

Capital Facilities

A wide array of public services and facilities is needed to properly accommodate and integrate new population growth into existing communities. The Growth Management Act (GMA) places great importance on planning for public facilities, requiring local comprehensive plans to include capital facilities and utilities elements.

All Snohomish County services and facilities are included within the capital facilities element because there are connections and relationships between all capital facilities and population growth whether the facilities are “necessary to support development,” directly related to GMA Goal 12 or not. This section of the plan also addresses certain facilities and services provided by other local public agencies, such as cities and special districts, which serve development within unincorporated areas of the county.

The contents of this chapter reflect requirements and direction from the Growth Management Act, procedural criteria of the Washington Administrative Code and the Countywide Planning Policies (CPPs). The CPPs provide the primary mechanism for achieving consistency of this element with the facility plans of the cities.

Other important original sources used in developing this chapter include:

- System plans and policy recommendations from the various provider agencies;
- County studies and plans, such as the Shoreline Management Program, the Solid Waste Management Plan, the Drainage Needs Report and the six-year Capital Improvement Program (CIP); and

- The Parks and Recreation Element, Park Improvement Plan, and joint school capital facilities plans.

The Shoreline Management Program, the Solid Waste Management Plan, the six-year Capital Improvement Program, and the Countywide Comprehensive Park and Recreation Plan are updated on a regular basis.

The projected growth and distribution of population and employment over the next 20 years is the primary driver of capital facility needs. These forecasts determine the amount of additional urban land and the public infrastructure for which planning is needed. Use of the forecasts in all elements of the plan guarantees internal consistency. Most of the facility needs identified in this capital facilities element are relatively unaffected by variations in land use pattern. The county may, in the future, adjust either the level of service standards (for elements where LOS standards are adopted) and/or the facility service guidelines identified for planning purposes for other elements, thereby providing a means to achieve balance and fiscal realism in the required financing program. Modifications to the land use element and corresponding land use map may also be used to achieve the same result. Adjustment of service levels may occur either through amendments to the GPP or the capital facilities plan.

This chapter of the General Policy Plan (including future plan phases and implementation measures that deal with public services and facilities) is intended to carry out and be evaluated against the following fundamental principles:

- Public facilities should be planned to support projected population growth and land use patterns;
- Levels of service standards should be developed for public facilities and services necessary to support development and they should be periodically reassessed as the basis of need for future public facilities;
- Facility service guidelines (used for planning purposes only) should be developed for other elements of this plan and periodically reassessed as one of the factors used to determine the need for future public facilities;
- Public facilities and services within urban growth areas should be provided at levels commensurate with the demands of urban densities and development intensity while reflecting the realities of limited funding resources and prioritization between those facilities and services;
- Public facilities and services within rural areas should be provided at levels reflecting the reduced demands and higher costs of serving these lower density, more dispersed patterns of development;
- Public facility expansion should be financed, in part, from revenues generated by new development as it occurs and contributes to the demand for such expansion;
- Snohomish County should play a major coordinating role in the planning of all regional public facilities that serve both incorporated and unincorporated areas; and
- Public services and facilities should be provided in an efficient and cost-effective manner.

This element of the plan seeks to put these principles into effect through a series of goals, objectives, policies and implementing strategies which are organized as follows:

- ◆ county facilities and services including:
 - surface water management,
 - solid waste disposal,
 - law and justice,
 - general government,
 - parks and recreation,
 - airport, and
 - land transportation (see transportation element);
- ◆ non-county providers' facilities and services including:
 - public education,
 - fire suppression,
 - sanitary sewer (see utilities element),
 - public water supply (see utilities element); and
- ◆ essential public facilities - siting.

This chapter of the General Policy Plan provides the overall direction and detailed policy guidance for the Capital Facilities Element of the GMA comprehensive plan. The Capital Facilities Element also includes the Capital Facilities Plan and the 6-year Capital Improvement Program. The CIP contains more detailed information concerning the inventory of existing public facilities and a forecast of future needs for these facilities. The CIP presents a six-year program of public improvements that is reviewed, revised and adopted each year as part of the budget process.

County Facilities - General

The county functions as a regional and as a local provider of services and facilities depending upon the particular facility or service and area served. The county role as an urban service provider is expected to decline and the cities are to assume the dominant role in most urban services under the goals established by the GMA. The county, however, is expected to play a more important role as a regional service provider. Managing this transition is one of the principal challenges of the GMA and will take many years to achieve.

The county functions as a review agency for some public agencies and as a permitting agency and financial resource for others. These multiple roles make capital facility planning a special challenge for the county. Distinguishing between the several types of public facilities and services which the county may either provide, help plan, help finance, or regulate is necessary when developing goals, objectives, and policies to guide future decision-making.

This chapter will address those facilities for which the county must plan and budget as part of its six-year capital improvement program. They include land transportation (addressed in the transportation element), surface water management, solid waste disposal, law and justice (enforcement, prosecution, correction/detention, and related services), general government, parks and recreation, and the airport. Each of these functions will be considered in a separate section.

