



## PLANNING COMMISSION AGENDA

Regular Meeting Date: 01.07.2015

Planning Commission  
Meeting:

First Wednesday of every  
Month @ 7:00pm

Lake Stevens School  
District Educational  
Service Center  
12309 22nd Street NE,  
Lake Stevens, WA 98258

Planning & Community  
Development Department  
1812 Main Street  
Lake Stevens, WA 98258  
(425) 377-3235  
[www.lakestevenswa.gov](http://www.lakestevenswa.gov)

Municipal Code

Available online:

[www.codepublishing.com/WA/LakeStevens/](http://www.codepublishing.com/WA/LakeStevens/)

**A. CALL TO ORDER: 7:00pm**

Pledge of Allegiance

**B. ROLL CALL**

**C. GUEST BUSINESS**

**D. ACTION ITEMS**

1. Elect Planning Commission Officers
2. Approval of December 3, 2014 Meeting Minutes

**E. PUBLIC HEARING**

**Public hearing presentation will follow the public hearing format listed below:**

**PUBLIC HEARING FORMAT**

1. PC Chair Opens Public Hearing
2. Staff Presentation
3. Commission's questions for staff
4. Proponent's comments
5. Comments from the audience
6. Proponent rebuttal comments
7. Close public comments portion of hearing by motion
8. Re-open public comment portion of hearing for additional comments (optional)
9. Close Hearing by motion
10. COMMISSION ACTION BY MOTION—Recommendation to Council
  - A. Approve
  - B. Deny
  - C. Continue

**a. School District CFP – (Senior Planner Payne)**

**F. DISCUSSION ITEMS**

1. Comp Plan Update (Senior Planners Wright and Payne)

**G. COMMISIONER REPORTS**

**H. PLANNING DIRECTOR'S REPORT**

**I. ADJOURN**

**SPECIAL NEEDS**

*The City of Lake Stevens strives to provide accessible opportunities for individuals with disabilities. Please contact Steve Edin, City of Lake Stevens ADA Coordinator, at (425) 377-3227 at least five business days prior to any City meeting or event if any accommodations are needed. For TDD users, please use the state's toll-free relay service,*

***PLANNING COMMISSION AGENDA***

**Meeting Date:**

**PLANNING COMMISSION REGULAR MEETING MINUTES**

Community Center  
1808 Main Street, Lake Stevens  
Wednesday, December 3, 2014

CALL TO ORDER: 7:05 pm by Chair Gary Petershagen

MEMBERS PRESENT: Gary Petershagen, Chairman, Janice Huxford, Vice Chair, Mirza Avdic, Pamela Barnet, Jennifer Davis,

MEMBERS ABSENT: Linda Hoult, Tom Matlack

STAFF PRESENT: Senior Planner Russ Wright, and Clerk Jill Meis

OTHERS PRESENT: None

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**Excused Absence:** Linda Hoult, Tom Matlack

**Guest business.** None.

**Special Presentation.** None.

**Action Items:**

1. *Approve October 22, 2014 Meeting Minutes.* Commissioner Huxford made a motion to approve October 22, 2014 minutes, Commissioner Avdic Second. Motion carried 5-0-0-2.

**Excused Absence:** Commissioner Davis made motion to excuse Commissioners Hoult and Matlack. Commissioner Huxford 2<sup>nd</sup>. Motion carried 5-0-0-2.

**Discussion Items:** Senior Planner Wright described proposed changes and updates to the Comprehensive Plan with the Planning Commission including potential changes to the Land Use Element and revisions to the city's vision and element statements. Planner Wright noted City Council suggested that the Vision Statement reflect that we have major highways around the city.

Commissioner Davis suggested that a correction be made to page 8; there is a sentence that ends in "the". Senior Planner Wright stated it would be changed.

Commissioner Davis also asked Senior Planner Wright to address additional access to the lake that is stated in the update. Senior Planner Wright explained that it is in regards to public access through parks. The city would like to capture additional opportunities as they become available.

Commissioner Huxford commented on the economic development portion needed to be better defined. Some suggestions on wording and nomenclature were given.

Commissioner Petershagen asked questions about density and amount of undevelopable land. Commissioner Huxford asked clarification about different zoning

uses for properties immediately surrounding the lake. Senior Planner Wright explained how the maps are obtained and what the different demographics represent.

**Commissioner Reports.** None

Commissioner Huxford gave an update on Aquafest 2015, the date is July 25-27, and the theme is “Lights, Camera, Aquafest!”

Commissioner Petershagen asked for clarification on the incentive programs under consideration regarding traffic mitigation fees. Senior Planner Wright explained the framework that was under consideration.

The Planning Commission asked for an update on the status of the boat launch grant and ecology block in front of the ramp. Senior Planner Wright explained the boat launch grant was not awarded and that maintenance work is proposed to repair damage to the launch.

**Staff Reports.**

Notice delivered to the commission regarding the Cavalero Park Open House for 12/9/14.

**Adjourn.** Motion by Commissioner Huxford, second by Commissioner Avdic, to adjourn at 7:37 p.m. Motion carried 5-0-0-2.

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Gary Petershagen, Chair

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Jill Meis, Clerk, Planning & Community Development



Staff Report  
City of Lake Stevens Planning Commission

Planning Commission Public Hearing  
Date: January 7, 2015

**Subject: Lake Stevens School District 2014-2019 Capital Facilities Plan Adoption**

**Contact Person/Department: Sally Payne, Senior Planner**

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**SUMMARY:**

This is a public hearing regarding adoption of the Lake Stevens School District 2014-2019 Capital Facilities Plan. The City Council adopts the Lake Stevens School District Capital Facilities Plan by reference as part of the capital facilities element of the City Comprehensive Plan. Adoption of this plan constitutes adoption of the schedule of school impact fees for use by the City in collecting school impact mitigation fees.

A June 2014 Review Draft version of the Capital Facilities Plan which was distributed by the School District to agencies for review is included with this staff report. Staff was unable to obtain a copy of the Plan as adopted by the School Board in August prior to the Planning Commission meeting packet deadline. Staff will obtain a copy of the Plan as adopted by the School Board prior to the Planning Commission meeting and will be prepared to discuss any differences in the Plans at the meeting.

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**ACTION REQUESTED OF PLANNING COMMISSION:**

Hold a public hearing and forward a recommendation to City Council.

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**BACKGROUND:**

On December 10, 2012, City Council adopted the Lake Stevens School District 2012-2017 Capital Facilities Plan as a sub-element of the Capital Facilities Element of the City's Comprehensive Plan. Since that time, the School District completed an update and adopted the 2014-2019 Capital Facilities Plan.

Per the Growth Management Act (GMA) school districts are required to update their capital facilities plans every two years. The Plan identifies how the Lake Stevens School District utilizes its existing educational facilities given current district enrollment configurations and educational program standards, and uses six-year and 15-year enrollment projections to quantify capital facility needs for years 2014-2019. The School District issued a SEPA determination of non-significance on July 21, 2014 (**Exhibit 1**) and adopted the Capital Facilities Plan on August 13, 2014 (**Exhibit 2**).

The School District participates in the school impact mitigation fee program. Per Lake Stevens Municipal Code (LSMC) 14.100 - School Impact Mitigation, the Lake Stevens School District is eligible to receive school impact fees upon approval, by City Council, of a district capital facilities plan. Approval of the capital facilities plan constitutes adoption of the schedule of school impact fees contained therein.

Per the Snohomish County Code (SCC) Chapter 30.66C, all fees calculated using the approved criteria are to be reduced by 50%. This reduction ensures proportionality in payment of school fees. The City applies this discount to the impact fee calculated rate as do most other cities in the County. The

discounted fee in the updated 2014-2019 SDCFP is \$4,680 for single family homes and \$2,532 for multi-family units. If the discount was not adopted, the school district would collect \$9,360 per single family home and \$5,065 for multi-family units. Both the discounted and non-discounted fees are a slight reduction in fees from the previous capital facilities plan. Previous fees were \$4,692 for a single family home and \$2,915 for multi-family units.

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**RECOMMENDATION:**

Forward a recommendation of approval to City Council for adoption of the Lake Stevens School District 2014-2019 Capital Facilities Plan.

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**EXHIBITS:**

1. SEPA Determination of Non-significance
2. Lake Stevens School District 2014-2019 Capital Facilities Plan – June 2014 Draft

# LAKE STEVENS SCHOOL DISTRICT NO. 4 CAPITAL FACILITIES PLAN 2014 - 2019

*prepared for:*

Snohomish County  
Planning Department

*And*

City of Lake Stevens  
City of Marysville

June 2014

REVIEW DRAFT

# **CAPITAL FACILITIES PLAN**

## **LAKE STEVENS SCHOOL DISTRICT NO. 4**

### **BOARD OF DIRECTORS**

John Boerger  
Kevin Plemel  
Paul Lund  
David Iseminger  
Mari Taylor

### **SUPERINTENDENT**

Amy Beth Cook, Ed.D.

This plan is not a static document. It will change as demographics, information and District plans change. It is a “snapshot” of one moment in time.

For information on the Lake Stevens School District Capital Facilities Plan contact the District at (425) 335-1500

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## INTRODUCTION

### ***Purpose of the Capital Facilities Plan***

The Washington Growth Management Act (GMA) outlines thirteen broad goals including adequate provision of necessary public facilities and services. Schools are among these necessary facilities and services. The public school districts serving Snohomish County residents have developed capital facilities plans to satisfy the requirements of RCW 36.70A.070 and to identify additional school facilities necessary to meet the educational needs of the growing student populations anticipated in their districts.

This Capital Facilities Plan (CFP) is intended to provide the Lake Stevens School District (District), Snohomish County, the City of Lake Stevens, the City of Marysville and other jurisdictions a description of facilities needed to accommodate projected student enrollment at acceptable levels of service over the next twenty years, with a more detailed schedule and financing program for capital improvements over the next six years (2014-2019).

The CFP for the District was first prepared in 1998 in accordance with the specifications set in Snohomish County Code; “certification” packets were prepared earlier for the County’s old SEPA-based “fee” program. When Snohomish County adopted its GMA Comprehensive Plan in 1995, it addressed future school capital facilities plans in Appendix F of the General Policy Plan. This part of the plan establishes the criteria for all future updates of the District CFP, which is to occur every two years. This CFP updates the GMA-based Capital Facilities Plan last adopted by the District in 2012.

In accordance with GMA mandates, and Snohomish County Chapter 30.66C, this CFP contains the following required elements:

- Future enrollment forecasts for each grade span (elementary, middle, mid-high and high).
- An inventory of existing capital facilities owned by the District, showing the locations and student capacities of the facilities.
- A forecast of the future needs for capital facilities and school sites; distinguishing between existing and projected deficiencies.
- The proposed capacities of expanded or new capital facilities.
- A six-year plan for financing capital facilities within projected funding capacities, which clearly identifies sources of public money for such purposes. The financing plan separates projects and portions of projects that add capacity from those which do not, since the latter are generally not appropriate for impact fee funding. The financing plan and/or the impact fee calculation formula must also differentiate between projects or portions of projects that address existing deficiencies (ineligible for impact fees) and those which address future growth-related needs.
- A calculation of impact fees to be assessed and support data substantiating said fees.
- A report on fees collected since 2012 and how those funds were used.
- A Level of Service report comparing the Districts adopted educational service standards with actual experience since the 2012 report.

In developing this CFP, the guidelines of Appendix F of the General Policy Plan were used as follows:

- Information was obtained from recognized sources, such as the U.S. Census or the Puget Sound Regional Council. School districts may generate their own data if it is derived through statistically reliable methodologies. Information is to be consistent with the State Office of Financial Management (OFM) population forecasts and those of Snohomish County.
- Chapter 30.66C requires that student generation rates be independently calculated by each school district. Rates were updated for this CFP.
- The CFP complies with RCW 36.70A (the Growth Management Act) and, where impact fees are to be assessed, RCW 82.02.
- The calculation methodology for impact fees meets the conditions and test of RCW 82.02. Districts which propose the use of impact fees should identify in future plan updates alternative funding sources in the event that impact fees are not available due to action by the state, county or the cities within their district boundaries.

Adoption of this CFP by reference by the County and cities constitutes approval of the methodology used herein.

Unless otherwise noted, all enrollment and student capacity data in this CFP is expressed in terms of FTE (Full Time Equivalent)<sup>1</sup>.

### ***Overview of the Lake Stevens School District***

The Lake Stevens School District is located six miles east of downtown Everett, and encompasses all of the City of Lake Stevens as well as portions of unincorporated Snohomish County and a small portion of the City of Marysville. The District is located south of the Marysville School District and north of the Snohomish School District.

The District currently serves a student population of 8,187 (October 1, 2013 headcount) with six elementary schools, two middle schools, one mid-high school, one high school and one homeschool partnership program (HomeLink). Elementary schools provide educational programs for students in Kindergarten through grade five. Middle schools serve grades six and seven, the mid-high serves grades eight and nine and the high school serves grades ten through twelve. HomeLink provides programs for students from Kindergarten through grade twelve.

### ***Significant Issues Related to Facility Planning in the Lake Stevens School District***

The most significant issues facing the Lake Stevens School District in terms of providing classroom capacity to accommodate existing and projected demands are:

- uneven distribution of growth across the district, requiring facilities to balance enrollment;
- aging school facilities;

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<sup>1</sup> Full Time Equivalents (FTE) include half the students attending kindergarten and all students enrolled in grades 1 – 12.

- the need for additional property and lack of suitable sites to accommodate a school facility;
- inability to locate more temporary classrooms on school sites without significant site improvements required.

These issues are addressed in greater detail in this Capital Facilities Plan.

## SECTION 2: DEFINITIONS

Note: Definitions of terms proceeded by an asterisk (\*) are provided in Chapter 30.9SCC. They are included here, in some cases with further clarification to aid in the understanding of this CFP. Any such clarifications provided herein in no way affect the legal definitions and meanings assigned to them in Chapter 30.9SCC.

\*Appendix F means Appendix F of the Snohomish County Growth Management Act (GMA) Comprehensive Plan, also referred to as the General Policy Plan (GPP).

\*Area Cost Allowance (Boeckh Index) means the current OSPI construction allowance for construction costs for each school type.

\*Average Assessed Value average assessed value by dwelling unit type for all residential units constructed within the district. These figures are provided by Snohomish County. For the 2014 Capital Facilities Plan the listed values are \$232,647 for single family dwellings, \$94,676 for “large unit” multiple family; and \$64,444 for “small unit” multiple family.

\*Boeckh Index means the number generated by the E. H. Boeckh Company and used by OSPI as a guideline for determining the area cost allowance for new school construction. The Index for the 2014 Capital Facilities Plan is \$200.40, as provided by Snohomish County.

\*Board means the Board of Directors of the Lake Stevens School District (“School Board”).

\*Capital Facilities means school facilities identified in the District’s capital facilities plan and are “system improvements” as defined by the GMA as opposed to localized “project improvements.”

\*Capital Facilities Plan (CFP) means the District’s facilities plan adopted by its school board consisting of those elements required by Chapter 30.66C and meeting the requirements of the GMA and Appendix F of the General Policy Plan. The definition refers to this document.

\*City means City of Lake Stevens and/or City of Marysville.

