Plan or which are potentially inconsistent with the comprehensive plan shall be evaluated by means of the comprehensive planning process prior to their inclusion into the City's annual budget.

CFP29 - The burden for financing capital should be borne by the primary beneficiaries of the facility.

CFP30 - General revenues should be used only to fund projects that provide a general benefit to the entire community.

CFP31 - Long-term borrowing for capital facilities should be considered as an appropriate method of financing large facilities that benefit more than one generation of users.

CFP32 - Where possible, special assessment (local improvement districts), revenue and other self-supporting bonds and impact fees will be used instead of tax supported general obligation bonds.

CFP33 - Develop and adopt new impact fees or refine existing impact fees in accordance with the Growth Management Act as part of the financing for public facilities. Such financing shall provide for a balance between impact fees and other sources of public funds and shall not solely rely on impact fees. Public facilities for which impact fees may be collected shall include, but not be limited to, public streets and roads; public owned parks, open space and recreation facilities; school facilities; and city fire protection facilities.

CFP34 - The City shall adopt a concurrency management ordinance, in accordance with the GMA.

CFP35 - Require that development proposals are reviewed by the various providers of services, such as school districts, sewer, water, police, and fire departments, for available capacity and needed system improvements to accommodate development.

CFP36 - New or expanded capital facilities should be compatible with surrounding land uses; such facilities should have a minimal impact on the natural or built environment.

CFP37 - City plans and development regulations should identify and allow for the siting of essential public facilities. Cooperatively work with other municipalities and Snohomish County during the siting and development of facilities of regional significance.

Actions

CFA1 - Regularly update the capital facilities inventory, needs projections and finance plan. Monitor capital facilities for adherence to adopted level service of standards.

CFA2 - Adopt or amend ordinances as necessary to enable collection of impact fees for qualified system improvements.

CFA3 - Establish an annual review of development activities to determine the extent to which the goals and policies of the Comprehensive Plan are being accomplished.

CFA4 - Require the Planning Commission to review annually the Comprehensive Plan and the events that have occurred throughout the year and prepare an evaluative report for the City Council detailing the extent to which the established goals and policies of the Comprehensive Plan have been implemented.

CFA5 - Utilize the Comprehensive Plan in review of the zoning ordinance, other pertinent ordinances, the Capital Improvements Program, other City projects, and the annual budget.

CFA6 - Undertake a comprehensive update of the Comprehensive Plan no more than once a year and no less than once every five years.

CFA7 - Encourage initiation of the GMA Phase 2 planning reconciliation process with Snohomish County as soon as possible to begin the analysis and coordination necessary to review and examine development potential within the UGA and the potential future expansion of the Urban Growth Boundary.