Snohomish County is committed to improving the adequacy of public facilities in its own facility planning as well as working with other key providers of public infrastructure, particularly sewer, water and school districts. The county prepares six-year capital improvement programs annually. This regular review and updating of cap-

ital investment has been significantly enhanced to comply with the requirements of the GMA.

The GMA places great importance on local determination of appropriate measures and extent of various facility needs as expressed through the concept of level of service. The county has established level of service (LOS) measures for land transportation, surface water management, and parks facilities necessary to support development, as described in the capital facilities plan and transportation element. The county has established facility service guidelines for other public facilities within the capital plan. These guidelines are for planning purposes only and do not obligate the county to achieve specific projects or service levels. The process used by the county in measuring and establishing levels of service standards for public facilities necessary to support development and guidelines for all other facilities was first presented in a report entitled, Capital Facility Requirements 1994-99 (and to 2013) (Snohomish County, 1994).

This process was developed to be used by the county in evaluating the LOS for land transportation facilities and other facilities considered “necessary to support development”. Facilities necessary for urban development are distinguished from those necessary for rural development. There is a smaller listing of facilities necessary to support rural development and for some rural facilities, different levels of service. It also established the parameters for the 20-year facilities plan and the six-year financing program delineated in the CIP. These parameters may be revised as the specifics of the six-year financing program are developed. The county will periodically evaluate and refine LOS measures to improve the linkage between land transportation facilities, services and demand and to reflect changing fiscal and jurisdictional circumstances.

A similar process was used to establish the facility service guidelines for the other public facilities of this plan. These guidelines were then used in developing a forecast of future needs, the 20-year facilities plan and the six-year financing program. These guidelines are not prescriptive in nature and constitute only one of many factors to be used in making final decisions regarding facilities to be built or improved. The county will periodically evaluate and refine these guidelines to improve the usefulness of this planning tool in light of changing priorities, fiscal impacts, and inter-jurisdictional cooperation.

Snohomish County prepares annual six-year capital improvement programs (CIPs) to guide capital spending decisions. CIPs are directly linked to a longer term capital facilities plan and to the land use element of the comprehensive plan. They reflect a realistic assessment of future revenues to meet the GMA specifications for the six-year financing program. The CIPs should also reflect an assessment of the fiscal implications of capital projects on the county's operational budget.

The GMA expressly gives cities and counties the authority and choice to impose impact fees on new development to help finance capital facility expansions required to serve that new development. This authorization applies to parks, schools, and transportation. Snohomish County has adopted GMA-based impact fee programs for parks, roads, and schools, which are codified at Chapters 30.66A, 30.66B, and 30.66C, respectively.

The fee programs comply with GMA requirements and conditions concerning their basis in the six-year CIP, appropriate credits for future property tax payments for debt retirement, use of other supplemental funding sources, and use of fee receipts.

An important feature of comprehensive planning under the GMA is the concurrency requirement. This refers to the goal of providing adequate public facilities at the time that private development or its direct impacts occur. This means that not only must the long-range plan provide for these necessary public facilities but also that they must be in place or planned to be in place within six years of (concurrent with) development.

This concurrency test must be met for transportation facilities in order for development to proceed. The Transportation Element and Chapter 30.66B SCC define the concurrency management system for Snohomish County's transportation facilities. Concurrency is encouraged but not expressly required for other types of public facilities. A concurrency system under the GMA requires a complete facilities plan and financing program in the capital facilities element in order to support a regulatory program that could result in denial or deferral of development permits. A formal concurrency system is only utilized for the county road system because of the difficulty for counties in meeting these specifications for the numerous independent providers of several important facilities (see the transportation element). Snohomish County could consider expanding the concept to other public facilities through future amendments to this plan as it gains experience with the administration of concurrency management. A concurrency system for sanitary sewers, public water supply, drainage, and electric power veritabily exists because development proponents must demonstrate that such facilities are available to secure development approvals.

A less rigorous form of adequacy test for public facilities other than transportation facilities is needed to address GMA Goal 12. It directs that development not cause the level of service for those facilities and services necessary to support development to

decline below established minimum levels. Such a test is utilized in reviewing development applications and updates to the six-year CIP. This generally involves a review of development applications to ascertain their impact upon existing or planned infrastructure systems. The county will require a solution, such as temporary or permanent facility construction by the developer, longer project phasing or build-out periods, or other appropriate measure where added capacity or other facility improvements to systems

are needed to support a development proposal.

A form of facility/funding adequacy monitoring occurs each year during the county budget process. "Statements of assessment" are prepared to accompany updates to the CIP. These statements evaluate the adequacy of projected funding and current regulations to meet GMA Goal 12. This process is described in more detail in the Capital Facilities Plan.