\*Council means the Snohomish County Council and/or the Lake Stevens or Marysville City Council.

\*County means Snohomish County.

\*Commerce means the Washington State Department of Commerce.

\*Developer means the proponent of a development activity, such as any person or entity that owns or holds purchase options or other development control over property for which development activity is proposed.

**\*Development** means all subdivisions, short subdivisions, conditional use or special use permits, binding site plan approvals, rezones accompanied by an official site plan, or building permits (including building permits for multi-family and duplex residential structures, and all similar uses) and other applications requiring land use permits or approval by Snohomish County, the City of Lake Stevens and/or City of Marysville.

**\*Development Activity** means any residential construction or expansion of a building, structure or use of land or any other change of building, structure or land that creates additional demand and need for school facilities, but excluding building permits for attached or detached accessory apartments, and remodeling or renovation permits which do not result in additional dwelling units. Also excluded from this definition is "Housing for Older Persons" as defined by 46 U.S.C. § 3607, when guaranteed by a restrictive covenant, and new single-family detached units constructed on legal lots created prior to May 1, 1991.

**\*Development Approval** means any written authorization from the County and/or City, which authorizes the commencement of a development activity.

**\*Director** means the Director of the Snohomish County Department of Planning and Development Services (PDS), or the Director's designee.

**District** means Lake Stevens School District No. 4

**\*District Property Tax Levy Rate** means the District's current capital property tax rate per thousand dollars of assessed value. For this Capital Facilities Plan, the assumed levy rate is .00159.

**\*Dwelling Unit Type** means (1) single-family residences, (2) multi-family one-bedroom apartment or condominium units ("small unit") and (3) multi-family multiple-bedroom apartment or condominium units ("large unit").

**\*Encumbered** means school impact fees identified by the District to be committed as part of the funding for capital facilities for which the publicly funded share has been assured, development approvals have been sought or construction contracts have been let.

**\*Estimated Facility Construction Cost** means the planned costs of new schools or the actual construction costs of schools of the same grade span recently constructed by the District, including on-site and off-site improvement costs. If the District does not have this cost information available, construction costs of school facilities of the same or similar grade span within another District are acceptable.

**\*FTE (Full Time Equivalent)** is a means of measuring student enrollment based on the number of hours per day in attendance at the District's schools. A student is considered one FTE if he/she is enrolled for the equivalent of a full schedule each full day. Kindergarten students attend half-day programs and therefore are counted as 0.5 FTE. For purposes of this Capital Facilities Plan, all other students are counted as full FTE. (This is in line with OSPI's FTE measurements and projections.)

\*GFA (per student) means the Gross Floor Area per student.

\*Grade Span means a category into which the District groups its grades of students (e.g., elementary, middle or junior high, and high school).

Growth Management Act (GMA) - means the Growth Management Act (RCW 36.70A)

\*Interest Rate means the current interest rate as stated in the Bond Buyer Twenty Bond General Obligation Bond Index. For this Capital Facilities Plan an assumed rate of 4.38% is used, as provided by Snohomish County.

\*Land Cost Per Acre means the estimated average land acquisition cost per acre (in current dollars) based on recent site acquisition costs, comparisons of comparable site acquisition costs in other districts, or the average assessed value per acre of properties comparable to school sites located within the District.

\*Multi-Family Dwelling Unit means any residential dwelling unit that is not a single-family unit as defined by ordinance Chapter 30.66C.<sup>2</sup>

\*OFM means Washington State Office of Financial Management.

\*OSPI means Washington State Office of the Superintendent of Public Instruction.

\*Permanent Facilities means school facilities of the District with a fixed foundation.

\*R.C.W. means the Revised Code of Washington (a state law).

\*Relocatable Facilities (also referred to as Portables) means factory-built structures, transportable in one or more sections, that are designed to be used as an education spaces and are needed to prevent the overbuilding of school facilities, to meet the needs of service areas within the District, or to cover the gap between the time that families move into new residential developments and the date that construction is completed on permanent school facilities.

\*Relocatable Facilities Cost means the total cost, based on actual costs incurred by the District, for purchasing and installing portable classrooms.

\*Relocatable Facilities Student Capacity means the rated capacity for a typical portable classroom used for a specified grade span.

\*School Impact Fee means a payment of money imposed upon development as a condition of development approval to pay for school facilities needed to serve the new growth and development. The school impact fee does not include a reasonable permit fee, an application fee, the administrative fee for collecting and handling impact fees, or the cost of reviewing independent fee calculations.

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<sup>2</sup> For purposes of calculating Student Generation Rates, assisted living or senior citizen housing is not included in this definition.

**\*SEPA** means the State Environmental Policy Act (RCW 43.21C).

**\*Single-Family Dwelling Unit** means any detached residential dwelling unit designed for occupancy by a single-family or household.

**\*Standard of Service** means the standard adopted by the District which identifies the program year, the class size by grade span and taking into account the requirements of students with special needs, the number of classrooms, the types of facilities the District believes will best serve its student population and other factors as identified in the District's capital facilities plan. The District's standard of service shall not be adjusted for any portion of the classrooms housed in relocatable facilities that are used as transitional facilities or from any specialized facilities housed in relocatable facilities.

**\*State Match Percentage** means the proportion of funds that are provided to the District for specific capital projects from the State's Common School Construction Fund. These funds are disbursed based on a formula which calculates district assessed valuation per pupil relative to the whole State assessed valuation per pupil to establish the maximum percentage of the total project eligible to be paid by the State.

**\*Student Factor [Student Generation Rate (SGR)]** means the number of students of each grade span (elementary, middle, mid-high, high school) that the District determines are typically generated by different dwelling unit types within the District. Each District will use a survey or statistically valid methodology to derive the specific student generation rate, provided that the survey or methodology is approved by the Snohomish County Council as part of the adopted capital facilities plan for each District. (See Appendix D)

**\*Subdivision** means all small and large lot subdivisions as defined in Section **30.41** of the Snohomish County Code.

**Un-housed Students** -means District enrolled students who are housed in portable or temporary classroom space, or in permanent classrooms in which the maximum class size is exceeded.

**\*Teaching Station** means a facility space (classroom) specifically dedicated to implementing the District's educational program and capable of accommodating at any one time, at least a full class of up to 30 students. In addition to traditional classrooms, these spaces can include computer labs, auditoriums, gymnasiums, music rooms and other special education and resource rooms.

**\*Unhoused Students** means District enrolled students who are housed in portable or temporary classroom space, or in permanent classrooms in which the maximum class size is exceeded.

**\*WAC** means the Washington Administrative Code.

### SECTION 3: DISTRICT EDUCATIONAL PROGRAM STANDARDS

School facility and student capacity needs are dictated by the types and amounts of space required to accommodate the District's adopted educational program. The educational program standards that typically drive facility space needs include grade configuration, optimum facility size, class size, educational program offerings, classroom utilization and scheduling requirements, and use of relocatable classroom facilities (portables).

In addition, government mandates and community expectations may affect how classroom space is used. Traditional educational programs offered by school districts are often supplemented by nontraditional or special programs such as special education, English as a second language, remediation, migrant education, alcohol and drug education, AIDS education, preschool and daycare programs, computer labs, music programs, etc. These special or nontraditional educational programs can have a significant impact on the available student capacity of school facilities.

Examples of special programs offered by the Lake Stevens School District at specific school sites include:

- Bilingual Program
- Behavioral Program
- Community Education
- Conflict Resolution
- Contract-Based Learning
- Credit Retrieval
- Drug Resistance Education
- Early Learning Center, which includes ECEAP and developmentally-delayed preschool
- Highly Capable
- Home School Partnership (HomeLink)
- Language Assistance Program (LAP)
- Life Skills Self-Contained Program
- Multi-Age Instruction
- Running Start
- Senior Project (volunteer time as part of course work)
- Summer School
- Structured Learning Center
- Title 1

- Title 2
- Career and Technical Education

Variations in student capacity between schools are often a result of what special or nontraditional programs are offered at specific schools. These special programs require classroom space, which can reduce the regular classroom capacity of some of the buildings housing these programs. Some students, for example, leave their regular classroom for a short period of time to receive instruction in these special programs. Newer schools within the District have been designed to accommodate most of these programs. However, older schools often require space modifications to accommodate special programs, and in some circumstances, these modifications may reduce the overall classroom capacities of the buildings.

District educational program requirements will undoubtedly change in the future as a result of changes in the program year, special programs, class sizes, grade span configurations, state funding levels and use of new technology, as well as other physical aspects of the school facilities. The school capacity inventory will be reviewed periodically and adjusted for any changes to the educational program standards. These changes will also be reflected in future updates of this Capital Facilities Plan.

The District's minimum educational program requirements, which directly affect school capacity, are outlined below for the elementary, middle, mid-high and high school grade levels.

#### ***Educational Program Standards for Elementary Grades***

- Average class size for grades K-5 should not exceed 27 students.
- Special Education for students may be provided in a self-contained classroom. The practical capacity for these classrooms is 15 students.
- All students will be provided music instruction in a separate classroom.
- Students may have a scheduled time in a computer lab.
- Optimum design capacity for new elementary schools is 500 students. However, actual capacity of individual schools may vary depending on the educational programs offered.

#### ***Educational Program Standards for Middle, Mid-High and High Schools***

- Class size for secondary grade (6-12) regular classrooms should not exceed 30 students. The District assumes a practical capacity for high school, mid-high and middle school classrooms of 30 students.
- Special Education for students may be provided in a self-contained classroom. The practical capacity for these classrooms is 15 students.
- As a result of scheduling conflicts for student programs, the need for specialized rooms for certain programs, and the need for teachers to have a workspace during planning periods, it is not possible to achieve 100% utilization of all regular teaching stations throughout the day. Therefore, classroom capacity is adjusted using a utilization factor of 83% at the high school, mid-high and middle school levels.
- Some Special Education services for students will be provided in a self-contained classroom.

- Identified students will also be provided other nontraditional educational opportunities in classrooms designated as follows:
  - Resource Rooms (i.e. computer labs, study rooms).
  - Special Education Classrooms.
- Program Specific Classrooms:
  - Music
  - Drama
  - Art
  - Physical Education
  - Family and Consumer Sciences
  - Career and Technical Education
- Optimum design capacity for new middle schools is 750 students. However, actual capacity of individual schools may vary depending on the educational programs offered.
- Optimum design capacity for new high schools is 1500 students. However, actual capacity of individual schools may vary depending on the educational programs offered.

### ***Minimum Educational Service Standards***

The Lake Stevens School District will evaluate student housing levels based on the District as a whole system and not on a school by school or site by site basis. This may result in portable classrooms being used as interim housing, attendance boundary changes or other program changes to balance student housing across the system as a whole.

**Table 3-1**  
**Classrooms Exceeding**  
**Educational Service Standards**

<b><u>School</u></b>	<b>Grade Span</b>	<b>Classrooms</b>	<b>Classrooms Exceeding Class Size Guidelines</b>
Glenwood Elementary	K-5	27	7
Highland Elementary	K-5	26	6
Hillcrest Elementary	K-5	26	9
Mt. Pilchuck Elementary	K-5	25	2
Skyline Elementary	K-5	24	0
Sunnycrest Elementary	K-5	27	8
Lake Stevens Middle	6-7	27	11
North Lake Middle	6-7	39	24
Cavelero Mid-High	8-9	62	3
Lake Stevens High School	10-12	61	53
<b>Total</b>		<b>344</b>	<b>123</b>

The Lake Stevens School District has set minimum educational service standards based on several criteria. Exceeding these minimum standards will trigger significant changes in program delivery. If there are 28 or more students per classroom in a majority of K-5 classrooms or 31 or more students in a majority of 6-12 classrooms, the minimum standards have not been met.

Table 3-1 compares Educational Service Standards to the actual experience for the current school year. It should be noted that the minimum educational standard is just that, a minimum, and not the desired or accepted operating standard. Also, portables are used to accommodate students within District standards, but are not considered a permanent solution. (See Chapter 4).

- Identified students will also be provided other nontraditional educational opportunities in classrooms designated as follows:
  - Resource Rooms (i.e. computer labs, study rooms).
  - Special Education Classrooms.
- Program Specific Classrooms:
  - Music
  - Drama
  - Art
  - Physical Education
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- Optimum design capacity for new middle schools is 750 students. However, actual capacity of individual schools may vary depending on the educational programs offered.
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**Table 3-1**  
**Classrooms Exceeding**  
**Educational Service Standards**

<b><u>School</u></b>	<b>Grade Span</b>	<b>Classrooms</b>	<b>Classrooms Exceeding Class Size Guidelines</b>
Glenwood Elementary	K-5	27	7
Highland Elementary	K-5	26	6
Hillcrest Elementary	K-5	26	9
Mt. Pilchuck Elementary	K-5	25	2
Skyline Elementary	K-5	24	0
Sunnycrest Elementary	K-5	27	8
Lake Stevens Middle	6-7	115	11
North Lake Middle	6-7	131	24
Cavelero Mid-High	8-9	255	3
Lake Stevens High School	10-12	324	53
<b>Total</b>		<b>980</b>	<b>123</b>

The Lake Stevens School District has set minimum educational service standards based on several criteria. Exceeding these minimum standards will trigger significant changes in program delivery. If there are 28 or more students per classroom in a majority of K-5 classrooms or 31 or more students in a majority of 6-12 classrooms, the minimum standards have not been met.

Table 3-1 compares Educational Service Standards to the actual experience for the current school year. It should be noted that the minimum educational standard is just that, a minimum, and not the desired or accepted operating standard. Also, portables are used to accommodate students within District standards, but are not considered a permanent solution. (See Chapter 4).

## SECTION 4: CAPITAL FACILITIES INVENTORY

### ***Capital Facilities***

Under GMA, public entities are required to inventory capital facilities used to serve the existing populations. Capital facilities are defined as any structure, improvement, piece of equipment, or other major asset, including land that has a useful life of at least ten years. The purpose of the facilities inventory is to establish a baseline for determining what facilities will be required to accommodate future demand (student enrollment) at acceptable or established levels of service. This section provides an inventory of capital facilities owned and operated by the Lake Stevens School District including schools, portables, developed school sites, undeveloped land and support facilities. School facility capacity was inventoried based on the space required to accommodate the District's adopted educational program standards (see Section 3). A map showing locations of District school facilities is provided as Figure 1.

### ***Schools***

The Lake Stevens School District includes: six elementary schools grades K-5, two middle schools grades 6-7, one mid-high school grades 8-9, one high school grades 10-12, and an alternative K-12 home school partnership program (HomeLink).