EXHIBIT C

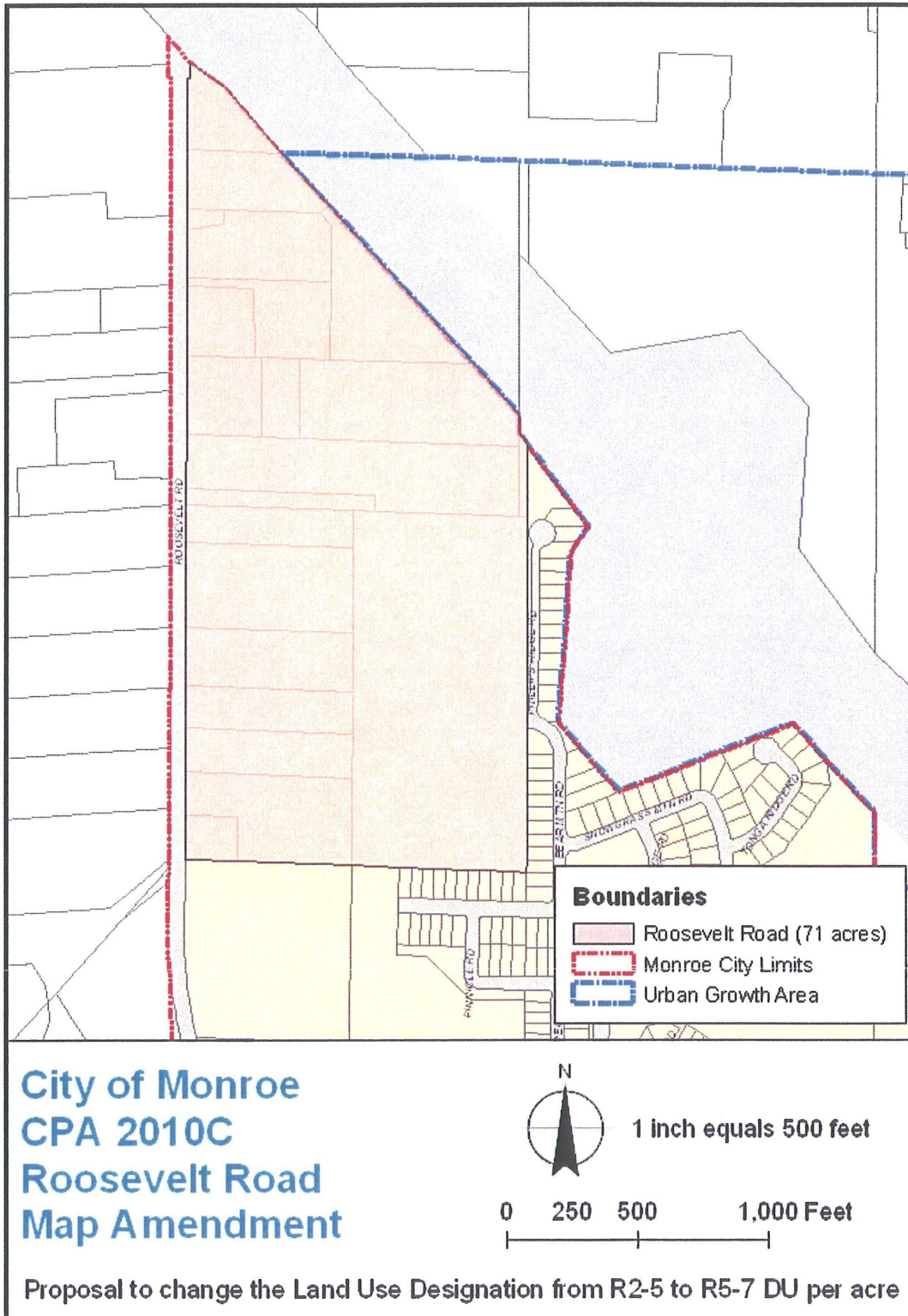


EXHIBIT D

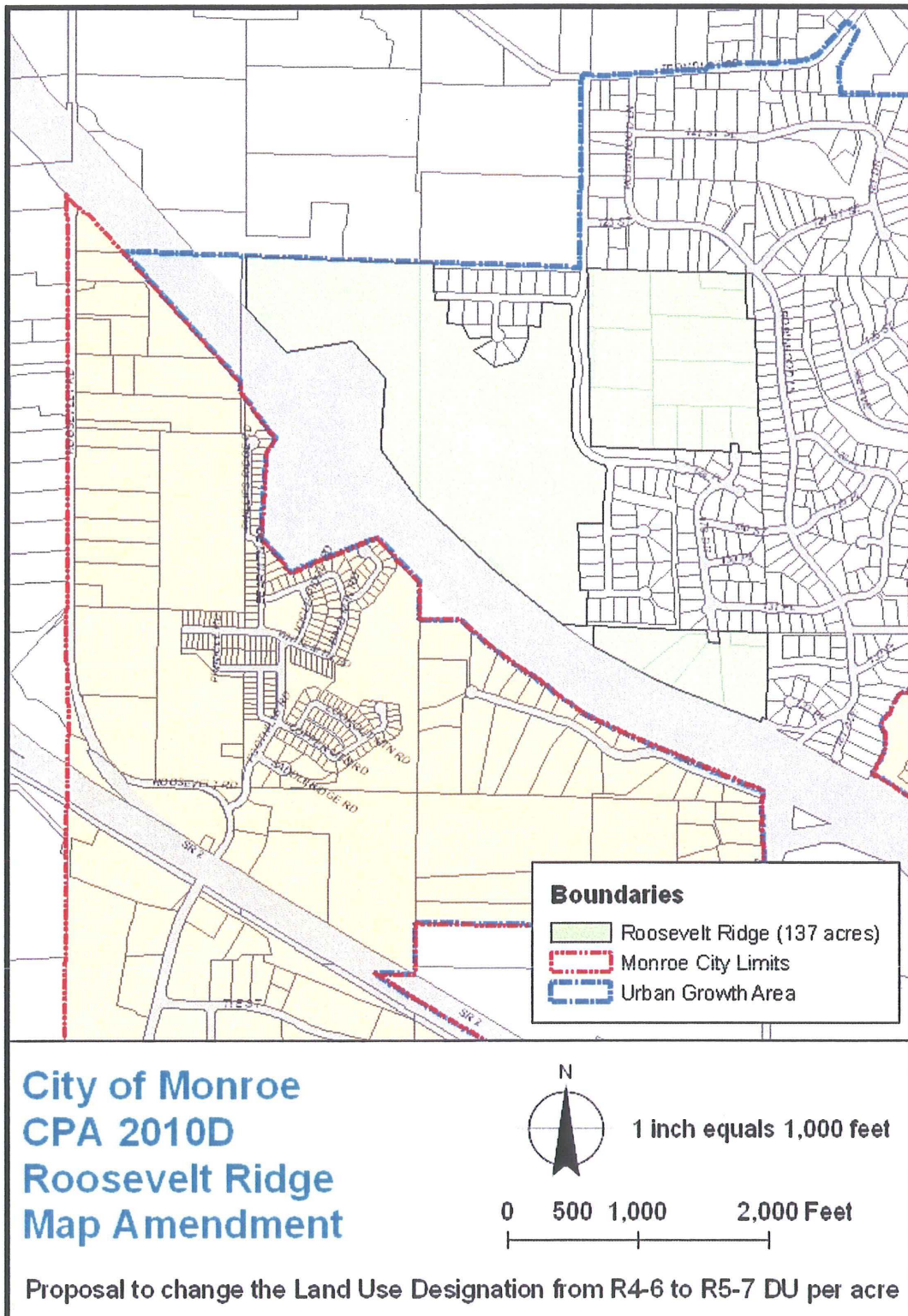


EXHIBIT E

STAFF REPORT AND RECOMMENDATION Comprehensive Plan Amendment CPA 2010A – North Kelsey Map Amendment

TO: City Of Monroe Planning Commission

FROM: Russ Wright, Associate Planner

SUBJECT: City-initiated comprehensive plan map amendment to change the land use designation for the most northern city-owned parcels, in the North Kelsey Planning Area, from Industrial to General Commercial and to refine the North Kelsey Planning Area and Planned Development Area boundaries.

HEARING DATE: May 10, 2010

A. PURPOSE:

The proposal is to refine the North Kelsey Planning Area and Planned Development Area boundaries and pursue a map amendment for the most northern city-owned parcels, from Industrial to General Commercial. The original SEIS for the planned action included the northern and southern portions of the North Kelsey area, Galaxy Theater area, proposed Monroe Public Works site, and Little Monroe Pit. City of Monroe Ordinance 016-2003 adopted boundaries for the Planning Area, Planned Development Area and General Commercial zone that excluded the properties in current use by Lakeside Industries, and the future Public Works site. The proposed amendment supports desired development patterns and intended uses for the northern half of the project to integrate the northern and southern portions of the subarea.

B. BACKGROUND:

The City of Monroe North Kelsey Development Plan (2003) was a planned action for a 68-acre site in the City of Monroe, known as the North Kelsey Subarea. The SEIS for the planned action included the northern and southern portions of the North Kelsey Area, Galaxy Theater area, proposed Monroe Public Works site, and Little Monroe Pit. Since the plan's inception, elements of the plan have been implemented, including changing the land use designation for a portion of the subarea from Industrial to Commercial (followed by an associated rezone), the construction of an anchor tenant on the southern North Kelsey property, the construction of infrastructure improvements (e.g., new roads, intersection improvements, and stormwater facilities). Lakeside Industries has relocated its operations from the northern North Kelsey parcels to The Little Monroe Pit directly behind the Galaxy Theater. The Monroe Public Works Department has developed their operational site as part of the existing Monroe city campus.