GOAL CF 1 Develop a carefully planned program of county services and facilities that provides urban service within urban growth areas, rural service outside UGAs, and is within the county's financial capacity.

Objective CF 1.A Establish, monitor, and maintain level of service standards for county roads and other public facilities and services necessary to support development and establish facility service guidelines for other county facilities and services. Both LOS standards and facility service guidelines should differentiate between urban and rural areas for appropriate county facilities.

- CF Policies**
- 1.A.1 The county shall extend facilities and services in a manner which directs future growth to urban growth areas.
 - 1.A.2 The county shall periodically evaluate all of its facility types to determine whether they should provide urban or rural service pursuant to the GMA.

Objective CF 1.B Develop a six-year financing program for capital facilities that meets the requirements of the GMA, achieves the county's levels-of-service objectives for county roads and is within its financial capabilities to carry out.

- CF Policies**
- 1.B.1 The county shall prepare and adopt, a six-year capital improvement program (pursuant to County Charter) that identifies projects, outlines a schedule, and designates realistic funding sources for all county capital projects.

- 1.B.2 The county shall maintain consistency between the Transportation Element and the Capital Facilities Plan by incorporating the most recently adopted Transportation Improvement Program and Annual Construction Program into the 6-year CIP.
- 1.B.3 The county shall work with public and private providers of capital facilities and utility infrastructure to promote improved practices and standards to a level that would enhance economic development in the county.
- 1.B.4 The county shall actively pursue public/private partnerships for investment in the infrastructure needed to serve the Cathcart site, in part, through negotiation of lease, purchase and/or development agreements with development partners. County infrastructure investments at Cathcart will be reflected in future county capital improvement programs and capital budgets.

Objective CF 1.C **Site county facilities which require urban infrastructure, serve primarily urban populations, and are urban in character within identified urban growth areas (UGAs).**

CF Policy 1.C.1 The county shall assess the urban character of all facilities for which it requires a new site and shall limit its search and selection of sites for urban projects to designated UGAs.

GOAL CF 2 **Track the spatial distribution of GMA required services relative to population concentrations, population growth forecasts and the county's financial capacity.**

Objective CF 2.A **Track and compare changes over time in established levels of service standards for land transportation and other public facilities and services necessary for development.**

CF Policy 2.A.1 The county should map the distributions of GMA-required services and facilities when the capital facilities plan is updated relative to the current population and note the financial capacity of the county or service district to provide the facility or service as stated in a current and adopted capital improvement program. All changes in levels of service of services or facilities necessary to support development should be documented in a county maintained database.

Surface Water Management

Surface water management encompasses the structural and nonstructural work related to

the public, health and safety aspects of capturing, conveying and safely discharging rainfall runoff. It also includes the protection

and restoration of the natural surface water system that serves the county.

One of the vital facilities used to manage stormwater, particularly in the urban areas, is drainage systems. This includes both publicly and privately maintained systems.

Dikes and levees have also been used to control surface water and reduce flooding, primarily along river corridors. The federal government and special districts are responsible for maintaining many other dikes and levees in the county, though the responsibility for maintaining up to nine miles of existing dikes and levees is currently uncertain. The system of levees and dikes in the county has been steadily improved as flood hazard plans have been completed and implemented in cooperation with special districts in the county. It is unlikely that extensive new levees will be constructed given the current threatened status of Puget Sound Chinook Salmon. However, ongoing inspection, maintenance, repair, and incorporation of features that reduce impacts to fish remain important capital work for flood hazard management along the major county rivers.

Overall capital costs may be reduced, to the extent that regulations can preserve the existing functions, corridors, and uses of the county's natural surface water systems. The county is also subject to major federal law with respect to the water quality and habitat of the county's surface water systems.

Discharge of the county's drainage system to the natural surface water system results in the county being subject to the provisions of the federal Clean Water Act: National Pollutant Discharge Elimination System (NPDES) permit program. The county's response to the NPDES permit includes, among other things, the provision of certain improvements, retrofits of existing facilities and programs to improve water quality.

The county is also undertaking a watershed - based planning project pursuant to the County's Phase I Municipal Stormwater Permit. The project will prioritize the Little Bear Creek area and projects for aquatic habitat restoration. This action is a part of the response to the federal Endangered Species Act listing of Puget Sound Chinook Salmon and bull trout.

Ultimately, the system of constructed and natural systems is interrelated and improvements to one part of the system are considered in the context of their benefits and impacts to other parts of the natural and constructed systems. Watersheds are the organizing principle for analyzing such systems, however, the jurisdictional boundaries that exist complicate ongoing overall improvements. This plan encourages the seamless provision of drainage, water quality and habitat improvements across jurisdictional borders to enhance the overall efficiency and effectiveness of public resources applied to this category of work.