**Table 1 – School Capacity Inventory**

School Name	Site Size (acres)	Bldg. Area (Sq. Ft.)	Teaching Stations SPED	Teaching Stations Regular	Perm. Student Capacity*	Capacity with Portables	Year Built or Last Remodel	Potential for Expansion of Perm. Facility
<b>Elementary Schools</b>								
Glenwood Elementary	9	42,673	2	27	513	621	1992	No
Hillcrest Elementary	15	49,735		26	549	711	2008	No
Highland Elementary	8.7	49,727		26	512	620	1999	No
Mt. Pilchuck Elementary	22	49,833	4	25	501	582	2008	No
Skyline Elementary	15	42,673	3	24	513	621	1992	No
Sunnycrest Elementary	15	46,970		27	549	738	2009	No
<b>Total</b>	<b>84.7</b>	<b>281,611</b>	<b>9</b>	<b>155</b>	<b>3,137</b>	<b>3,893</b>		
<b>Middle Schools</b>								
Lake Stevens Middle School	25	86,374	4	27	684	924	1996	No
North Lake Middle School	15	90,323		39	751	991	2001	No
<b>Total</b>	<b>40</b>	<b>176,697</b>	<b>4</b>	<b>66</b>	<b>1,435</b>	<b>1,915</b>		
<b>Mid-High</b>								
Cavelero Mid-High School	37	224,694	3	62	1,418	1,418	2007	Yes
<b>Total</b>	<b>37</b>	<b>224,694</b>	<b>3</b>	<b>62</b>	<b>1,418</b>	<b>1,418</b>		
<b>High Schools</b>								
Lake Stevens High School	38	207,195	8	61	1,526	2,036	2008	Yes
<b>Total</b>	<b>38</b>	<b>207,195</b>	<b>8</b>	<b>61</b>	<b>1,526</b>	<b>2,036</b>		
<b>Other</b>								
HorneLink (K-12 Homeschool Program)			Housed at North Lake MS					

Source: Lake Stevens School District

\* Note: Student Capacity figure is exclusive of portables and adjustments for special programs.

## SECTION 4: CAPITAL FACILITIES INVENTORY

### **Capital Facilities**

Under GMA, public entities are required to inventory capital facilities used to serve the existing populations. Capital facilities are defined as any structure, improvement, piece of equipment, or other major asset, including land that has a useful life of at least ten years. The purpose of the facilities inventory is to establish a baseline for determining what facilities will be required to accommodate future demand (student enrollment) at acceptable or established levels of service. This section provides an inventory of capital facilities owned and operated by the Lake Stevens School District including schools, portables, developed school sites, undeveloped land and support facilities. School facility capacity was inventoried based on the space required to accommodate the District's adopted educational program standards (see Section 3). A map showing locations of District school facilities is provided as Figure 1.

### **Schools**

The Lake Stevens School District includes: six elementary schools grades K-5, two middle schools grades 6-7, one mid-high school grades 8-9, one high school grades 10-12, and an alternative K-12 home school partnership program (HomeLink).

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School Name	Site Size (acres)	Bldg. Area (Sq. Ft.)	Teaching Stations SPED	Teaching Stations Regular	Perm. Student Capacity*	Capacity with Portables	Year Built or Last Remodel	Potential for Expansion of Perm. Facility
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Highland Elementary	8.7	49,127		21	512	620	1999	No
Mt. Pilchuck Elementary	22	49,833	4	19	501	582	2008	No
Skyline Elementary	15	42,673	3	20	513	621	1992	No
Sunnycrest Elementary	15	46,970		23	549	738	2009	No
<b>Total</b>	<b>84.7</b>	<b>281,611</b>	<b>9</b>	<b>127</b>	<b>3,137</b>	<b>3,893</b>		
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Cavelero Mid-High School	37	224,694	3	62	1,418	1,418	2007	Yes
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Source: Lake Stevens School District

\* Note: Student Capacity figure is exclusive of portables and adjustments for special programs.

The Office of the Superintendent of Public Instruction (OSPI) calculates school capacity by dividing gross square footage of a building by a standard square footage per student. This method is used by the State as a simple and uniform approach for determining school capacity for purposes of allocating available State Match Funds to school districts for school construction. However, this method is not considered an accurate reflection of the capacity required to accommodate the adopted educational program of each individual district. For this reason, school capacity was determined based on the

number of teaching stations within each building and the space requirements of the District's adopted education program. These capacity calculations were used to establish the District's baseline capacity and determine future capacity needs based on projected student enrollment. The school capacity inventory is summarized in Table 4-1.

Relocatable classrooms (portables) are not viewed by the District as a solution for housing students on a permanent basis. Therefore, these facilities were not included in the permanent school capacity calculations provided in Table 4-1.

### ***Leased Facilities***

The District does not lease any permanent classroom space.

### ***Relocatable Classroom Facilities (Portables)***

Portables are used as interim classroom space to house students until funding can be secured to construct permanent classroom facilities. Portables are not viewed by the District as a solution for housing students on a permanent basis. The Lake Stevens School District currently uses 66 portable classrooms at various school sites throughout the District to provide interim capacity for K-12 students. In addition, 14 portable

classrooms are used to accommodate the Early Learning Center, which is not a K-12 program. A typical portable classroom can provide capacity for a full-size class of students. Current use of portables throughout the District is summarized in Table 4-2.

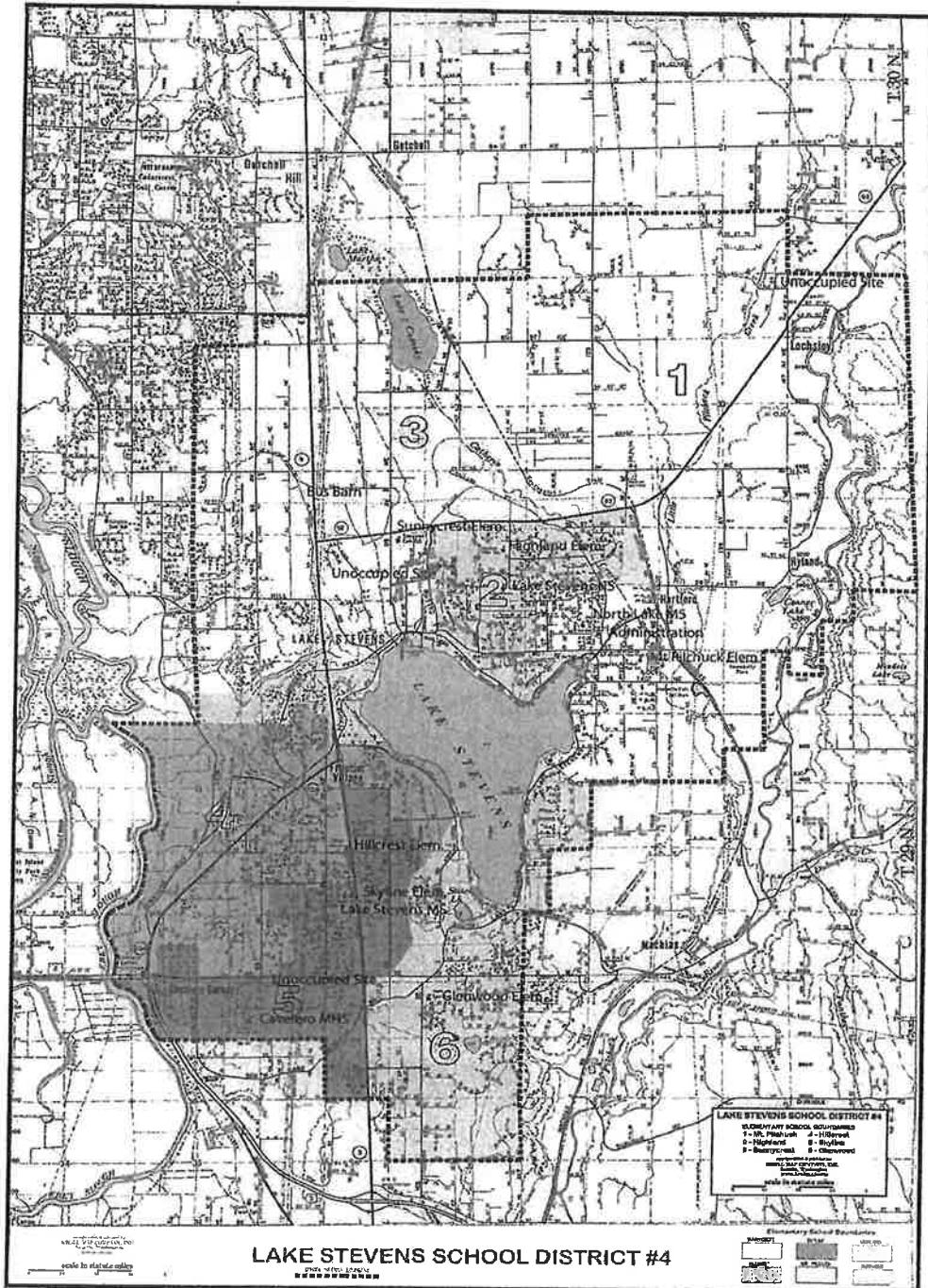
**Table 4-2 -- Portables**

School Name	Portable Classrooms	Capacity in Portables	Portable ft <sup>2</sup>
<b>ELEMENTARY</b>			
Glenwood	4	108	3,584
Hillcrest	8	162	5,376
Highland	6	162	5,376
Mt. Pilchuck	4	81	2,688
Skyline	4	108	3,584
Sunnycrest	7	189	6,272
Total	33	810	26,880
<b>MIDDLE</b>			
Lake Stevens Middle	8	240	7,168
North Lake Middle	8	240	7,168
Total	16	480	14,336
<b>MID-HIGH</b>			
Cavelero Mid-High			-
Total			-
<b>HIGH</b>			
Lake Stevens High School	17	510	15,232
Total	17	510	15,232
District K-12 Total	66	1,800	56,448
<b>OTHER</b>			
Early Learning Center	14	350	12,544
Non K-12 Total	14	350	12,544

In addition to the portables listed above, the District purchased a portable in 2005 to house the Technology Department, a District-wide support team. The portable is located at North Lake Middle School, across from the District Administration Office. It will not add space for interim student housing

The District will continue to purchase or move existing portables, as needed, to cover the gap between the time that families move into new residential developments and the time the District is able to complete construction on permanent school facilities. Some of the District's existing portables are beyond their serviceable age and are no longer able to be moved. Upon completion of additional school facilities, the probability exists these units will be demolished.

### **Figure 1 – Map of District Facilities**



### ***Support Facilities***

In addition to schools, the Lake Stevens School District owns and operates additional facilities that provide operational support functions to the schools. An inventory of these facilities is provided in Table 4-3.

**Table 4-3 – Support Facilities**

Facility	Site Acres	Building Area (sq.ft.)
Education Service Center	1.4	13,700
Grounds	1.0	3,000
Maintenance	1.0	6,391
Transportation	6.0	17,550
Total	9.4	40,641

### ***Land Inventory***

The Lake Stevens School District owns six undeveloped sites described below:

Ten acres located in the northeast area of the District (Lochsloy area), west of Highway 92. This site will eventually be used for an elementary school (beyond the year 2019). It is presently used as an auxiliary sports field.

An approximately 35-acre site northwest of the intersection of Highway 9 and Soper Hill Road, bordered by Lake Drive on the east planned for use as a middle school site.

A parcel of approximately 23 acres located at 20<sup>th</sup> Street SE and 83<sup>rd</sup> Street. This property was donated to the School District for an educational facility. The property is encumbered by wetlands and easements, leaving less than 10 available acres (not considered sufficient for an elementary school site).

A 5.4 acre parcel located at 20<sup>th</sup> Street SE and 83<sup>rd</sup> Street that has been used as an access to the mid-high site.

A 20 ft. x 200 ft. parcel located on 20<sup>th</sup> Street SE has been declared surplus by the Lake Stevens School Board and will be used in exchange for dedicated right-of-way for Cavelero Mid-High.

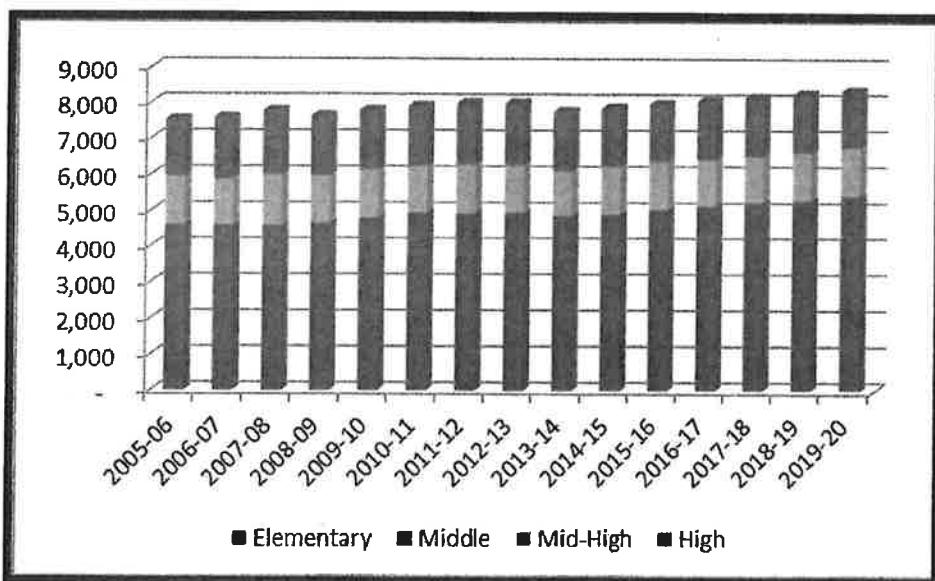
A 2.42 acre site (Jubb Field), located in an area north of Highway #92, is used as a small softball field. It is not of sufficient size to support a school.

## SECTION 5: STUDENT ENROLLMENT TRENDS AND PROJECTIONS

### ***Historic Trends and Projections***

Student enrollment in the Lake Stevens School District remained relatively constant between 1973 and 1985 (15%) and then grew significantly from 1985 through 2005 (approximately 120%). Between October 2008 and October 2013, student enrollment increased by 479 FTE students, approximately 7%. Overall there was a 2% decline countywide during this period. The October 1, 2013 enrollment was 7,759 student FTEs, an increase of 118 students (1.6%) over October 1, 2011, the last CFP reporting period. The District has been, and is projected to continue to be one of the fastest growing districts in Snohomish County based on the OFM-based population forecast. Population is estimated to rise from 41,238 in 2013 to over 61,000 in Year 2035.

**Figure 2 – Lake Stevens School District  
Enrollment Projection**



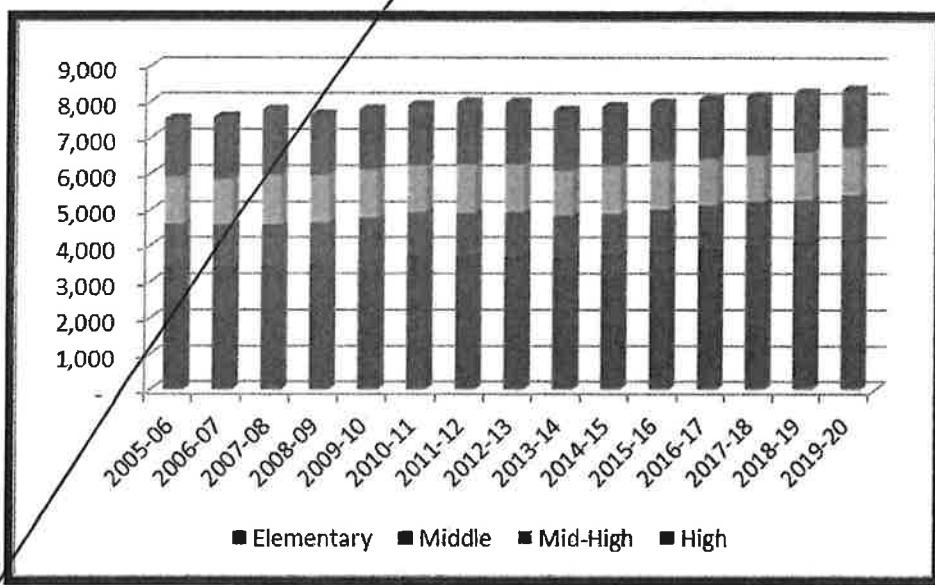
Enrollment projections are most accurate for the initial years of the forecast period. Moving further into the future, more assumptions about economic conditions and demographic trends in the area affect the projections. Monitoring birth rates in Snohomish County and population growth for the area are essential yearly activities in the ongoing management of the capital facilities plan. In the event that enrollment growth slows, plans for new facilities can be delayed. It is much more difficult, however, to initiate new projects or speed projects up in the event enrollment growth exceeds the projections.