City staff requested the map amendment in July 2009 (Exhibit 1). Staff provided a pre-docket review (Exhibit 2) to the Planning Commission on August 31, 2009. The Planning Commission held a public hearing on the docket October 12, 2010 and recommended that the City Council accept the proposal for docketing in 2010. The City Council approved the application for the 2010 Docket in November 2009. The city issued a SEPA Determination of Non-Significance for this proposal on February 16, 2010 (Exhibit 3). The Planning Commission held a workshop for the proposal on March 08, 2010 and directed staff to schedule a public hearing, which is scheduled for May 10, 2010.

C. FINDINGS AND CONCLUSIONS

1. Compliance with Resolution 2005/06 – Procedures and criteria for amending the comprehensive plan.

(1) Each amendment:

- a. Shall not adversely affect public health, safety, or welfare in any significant way.
- b. Shall be consistent with the overall goals and intent of the comprehensive plan.
- a. Shall be in compliance with the Growth Management Act and other State and Federal laws.
- b. Must be weighed in light of cumulative effects of other amendments being considered.

(2) In addition to the above mandatory requirements, any proposed amendment must meet the following criteria unless compelling reasons justify its adoption without meeting them:

- a. Addresses needs or changing circumstances of the city as a whole or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances.
- b. Environmental impacts have been disclosed and/or measures have been included that reduce possible adverse impacts.
- c. Is consistent with the land uses and growth projections that were the basis of the comprehensive plan and/or subsequent updates to growth allocations.
- d. Is compatible with neighboring land uses and surrounding neighborhoods, if applicable.
- e. Is consistent with other plan elements and the overall intent of the comprehensive plan.

Findings and Conclusions:

- The proposed amendment is consistent with the mandatory review criteria outlined in Subsection (1) above. Re-designation of the northerly planned development area to General Commercial does not adversely affect the public health, safety, or welfare. It is consistent with the city's goal of developing the North Kelsey Planned Development area with retail and public spaces and amenities.
- The amendment is also consistent with the criteria listed in Subsection (2). The proposed amendment specifically addresses changing circumstances of the city, as it would re-designate land previously used by Lakeside Industries and planned for a Public Works facility to General Commercial, to a designation that is consistent with the city's plans for this area, which are favorable to development in retail and mixed uses. This General Commercial designation is consistent with the designation for the remainder of the North Kelsey Planned Development area, as are the proposed uses.
- City staff submitted the proposed comprehensive plan amendment and associated documents to the Department of Commerce for a 60-day review on April 20, 2010 (Exhibit 4). City staff has receive no comments.

2. Compliance with Monroe Municipal Code (MMC) Chapter 20.04 (State Environmental Policy Act).

Findings:

- City staff submitted an environmental checklist with the subject application addressing potential environmental impacts associated with the approval of the proposed application (see Exhibit 1).
- The City of Monroe SEPA Official issued a Determination of Non-Significance (DNS) for this proposal on February 16, 2010 (Exhibit 3). The comment/appeal period has expired – the city received no comments or appeals.
- As the applicant proceeds with the actual site development, the city will require site-specific SEPA review.

Conclusion: The proposed amendment has met the requirements of SEPA Chapter 20.04 MMC and Chapter 197-11 WAC.

D. Recommendation

Staff recommends the Planning Commission recommend the City Council **APPROVE** Comprehensive Plan Amendment CPA 2010A, to change the land use designation for the most northern city-owned parcels, in the North Kelsey Planning Area, from Industrial to General Commercial and to refine the North Kelsey Planning Area and Planned Development Area boundaries, as it has been found to be consistent with Resolution 2005/06, Chapter 20.04 MMC and other state, federal and local regulations.

G. LIST OF EXHIBITS (Exhibits are on file & available upon request or available at http://www.ci.monroe.wa.us/citygov/depts/community_development/planning/codeamend/cod_eamend.php)

1. Application
 - a. Legal Descriptions
 - b. Environmental Checklist
 - c. Map of Existing Boundaries and Comprehensive Plan Designations
 - d. Map of Proposed Boundaries and Comprehensive Plan Designations
2. Pre-Docket Review
3. SEPA Determination
4. Department of Commerce 60-day review packet
5. Notice(s) of Public Hearing
 - a. Notice of Mailing
 - b. Notice of Posting
 - c. Notice of Publication

EXHIBIT F

STAFF REPORT AND RECOMMENDATION Comprehensive Plan Amendment CPA200801B – Capital Facilities Element

May 10, 2010

TO: CITY OF MONROE PLANNING COMMISSION
FROM: BEN SWANSON, ASSISTANT PLANNER
SUBJECT: CAPITAL FACILITIES ELEMENT OF THE COMPREHENSIVE PLAN

A. PURPOSE:

This proposed comprehensive plan amendment would adopt by reference the Snohomish School District Capital Facilities Plan 2008-2013, City of Monroe 2009 Stormwater System Plan and the 2008 Water System Plan into the Capital Facilities Element of the City of Monroe Comprehensive Plan 2005 -2025.

School District

The city is proposing to adopt by reference the Snohomish School District Capital Facilities Plan 2008 – 2013 (Exhibit #2) into the Capital Facilities Element. The capital facilities plan includes an inventory and capacity analysis of existing school district facilities; a forecast of the future capital facilities needs; a financing plan; and defines the proposed locations and capacities of expanded or new facilities.

Stormwater Plan

The updated Stormwater System Plan provides a broad overview of the stormwater utility and identifies how to meet the needs of the city's ratepayers based on a comprehensive examination of Monroe's current field inventory, policies, programs, and regulatory mechanisms and requirements. The city will adopt the 2009 Stormwater System Plan (Exhibit #3) by reference into the Capital Facilities Element and update text as necessary.

Water System Plan

The city is proposing to adopt the 2008 Water System Plan (Exhibit #4) by reference into the Capital Facilities Element and update text as necessary. The Water System Plan provides a comprehensive evaluation of the existing and future system resulting in orderly growth of the service area.

B. BACKGROUND:

School District

In January 2008, the city of Monroe annexed approximately 70 acres in the Roosevelt Road Area into city limits by Ordinance 2008-004. This annexation includes properties located within the Snohomish School District Boundary. There are 200 additional acres in the unincorporated Urban Growth Area that would be affected at the time of annexation into corporate city limits. The adoption of the Snohomish School District Capital Facilities Plan 2008 – 2013 would enable the city to collect school impact fees on affected properties within city limits for the Snohomish School District as well.