The Surface Water Management Division of the county's Public Works Department implements numerous surface water capital facility projects. These projects address surface water problems reported by citizens, such as drainage or water quality complaints, as well as problems identified through basin-wide planning efforts conducted by the county and other agencies. Examples of basin-wide planning efforts that lead to capital facilities include urban stormwater master plans (such as the Drainage Needs Report), watershed plans (such as the French Creek Watershed Management Plan), salmon recovery plans (such as the Draft Snohomish River Basin Salmon Conservation Plan), and flood hazard reduction plans (such as the Stillaguamish River Comprehensive Flood Hazard Management Plan).

Goal CF 3 Provide for the management of storm, flood, and base surface waters in Snohomish County in a manner that protects public health and safety, wisely uses public finances, and preserves a legacy of beneficial surface water uses for present and future generations.

Objective CF 3.A Provide a system of drainage that optimizes the use of constructed and natural drainage systems while preserving natural drainage ways and functions.

- CF Policies**
- 3.A.1 The county shall consider constructing drainage projects that address the higher priority urban flooding problems identified in basin-wide drainage studies and watershed plans, such as the Drainage Needs Reports.
 - 3.A.2 The county shall consider constructing local drainage improvements that address the higher priority local drainage problems identified by citizen drainage complaints.
 - 3.A.3 The county shall consider identifying the life of current public facilities, developing a plan for systematic repair and replacement of facilities, and using the work to guide the standards for use of present and future materials used in stormwater facilities.
 - 3.A.4 The county shall consider identifying the public drainage corridors for which it has responsibility and ensuring that easements accurately convey such responsibility.
 - 3.A.5 The county shall consider constructing improvements that would provide a 2-year standard of flood protection (flooding would occur no more frequently than once every two years at the same location) for constructed public drainage facilities in the urban growth areas of Snohomish County.
 - 3.A.6 The county shall endeavor to maintain its drainage facilities in a manner that preserves the county’s initial investment and leaves the facilities in reasonable condition at such time as annexation occurs.

Objective CF 3.B Provide a system of flood hazard management that protects public infrastructure investments and minimizes impacts to natural water resources.

- CF Policies**
- 3.B.1 The county shall attempt to clarify the responsibility (special district, county or federal) for all dikes whose responsibility is uncertain within unincorporated Snohomish County.
 - 3.B.2 The county shall consider systematically maintaining all county-owned dikes. The county shall consider upgrading county-owned

dikes where necessary or abandoning them where they no longer provide public service. The county shall consider incorporating habitat-friendly features into county-owned dikes.

- 3.B.3 The county shall consider implementing a capital improvement strategy that maintains existing facilities, assists private property owners and special districts in addressing river flooding and erosion hazards, and encourages removal of existing structures from high hazard areas.
- 3.B.4 The county should encourage setback or removal of structures in high hazard zones such as channel migration zones. The county shall consider identifying funding sources for and/or assisting the removal of structures from high hazard zones.
- 3.B.5 The county shall consider relocating public roads and other public infrastructure located within floodplains, when feasible, to prevent future damage or loss of facilities.
- 3.B.6 The county shall consider providing technical assistance, where public interest can be clearly demonstrated, to private landowners and special districts to design bank stabilization structures that meet the environmental criteria of permitting agencies.
- 3.B.7 The county shall consider sustaining and improving, as new technology emerges, its advance flood warning system to ensure that the public is adequately notified during emergencies, and to ensure that public flood-fighting resources are directed towards public facilities at greatest risk during flood events.

Objective CF 3.C Provide a system of stormwater treatment and base flow water quality protection to protect water quality and habitat for present and future generations.

- CF Policies**
- 3.C.1 The county shall consider developing a program intended to achieve water quality standards for beneficial uses of streams throughout unincorporated Snohomish County surface waters.
 - 3.C.2 The county shall consider a program to construct improvements that would provide stormwater treatment for runoff from county facilities discharging to natural surface waters.
 - 3.C.3 The county shall consider identifying high priority water quality problem areas for targeted water quality capital facilities.
 - 3.C.4 REPEALED BY AMENDED ORDINANCE NO. 14-129.

Objective CF 3.D Provide for the restoration and protection of habitat for present and future generations.

- CF Policies**
- 3.D.1 The county shall consider implementing recommendations and constructing improvements in coordination with property owners and

other agencies to achieve the 20-year capital improvement goals of adopted watershed basin plans including Salmon Conservation Plans.

- 3.D.2 The county shall consider correcting the highest priority fish passage problems in unincorporated Snohomish County to improve the conservation of ESA-listed and non-listed salmonid populations.
- 3.D.3 The county should work with federal, state and tribal governments and agencies to fund and construct high priority aquatic habitat restoration projects as defined in WRIA based salmon recovery plans and other planning efforts.
- 3.D.4 The county shall consider implementing smaller stream restoration projects, where possible, with voluntary landowner participation to improve aquatic and riparian functions.
- 3.D.5 The county shall consider acquiring properties, where feasible, for larger restoration projects or for the preservation of critical watershed functions.
- 3.D.6 Habitat restoration projects adjacent to agricultural resource lands should be undertaken in a manner to prevent, if possible, net loss to the agricultural resource lands of the county.