## SECTION 5: STUDENT ENROLLMENT TRENDS AND PROJECTIONS

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**Figure 2 – Lake Stevens School District  
Enrollment Projection**



Enrollment projections are most accurate for the initial years of the forecast period. Moving further into the future, more assumptions about economic conditions and demographic trends in the area affect the projections. Monitoring birth rates in Snohomish County and population growth for the area are essential yearly activities in the ongoing management of the capital facilities plan. In the event that enrollment growth slows, plans for new facilities can be delayed. It is much more difficult, however, to initiate new projects or speed projects up in the event enrollment growth exceeds the projections.

Table 5-1 Enrollment as Percentage of Population			
	Population	FTE Student Enrollment (Actual)	Student/ Population Ratio (Updated)
2000	29,888	6,305	21.1%
2001	30,897	6,633	21.5%
2002	31,906	6,800	21.3%
2003	32,914	6,996	21.3%
2004	33,923	7,109	21.0%
2005	34,932	7,299	20.9%
2006	35,941	7,240	20.1%
2007	36,950	7,257	19.6%
2008	37,959	7,307	19.2%
2009	38,968	7,433	19.1%
2010	39,977	7,568	18.9%
2011	40,248	7,640	19.0%
2012	40,726	7,655	18.8%
2013	41,238	7,759	18.8%
2014	42,142	7,860	18.70%
2015	43,047	7,959	18.50%
2016	43,951	8,055	18.30%
2017	44,856	8,150	18.20%
2018	45,760	8,242	18.00%
2019	46,665	8,331	17.90%

schools. As a result, the District will continue to use student full-time equivalent (FTE) numbers for its calculations. The District is aware of the potential requirement, with accompanying state funding, for full-day kindergarten beginning in 2018. This is not considered in this Capital Facilities Plan because the requirement is not officially in place. Should it happen prior to the 2016 update the District may revise its plan accordingly.

In summary, the Lake Stevens School District, using the ratio method, estimates that FTE enrollment will total 8,331 students in 2019. This represents a 7.4% FTE increase over 2013.

For its planning purposes, the District forecasts enrollments using the Ratio method, which measures FTE enrollment as a percentage of population. Table 5-1 shows this ratio from 2000 to 2013 based on official census and county population estimates adopted in 2012 by the Snohomish County Tomorrow Steering Committee and Snohomish County Council. Enrollments are based on District records of actual FTE enrollments.

The future enrollment forecasts (2014-2019) by the Office of the Superintendent of Public Instruction (OSPI) were not adopted for use in the District's 2014 CFP update. OSPI methodology uses a modified cohort survival method based on headcount. This method estimates how many students in one year will attend the next grade in the following year. The methodology is explained in Appendix B. OSPI Headcount estimates are found in Table 5-2 and differ from the District's Ratio-based FTE estimates in Table 5-3. The OSPI estimates are too high in the opinion of the District. They would produce a student/population ratio of 19.1% in 2019 when the percentage has been declining consistently since 2001.

At this time, the District has at least one section of for-pay full-day Kindergarten at each of its six elementary schools. However, the majority of Kindergarten students still attend half-day Kindergarten. The District is not yet eligible for state-funded full-day Kindergarten at any of its

Table 5-2 shows future enrollment by grade span. It is based in part on the percentage distribution by OSPI, although the District assumes a slower pace of growth over the next six years. The estimates are based on a more focused analysis of trends that show a similar growth rate at the elementary level, but lower at the higher grade spans.

**Table 5-2 - Projected FTE Enrollment by Grade Span 2013-2019**  
**Lake Stevens School District - FTE**

Grade Span	2013	2014	2015	2016	2017	2018	2019
Elementary School	3,612	3,710	3,825	3,886	3,992	4,070	4,122
Middle School	1,268	1,216	1,228	1,282	1,276	1,250	1,336
Mid-High School	1,225	1,310	1,321	1,260	1,262	1,307	1,308
High School	1,654	1,623	1,585	1,627	1,620	1,616	1,565
Total	7,759	7,860	7,959	8,055	8,150	8,242	8,331

### **2035 Enrollment Projections**

Although student enrollment projections beyond 2019 are highly speculative, they are useful for developing long-range comprehensive facilities plans. These long-range enrollment projections may also be used in determining future site acquisition needs.

The District projects a 2035 student FTE enrollment of 10,656 based on the “ratio” method. (OSPI does not forecast enrollments beyond 2019). The forecast is based on the County’s OFM-based population forecast of 61,136. Assuming the County forecasts are correct, student enrollment will continue to increase through 2035 and the 17.4% ratio is considered reasonable. The 2013 actual ratio was 18.8%. OSPI has forecasted a decline in the student/population ratio. The 2035 assumption reflects this ratio decline.

**Table 5-3 - Projected 2035 Enrollment**

Grade Span	2035
Elementary School	5,272
Middle School	1,709
Mid-High School	1,673
High School	2,002
Total	10,656

The 2035 estimate represents a 37% increase over 2013 enrollment levels. The total enrollment estimate was broken down by grade span to evaluate long-term site acquisition needs for elementary, middle school, mid-high school and high school facilities. Enrollment by grade span was determined based on recent and projected enrollment trends at the elementary, middle, mid-high and high school levels.

Should projected enrollment materialize as described in Table 5-3, it is estimated that the District would require an additional 58 classrooms at the elementary level, 10 classrooms at the middle school level, 13 classrooms at the mid-high level and 27 classrooms at the high school level.

These additional classrooms could take the form of relocatable classrooms (portables)<sup>3</sup>, additional classrooms at existing schools or new campuses. In addition, it is possible that the District would require additional support facilities, like a maintenance building, technology center or additional bus service facilities, to serve the projected enrollment.

Again, the 2035 estimates are highly speculative and are used only for general planning purposes. Analysis of future facility and capacity needs is provided in Section 6 of this Capital Facilities Plan.

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<sup>3</sup> Portable classroom space is not considered a part of permanent capacity

## SECTION 6: CAPITAL FACILITIES PLAN

### ***Existing Deficiencies***

Current enrollment at each grade level is identified in Table 5-2. The District currently (2013) has 475 unhoused students at the elementary level and 128 unhoused students at the high school level. It has excess capacity at the middle school (167) and mid-high (193) school levels.

### ***Facility Needs (2014-2019)***

Projected available student capacity was derived by subtracting projected FTE student enrollment from 2014 permanent school capacity (excluding portables) for each of the six years in the forecast period (2014-2019). The District's enrollment projections in Table 5-2 have been applied to the existing capacity (Table 4-1). If no capacity improvements were to be made by the year 2019 the District would be over capacity at the elementary level by 985 students, 110 students at mid-high and 39 at the high school level. The middle school level would have excess capacity of 99 students.

Projected future capacity needs are depicted on Table 6-1. This table compares actual future space needs with the portion of those needs that are "growth related." RCW 82.02 and SCC 30.66C mandate that new developments cannot be assessed impact fees to correct existing deficiencies. Thus, any capacity deficiencies existing in the District in 2013 must be deducted from the total projected deficiencies before impact fees are assessed. The percentage figure shown in the last column of Table 6-1 is the "growth related" percentage of overall deficiencies that is used to calculate impact fees.

**Table 6-1 - Projected Additional Capacity Needs 2013 – 2019**

Grade Span	2013	2014	2015	2016	2017	2018	2019	2013-2019
Elementary (K-5)								
Capacity Deficit	(475)	(573)	(688)	(749)	(855)	(933)	(985)	
Growth Related	(98)	(213)	(274)	(380)	(458)	(510)		51.78%
Middle School (6-7)								
Capacity Deficit	167	219	207	153	159	185	99	
Growth Related	52	40	(14)	(8)	18	(68)		68.69%
Mid-High (8-9)								
Capacity Deficit	193	108	97	158	156	111	110	
Growth Related	(85)	(96)	(35)	(37)	(82)	(83)		75.73%
High School 10-12)								
Capacity Deficit	(128)	(97)	(59)	(101)	(94)	(90)	(39)	
Growth Related	31	69	27	34	38	89		0.00%

Table 6-1 does not consider the construction of a new elementary school. The District's six-year capital improvement plan (Table 6-3) includes the project. Deficiencies would remain at three grade levels (not Middle School), although the elementary deficit would drop to 485 with a new elementary school.

## SECTION 6: CAPITAL FACILITIES PLAN

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### ***Facility Needs (2014-2019)***

Projected available student capacity was derived by subtracting projected FTE student enrollment from 2014 permanent school capacity (excluding portables) for each of the six years in the forecast period (2014-2019). The District's enrollment projections in Table 4 have been applied to the existing capacity (Table 1). If no capacity improvements were to be made by the year 2019 the District would be over capacity at the elementary level by 822 students, by 58 students at the middle school level, 43 students at mid-high and 223 at the high school level.

Projected future capacity needs are depicted on Table 6-1. This table compares actual future space needs with the portion of those needs that are "growth related." RCW 82.02 and SCC 30.66C mandate that new developments cannot be assessed impact fees to correct existing deficiencies. Thus, any capacity deficiencies existing in the District in 2013 must be deducted from the total projected deficiencies before impact fees are assessed. The percentage figure shown in the last column of Table 6-1 is the "growth related" percentage of overall deficiencies that is used to calculate impact fees.

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Growth Related	(85)	(96)	(35)	(37)	(82)	(83)		75.73%
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Growth Related	31	69	27	34	38	89		0.00%

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## ***Forecast of Future Facility Needs through 2035***

Additional elementary, middle, mid-high and high school classroom space will need to be constructed between 2015 and 2035 to meet the projected student population increase. The District will have to purchase additional school sites to facilitate growth during this time frame.

By the end of the six-year forecast period (2019), additional permanent student capacity will be needed as follows:

**Table 6-2 – 2019 Additional Capacity Need**

Grade Level	2013 Capacity	2019 Capacity	2019 Additional Capacity Needed
Elementary	3,137	3,637	485*
Middle School	1,435	1,435	
Mid-High	1,418	1,418	
High School	1,526	1,526	39
Total	7,516	8,016	524

\*Assumes construction of new 500-student elementary school in 2019

These figures reflect a planned elementary school improvement by the District by 2019.

### ***Planned Improvements (2013 - 2019)***

The following is a brief outline of those projects likely needed to accommodate un-housed students in the Lake Stevens School District through the Year 2019 based on OSPI enrollment projections.

**Elementary Schools:** Based upon current enrollment estimates, elementary student population will increase to the level of requiring a new elementary school. The construction of a new elementary school is projected by 2019 and will require placing a bond issue before the electorate. If a school is built, there would be 485 unhoused students, a number less than the District's standard of 500-student capacity for elementary schools.

**Middle Schools:** With the move of the 8<sup>th</sup> grade to the new Cavelero Mid-High School, there is currently sufficient student capacity.

**Mid-High School:** Cavelero Mid-High, opened in 2007, houses grades 8 & 9.

**High Schools:** The high school houses grades 10-12. There will be an estimated 39 unhoused students at this level. Additional classroom space will be accommodated with portables.

**Interim Classroom Facilities (Portables):** Additional portables will be purchased in future years, as needed. However, it remains a District goal to house all students in permanent facilities.

**Site Acquisition and Improvements:** An additional elementary school site will be needed in an area where student growth is taking place. The 10-acre Lochsloy property is in the far corner of the district, not in an area of growth and will not meet this need. Affordable land suitable for school facilities will be difficult to acquire. Funds for the purchase of land suitable for an elementary facility will have to be included in a bond issue. At this time a bond issue has not been scheduled for placement before the District electorate.

### **Support Facilities**

The District does not project the need for additional support facilities during period of the six-year finance plan.

### ***Capital Facilities Six-Year Finance Plan***

The Six Year Finance Plan shown on Table 6-3 demonstrates how the District intends to fund new construction and improvements to school facilities for the years 2014-2019. The financing components include bond issue(s), State match funds, school mitigation and impact fees.

The financing plan separates projects and portions of projects that add capacity from those that do not, since the latter are generally not appropriate for impact fee funding. The financing plan and impact fee calculation formula also differentiate between projects or portions of projects that address existing deficiencies (ineligible for impact fees) and those which address future growth related needs.

**General Obligation Bonds:** Bonds are typically used to fund construction of new schools and other capital improvement projects. A 60% voter approval is required to pass a bond. Bonds are then retired through collection of property taxes. A capital improvements bond for \$65,500,000 was approved by the electorate in February 2005. These funds were used to construct the Cavelero Mid-High School, the modernization of Mt. Pilchuck, Sunnycrest and Hillcrest Elementary schools, Lake Stevens High School 500 Building and the District athletic facility.

If actions by state, county and local jurisdictions determined that impact fees were not available in the future to fund growth-related projects, it would be necessary for the District to seek additional funds through voter approved general obligation bonds coupled with available state match.

The total costs of the growth related projects outlined in Table 6-3 represent recent and current bids per information obtained through OSPI, the District's architect and neighboring school districts that have recently or are planning to construct classroom space. An inflation factor of 2.5% per year has been applied out to 2019.

**State Match Funds:** State Match Funds come from the Common School Construction Fund. Bonds are sold on behalf of the fund then retired from revenues accruing predominately from the sale of renewable resources (i.e. timber) from State school lands set aside by the Enabling Act of 1889. If these sources are insufficient to meet needs, the Legislature can appropriate funds or the State Board of Education can establish a moratorium on certain projects.

School districts may qualify for State matching funds for a specific capital project. To qualify, a project must first meet State-established criteria of need. This is determined by a formula that

specifies the amount of square footage the State will help finance to house the enrollment projected for the district. If a project qualifies, it can become part of a State prioritization system. This system prioritizes allocation of available funding resources to school districts based on a formula which calculates district assessed valuation per pupil relative to the whole State assessed valuation per pupil to establish the percent of the total project cost to be paid by the State for eligible projects.

State Match Funds can only be applied to major school construction projects. Site acquisition and minor improvements are not eligible to receive matching funds from the State. Because availability of State Match Funds has not been able to keep pace with the rapid enrollment growth occurring in many of Washington's school districts, matching funds from the State may not be received by a school district until after a school has been constructed. In such cases, the District must "front fund" a project. That is, the District must finance the complete project with local funds (the future State's share coming from funds allocated to future District projects). When the State share is finally disbursed (without accounting for escalation) the future District project is partially reimbursed.