Stormwater Plan

In 1996, the city adopted a Stormwater Management Utility to gather revenue for operations and maintenance of the stormwater system. On September 6, 2009 the City Council adopted the updated City of Monroe 2009 Stormwater System Plan, by Ordinance No. 016/2009 to comply with the Washington State Department of Ecology National Pollution Discharge Elimination System (NPDES) Phase II requirements.

Water System Plan

City Council adopted the City of Monroe 2008 Water System Plan on December 27, 2009, by Ordinance No. 027/2009. The Water System Plan provides documentation for utility rates, grants, loan requests, and verifies the city is meeting all state and federal requirements. The Water Plan ensures consistency between the water system planning efforts, the regional Critical Water Supply Plan, and the city's Capital Improvement Plan.

C. FINDINGS AND CONCLUSIONS

1. Compliance with the Growth Management Act.

Findings:

School District

- a. The Revised Code of Washington (RCW) Section 36.70A.130 (Comprehensive Plans – Review- Amendments) states that comprehensive plans shall not be amended more frequently than once a year, with three exceptions.
- b. The subject CFP includes all GMA required elements as stated in RCW Section 36.70A.070.3 (Comprehensive plans – mandatory elements – capital facilities plan).
- c. RCW 82.02. 070 (Impact fees – definitions) states that impact fees may be collected for school facilities.
- d. The City of Monroe adopted Ordinance 1205, establishing the authority to collect school impact fees as well as establishing the first school mitigation program under GMA.

Stormwater Plan

- a. The Revised Code of Washington (RCW) Section 36.70A.130 (Comprehensive

Plans – Review- Amendments) states that comprehensive plans shall not be amended more frequently than once a year, with three exceptions.

- b. The subject CFP includes all GMA required elements as stated in RCW Section 36.70A.070.3 (Comprehensive plans – mandatory elements – capital facilities plan).

Water System Plan

- a. The Revised Code of Washington (RCW) Section 36.70A.130 (Comprehensive Plans – Review- Amendments) states that comprehensive plans shall not be amended more frequently than once a year, with three exceptions.
- b. The subject CFP includes all GMA required elements as stated in RCW Section 36.70A.070.3 (Comprehensive plans – mandatory elements – capital facilities

Conclusion: The proposed Capital Facilities Plan and amendments to the City of Monroe Comprehensive Plan are consistent with the requirements of the Growth Management Act.

2. Compliance with Resolution 2005/06, Comprehensive Plan Amendment Procedures.

Findings:

School District

- a. The application was submitted as a City Initiated Application and the City Council approved this item for the 2010 Docket in January 2010.
- b. The subject amendment will not adversely affect the public health, safety or welfare of the citizens of Monroe. The amendments will actually allow the City to amend the current School Impact Fees to mitigate the impacts of new development on school district facilities.
- c. The amendments are also consistent with the overall goals and policies of the Comprehensive Plan: see section C-3 of this report for a more in depth review.
- d. The subject amendments are consistent with the Growth Management Act: see Section C-1 of this report for a more in depth review.
- e. As the population continues to grow, the Snohomish School District will need to change in order to meet the growing needs of the community. Their CFP is amended annually to identify costs and revenue sources to meet the growing demands of the District.
- f. The proposed CFP and subsequent Comprehensive Plan amendments are being proposed for consistency with the District's school enrollment projections for the next six years.
- g. Included in the CFP are proposed site locations for future schools. The proposed locations are consistent with the Land Use Element and will be compatible with the proposed neighborhoods they are being sited for.

Stormwater Plan

- a. The application was submitted as a City Initiated Application and the City

Council approved this item for the 2010 Docket in January 2010.

- b. The subject amendment and CFP will not adversely affect the public health, safety or welfare of the citizens of Monroe.
- c. The amendments are also consistent with the overall goals and policies of the Comprehensive Plan: see section C-3 of this report for a more in depth review.
- d. The subject amendments are consistent with the Growth Management Act: see Section C-1 of this report for a more in depth review.
- e. A Determination of Non-Significance was issued by the City of Monroe on April 20, 2010: see Section C-4 of this report for more details.

Water System Plan

- a. The application was submitted as a City Initiated Application and the City Council approved this item for the 2010 Docket in January 2010.
- b. The subject amendment and CFP will not adversely affect the public health, safety or welfare of the citizens of Monroe.
- c. The amendments are also consistent with the overall goals and policies of the Comprehensive Plan: see section C-3 of this report for a more in depth review.
- d. The subject amendments are consistent with the Growth Management Act: see Section C-1 of this report for a more in depth review.
- e. A Determination of Non-Significance was issued by the City of Monroe on April 20, 2010: see Section C-4 of this report for more details.

Conclusion: The proposed Capital Facilities Plan and amendments to the City of Monroe Comprehensive Plan are consistent with the amendment criteria of Resolution 2005/06.

3. Compliance with the City of Monroe Comprehensive Plan.

Findings:

School District

- a. The Capital Facilities Element of the Comprehensive Plan incorporates the District's CFP by reference and includes specific goal and policy statements including:
 - i. Goal – To ensure that public facilities necessary to support new development are adequate to serve the development at the time the development is available for occupancy and use based on locally adopted level of service and in accordance with State Law.
 - ii. Goal – To enhance the quality of life in Monroe through plan provision of public capital facilities either directly by the city or via coordination with other public entities.
 - iii. Goal – To ensure that new growth and development pay for a proportionate share of the cost of new facilities needed to serve such

growth and development.

- iv. Policy CFP 15 – The City adopts the Snohomish School District Capital Facilities Plan to enable the district to collect impact mitigation fees. Subsequent updates to the School District’s CFP shall be reviewed and approved by the City Council in order to continue the authorization to collect impact mitigation fees and to provide an opportunity for the District and the City to coordinate discussion of current issues and future planning efforts.
- b. The facilities identified in the District’s CFP are consistent with those identified in the Land Use and Capital Facility Elements of the Comprehensive Plan.