Objective CF 3.E

Work with cities and public agencies to prioritize the expenditure of public resources on the drainage, flood hazard, water quality or habitat restoration capital improvement projects using watersheds as the organizing unit.

CF Policies

- 3.E.1 The county should work with cities and other public agencies to establish clarity on the public drainage system, local and regional responsibilities for drainage facilities, and conditions for transfer of facilities as annexations occur. This may include joint planning, financing, and development of stormwater projects to mitigate runoff impacts on constructed and natural surface water systems, to reduce damage to adjoining properties, and to improve public safety along roads.
- 3.E.2 The county shall consider the implementation of regional and shared surface water management facilities, planned and financed through public and private partnerships in the Urban Growth Area, to support infill development, to preclude the need for individual on-site facilities, to provide development incentives, to encourage efficient use of land, to mitigate the cumulative impacts of past actions and to maximize the public benefits.
- 3.E.3 The county shall consider developing interlocal agreements with jurisdictions to provide continued maintenance of regional drainage

systems and to develop a plan to jointly fund capital projects on a watershed basis.

3.E.4 The county shall consider coordinating with local jurisdictions to implement projects that would improve water quality and habitat on a watershed basis.

3.E.5 The county shall consider designing, implementing and sustaining a program for adaptive management of construction and maintenance of drainage, water quality, and habitat projects to ensure public funds are used with the highest potential return on the investment.

Objective CF 3.F

Protect county resources and investments by providing technical assistance to private property owners such that private property owner responsibilities for drainage, habitat and water quality are clear; availability of public assistance resources are widely known; permit requirements are readily understood and public investments in drainage, habitat and water quality are not diminished by intentional or unintentional private actions.

CF Policies

3.F.1 To protect county resources and investments, the county shall consider providing drainage and water quality investigators and watershed stewards to provide information and agency contacts to private property owners.

3.F.2 The county shall consider developing incentives for private property owners to promote land use practices compatible with county goals for drainage, water quality, and habitat management while respecting the rights of private property owners.

Solid Waste Disposal

Solid waste disposal is a primary function of county government. Waste collection is managed at the municipal level. A system of rural drop boxes and transfer stations owned and operated by the county's solid waste division are the intermediary collection points between the waste generators (primarily homes, apartments, and businesses) and the ultimate disposal sites. Many residents in rural areas transport their own solid waste to one of these facilities.

About one-third of the county's solid waste stream is recovered presently through recycling.

The remainder is deposited at a land-fill outside of the county through a long term contract.

The Public Works Department's solid waste division published its updated Comprehensive Solid and Hazardous Waste Management Plan in January (~~2004~~) 2013. It looks at intermediate and long-term solutions to solid waste problems which will intensify as the population grows and available land diminishes. Major goals include recovering more of the waste stream through recycling and recovering waste that is escaping the county's solid waste system.

Other forms of waste recovery will also be explored to reduce the residual stream requiring landfill disposal. The primary facility focus is a critical review of existing transfer stations and drop box disposal sites for sub-

sequent expansion and/or enhancement in order to facilitate recycling and cost-effective disposal of non-recyclables throughout the county.

GOAL CF 4 Fund services and facilities for solid and moderate-risk waste disposal that result in cost savings and efficient re-use of waste resources.

Objective CF 4.A Improve the overall county waste reduction and recycling rate.

- CF Policies**
- 4.A.1 The county shall provide, encourage, and/or support source reduction activities through education, source reduction programs, and material reuse.
 - 4.A.2 The county shall work to make source-separated recycling opportunities available to all residents in the county and develop strategies for providing comprehensive recycling collection services to businesses.

Objective CF 4.B Provide a system of environmentally compatible facilities of adequate number, geographic distribution, and capacity to encourage proper disposal of solid and moderate-risk wastes by county residents and businesses.

- CF Policies**
- 4.B.1 The county shall ensure that adequate public and private facilities are operated and equipped to carry out the overall mission of the county's solid and hazardous waste management plan.
 - 4.B.2 The county shall continue to monitor closed landfills and other solid waste disposal sites to minimize water pollution.

Objective CF 4.C Make available safe, effective, economical, and environmentally sound disposal techniques for moderate risk waste.

- CF Policies**
- 4.C.1 The county shall encourage best management practices for disposal of household waste, resource waste, and moderate risk waste generated in small quantities by commercial generators and by households.
 - 4.C.2 The county shall work cooperatively with cities, the state Department of Ecology, and the Health District to achieve an environmentally safe and cost-effective solution to the disposal of catch basin wastes and street sweepings.

Objective CF 4.D Exercise authority to designate disposal locations for all solid waste generated within Snohomish County.

- CF Policies**
- 4.D.1 The county shall designate locations for disposal of all solid waste generated within Snohomish County.
 - 4.D.2 The county shall retain planning authority for solid waste disposal for Snohomish County geographic areas that are annexed into a city when a portion of such city is located in an adjacent county.