Because of the method of computing State Match, the District has historically received approximately 39% of the actual cost of school construction in state matching funds. For its 2014 CFP, the District assumes a 40% match.

**School Impact Fees** Development impact fees have been adopted by a number of jurisdictions as a means of supplementing traditional funding sources for construction of public facilities needed to accommodate new development. School impact fees are generally collected by the permitting agency at the time building permits or certificates of occupancy are issued.

Impact fees have been calculated utilizing the formula in Snohomish County Ordinance, Chapter 30.66C. The resulting figures are based on the District's cost per dwelling unit to purchase land for school sites, make site improvements, construct schools and purchase, install or relocate temporary facilities (portables). Credits have also been applied in the formula to account for State Match Funds to be reimbursed to the District and projected future property taxes to be paid by the owner of a dwelling unit. The costs of projects that do not add capacity or which address existing deficiencies have been eliminated from the variables used in the calculations.

Since 2012, the Lake Stevens School District has collected and expended the following impact fees:

	<u>Collections</u>	<u>Expenditures</u>
2014	\$ 384,044.00	\$ 232,450.92
2013	\$1,005,470.00	\$ 22,304.10
2012	\$1,526,561.00	\$ -
2011	\$ 734,392.00	\$ -
2010	\$1,057,088.00	\$ 3,600,000.00
2009	\$1,638,290.00	\$ -

The law allows ten years for collected dollars to be spent.

By ordinance, new developments cannot be assessed impact fees to correct existing deficiencies. Thus, existing capacity deficiencies must be deducted from the total projected deficiencies in the calculation of impact fees.

Table 6-3 – Capital Facilities Plan 2014-2019

		Estimated Project Cost by Year - in \$millions						Total	Local Cost*	State Match
		2014	2015	2016	2017	2018	2019			
<b>Improvements Adding Student Capacity</b>										
<b>Elementary</b>										
Site Acquisition							\$ 1.50	\$ 1.50	\$ 1.50	
	Acres						15	15		
Construction Cost	Capacity Addition						500			
	Capacity Addition						\$19.95	\$19.95	\$ 11.27	\$8.68
<b>Middle</b>								-		
Site Acquisition								-		
	Acres							-		
Construction Cost	Capacity Addition							-		
	Capacity Addition							-		
<b>Mid-High</b>								-		
Site Acquisition								-		
	Acres							-		
Construction Cost	Capacity Addition							-		
	Capacity Addition							-		
<b>High School</b>								-		
Site Acquisition								-		
	Acres							-		
Construction Cost	Capacity Addition							-		
	Capacity Addition							-		
<b>Total Cost</b>							\$21.45	\$21.45	\$12.77	\$8.68
<b>Improvements Not Adding Student Capacity</b>								-	Local	Match
<b>Elementary</b>								-		
Construction Cost								-		
<b>Middle</b>								-		
Construction Cost								-		
<b>Mid-High</b>								-		
Construction Cost								-		
<b>High School</b>								-		
Construction Cost								-		
<b>District-wide Improvements</b>								-		
Construction Cost								-		
<b>Totals</b>								-	Local	Match
Elementary (including land acquisition)							\$21.45	\$21.45	\$12.77	\$8.68
Middle								-		
Mid-High								-		
High School								-		
District Wide								-		
<b>Annual Total</b>							\$21.45	\$21.45	\$ 12.77	\$8.68

\* Local Cost includes amounts currently available to the District, future uncollected impact fees and bonds and levies not yet approved.

The financing plan separates projects and portions of projects that add capacity from those that do not, since the latter are generally not appropriate for impact fee funding. The financing plan and impact fee calculation also differentiate between projects or portions of projects that address existing deficiencies (ineligible for impact fees) and those which address future growth-related needs. From this process, the District can develop a plan that can be translated into a bond issue package for submittal to District voters, if deemed appropriate.

Table 6-4 presents an estimate of the capacity impacts of the proposed capital construction projects.

### ***Calculation Criteria***

#### **1. Site Acquisition Cost Element**

Site Size: The site size given the optimum acreage for each school type based on studies of existing school sites OSPI standards. Generally, districts will require 11-15 acres for an elementary school; 25-30 acres for a middle school or junior high school; and 40 acres or more for a high school. Actual school sites may vary in size depending on the size of parcels available for sale and other site development constraints, such as wetlands. It also varies based on the need for athletic fields adjacent to the school along with other specific planning factors.

This space for site size on the Variable Table contains a number only when the particular district plans to acquire additional land during the six-year planning period, 2014 - 2019. As noted previously, the District will need to acquire an additional elementary school site between 2014 and 2019. The District acquired a site for an elementary school and a high school in 2001.

Average Land Cost Per Acre: The cost per acre is based on estimates of land costs within the District, based either on recent land purchases or by its knowledge of prevailing costs in the particular real estate market. Prices per acre will vary throughout the County and will be heavily influenced by the urban vs. rural setting of the specific district and the location of the planned school site. The Lake Stevens School District estimates its vacant land costs to be \$100,000 per acre. Until a site is actually located for acquisition, the actual purchase price is unknown. Developed sites, which sometimes must be acquired adjacent to existing school sites, can cost well over \$100,000 per acre.

Facility Design Capacity (Student FTE): Facility design capacities reflect the District's optimum number of students each school type is designed to accommodate. These figures are based on actual design studies of optimum floor area for new school facilities. The Lake Stevens School District designs new elementary schools to accommodate 500 students, new middle schools 750 students and new high schools 1,500 students.

Student Factor: The student factor (or student generation rate) is the average number of students generated by each housing type – in this case: single-family detached dwellings and multiple-family dwellings. Multiple-family dwellings, which may be rental or owner-occupied units within structures containing two or more dwelling units, were broken out into one-bedroom and two-plus bedroom units.

**Table 6-4 – Projected Growth Related Capacity Surplus (Deficit)  
After Programmed Improvements**

	Elementary	Middle	Mid-High	High School
<b>2013</b>				
Existing Capacity	3,137	1,435	1,418	1,526
Programmed Improvement Capacity				
Capacity After Improvement	3,137	1,435	1,418	1,526
Current Enrollment	3,612	1,268	1,225	1,654
Surplus (Deficit) After Improvement	(475)	167	193	(128)
<b>2014</b>				
Existing Capacity	3,137	1,435	1,418	1,526
Programmed Improvement Capacity	0	0	0	0
Capacity After Improvement	3,137	1,435	1,418	1,526
Projected Enrollment	3,710	1,216	1,310	1,654
Surplus (Deficit) After Improvement	(573)	219	108	(97)
<b>2015</b>				
Existing Capacity	3,137	1,435	1,418	1,526
Programmed Improvement Capacity	0	0	0	0
Capacity After Improvement	3,137	1,435	1,418	1,526
Projected Enrollment	3,825	1,228	1,321	1,585
Surplus (Deficit) After Improvement	(688)	207	97	(59)
<b>2016</b>				
Existing Capacity	3,137	1,435	1,418	1,526
Programmed Improvement Capacity	0	0	0	0
Capacity After Improvement	3,137	1,435	1,418	1,526
Projected Enrollment	3,886	1,282	1,260	1,627
Surplus (Deficit) After Improvement	(749)	153	158	(101)
<b>2017</b>				
Existing Capacity	3,137	1,435	1,418	1,526
Programmed Improvement Capacity	0	0	0	0
Capacity After Improvement	3,137	1,435	1,418	1,526
Projected Enrollment	3,992	1,276	1,262	1,620
Surplus (Deficit) After Improvement*	(855)	159	156	(94)
<b>2018</b>				
Existing Capacity	3,137	1,435	1,418	1,526
Programmed Improvement Capacity	0	0	0	0
Capacity After Improvement	3,137	1,435	1,418	1,526
Projected Enrollment	4,070	1,250	1,307	1,616
Surplus (Deficit) After Improvement*	(933)	185	111	(90)
<b>2019</b>				
Existing Capacity	3,137	1,435	1,418	1,526
Programmed Improvement Capacity	500	0	0	0
Capacity After Improvement	3,637	1,435	1,418	1,526
Projected Enrollment	4,122	1,336	1,308	1,565
Surplus (Deficit) After Improvement	(485)	99	110	(39)

Pursuant to a requirement of Chapter 30.66C, each school district was required to conduct student generation studies within their jurisdictions. This was done to “localize” generation rates for purposes of calculating impact fees. A description of this methodology is contained in Appendix D.

The student generation rates for the Lake Stevens School District are shown on Table 6-5.

**Table 6-5 – Student Generation Rates**

	Elementary	Middle	Mid-High	High	Total
Single Family	0.332	0.111	0.092	0.118	0.653
<i>Multiple Family, 1 Bedroom</i>	--	--	--	--	--
Multiple Family, 2+ Bedroom	0.169	0.038	0.063	0.055	0.325

The District expects that .653 students will be generated from each new single family home in the District and that .325 students will be generated from each new two-plus bedroom multi-family unit. No survey samples were found for Multiple Family 1-Bedroom units.

## **2. School Construction Cost Variables**

Additional Building Capacity: These figures are the actual capacity additions to the Lake Stevens School District that will occur as a result of improvements listed on Table 6-3 (Capital Facilities Plan).

Current Facility Square Footage: These numbers are taken from Tables 4-1 and 4-2. They are used in combination with the “Existing Portables Square Footage” to apportion the impact fee amounts between permanent and temporary capacity figures in accordance with Chapter 30.66C.

Estimated Facility Construction Cost: The estimated facility construction cost is based on planned costs or on actual costs of recently constructed schools. The facility cost is the total cost for construction projects as defined on Table 6-3, including only capacity related improvements and adjusted to the “growth related” factor. Projects or portions of projects that address existing deficiencies (which are those students who are un-housed as of October 2013) are not included in the calculation of facility cost for impact fee calculation.

Facility construction costs also include the off-site development costs. Costs vary with each site and may include such items as sewer line extensions, water lines, off-site road and frontage improvements. Off-site development costs are not covered by State Match Funds. Off-site development costs vary, and can represent 10% or more of the total building construction cost.

## **3. Relocatable Facilities Cost Element**

Impact fees may be collected to allow acquisition of portables to help relieve capacity deficiencies on a temporary basis. The cost allocated to new development must be growth related and must be in proportion to the current permanent versus temporary space allocations by the district.

Existing Units: This is the total number of existing portables in use by the district as reported on Table 4-2.

New Facilities Required Through 2019: This is the estimated number of portables to be acquired.

Cost Per Unit: This is the average cost to purchase and set up a portable. It includes site preparation, but does not include moveable furnishings in the unit.

Relocatable Facilities Cost: This is simply the total number of needed units multiplied by the cost per unit. The number is then adjusted to the “growth-related” factor.

For districts, such as Lake Stevens, that do not credit any portable capacity to the permanent capacity total (see Table 4-1), this number is not directly applicable to the fee calculation and is for information only. The impact fee allows a general fee calculation for portables; however the amount is adjusted to the proportion of total square footage in portables to the total square footage of permanent and portable space in the district.

Where districts do allow a certain amount of portable space to be credited to permanent capacity, that amount would be adjusted by the “growth-related” factor, because it is considered to be permanent space.

#### **4. Fee Credit Variables**

BOECKH Index: This number is generated by the E.H. Boeckh Company and is used by OSPI as a guideline for determining the area cost allowance for new school construction. The index is an average of a seven-city building cost index for commercial and factory buildings in Washington State, and is adjusted every two months for inflation. The current BOECKH Index is \$200.40 (January 2014).

State Match Percentage: The State match percentage is the proportion of funds that are provided to the school districts, for specific capital projects, from the State’s Common School Construction Fund. These funds are disbursed based on a formula which calculates the District’s assessed valuation per pupil relative to the whole State assessed valuation per pupil to establish the percentage of the total project to be paid by the State. The District will continue to use a state match percentage of 40% vs. the historical percentage of 39%.

#### **5. Tax Credit Variables**

Under Title 30.66C, a credit is granted to new development to account for taxes that will be paid to the school district over the next ten years. The credit is calculated using a “present value” formula.

Interest Rate (20-year GO Bond): This is the interest rate of return on a 20-year General Obligation Bond and is derived from the bond buyer index. The current assumed interest rate is 4.38%.

Levy Rate (in mils): The Property Tax Levy Rate (for bonds) is determined by dividing the District's average capital property tax rate by one thousand. The current levy rate for the Lake Stevens School District is 0.00159.

Average Assessed Value: This figure is based on the District's average assessed value for each type of dwelling unit (single-family and multiple-family). The averaged assessed values are based on estimates made by the County's Planning and Development Services Department utilizing information from the Assessor's files. The current average assessed value is \$232,647 for single-family detached residential dwellings; \$64,444 for one-bedroom multi-family units, and \$94,676 for two or more bedroom multi-family units.

## **6. Adjustments**

Growth Related Capacity Percentage: This is explained in preceding sections.

Discount: In accordance with Chapter 30.66C, all fees calculated using the above factors are to be reduced by 50%.

These variables and calculations are shown in Table 6-6.

Table 6-6 - Impact Fee Variables

Criteria	Elementary	Middle	Mid-High	High
<b>Single Family</b>	0.332	0.111	0.092	0.118
<b>Multiple Family 1 Bdrm</b>				
<b>Multiple Family 2 Bdrm</b>	0.169	0.038	0.063	0.055
<b>Site Needs (acres)</b>	15.0	-	-	-
Growth Related	7.8	-	-	-
<b>Cost Per Acre</b>	\$100,000.00	\$100,000.00	\$100,000.00	\$100,000.00
<b>Additional Capacity</b>	500	-	-	-
Growth Related	258	0	0	0
<b>Estimated Facility Construction Cost</b>				
Cost	\$21,700,000	\$0	\$0	\$0
Growth Related	\$11,235,532	\$0	\$0	\$0
<b>Additional Capacity</b>	500	-	-	-
Growth Related	258	-	-	-
<b>Current Facility Square Footage</b>	281,611	176,697	224,694	207,195
<b>Relocatable Facilities Cost</b>	\$110,000	\$110,000	\$110,000	\$110,000
Growth Related	\$56,954	\$75,555	\$83,302	\$0
<b>Relocatable Facilities Capacity/Unit</b>	27	30	30	25
Growth Related	13	20	22	-
<b>Existing Portable Square Footage</b>	29,568	14,336	-	15,232
<b>Boeckh Index</b>	\$200.40	\$200.40	\$200.40	\$200.40
<b>School Space per Student (OSPI)</b>	90	117	117	130
<b>State Match Percentage</b>	40.00%	40.00%	40.00%	40.00%
<b>Interest Rate</b>	4.38%	4.38%	4.38%	4.38%
<b>Loan Payoff (Years)</b>	10	10	10	10
<b>Property Tax Levy Rate (Bonds)</b>	0.00159	0.00159	0.00159	0.00159
<b>Average AV per DU Type</b>	\$232,647	\$64,444		\$94,676
	(Single Fam.)	(MF 1 bdrm)		(MF 2 bdrm)
<b>Growth-Related Factor</b>	51.78%	68.69%	75.73%	0.00%
<b>Discount</b>	50%	50%	50%	50%

### ***Proposed Impact Fee Schedule***

Using the variables and formula described, impact fees proposed for the Lake Stevens School District are summarized in Table 6-7 (refer to Appendix A for worksheets).