Stormwater Plan

- a. The Capital Facilities Element of the Comprehensive Plan incorporates the 2009 Stormwater Plan by reference and includes specific goal and policy statements including:
 - i. Goal – To ensure that public facilities necessary to support new development are adequate to serve the development at the time the development is available for occupancy and use based on locally adopted level of service and in accordance with State Law.
 - ii. Goal – To enhance the quality of life in Monroe through plan provision of public capital facilities either directly by the city or via coordination with other public entities.
 - iii. Policy CFP 1 - Develop a capital facilities plan consistent with the provisions of the comprehensive plan for scheduling of community services and facilities.
 - iv. Policy CFP 8 - Monroe’s water, sanitary sewer and stormwater management plans (and future updates and amendments to those plans) are incorporated by reference, as part of this comprehensive plan.
 - v. CFP22 - The following level of service guidelines should be used to evaluate whether existing public facilities are adequate to accommodate the demands of new development:
 - Stormwater Management - Require that new development and redevelopment have adequate stormwater management facilities to meet the Washington State Department of Ecology Stormwater Management Manual for Western Washington, August 2001 or as updated, requirements.

Water System Plan

- a. The Capital Facilities Element of the Comprehensive Plan incorporates the 2008 Water System Plan by reference and includes specific goal and policy statements including:

- i. Goal – To ensure that public facilities necessary to support new development are adequate to serve the development at the time the development is available for occupancy and use based on locally adopted level of service and in accordance with State Law.
- ii. Goal – To enhance the quality of life in Monroe through plan provision of public capital facilities either directly by the city or via coordination with other public entities.
- iii. Policy CFP 1 - Develop a capital facilities plan consistent with the provisions of the comprehensive plan for scheduling of community services and facilities.
- iv. Policy CFP 8 - Monroe’s water, sanitary sewer and stormwater management plans (and future updates and amendments to those plans) are incorporated by reference, as part of this comprehensive plan.
- v. CFP22 - The following level of service guidelines should be used to evaluate whether existing public facilities are adequate to accommodate the demands of new development:
 - Water - Require that new development have adequate water supply for consumption and fire flow. Maintain the current level of service of 800 gallons of domestic storage and demand of 300 gallons per day per ERU. Fire flow per UFC appendix minimum pressure of 20-psi equivalent residential unit.

Conclusion: The proposed Capital Facilities Plan and amendments to the City of Monroe Comprehensive Plan are consistent with the Capital Facilities Plan.

4. Compliance with Monroe Municipal Code (MMC) Chapter 20.04 (State Environmental Policy Act).

Findings:

School District

- a. Snohomish County Staff conducted environmental review by preparing and issuing an addendum to the 2005 Final Environmental Impact Statement (FEIS) for the Growth Management Act Comprehensive Plan (GMACP) in compliance with the State Environmental Policy Act (SEPA). The recommended amendments are within the scope of analysis contained in the FEIS and associated adopted environmental documents and result in no new significant adverse environmental impacts.

Stormwater Plan

- a. The City of Monroe is the Lead Agency for SEPA review of the Capital Facilities Plan.
- b. The City of Monroe issued a Determination of Non-Significance (DNS) for this non-

project comprehensive plan amendment on April 20, 2010 (Exhibit #5).

Water System Plan

- a. The City of Monroe is the Lead Agency for SEPA review of the Capital Facilities Plan.
- b. The City of Monroe issued a Determination of Non-Significance (DNS) for this non-project comprehensive plan amendment on April 20, 2010 (Exhibit #5).

Conclusion: The proposed amendment has met the requirements of SEPA and MMC Chapter 20.04.

5. Compliance with Monroe Municipal Code

Findings:

School District

- a. The proposed CFP is consistent with Section 20.07.060(2) (Updating of school district plan), which states the CFP may be amended annually if the District finds it necessary to adjust the impact fee.
- b. The proposed CFP is adjusting the existing impact fees to reflect the most current student enrollment counts for the 2008-2013 planning period.

Stormwater Plan

- a. The proposed CFP is consistent with MMC Chapters 1.04 Enforcement, 6.06 Nuisances, 13.32 Stormwater Management, 13.34 Illicit Discharge Detection and Elimination, 14.01 Flood Hazard Area Regulations, 15.01 Stormwater Management, 15.02 Stormwater Maintenance, 19.01 Shoreline Master Program, 20.05 Critical Areas, and 20.08 Land Clearing and Forest Practices.

Water System Plan

- a. The proposed CFP is consistent with MMC Chapter 13.04 Water Regulations, Rates and Charges, 13.06 Cross-Connection Control, 13.16 Fire Hydrants and Water Mains, and 13.20 Reimbursement Agreement for Utility Improvements.
- b. The proposed CFP is consistent with the City of Monroe Public Works and Design Construction Manual

Conclusion: The proposed amendments are consistent with Monroe Municipal Code.

D. RECOMMENDATION

Staff recommends the Planning Commission recommend the City Council **APPROVE** the Snohomish School District Capital Facilities Plan, 2009 Stormwater System Plan, 2008 Water System Plan and amend the highlighted text within the Capital Facilities Element of the Comprehensive Plan as it has been found to be consistent with the Growth Management Act, the Monroe Comprehensive Plan, Monroe Municipal Code and other state, federal and local regulations.

E. EXHIBITS

1. Capital Facilities Element
2. Snohomish School District Capital Facilities Plan, 2008-2013 (available upon request)
3. 2009 Stormwater Plan (available upon request)
4. 2008 Water Plan (available upon request)
5. SEPA Determinations (available upon request)
6. a) Request for Review to Dept. of Commerce (available upon request)
b) Acknowledgement Letter from Dept. of Commerce (available upon request)
7. a) Public Hearing Notice (available upon request)
b) Affidavit for Publication of Public Hearing Notice (available upon request)

EXHIBIT G

STAFF REPORT AND RECOMMENDATION (Exhibit 1) Comprehensive Plan Amendment CPA 2010C – Roosevelt Road

TO: City Of Monroe Planning Commission
FROM: Russ Wright, Associate Planner
SUBJECT: Map Amendment to Change the Land Use Designation for Approximately 71 Acres, from R 2-5 Dwelling Units per Acre to R 5-7 Dwelling Units per Acre
HEARING DATE: May 24, 2010

A. PURPOSE & BACKGROUND:

The 2007 *Snohomish County Buildable Lands Report* (BLR) predicts a residential capacity deficiency for the city of Monroe and the unincorporated Monroe Urban Growth Area (UGA). By 2025, the BLR report projects that the Monroe UGA will have a 2,519-person shortfall in residential capacity. The Growth Management Act (GMA), RCW 36.70A.215 directs jurisdictions facing deficiencies to develop “reasonable measures.” Reasonable measures are steps that a jurisdiction can take to reduce the projected deficiency.