Law and Justice

The county's law and justice system is a network of services including law enforcement, courts, detention facilities, alternative programs, and prevention programs. These responsibilities are currently fulfilled within the following divisions of county government:

- The Sheriff's Office
- The county's judicial system of courts (Superior Court, including Juvenile Services, and District Court)
- The county's correctional facilities (Superior Court's Juvenile Services Division and the Department of Corrections)
- The Human Services Department
- The Clerk's Office
- The Prosecutor's Office
- The Office of Public Defense (OPD)

- The Medical Examiner's Office

The components of the law and justice system are interrelated. Workload changes in one part of the system tend to influence the rest of the system.

The need for facilities is related to the rates of criminal activity and civil actions initiated. Factors contributing to increasing workload include population growth and continued urbanization of the county, mandatory sentencing legislation at the state level, and other wide-reaching policy changes.

The county continues work to address the need for law and justice facilities. Past studies of operations and associated space requirements have resulted in the necessity to address changing facility needs and to identify potential capital and non-capital solutions.

GOAL CF 5 Develop and implement a coordinated program of facility usage for the departments and agencies which together carry out the county's law and justice functions.

Objective CF 5.A Complete those capital improvement projects necessary to reduce existing space deficiencies in the law and justice facilities.

- CF Policy**
- 5.A.1 The county should initiate future studies of operations and associated space requirements that would be needed to assess changing facility needs and identify potential capital and non-capital solutions.

General Government

County government provides numerous service and support functions which are performed by professional, administrative, managerial, and clerical staff working within general office space. These functions have been combined within this element because of their common requirement for general office space. All county departments' general office needs that are not addressed under other headings of this section are accounted for in this category.

Snohomish County currently utilizes office space for employees involved in general government operations in county-owned buildings located at the county's central downtown campus at Rockefeller Avenue

and Wall Street in Everett. Airport facilities, parks facilities, correctional facilities, courts and the Sheriff's Office are not considered in the category of general government facilities. The primary county agencies that require general government facilities are large departments in the executive branch, such as Public Works, Planning and Development Services and the operating offices with elected officials such as the Assessor, Treasurer and the Auditor. Many of these county operations require customer counter areas to facilitate access by the general public to those services dispensed on-call to customers.

More background and specific information is provided in the Capital Facilities Plan – a separate document that is also a component of the county's GMA comprehensive plan.

GOAL CF 6

Maintain a long-range capital program to efficiently accommodate the county's projected staffing requirements for the general governmental departments and agencies.

Objective CF 6.A

Update the six-year CIP to include a capital program to efficiently provide quality work space for existing and projected future staffing levels through the year 2035.

Objective CF 6.B

Continue to develop the county role under GMA under the guidelines of the Regional Services Act.

GOAL CF 7, OBJECTIVE CF 7.A and POLICIES CF 7.A.1 THROUGH 7.A.3, OBJECTIVE 7.B and POLICIES CF 7.B.1 THROUGH 7.B.2, OBJECTIVE 7.C and POLICY CF 7.C.1, AND OBJECTIVE CF 7.D REPEALED BY AMENDED ORDINANCE NO. 14-129.

Airport

The Snohomish County Airport at Paine Field is a major economic asset to the county and region. Paine Field comprises 1250 acres with three runways including the 9,010' long Runway 16L-34R which provides service for the largest aircraft in all weather conditions. The Boeing Company operates its wide-body aircraft assembly plant on 1,100 acres adjacent to Paine Field and also leases significant portions of the airport for its operations.

Over 50 businesses operate at the airport with total employment between 35,000 and 40,000. Over 650 general aviation aircraft are based at the airport. The airport is home to significant tourist venues including the Boeing Company tour, Future of Flight, Museum of Flight Restoration Center, the Historic Flight Foundation, The Flying Heritage Collection, and Legend Flyers which attract over 250,000 visitors per year.

The Airport Master Plan update was completed in 1995 and was subsequently updated and adopted by the county council in 2002. The Master Plan identifies aviation demand and facility requirements at Paine Field through 2021. Regional Air Service consistent with the 1978/79 Mediated Role Determination (MRD) encouraging General Aviation for the airport is included in the forecasts and projections and capital facili-

ties to accommodate demand are included in the approved Development Plan (CIP) portion of the Airport Master Plan.

The County Executive established a panel in 2006 to review the Mediated Role Determination in light of continuing controversy on whether scheduled passenger airline service should be accommodated at the airport. The panel report stated:

The community panel process provided an understanding of three fundamental principles:

- 1. Current federal law does not allow the County to prohibit or limit scheduled passenger air service.*
- 2. Current federal law does not require the County to encourage or subsidize scheduled passenger air service.*
- 3. The County can and should insist that an airline pay its own way and mitigate its impacts.*

The MRD Document is neither a talisman that wards away scheduled passenger service, nor is it relic consigned to the dustbin of County history. It expresses a policy preferring general aviation and industrial use over scheduled passenger air service. This policy preference is consistent with federal law, grant assurances and deed restrictions.