**Table 6-7 - Calculated Impact Fees**

<b>Housing Type</b>	<b>Impact Fee Per Unit</b>
Single Family Detached	\$9,360
One Bedroom Apartment	\$0
Two + Bedroom Apartment	\$5,065
Two + Duplex/Townhouse	\$5,065

**50% discount**

<b>Housing Type</b>	<b>Impact Fee Per Unit</b>
Single Family Detached	\$4,680
One Bedroom Apartment	\$0
Two + Bedroom Apartment	\$2,532
Two + Duplex/Townhouse	\$2,532

## Appendix A

### Impact Fee Calculation

**IMPACT FEE WORKSHEET**  
LAKE STEVENS SCHOOL DISTRICT  
**SINGLE-FAMILY RESIDENTIAL**

CREDIT AGAINST COST CALCULATION -- MANDATORY

STATE MATCH CREDIT

BOECKH Index	\$ 200.40	x OSPI Allowance	90.00	x State Match %	40.00%	x student factor	0.332	=	\$2,395 (elementary)
BOECKH Index	\$ 200.40	x OSPI Allowance	117.00	x State Match %	40.00%	x student factor	0.111	=	(middle)
BOECKH Index	\$ 200.40	x OSPI Allowance	117.00	x State Match %	40.00%	x student factor	0.092	=	(mid-high)
BOECKH Index	\$ 200.40	x OSPI Allowance	130.00	x State Match %	40.00%	x student factor	0.118	=	(high school)
TOTAL STATE MATCH CREDIT								=	\$2,395

TAX PAYMENT CREDIT

$[(1 + \text{interest rate})^{\text{years to pay off bond}} - 1] / \text{assessed value}$	10	years to pay off bond	- 1] / assessed value	x	interest rate	4.38%	x
$(1 + \text{interest rate})^{\text{years to pay off bond}}$	10	years to pay off bond	x	x	0.00159	capital levy rate	x

assessed value	\$232,647	x	x	x	tax payment credit	\$ 2,944	x

IMPACT FEE CALCULATION

SITE ACQUISITION COST  
FACILITY CONSTRUCTION COST  
RELOCATABLE FACILITIES COST (PORTABLES)  
(LESS STATE MATCH CREDIT)  
(LESS TAX PAYMENT CREDIT)

Non-Discounted	\$19% Discount
\$9,360	\$4,680
FINAL IMPACT FEE PER UNIT	

**IMPACT FEE WORKSHEET  
LAKE STEVENS SCHOOL DISTRICT  
MULTIPLE FAMILY RESIDENTIAL - 1 BDRM OR LESS**

of Portable Space (District )	<u>59,136</u>	of School Facilities (000)	<u>949,333</u>	=	6.23%
<b>TOTAL RELOCATABLE COST ELEMENT</b>					
<b>CREDIT AGAINST COST CALCULATION - MANDATORY</b>					
<b>STATE MATCH CREDIT</b>					
BOECKH Index: \$ 200.40					
BOECKH Index:	<u>\$ 200.40</u>	x OSPi Allowance	<u>90</u>	x	student factor
BOECKH Index:	<u>\$ 200.40</u>	x OSPi Allowance	<u>117</u>	x	student factor
BOECKH Index:	<u>\$ 200.40</u>	x OSPi Allowance	<u>117</u>	x	student factor
BOECKH Index:	<u>\$ 200.40</u>	x OSPi Allowance	<u>130</u>	x	student factor
<b>TOTAL STATE MATCH CREDIT</b>					
<b>TAX PAYMENT CREDIT</b>					
[(1+interest rate) ^ years to pay off bond) - 1] / [ interest rate					
(1 + interest rate	<u>4.38%</u>	)	<u>10</u>	x	x
assessed value	<u>\$64,444</u>				
<b>IMPACT FEE CALCULATION</b>					
SITE ACQUISITION COST	<u>\$0</u>				
FACILITY CONSTRUCTION COST	<u>\$0</u>				
RELOCATABLE FACILITIES COST (PORTABLES)	<u>\$0</u>				
(LESS STATE MATCH CREDIT)	<u>\$0</u>				
(LESS TAX PAYMENT CREDIT)	<u>(\$816)</u>				
<b>FINAL IMPACT FEE PER UNIT</b>					
Non-Discounted	<u>\$0</u>	Discount	<u>\$0</u>		

IMPACT FEE WORKSHEET  
LAKE STEVENS SCHOOL DISTRICT  
**MULTIPLE FAMILY RESIDENTIAL – 2 BDRM OR MORE**

SITE ACQUISITION COST						
acres needed	7.8	x	\$ 100,000	/ capacity (#students)	258	x student factor
acres needed	0	x	\$ 100,000	/ capacity (#students)	0	x student factor
acres needed	0	x	\$ 100,000	/ capacity (#students)	0	x student factor
acres needed	0	x	\$ 100,000	/ capacity (#students)	0	x student factor
						= \$511 (elementary)
						= \$0 (middle)
						= \$0 (mid-high)
						= \$0 (high school)
						= \$511
TOTAL SITE ACQUISITION COST						
SCHOOL CONSTRUCTION COST						
total const. cost	\$11,235,532	/ capacity (# students)	258	x student factor	0.169	= \$7,360 (elementary)
total const. cost	\$0	/ capacity (# students)	0	x student factor	0.038	= \$0 (middle)
total const. cost	\$0	/ capacity (# students)	0	x student factor	0.063	= \$0 (mid-high)
total const. Cost	\$0	/ capacity (# students)	0	x student factor	0.055	= \$0 (high school)
						= \$7,360
Total Square Feet of Permanent Space (District )	890,197	/ Total Square Feet of School Facilities (000)	949,333			= 93.77%
TOTAL FACILITY CONSTRUCTION COST						
RELOCATABLE FACILITIES COST (PORTABLES)						
Portable Cost	\$ 56,954	/ 13	facility size	x student factor	0.169	= \$740 (elementary)
Portable Cost	\$ 75,000	/ 20	facility size	x student factor	0.038	= \$143 (middle)
Portable Cost	\$ 83,302	/ 22	facility size	x student factor	0.063	= \$239 (mid-high)
Portable Cost	\$ -	/ 0	facility size	x student factor	0.055	= \$1,121 (high school)
Total Square Feet of Portable Space (District )	59,136	/ Total Square Feet of School Facilities (000)	949,333			= 6.23%
TOTAL RELOCATABLE COST ELEMENT						
						= \$70

## CREDIT AGAINST COST CALCULATION - MANDATORY

## STATE MATCH CREDIT

**TOTAL STATE MATCH CREDIT**

TAX PAYMENT CREDIT

$(1 + \text{interest rate})$	$4.38\%$	$y^y$	10	$\text{years to pay off bond} - 1$	/	[ interest rate ]	$0.00159$	capital levy rate $x$	$4.38\%$	$x$
$(1 + \text{interest rate})$	$4.38\%$	$y^y$	10	$\text{years to pay off bond}$	$\times$					

assessed value	\$94,676	—
tax payment credit		\$ 1,198

IMPACT FEE  
CALCULATION

**SITE ACQUISITION COST  
FACILITY CONSTRUCTION COST  
RELOCATABLE FACILITIES COST (PORTABLES)  
(LESS STATE MATCH CREDIT)  
(LESS TAX PAYMENT CREDIT)**

FINAL IMPACT FEE PER UNIT	Non-Discounted	50% Discount
	\$5,065	\$2,532

## Appendix B

### OSPI Enrollment Forecasting Methodology

## OSPI PROJECTION OF ENROLLMENT DATA

### Cohort-Survival or Grade-Succession Technique

Development of a long-range school-building program requires a careful forecast of school enrollment indicating the projected number of children who will attend school each year. The following procedures are suggested for determining enrollment projections:

1. Enter in the lower left corner of the rectangle for each year the number of pupils actually enrolled in each grade on October 1, as reported on the October Report of School District Enrollment, Form M-70, column A. (For years prior to October 1, 1965, enter pupils actually enrolled as reported in the county superintendent's annual report, Form A-1.)
2. In order to arrive at enrollment projections for kindergarten and/or grade one pupils, determine the percent that the number of such pupils each year was of the number shown for the immediately preceding year. Compute an average of the percentages, enter it in the column headed "Ave. % of Survival", and apply such average percentage in projecting kindergarten and/or grade one enrollment for the next six years.
3. For grade two and above determine the percent of survival of the enrollment in each grade for each year to the enrollment. In the next lower grade during the preceding year and place this percentage in the upper right corner of the rectangle. (For example, if there were 75 pupils in actual enrollment in grade one on October 1, 1963, and 80 pupils were in actual enrollment in grade two on October 1, 1964, the percent of survival would be 80/75, or 106.7%. If the actual enrollment on October 1, 1965 in grade three had further increased to 100 pupils, the percent of survival to grade three would be 100/80 or 125 %.). Compute an average of survival percentages for each year for each grade and enter it in the column, "Ave. % of Survival".

In order to determine six-year enrollment projections for grade two and above, multiply the enrollment in the next lower grade during the preceding year by 7 the average percent of survival. For example, if, on October 1 of the last year of record, there were 100 students in grade one and the average percent of survival to grade two was 105,

then 105% of 100 would result in a projection of 105 students in grade two on October 1 of the succeeding year.

4. If, after calculating the "Projected Enrollment", there are known factors which will further influence the projections, a statement should be prepared showing the nature of those factors, involved and their anticipated effect upon any portion of the calculated projection.

\*Kindergarten students are projected based on a regression line.

## Appendix C

### Student Generation Rate Methodology



## **Student Generation Rate Study for the Lake Stevens School District**

### **With Grade Levels (K-5, 6-7, 8-9, 10-12)**

*This document describes the methodology used to calculate student generation rates (SGRs) for the Lake Stevens School District, and provides results of the calculations.*

*SGRs were calculated for two types of residential construction: Single family detached, and multi-family with 2 or more bedrooms. Attached condominiums, townhouses and duplexes are included in the multi-family classification since they are not considered "detached". Manufactured homes on owned land are included in the single family classification.*

1. *Electronic records were obtained from the Snohomish County Assessor's Office containing data on all new construction within the Lake Stevens School District from January 2006 through December 2012. As compiled by the County Assessor's Office, this data included the address, building size, assessed value, and year built for new single and multi-family construction. The data was "cleaned up" by eliminating records which did not contain sufficient information to generate a match with the District's student record data (i.e. incomplete addresses).*
2. *The District downloaded student records data into Microsoft Excel format. This data included the addresses and grade levels of all K-12 students attending the Lake Stevens School District as of March 2014. Before proceeding, this data was reformatted and abbreviations were modified as required to provide consistency with the County Assessor's data.*

3. **Single Family Rates:** The data on all new single family detached residential units in County Assessor's data were compared with the District's student record data, and the number of students at each grade level living in those units was determined. The records of 2,227 single family detached units were compared with data on 8,197 students registered in the District, and the following matches were found by grade level(s)\*:

GRADE(S)	COUNT OF MATCHES	CALCULATED RATE
<b>K</b>	139	0.062
<b>1</b>	118	0.053
<b>2</b>	114	0.051
<b>3</b>	139	0.062
<b>4</b>	109	0.049
<b>5</b>	121	0.054
<b>6</b>	115	0.052
<b>7</b>	133	0.060
<b>8</b>	91	0.041
<b>9</b>	114	0.051
<b>10</b>	90	0.040
<b>11</b>	96	0.043
<b>12</b>	76	0.034
<b>K-5</b>	740	0.332
<b>6-7</b>	248	0.111
<b>8-9</b>	205	0.092
<b>10-12</b>	262	0.118
<b>K-12</b>	1455	0.653

4. **Large Multi-Family Developments:** Snohomish County Assessor's data does not specifically indicate the number of units or bedrooms contained in large multi-family developments. Additional research was performed to obtain this information from specific parcel ID searches, and information provided by building management, when available. Information obtained included the number of 0-1 bedroom units, the number of 2+ bedroom units, and specific addresses of 0-1 bedroom units.

**Small Multi-Family Developments:** This method included all developments in the County Assessor's data containing four-plexes, tri-plexes, duplexes, condominiums and townhouses. This data contained information on the number of bedrooms for all townhouses and condominiums. Specific parcel ID searches were performed for duplex and larger units in cases where number of bedroom data was missing.

5. **Multi-Family 2+ BR Rates:** The multi-family 2+ BR SGR's were calculated by comparing data on 2+ BR multi-family units with the District's student record data, and the number of students at each grade level living in those units was determined. The records of 237 multi-family 2+ BR units were compared with data on 8,197 students registered in the District, and the following matches were found by grade level(s)\*:

GRADE(S)	COUNT OF MATCHES	CALCULATED RATE
K	10	0.042
1	5	0.021
2	5	0.021
3	8	0.034
4	5	0.021
5	7	0.030
6	7	0.030
7	2	0.008
8	9	0.038
9	6	0.025
10	5	0.021
11	5	0.021
12	3	0.013
K-5	40	0.169
6-7	9	0.038
8-9	15	0.063
10-12	13	0.055
K-12	77	0.325

6. **Multi-Family 0-1 BR Rates:** Research indicated that no (0) multi-family 0-1 BR units were constructed within District boundaries during the time period covered by this study.

7. **Summary of Student Generation Rates\*:**

	K-5	6-7	8-9	10-12	K-12
Single Family	.332	.111	.092	.118	.653
Multi-Family 2+ BR	.169	.038	.063	.055	.325

\*Calculated rates for grade level groups may not equal the sum of individual grade rates due to rounding.

Appendix D  
Board Resolution Adopting  
Capital Facilities Plan

## Appendix E

### Determination of Non-Significance and Environmental Checklist

## Appendix F

### Snohomish County General Policy Plan

## APPENDIX F

### REVIEW CRITERIA FOR SCHOOL DISTRICT CAPITAL FACILITY PLANS

#### **Required Plan Contents**

1. Future Enrollment Forecasts by Grade Span, including:
  - a 6-year forecast (or more) to support the financing program;
  - a description of the forecasting methodology and justification for its consistency with OFM population forecasts used in the county's comprehensive plan.
2. Inventory of Existing Facilities, including:
  - the location and capacity of existing schools;
  - a description of educational standards and a clearly defined minimum level of service such as classroom size, school size, use of portables, etc.;
  - the location and description of all district-owned or leased sites (if any) and properties;
  - a description of support facilities, such as administrative centers, transportation and maintenance yards and facilities, etc.; and
  - information on portables, including numbers, locations, remaining useful life (as appropriate to educational standards), etc.
3. Forecast of Future Facility Needs, including:
  - identification of new schools and/or school additions needed to address existing deficiencies and to meet demands of projected growth over the next 6 years; and
  - the number of additional portable classrooms needed.
4. Forecast of Future Site Needs, including:
  - the number, size, and general location of needed new school sites.
5. Financing Program (6-year minimum Planning Horizon)
  - estimated cost of specific construction and site acquisition and development projects proposed to address growth-related needs;
  - projected schedule for completion of these projects; and
  - proposed sources of funding, including impact fees (if proposed), local bond issues (both approved and proposed), and state matching funds.
6. Impact Fee Support Data (where applicable), including:
  - an explanation of the calculation methodology, including description of key variables and their computation;
  - definitions and sources of data for all inputs into the fee calculation, indicating that it:
    - a) is accurate and reliable and that any sample data is statistically valid;
    - b) accurately reflects projected costs in the 6-year financing program; and
  - a proposed fee schedule that reflects expected student generation rates from, at minimum, the following residential unit types: single-family, multi-family/studio or 1-bedroom, and multi-family/2-bedroom or more.