Under a Grant from the Department of Trade and Economic Development, now the Department of Commerce, the city of Monroe and Snohomish County evaluated reasonable measures to address the identified residential shortfall. The city of Monroe identified a number of reasonable measures modeled after the “Reasonable Measures List” found in the *Snohomish County Tomorrow Countywide Planning Policies* (2007).

The city requests a comprehensive plan map amendment (Exhibit 2), CPA2010C (Roosevelt Road Map Change) to change the land use designation for approximately 71 acres, near Roosevelt Road, from R 2-5 dwelling units per acre to R 5-7 dwelling units per acre. If approved, the city will implement the change through a rezone to UR6000. The proposed amendment would allow approximately an additional 50 dwelling units to the area (total estimated dwelling units equals 156 or and additional 450 people).

If adopted, the new land use designation and subsequent zoning would provide the possibility for allowing different housing stock. This is important because in the northern end of the city most zones have larger, suburban minimum lot sizes. If adopted, this zone would create medium density lot sizes.

Staff has held pre-docket workshop, a docketing public hearing, and two project workshops with the Planning Commission and provided analysis of potential impacts from the proposed amendment (Exhibits 3a, 3b, and 3c).

B. FINDINGS AND CONCLUSIONS

1. Compliance with Resolution 2005/06 – Procedures and criteria for amending the Comprehensive Plan.

(1) *Each amendment:*

a. *Shall not adversely affect public health, safety, or welfare in any significant way.*

Findings:

- Future development in the Roosevelt Road area would require the extension of city services e.g., water and sewer at the time of development, traffic improvements, and the payment of utility fees and mitigation fees for school, parks, traffic, and stormwater.

b. *Shall be consistent with the overall goals and intent of the Comprehensive Plan.*

Findings:

- Staff has listed several applicable goals and policies from the Land Use, Housing, and Economic Development elements from the current Monroe Comprehensive Plan.

Land Use Goals

- LUG1 - To pursue well managed, orderly expansion of the City and actively influence the character of the City by managing land use change and by developing City regulations, facilities and services in a manner that directs and controls land use patterns and intensities.
- LUG-3 - Accommodate the city's expected growth in a way that enhances its character, quality of life and economic vitality.
- LUG-5 - Promote the small-town atmosphere of the City by providing that new residential development must be compatible with the present housing stock, yet provide for a broad range of housing types and densities.
- LUG-7 - Encourage development both within and outside the corporate limits of Monroe to be consistent with the goals and policies of the Comprehensive Plan.

Housing Goals

- HO-G1 - Promote a variety of residential densities and housing types to encourage an adequate choice of attractive living accommodations to persons desiring to reside in Monroe.
- HO-G5 - Encourage the maintenance and creation of healthy residential neighborhoods as well as the revitalization of those that are declining.

Economic Development Goals

- Promote a strong, diversified, and sustainable local and regional economy, respecting the natural environment and preserving or enhancing the quality of life in the community.
- Encourage economic development activities, which take into consideration the capacities of the area's natural resources, public services, and facilities.

c. *Shall be in compliance with the Growth Management Act and other State and Federal laws.*

Findings:

- RCW 36.70A.215 directs jurisdictions facing deficiencies to develop "reasonable measures" to reduce projected deficiencies.
- The city identified several reasonable measures modeled after the "Reasonable Measures List" found in the *Snohomish County Tomorrow Countywide Planning Policies (2007)*.
- The GMA requires Land Use Elements designate the proposed general distribution, general location and extent of the uses of land. The proposed map amendment includes the location and type of uses that will be encouraged in the subject area.
- Staff sent Notification for a 60-Day Review of Comprehensive Plan Amendment to the Department of Commerce on April 20, 2010 (Exhibit 4a).
- The Department of Commerce emailed a Letter of Acknowledgement on April 20, 2010 with material ID # 15588 (Exhibit 4b).

d. *Must be weighed in light of cumulative effects of other amendments being considered.*

Findings:

- As noted, the city is addressing the predicted population shortfall through targeted density increases.
- The city is also considering changing the land use designations of other areas in the city and UGA to increase residential density, notably CPA 2008B, CPA 2008C, CPA2010D, and CPA2010-01.
- The city has implemented some reasonable measures, namely the Downtown Plan that will help reduce the deficit.
- The effects of two of the plan amendments (e.g., CPA 2008 B & C) are unknown, as the land uses and boundaries were not set at the time of analysis.
- This year's docket offers several alternate or additional reasonable measures.

Conclusions:

- The proposed amendment is consistent with the mandatory review criteria outlined in Subsection (1) above. In general, the potential population from the proposed land use falls within the anticipated population range for public services at build-out, with the exception of traffic. The requested amendment will not adversely affect public health, safety, or welfare as mitigated at the time of development.
- At the time of development, project proponents will need to extend services and mitigate potential impacts to housing, schools, utilities, parks, and transportation.
- At the time of development, the city will analyze additional impacts for compliance with the Comprehensive Plan, Monroe Municipal Code, and SEPA.
- The proposed rezone is consistent with the Monroe Comprehensive Plan.
- The proposal has met the Growth Management Act requirements.
- The Planning Commission can judge each comprehensive plan amendment cumulatively and individually then decide which proposal best addresses the BLR residential deficit.

(2) *In addition to the above mandatory requirements, any proposed amendment must meet the following criteria unless compelling reasons justify its adoption without meeting them:*

a. *Addresses needs or changing circumstances of the city as a whole or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances.*

• See narrative in Section A and response to Subsection B-1(1)d.

b. *Environmental impacts have been disclosed and/or measures have been included that reduce possible adverse impacts.*

Findings:

- The environmental checklist and other application materials note the potential environmental impacts.
- There are inventoried critical areas including wetlands and streams in the area.
- Chapter 20.05 of the MMC addresses protection measures for identified critical areas.