GOAL CF 8 Develop investment strategies for Paine Field to support and enhance its role as a general aviation and industrial commercial facility consistent with the Airport Master Plan.

Objective CF 8.A Maximize utilization of the existing land area at Paine Field to minimize the need for future site expansion.

CF Policies 8.A.1 The county shall plan for capital facilities that support the best use of the airport's remaining undeveloped and underutilized areas for airport-related uses that fit within the airport's adopted role.

- 8.A.2 The county shall identify land acquisition priorities related to airport safety, future airport development, and land use compatibility in accordance with the airport's adopted role.

Non-County Provided Facilities - General

Snohomish County plans for, reviews, and permits rural and urban development that depends upon an array of local public agencies for support infrastructure. Among these types of facilities are schools, fire stations, water supply systems, and wastewater collection and treatment facilities.

Providing this infrastructure is the responsibility of an array of public agencies all of which have their own legislative bodies and staffs and operate more or less independently from the county. The challenge for the county's comprehensive plan-CFP is to coordinate these numerous public bodies, and arrive at mutually agreed upon capital facility decisions consistent with the land use element. Level of service, financing strategies, construction timing, and other required components of the capital facilities element are considered in making decisions, especially for those public facilities that are identified in the CFP as necessary to support development.

The county has been able to work closely with the school districts to develop GMA-compliant school capital facility plans. These plans serve as the foundation for the GMA-

based school impact fee program that began operating in 1999. Most school districts now participate in this program and prepare GMA capital facilities plans on a biennial basis. These plans are reviewed and adopted by Snohomish County as a part of its capital facilities element.

Impact fees are not part of the financial picture for most of the non-county capital facilities. Sewer and water supply systems have long utilized equity connection fees, hook-up charges, and similar funding mechanisms to recapture capital expenditures from new development.

These represent another form of impact fee, which are briefly discussed in the utilities element, as are other financial issues associated with these systems.

Financial strategies for facilities provided by other public agencies will be formulated by their staffs, consultants, and ultimately adopted by their own governing boards and commissions. The county may participate in these discussions to the extent that it can provide constructive assistance on possible consequences of particular strategies to the county itself.

GOAL CF 9 Coordinate with non-county facility providers such as cities and special purpose districts to support the future land use pattern indicated by this plan.

Objective CF 9.A Establish and sustain interagency planning mechanisms to assure coordinated and mutually supportive capital facility plans from special district and other major non-county facility providers which are consistent with cities' and county comprehensive plans.

Public Education

Public education represents a major public investment at both the local and the state level. Fifteen separate school districts in Snohomish County provide a variety of educational programs for the children of our residents. The three large districts of southwest county (Edmonds, Everett and Mukilteo) represent about one half of the county's public school enrollment and serve populations that are predominantly urban and suburban in character. The other twelve districts are generally smaller, more geographically dispersed, and serve a more diverse population including suburban, small town, and rural residents.

Snohomish County operates a GMA-authorized school impact fee program that began in 1997 and became fully effective on January 1, 1999. The GMA requires that CFPs establish levels of service for all facilities/services that are deemed “necessary to

support development.” School facilities have been identified as meeting this requirement, therefore, each school district has defined levels of service that they will provide for the population they serve. The levels of service have also been referred to as educational program standards or standards of service for schools.

School districts must prepare and adopt CFPs that meet the specifications of RCW 36.70A and RCW 82.02.020 to meet the requirements of the impact fee program. A school district’s CFP expires two years from the date of its adoption by the county council or when the county council adopts an updated plan that meets GMA requirements.

School districts must submit the CFPs to Snohomish County for adoption as a part of the county’s comprehensive plan.

GOAL CF 10 Ensure that county growth and development anticipated under the comprehensive plan can be accommodated by present and future school facilities.

Objective CF 10.A Assist school districts in developing capital facilities plans that clearly depict levels of service and how they will serve existing and projected student enrollments.

- | | | |
|--------------------|--------|---|
| CF Policies | 10.A.1 | The county shall monitor the rate of private residential development and demographic trends and assist the school districts in planning for the expansion of school facility capacity. |
| | 10.A.2 | The county shall consider the adequacy of school facilities when reviewing new residential development. |
| | 10.A.3 | The county shall review school district capital facility plans and include subsequent periodic updates to determine whether they meet the criteria contained in Appendix F. Those district plans which meet the criteria as determined by the Planning and Development Services Director will become a part of the county comprehensive |

plan - subject to Council review during the annual comprehensive plan amendment process.