### **Plan Performance Criteria**

1. School facility plans must meet the basic requirements set down in RCW 36.70A (the Growth Management Act). Districts proposing to use impact fees as a part of their financing program must also meet the requirements of RCW 82.02.
2. Where proposed, impact fees must utilize a calculation methodology that meets the conditions and tests of RCW 82.02.
3. Enrollment forecasts should utilize established methods and should produce results which are not inconsistent with the OFM population forecasts used in the county comprehensive plan. Each plan should also demonstrate that it is consistent with the 20-year forecast in the land use element of the county's comprehensive plan.
4. The financing plan should separate projects and portions of projects which add capacity from those which do not, since the latter are generally not appropriate for impact fee funding. The financing plan and/or the impact fee calculation formula must also differentiate between projects or portions of projects which address existing deficiencies (ineligible for impact fees) and those which address future growth-related needs.
5. Plans should use best-available information from recognized sources, such as the U.S. Census or the Puget Sound Regional Council. District-generated data may be used if it is derived through statistically reliable methodologies.
6. Districts which propose the use of impact fees should identify in future plan updates alternative funding sources in the event that impact fees are not available due to action by the state, county or the cities within their district boundaries.
7. Repealed effective January 2, 2000.

### **Plan Review Procedures**

1. District capital facility plan updates should be submitted to the County Planning and Development Services Department for review prior to formal adoption by the school district.
2. Each school district planning to expand its school capacity must submit to the county an updated capital facilities plan at least every 2 years. Proposed increases in impact fees must be submitted as part of an update to the capital facilities plan, and will be considered no more frequently than once a year.
3. Each school district will be responsible for conducting any required SEPA reviews on its capital facilities plan prior to its adoption, in accordance with state statutes and regulations.

General Policy Plan

Appendix F

4. School district capital facility plans and plan updates must be submitted no later than 60 calendar days prior to their desired effective date. (For example, if a district requires its updated plan to take effect on January 1, 2007 in order to meet the minimum updating requirement of item 2. above, it must formally submit that plan no later than October 30, 2006.)
5. District plans and plan updates must include a resolution or motion from the district school board adopting the plan before it will become effective.

Exhibit 2  
**DETERMINATION OF NONSIGNIFICANCE**

PC 01.07.15 Packet  
Page 63 of 166  
**RECEIVED**

**Lake Stevens School District No. 4  
Capital Facilities Plan 2014-2019**

**JUL 28 2014**

**CITY OF LAKE STEVENS**

**DESCRIPTION OF PROPOSAL:**

The proposed action is the adoption of the Lake Stevens School District No. 4 Capital Facilities Plan, 2014-2019. Board adoption is scheduled to occur on August 13, 2014. This Capital Facilities Plan has been developed in accordance with requirements of the State Growth Management Act and is a non-project proposal. It documents how the Lake Stevens School District utilizes its existing educational facilities given current district enrollment configurations and educational program standards, and uses six-year and 15-year enrollment projections to quantify capital facility needs for years 2014-2019.

**PROPOSER:** Lake Stevens School District No. 4

**LOCATION OF PROPOSAL:** Lake Stevens School District No. 4  
Snohomish County, Washington

**LEAD AGENCY:** Lake Stevens School District No. 4

The lead agency for this proposal has determined that the proposal does not have a probable significant adverse impact on the environment. An environmental impact statement (EIS) is not required under RCW 43.21C.030(2)(c). This decision was made after review of an environmental checklist and other information on file with the lead agency. This information is available to the public upon request.

This Determination of Nonsignificance (DNS) is issued under WAC 197-11-340(2). The lead agency will not act on this proposal for 14 days from the published date below. Comments must be submitted by Thursday August 7, 2014 to the Responsible Official as named below.

**RESPONSIBLE OFFICIAL:** Robb Stanton

**POSITION/TITLE:** Executive Director, Operations and Technology Services

**ADDRESS:**  
Lake Stevens School District No. 4  
12309 22<sup>nd</sup> Street NE  
Lake Stevens, WA 98258

**PHONE:** 425-335-1506

**Signature:** 

**Date:** July 21, 2014

**PUBLISHED:** July 25, 2014

There is no agency appeal.



Staff Report  
City of Lake Stevens Planning Commission

Planning Commission Briefing  
Date: **January 7, 2015**

Subject: **2015 Comprehensive Plan Update**

Contact Person/Department: **Russ Wright**, Senior Planner and **Sally Payne**, Senior Planner

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**SUMMARY:** Updates on the following chapters: Introduction, Planning Area, Housing, and Utilities

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**ACTION REQUESTED OF PLANNING COMMISSION:** No action requested at this time.

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**Discussion Item A – Introduction / Planning Area**

This chapter will combine elements of the current introductory and planning area chapters into a streamlined introduction detailing the planning context for the Growth Management Act and coordinated local planning; provide a basic description of the Planning Area including the Urban Growth Area and Rural Transition Area; and describe the city's vision statement and individual element visions. The revised vision /element statements, with the Planning Commission's suggestions (attached), will be integrated into this chapter. This chapter will also describe the public process and environmental review for this update and contain revised goals and policies for administering the Comprehensive Plan including a process for annual updates. Other elements of these chapters may be integrated into other chapters as appropriate by topic. Staff has attached the existing chapters for context.

**Discussion Item B – Housing Element**

The city will update its Housing Element based on information contained in the 2013 *Housing Characteristics and Needs in Snohomish County Report*, prepared by the Planning Advisory Committee of Snohomish County Tomorrow and the *Draft Affordable Housing Profile for the City of Lake Stevens*, prepared for the city of Lake Stevens by the Alliance for Housing Affordability.

The first report takes a regional look throughout Snohomish County at housing need and affordability as defined in the Countywide Housing Policy. This report examines current demographics, housing characteristics, existing housing stock, housing forecasts, supply and capacity based on the Buildable Lands Report; proposes "housing targets" for each jurisdiction for planning purposes; and describes measures and strategies to address housing needs and shortfalls. Specific information is contained on individual cities and city types.

The second report provides detailed information on existing conditions for housing in the city. The report includes data on city demographics relevant to the analysis of housing as well as information related to the specific number of housing units in the city looking at subsidized rental units, workforce rental units, market rate rental units and home ownership. In addition, the report will document the current challenges and opportunities the city faces in meeting its affordable housing needs. The existing Housing Chapter is attached for reference.

## **Discussion Item C – Utilities Element**

This element addresses utilities and public services in the city of Lake Stevens. It considers the general location, proposed location and capacity of all existing and proposed utilities and public facilities. It discusses levels of service for current and future residents and businesses. An update will be provided on information related to the Lake Stevens School District, the Snohomish County Public Utilities District (PUD), Lake Stevens Sewer District, Lake Stevens Fire District and Lake Stevens Police Department. Staff has attached the existing chapter for context significant updates for the various partner agencies are included below

### Lake Stevens School District

The Lake Stevens School District covers approximately 37 square miles and includes most of the UGA as well as areas outside the UGA and a small portion of the city of Marysville. The Snohomish County District covers the southeast corner of the Lake Stevens UGA.

As required by the GMA, the Lake Stevens School District is required to update their Capital Facilities Plan every two years. The School District adopted the 2014-2019 Capital Facilities Plan in August of this year. The city adopts the School District Plan by reference as part of the capital facilities element of the city's Comprehensive Plan. Adoption of the Plan constitutes adoption of the schedule of school impact fees for use by the city in collecting school impact mitigation fees. The fees included in the 2014-2019 Capital Plan are slightly lower than previous years' fees.

Challenges currently facing the School District in terms of providing classroom capacity to accommodate existing and projected demand include uneven distribution of growth across the district, aging school facilities, the need for additional property and issues with locating more temporary classrooms at school sites. Between 2008 and 2013, student enrollment increased by approximately 7%. The District is projected to be one of the fastest growing districts in Snohomish County based on Office of Financial Management population forecasts. Planned facility improvements needed to meet the expected demand include adding a new elementary school and additional portable classroom space at the high school.

### Lake Stevens Sewer District

The Lake Stevens Sewer District provides sewer treatment for the city and the UGA. As of May 2005, the city and District formally cooperate as a "Unified Sewer System. The two agencies operate under an interlocal agreement under which the District provides, maintains and operates sewer facilities throughout the Lake Stevens UGA. It is assumed, if mutually beneficial, that the city would take complete ownership of District operations by 2025.

The Sewer District is currently in the process of updating its Capital Improvement Plan (CIP) which is scheduled to be completed in the summer of 2015. Due to this, the city Comprehensive Plan update will be based on information provided in their current CIP. The city is coordinating closely with the Sewer District on the update of their CIP to ensure the District is planning for areas where growth is desired such as the subareas and downtown Lake Stevens.

### Snohomish County PUD

#### *Electrical Utilities -*

The city of Lake Stevens is served by Public Utility District No.1 of Snohomish County (PUD) which

purchases 80% of its power from the Bonneville Power Administration. The remainder of the PUD's power is provided by a mix of renewable resources that include output from PUD's Jackson, Youngs Creek and Wooks Creek hydroelectric projects, and several long-term contracts for wind, landfill gas, biogas and biomass. In the past several years there has been a shift away from use of coal to more renewable energy resources.

The city is currently served by three distribution substations within the city limits of Lake Stevens. According to the PUD, there is ample capacity to meet existing demand for both the incorporated city limits as well as the UGA. The PUD plans to use conservation and energy efficiency programs to serve population growth in the city of Lake Stevens. This will be done in conjunction with improvements in system coordination and infrastructure.

*Water Utilities –*

Except for a few homes on wells, water service is provided by the PUD. The city is served by PUD's Lake Stevens' water system. The PUD's Walker Hill storage reservoirs (4 million gallons capacity) and Hillcrest reservoirs (6 million gallons capacity) serve both the city and the UGA.

What had previously been an emergency aquifer and wells in the northeast corner of the city were converted in 2012 to full time use to supplement the primary water supply. In 2013, wells provided about 15% of the Lake Stevens water supply. In reviewing the PUD – 2015 Water Capital Improvement Plan, the majority of projects planned in the near term are pipeline replacements that are located within the city.

Lake Stevens Fire District

The Lake Stevens Fire District provides fire prevention and suppression services, emergency medical services, technical rescue and fire marshal services. The District maintains three fire stations, an administrative office and conference center. A fourth fire station is to be added in the year 2022 with the location yet to be determined. In the past five years the District experienced an average annual increase in call volume of 1.5%. Currently there are 11 firefighters on duty 24 hours a day, 365 days a year with this number increasing to 14 by the year 2017. In 2013, the Fire District performed 381 fire code compliance inspections on commercial and public buildings.

Lake Stevens Police Department

The Lake Stevens Police Department provides a variety of services to the city's citizens. In addition to traditional police services including patrol, crime and accident investigation, and traffic enforcement, the Police Department has taken on additional services in recent years such as concealed weapons permits and passports. The Department is currently responding to approximately 25, 000 incidents a year up from 13,000 incidents in 2005. Currently the average response time for emergencies is approximately 3 to 5 minutes and 6 to 10 minutes for non-emergencies.

## Attachment A

### **DRAFT 20-Year Comprehensive Plan Vision Statements**

#### **2035 Lake Stevens Vision**

The city of Lake Stevens is a dynamic community blessed with a defining feature – a central lake. There are other lakeside communities in the Puget Sound; however, Lake Stevens is unique because the city and its Urban Growth Area encompass the entire perimeter of the lake. The community remains affordable to families and the lake is an accessible amenity to all residents. The presence of Lake Stevens unifies and directly affects the identity of the community and its residents, which contributes to a positive reputation regionally for its excellent schools and neighborhoods and provides and attraction for community development. The lake, eastern lowlands and the western plateau have largely influenced land development patterns within the city. In addition to these physical features, three major highways that frame the city also influence development and act as corridors for commuters, commerce and visitors between the city and greater region.

As the city contemplates the next 20 years, it must embrace its position as a unified growing city. Lake Stevens will be a vibrant sustainable community that provides a positive development atmosphere and maintains a strong community image. Sustainability will be manifest through environmental protection, conscientious community development and sound economic policy. The city will continue emphasizing the role of local growth centers and subarea planning as the primary locations for new development – specifically as essential pockets for economic development and focal points for new neighborhood and commercial areas. The city will ensure that the city's infrastructure and public services will meet the demands of the community as it grows in an economically feasible manner. Development will be sensitive to the lake, environment and existing neighborhoods. The community will become a balanced community with sufficient and affordable housing, family-wage jobs and a variety of shopping and service options to meet the needs of Lake Stevens' residents.

#### **Planning Context**

The city will integrate the Growth Management Act principles as an essential planning framework to help direct community, regional, and statewide efforts to enhance quality of life, environmental protection, and economic vitality for the city, its residents and its interests in and around the Lake Stevens Urban Growth Area and Rural Transition Area as unique lakeside community.

#### **Environment**

The city of Lake Stevens will provide effective an ongoing investment to ensure water quality and continued environmental stewardship for current and future generations by protecting fish and wildlife habitat, critical areas and open space corridors; conserving land, air, water and energy resources; and integrating the shoreline management of Lake Stevens into land use decisions.

## Attachment A

### **Land Use**

As Lake Stevens continues to grow in population and area, the city will strive to create balanced opportunities for residential growth, varied housing types, employment, commercial endeavors and public services for all people to live, work, learn and play throughout the community.

### **Housing**

The city will provide a regulatory framework that supports the creation of high-quality housing (e.g., single-family houses, townhomes and apartments) with a range of densities, which implement community design preferences and are affordable to all community members across the city.

### **Parks and Recreation**

The city of Lake Stevens will create diverse recreational opportunities for all ages to enjoy parks, trails and activities and local events throughout the community and with expanded access to Lake Stevens.

### **Capital Facilities**

The city will develop a realistic and achievable capital facilities plan that ensures an effective use of taxpayer and ratepayer dollars that prioritizes capital investments to maintain adopted levels of service; responds to project urgency and feasibility; and provides a clear community benefit.

### **Utilities and Service**

Lake Stevens will strive to provide excellent public services & utilities to meet the health and safety needs of the community in proportion to future population growth and will continue to coordinate with local service providers such as the Lake Steven Sewer District, Lake Stevens Fire, and the Lake Stevens School District to ensure service continuity as the community grows.

### **Transportation**

The city will develop an effective multimodal transportation system that emphasizes access, direct circulation and safety for vehicles, freight, public transportation, cyclists and pedestrians locally and to the region.

### **Economic Development**

Lake Stevens will support a sustainable local economy by supporting a varied job sector for residents, promoting excellent shopping and service options, providing a stable and predictable permitting process and fostering accountable government oversight of public funds.