- The defined Level of Service transportation at the primary intersection of US-2 and Roosevelt Road is Level D. The city's Transportation Plan notes that the intersection functions at Level E during PM peak hours.
 - No capital improvements for the intersection of US-2 and Roosevelt Road were identified in the transportation plan.
 - The proposed amendment could add approximately 500 additional average weekday trips, 40 AM trips, and 50 PM trips.
- c. *Is consistent with the land uses and growth projections that were the basis of the Comprehensive Plan and/or subsequent updates to growth allocations.*

Findings:

- The city has cited the need to resolve a residential capacity shortfall identified in the 2007 Snohomish County BLR. This proposal may help rectify projected growth allocations.
 - If approved, the city will implement the change through a rezone to UR6000.
 - The proposed amendment would allow approximately an additional 50 dwelling units to the area.
- d. *Is compatible with neighboring land uses and surrounding neighborhoods, if applicable.*

Findings:

- The land use designation for the area is single-family residential.
 - The existing parcels in the Roosevelt Road area consist of large, undeveloped single-family lots.
- e. *Is consistent with other plan elements and the overall intent of the Comprehensive Plan.*
- See response to Subsection B-1(1)b.

Conclusions:

- The proposed change is compatible with neighboring land uses and surrounding neighborhoods. As the area is largely undeveloped, any future subdivision of land will have similar impacts on the existing infrastructure, traffic, and general environment on surrounding neighborhoods.
- The amendment is consistent with the criteria listed in Subsection (2). The proposed amendment specifically addresses changing circumstances of the city to accommodate increased residential density.
- The city's Managing Engineer predicts that the volume for AM and PM Peak queues may exceed the intersection capacity and likely negatively affect the adopted level of service.
- Future project actions will need to identify practical alternatives to mitigate potential traffic impacts at the intersection of US-2 and Roosevelt Road to maintain the current level of service.

2. Compliance with Monroe Municipal Code (MMC) Chapter 20.04 (State Environmental Policy Act).

Findings:

- City staff submitted an environmental checklist with the subject application addressing potential environmental impacts associated with the approval of the proposed application (Exhibit 2b).
- The city of Monroe SEPA Official issued a Determination of Non-Significance (DNS) for this proposal on April 20, 2010 (Exhibit 5). The comment/appeal period has expired – the city received no comments or appeals.

- As the applicant proceeds with the actual site development, the city will require site-specific SEPA review.

Conclusions: The proposed amendment has met the requirements of SEPA Chapter 20.04 MMC and Chapter 197-11 WAC.

C. RECOMMENDATION

Forward a recommendation to the City Council to **APPROVE** Comprehensive Plan Amendment CPA 2010C, to change the land use designation for from R 2-5 Dwelling Units per Acre to R 5-7 Dwelling Units per Acre, as it has been found to be consistent with Resolution 2005/06; Chapter 20.04 MMC; and other state, federal and local regulations.

D. EXHIBITS (Exhibits are on file & available upon request or available at http://www.ci.monroe.wa.us/citygov/depts/community_development/planning/codeamend/codeamend.php).

1. Staff Report
2. Application
 - a) Legal Descriptions
 - b) Environmental Checklist
 - c) Map of Proposed Boundaries and Comprehensive Plan Designations
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 - a) Pre-Docket Review
 - b) February 8, 2010 Staff Memo
 - c) May 10, 2010 Staff Memo
4. Dept of Commerce
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EXHIBIT H

STAFF REPORT AND RECOMMENDATION (Exhibit 1) Comprehensive Plan Amendment CPA 2010D– Roosevelt Ridge

TO: City Of Monroe Planning Commission
FROM: Russ Wright, Associate Planner
SUBJECT: Map Amendment to Change the Land Use Designation for Approximately 71 Acres, from R 2-5 Dwelling Units per Acre to R 5-7 Dwelling Units per Acre
HEARING DATE: May 24, 2010

A. PURPOSE & BACKGROUND:

The 2007 *Snohomish County Buildable Lands Report* (BLR) predicts a residential capacity deficiency for the city of Monroe and the unincorporated Monroe Urban Growth Area (UGA). By 2025, the BLR report projects that the Monroe UGA will have a 2,519-person shortfall in residential capacity. The Growth Management Act (GMA), RCW 36.70A.215 directs jurisdictions facing deficiencies to develop “reasonable measures.” Reasonable measures are steps that a jurisdiction can take to reduce the projected deficiency.

Under a Grant from the Department of Trade and Economic Development, now the Department of Commerce, the city of Monroe and Snohomish County evaluated reasonable measures to address the identified residential shortfall. The city of Monroe identified a number of reasonable measures modeled after the “Reasonable Measures List” found in the *Snohomish County Tomorrow Countywide Planning Policies* (2007). In this study, city and county staff recommended that the city of Monroe consider the adoption of a pre-designation similar to the existing county designation, for this area.

Following this recommendation, the City Council docketed CPA2010D (Roosevelt Ridge Map Change) (Exhibit 2), to consider changing the city’s pre-designation for approximately 131 acres, near Roosevelt Ridge, from R 2-5 dwelling units per acre to R 5-7 dwelling units per acre. The city’s pre-designation for most of the northern unincorporated UGA would allow between 2 - 5 dwelling units per acre; whereas, the existing Snohomish County land use designation is R 4-6 dwelling units per acre with a zoning of R-7200. The proposed land use designation of R 5-7 dwelling units per acre is roughly equivalent to the current Snohomish County residential designation.

If approved, the city will implement the change through a rezone to UR6000. This zone allows medium density lot sizes. The proposed amendment would allow approximately an additional 240 dwelling units in the area. Using the UR6000 zoning designation, staff estimates the maximum number of potential houses will be approximately 640 units or and additional 1850 people.

Staff has held pre-docket workshop, a docketing public hearing, and two project workshops with the Planning Commission and provided analysis of potential impacts from the proposed amendment (Exhibits 3a, 3b, and 3c).