- 10.A.4 The county shall monitor and adjust, when appropriate, its school impact fee program as authorized under the GMA to help fund the cost of school expansions required to serve new development. County acceptance of a district plan which proposes the use of impact fees may not by itself constitute complete approval of the proposed impact fees. Approval of impact fees must be secured in accordance with the provisions of county code and state statute in effect at the time.
- 10.A.5 The county shall review and consider modifications to its development regulations as necessary to facilitate school siting within urban growth areas and discourage the location of middle and high schools outside of UGAs.

Fire Protection

Fire protection and emergency services are provided by either fire districts or city fire departments. Some cities, not large enough to support their own fire departments, contract for service with surrounding fire districts. There are currently 25 fire districts providing service in Snohomish County. Most do not prepare long range plans but respond to growth demands after the fact. Construction of new district fire stations is often funded by bonds approved by district residents, who thereby determine their acceptable level of service. Identifying a level of service for fire protection is difficult as services vary based upon the resources of the agency providing the services.

Service level standards can be expressed in terms of response times, equipment capacity, personnel training and fire flow. Response time is determined by geographic distribution of stations and access. Equipment capacity may limit ability to respond, for example some departments do not have equipment

that can be effective above three stories. Some districts provide 24 hour trained fire fighter coverage and emergency medical staff. Areas with lower levels of development depend on response from volunteer fire fighters.

One level of fire protection service which is consistent regardless of which agency provides protection is water system fire flow. The levels of fire flow and sprinkler requirements are established in the building and fire codes adopted by the county. Fire flow is not provided for large lot residential development, but it is required for urban levels of development, thereby, making the level of service commensurate with the intensity of development.

Moreover, the requirement for installation of sprinklers and fire resistant construction in new structures is shifting the proportion of calls from fire response to emergency service calls for other emergency situations where aid is required.

GOAL CF 11 **Water supply systems shall provide sufficient fire flow, as established by county development regulations, in order to provide protection at a level of service commensurate with the planned intensity of future development adopted in the comprehensive plan.**

Objective CF 11.A **Match water system plans for providing fire flow with the future needs required by development as anticipated in the future land use plan.**

- CF Policies**
- 11.A.1 Fire flow standards shall be based on the building and fire codes adopted by the county.
 - 11.A.2 The county shall work with water system owners and fire protection agencies to identify the fire flow capacity and water system improvements needed to provide the level of protection required for planned urban growth.
 - 11.A.3 The county shall work with rural water system owners and fire protection agencies to define fire flow and water system improvements needed for rural areas based on desired level of service protection and financial capability.
 - 11.A.4 REPEALED BY AMENDED ORDINANCE NO. 14-129.

Essential Public Facilities

The GMA requires that the comprehensive plan of each county planning under RCW 36.70A.040 shall include a process for identifying and siting essential public facilities. The GMA provides that no comprehensive plan or development regulations may preclude the siting of essential public facilities. If an essential public facility is of a regional, statewide, or federal nature and its location has been evaluated through a state, regional or federal siting process, the county cannot require the sponsor of the facility to go through any local siting process. The GMA allows counties to adopt comprehensive plan policies and development regulations related to the siting of essential public facilities of a local nature as long as those policies and reg-

ulations do not preclude the siting of any such facility. The county may impose reasonable conditions on any local, regional, state, or federal essential public facility. The county can require appropriate and reasonable mitigation of that development as long as the effect of the conditions and/or mitigation does not preclude the siting of the facility.

Essential public facilities include those facilities that are typically difficult to site such as airports, state education facilities, state and regional transportation facilities, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, group homes, and secure community transition facilities.

GOAL CF 12 Ensure that the county does not preclude the siting of essential public facilities.

Objective CF 12.A Develop and implement a process for siting essential public facilities of a local nature.

- CF Policies** 12.A.1 The county shall establish a process through its development regulations to identify and site local essential public facilities, consistent with the provisions of the GMA. This process should include:
- a. A definition of these facilities;
 - b. An inventory of existing and future facilities;
 - c. Economic and other incentives to jurisdictions receiving facilities;
 - d. A public involvement strategy;
 - e. Assurance that the environment and public health and safety are protected; and
 - f. A consideration of alternatives to the facility.
- 12.A.2 Local essential public facilities shall be sited to support the countywide land use pattern, support economic activities, reduce environmental impacts, provide amenities or incentives, and minimize public costs.
- 12.A.3 Local essential public facilities shall first be considered for location inside Urban Growth Areas unless it is demonstrated that a non-urban site is the most appropriate location for such a facility. Local essential public facilities located outside of an Urban Growth Area shall be self-contained or be served by urban governmental services in a manner that shall not promote sprawl.
- 12.A.4 The county shall collaborate with public agencies and special districts to identify opportunities for the co-location of local essential public facilities.
- 12.A.5 The county may impose reasonable conditions and/or mitigation of adverse environmental impacts on approval of a development agreement or other land use approvals as a result of the siting of local, regional, statewide, or federal essential public facilities.

Objective CF 12.B REPEALED BY AMENDED ORDINANCE NO. 14-129.