B. FINDINGS AND CONCLUSIONS

1. Compliance with Resolution 2005/06 – Procedures and criteria for amending the Comprehensive Plan.

(1) *Each amendment:*

a. *Shall not adversely affect public health, safety, or welfare in any significant way.*

Findings:

- Future development in the Roosevelt Ridge area would require the extension of sewer services at the time of development, traffic improvements, and the payment of utility fees and mitigation fees for school, parks, traffic, and stormwater.
- Water is provided by the Roosevelt Water Association.

b. *Shall be consistent with the overall goals and intent of the Comprehensive Plan.*

Findings:

- Staff has listed several applicable goals and policies from the Land Use, Housing, and Economic Development elements from the current Monroe Comprehensive Plan.

Land Use Goals

- LUG1 - To pursue well managed, orderly expansion of the City and actively influence the character of the City by managing land use change and by developing City regulations, facilities and services in a manner that directs and controls land use patterns and intensities.
- LUG-3 - Accommodate the city's expected growth in a way that enhances its character, quality of life and economic vitality.
- LUG-5 - Promote the small-town atmosphere of the City by providing that new residential development must be compatible with the present housing stock, yet provide for a broad range of housing types and densities.
- LUG-7 - Encourage development both within and outside the corporate limits of Monroe to be consistent with the goals and policies of the Comprehensive Plan.

Housing Goals

- HO-G1 - Promote a variety of residential densities and housing types to encourage an adequate choice of attractive living accommodations to persons desiring to reside in Monroe.
- HO-G5 - Encourage the maintenance and creation of healthy residential neighborhoods as well as the revitalization of those that are declining.

Economic Development Goals

- Promote a strong, diversified, and sustainable local and regional economy, respecting the natural environment and preserving or enhancing the quality of life in the community.
- Encourage economic development activities, which take into consideration the capacities of the area's natural resources, public services, and facilities.

c. *Shall be in compliance with the Growth Management Act and other State and Federal laws.*

Findings:

- RCW 36.70A.215 directs jurisdictions facing deficiencies to develop "reasonable measures" to reduce projected deficiencies.
- The city identified several reasonable measures modeled after the "Reasonable Measures List" found in the *Snohomish County Tomorrow Countywide Planning Policies (2007)*.
- The GMA requires Land Use Elements designate the proposed general distribution, general location and extent of the uses of land. The proposed map amendment includes the location and type of uses that will be encouraged in the subject area.
- Staff sent Notification for a 60-Day Review of Comprehensive Plan Amendment to the Department of Commerce on April 20, 2010 (Exhibit 4a).
- The Department of Commerce emailed a Letter of Acknowledgement on April 20, 2010 with material ID # 15589 (Exhibit 4b).

d. *Must be weighed in light of cumulative effects of other amendments being considered.*

Findings:

- As noted, the city is addressing the predicted population shortfall through targeted density increases.
- The city is also considering changing the land use designations of other areas in the city and UGA to increase residential density, notably CPA 2008B, CPA 2008C, CPA2010C, and CPA2010-01.
- The city has implemented some reasonable measures, namely the Downtown Plan that will help reduce the deficit.
- The effects of two of the plan amendments (e.g., CPA 2008 B & C) are unknown, as the land uses and boundaries were not set at the time of analysis.
- This year's docket offers several alternate or additional reasonable measures.

Conclusions:

- The proposed amendment is consistent with the mandatory review criteria outlined in Subsection (1) above. In general, the potential population from the proposed land use falls within the anticipated population range for public services at build-out. The requested amendment will not adversely affect public health, safety, or welfare as mitigated at the time of development.
- At the time of development, project proponents will need to extend necessary services and mitigate potential impacts to housing, schools, utilities, parks, and transportation.
- At the time of development, the city will analyze additional impacts for compliance with the Comprehensive Plan, Monroe Municipal Code, and SEPA.
- The proposed rezone is consistent with the Monroe Comprehensive Plan.
- The proposal has met the Growth Management Act requirements.
- The Planning Commission can judge each comprehensive plan amendment cumulatively and individually then decide which proposal best addresses the BLR residential deficit.

(2) In addition to the above mandatory requirements, any proposed amendment must meet the following criteria unless compelling reasons justify its adoption without meeting them:

- a. *Addresses needs or changing circumstances of the city as a whole or resolves inconsistencies between the Monroe Comprehensive Plan and other city plans or ordinances.*
- See narrative in Section A and response to Subsection B-1(1)d.
- b. *Environmental impacts have been disclosed and/or measures have been included that reduce possible adverse impacts.*

Findings:

- The environmental checklist and other application materials note the potential environmental impacts.
- There are inventoried critical areas including wetlands and streams in the area.
- Chapter 20.05 of the MMC addresses protection measures for identified critical areas that would be in effect at the time of annexation.
- The defined Level of Service transportation at the primary intersection of US-2 and 179th is Level D. The city's Transportation Plan notes that the intersection functions at Level C during PM peak hours.
- No capital improvements for the intersection of US-2 and 179th were identified in the transportation plan.
- The proposed amendment could add approximately 2300 additional average weekday trips, 180 AM trips, and 245 PM trips.

c. *Is consistent with the land uses and growth projections that were the basis of the Comprehensive Plan and/or subsequent updates to growth allocations.*

Findings:

- The city has cited the need to resolve a residential capacity shortfall identified in the 2007 Snohomish County BLR. This proposal may help rectify projected growth allocations.
- If approved, the city will implement the change through a rezone to UR6000.
- The proposed amendment would allow approximately an additional 240 dwelling units to the area.

d. *Is compatible with neighboring land uses and surrounding neighborhoods, if applicable.*

Findings:

- The land use designation for the area is single-family residential.
- The existing parcels in the Roosevelt Ridge area consist of large, undeveloped single-family lots.

e. *Is consistent with other plan elements and the overall intent of the Comprehensive Plan.*

- See response to Subsection B-1(1)b.

Conclusions:

- The proposed change is compatible with neighboring land uses and surrounding neighborhoods. As the area is largely undeveloped, any future subdivision of land will have similar impacts on the existing infrastructure, traffic, and general environment on surrounding neighborhoods.
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4. Dept of Commerce
 - a) Notification for a 60-Day Review
 - b) Letter of Acknowledgement
5. SEPA Determination
6. Public Comment
 - a) 5/11/2010 email from Jeff Treiber with Monroe Land Investment, LLC
 - b) 5/10/2010 letter from Larry Adamson with Snohomish County PDS
7. Public Notice
 - a) Affidavit of Mailing
 - b) Affidavit of Posting
 - c) Proof of Publication