# **Chapter 1: Introduction**

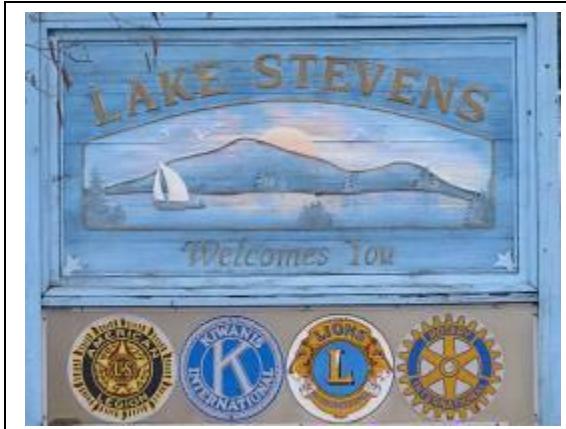






# CHAPTER 1: INTRODUCTION

This introductory section explains what a comprehensive plan is, why this update is being undertaken, the state planning laws under which it falls, and what vision of the City the citizens have.



Consistent with the Growth Management Act and supported by Countywide Planning Policies, the City of Lake Stevens is growing from a small to a large City around the Lake becoming responsible for its Urban Growth Area. As a result, the City is rapidly transforming from a small town to a growing City. The entire UGA may be a part of the City by 2011. By 2025 the population could be as much as 46,000 people. With this growth come opportunities and challenges. Proper planning according to a clear community vision is essential. It will spell the difference between a future where Lake Stevens is called out as a "City that works" versus a more typical city where unplanned growth creates a negative image in the region.

## Purpose of the Comprehensive Plan – Why Plan?

Lake Stevens would want to plan its future in any event. However, under the Washington Growth Management Act, it is required to do so. In 1991, the Legislature enacted the Growth Management Act to guide and coordinate local planning. The Act recognizes the diversity of growth management challenges facing Washington's large, small, urban and rural cities/counties and establishes distinct planning requirements for all cities/counties that vary depending upon population and growth rates.

This Comprehensive Plan was developed in accordance with the Growth Management Act<sup>1</sup> to address growth issues in the City of Lake Stevens and the adjacent Urban Growth Area. It represents the community's policy plan for growth over the next 20 years. It will assist the management of the City by providing policies to guide decision making for growth, development and public services. Cities are required to update their plans every ten years. The original Lake Stevens GMA Plan was adopted in 1994 and planned through the year 2015. This update will carry the community forward through 2025.

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<sup>1</sup> RCW 36.70A.070



There is a need to coordinate individual planning efforts in Lake Stevens with that of other jurisdictions. While the GMA ensures local decision making authority to each jurisdiction, it also encourages jurisdictions to coordinate their planning efforts with each other, therefore the long-term planning for the City needs to be coordinated with Snohomish County, the City of Marysville, the Lake Stevens School District, the Lake Stevens Sewer District and others. Where those jurisdictions have updated their Plans, these have been considered in the City's Plan update.

The Lake Stevens Plan includes the following elements:

- Housing (Chapter 3)
- Land Use (Chapter 4)
- Parks and Recreation (Chapter 5)
- Transportation (Chapter 6)
- Utilities and Public Services and Facilities (Chapter 7)
- Capital Facilities (Chapter 8)
- Economic Development (Chapter 9)
- Critical Areas Protection (Chapter 10)

The latter two chapters were not a part of the Plan in 1994 and were added in 2006: Economic Development Element to specifically address job and tax base development in the three town centers and the Hartford Road Industrial Area. And the Critical Areas section to address "Best Available Science" requirements of GMA.

According to the Growth Management Act, all of the planning elements must be integrated into a single, internally consistent plan which balances the goals in each element. While each element is focused on its' specific topic, it must be done so within the context of the whole Plan. Done right, the Comprehensive Plan should be an effective tool in achieving the community's vision.

The overall objectives of this update effort for the Comprehensive Plan are summarized as follows:

#### To Stay Current with the Law

There are very practical reasons for updating the City's Comprehensive Plan. Foremost is that fact that State law requires it. Communities must update their Plans every ten years to remain eligible for state funds for transportation and other infrastructure. The City will pursue economic development and other grants in the future to support its programs for community development. An updated Plan is a requirement for these funds. Regulations involving such terms as "best available science", "reasonable measures" and shoreline management have changed since 1994 and must be updated. As part of this Plan update, special studies were conducted by expert consultants on these topics. Those studies were integrated into this Plan.



### To Implement the Growth Management Act from the 'Bottom Up'

The Growth Management Act vests local government with significant decision-making power. The City of Lake Stevens has been directed to identify the concerns, goals, and vision of the community, to prioritize these goals, and to plan for achievement of these goals. While the Act requires the City to complete several planning measures, the outcome of the planning effort is in the hands of the City. A Comprehensive Plan that establishes a clear intent and policy base can be used to develop and interpret locally adopted regulations.

### To Maintain Local Decision-Making Power

The City of Lake Stevens continues to experience growth within and around its boundaries. This growth results in increasing demand for public facilities such as sewer, roads, police and fire protection. A clearly articulated plan will inform the City's residents and elected officials about the implications of its policy decisions. It will provide predictability to those wishing to develop properties in the City and bring growth into line with the community's vision. It will define a clear direction for future development to ensure that increasing demands for infrastructure and services will be met in an economical and timely manner.



At the same time, an increasing number of policy decisions made at the federal, state, and regional level are influencing the quality of life in Lake Stevens. The Comprehensive Plan is a key tool for the City to implement its vision in the face of these growth and regulatory pressures.

The Growth Management Act requires that state agencies comply with local comprehensive plans and development regulations. Therefore, the Comprehensive Plan and the implementing regulations allow the City to assert local control over certain regional issues with the assurance that state agencies will respect their decisions and will direct growth in a manner which will reinforce the existing character, scale, and identity of the City as expressed in the Comprehensive Plan.

### To Promote Desired Changes

Specific and consistent development regulations and standards will enable the City to guide development and land use decisions to meet its' vision. Without such vision and



regulations, each property owner, developer, resident, business, etc. would make independent decisions, which may or may not conflict with each other and which may or may not contribute to improving the community as a whole. It is up to the City's elected officials to orchestrate the actions of the community into a unified effort.

A lack of articulated policies subject decisions to changes in political, administrative and economic forces with little or no consideration for the community vision. Taking a proactive and consistent role in attracting developments to meet the needs of the citizens will allow the City to take advantage of positive opportunities and to address the effects on the quality of life.

The City will strive to model its permitting system after other "streamlining" efforts in Snohomish County in the interest of providing a predictable and expeditious process. The City wishes to attract development that meets the community's design, land use and environmental standards. The best way to do this is to provide developers with an effective and efficient permit process.

### To Address a Changing Community

The Comprehensive Plan is regularly updated in order to keep pace with the changing nature of the community. Changes come in many forms such as land use patterns, population growth, household characteristics, environmental concerns, economic needs and City fiscal considerations. During 2005-2006 alone, the City annexed significant portions of its Urban Growth Area, increasing the likelihood of more rapid growth and service demands. This growth has been expected and the opportunity it presents is welcomed. Yet the comprehensive plan must remain current and relevant to ensure that the positive elements of growth outweigh any negatives.

### To Involve the Citizens and Other Stakeholders

The GMA requires significant opportunity for public involvement in developing a comprehensive plan. In the initial adoption of this Plan in the mid 1990's, the City held numerous public "visioning" exercises within the City and the UGA for the purpose of obtaining input from the community, public meetings, resident mail in survey and public hearings.

Since the original adoption there have been annual updates to the Plan in which public involvement is provided through a variety of advertised public meetings and public hearings. Significant policy changes may be proposed from time to time which may warrant increased additional forms of involvement such as preference surveys and citizen ad-hoc committees.



The 2006 update process began in 2003 with workshops and meetings by the Planning Commission. In some cases, direct contact was made with property owners to obtain their opinions on proposed policies and land use changes. From late 2004 to mid 2006, the Planning Commission reviewed and commented on several draft changes.

A community meeting was conducted on March 1, 2006 during which the key areas of change were discussed and comments were received on what other issues should be addressed. As an "integrated State Environmental Policy Act/Growth Management Act (SEPA/GMA) document (see below), comments were also received on the environmental impacts of changes to the Plan. Public Meetings were also held as follows during the adoption process for the Plan:

<u>DATE</u>	<u>MEETING</u>
June, 2006	Planning Commission Public Hearings on SEPA/GMA Plan
July 5, 2006	Planning Commission Adoption
July 17, 2006	City Council Public Hearing
July 24, 2006	City Council Public Hearing
July 27, 2006	City Council Adoption Meeting

In addition, there have been public meetings and hearings on several land use issues (plats, rezones, etc.) since 1994. Recent annexations have also included community workshops and public hearings. These have all provided opportunities for citizens to weigh in on the community's growth and future.

#### *Public Process for Docket Cycles*

The 2007 Docket included the following meetings for public participation during the adoption process for Plan amendments:

##### 2007 Docket Ratification

April 30	Planning Commission Meeting
June 20	Planning Commission Hearing/Set Final Docket
July 16	City Council Workshop
July 23	City Council Ratification of Final Docket

##### 2007 Adoption of Amendments

November 7	Planning Commission Public Hearing
December 3	City Council Workshop
December 5	Planning Commission Adopt Amendments
December 10	City Council Public Hearing
December 17	City Council Adoption of Amendments
December 31	Amendments Effective



The 2008 Docket included the following meetings for public participation during the adoption process for Plan amendments:

**2008 Docket Ratification**

June 4	Planning Commission Meeting
July 2	Planning Commission Hearing/Set Final Docket
August 4	City Council Workshop
August 11	City Council Ratification of Final Docket

**2008 Adoption of Amendments**

October 1	Planning Commission Public Hearing
November 5	City Council Workshop
November 17	Planning Commission Adopt Amendments
November 24	City Council Public Hearing & Adoption of Amendments
December 8	Amendments Effective

The 2009 Docket included the following meetings for public participation during the adoption process for Plan amendments:

**2009 Docket Ratification**

March 4	Planning Commission Hearing/Set Final Docket
March 16	City Council Workshop
March 23	City Council Ratification of Final Docket

**2009 Adoption of Amendments**

May 4	City Council Workshop
May 6	Planning Commission Public Hearing
May 11	City Council Public Hearing & Adoption of Amendments
May 25	Amendments Effective

The 2010 Docket included the following meetings for public participation during the adoption process for Plan amendments:

**2010 Docket Ratification**

May 5	Planning Commission Hearing/Set Final Docket
May 24	City Council Ratification of Final Docket

**2010 Adoption of Amendments**

July 7	Planning Commission Public Hearing
July 19	City Council Workshop
July 26	City Council Public Hearing & Adoption of Amendments
August 9	Amendments Effective



The 2011 Docket included the following meetings for public participation during the adoption process for Plan amendments:

**2011 Docket Ratification**

September 7	Planning Commission Hearing/Set Final Docket
September 26	City Council Ratification of Final Docket

**2011 Adoption of Amendments**

October 24	City Council Briefing
November 2	Planning Commission Public Hearing
November 28	City Council Public Hearing & Adoption of Amendments
December 12	Amendments Effective

The 2012 Docket included the following meetings for public participation during the adoption process for Plan amendments:

**2012 Docket Ratification**

September 5	Planning Commission Hearing/Set Final Docket
September 24	City Council Ratification of Final Docket

**2012 Adoption of Amendments**

October 22	City Council Briefing
October 25	Hearing Examiner Public Hearing for Associated Rezone
November 7	Planning Commission Public Hearing
December 10	City Council Public Hearing & Adoption of Amendments & Rezone
December 24	Amendments Effective

The Lake Stevens Center Subarea Plan and 20<sup>th</sup> Street SE Corridor Subarea Plan had separate and combined public participation processes. Each subarea plan includes a Public Process Summary as an appendix. The summary includes a list of public meetings, open houses, public hearings, document issuance dates, etc., held to elicit comments from the public on the Planned Actions, environmental impact statements, subarea plans, capital facilities plan, development regulations, design guidelines, and zoning map and land use map changes. Public comments and responses on the draft environmental impact statements are included in the Final EIS.

**The Lake Stevens Vision**

For the original adoption of this Plan in 1994, the City conducted three community visioning exercises which included citizens of the entire Urban Growth Area.



Participants were asked to discuss specific likes and dislikes regarding the built environment, natural environment, and cultural/social environment. The results of that process formed the basis of the community's vision as a foundation for the Comprehensive Plan. At the time many people expressed the following thoughts:

- concern that traffic was becoming a major problem
- fears that urban densities would be ugly
- the City has too many dead-end streets
- existing downtown needs more services
- the City needs safer pedestrian and bicycle ways
- there will be a loss of the small town feel of the City
- many residents would prefer to work in Lake Stevens rather than commute



These concerns and comments were addressed by the 1994 Comprehensive Plan. Through the visioning process the City identified the following opportunities and planning goals which provided a basis for the original Plan:

- Maintain quality of life;
- Reduce land use conflicts and haphazard development;
- Maintain infrastructure;
- Determine what public services the City wants to provide and decide at what level of service it is willing to provide these services;
- Determine how to finance and pay for these public services;
- Determine how to acquire and spend public resources;
- Anticipate future expenditures;
- Build on current stewardship of land;
- Protect our drainage basins;
- Protect our lake;
- Build on and take full advantage of existing assets.

For the most part, these ideas remain valid. The 2006 update included a review of how successful those efforts were and what must be done in the future. In 2006:

- A six-year Annexation Plan approved in 2006 is being implemented.
- An updated Parks Plan has been adopted. (See Chapter 5)
- An updated Transportation Plan has been completed. (See Chapter 6)
- Interlocal agreements with the Sewer District and Drainage District are in effect.



- The City will pursue an aggressive program for development of its historic town center.
- It will support development efforts at Frontier Village and will work with businesses and residents on issues of importance to the area.
- It will pursue a Subarea Plan for a South Lake Stevens residential and retail center.
- It will implement programs to encourage pedestrian, bicycle and other non-auto access to work, shopping and recreation.

These and other initiatives, based on updated 2006 information and trends, will keep the Lake Stevens Comprehensive Plan current and relevant to today's needs.

These goals and aspirations of the public were considered in the development of a 2006 Vision Statement. The Statement in turn, was the key consideration in the update of the Plan itself, along with the other components required by State law.



## **The 2006 Lake Stevens Vision**

Based on the considerations and requirements outlined above, the following "Vision Statement" has been adopted as part of this 2006 update of the 1994 Comprehensive Plan:

*Recognizing both citizens' desires to maintain the small town atmosphere, and the philosophy and mandates of the Growth Management Act, the City of Lake Stevens will grow to a community of 46,000 people within its Urban Growth Area with high densities being concentrated in and around "Old Town" and Historic Downtown, South Lake Stevens and Frontier Village while medium-density neighborhoods extend from them to lower density neighborhoods developing on the periphery of the UGA. Care will be taken to ensure that any development is sensitive to the environment and existing residents by reasonably mitigating impacts through all lawful means available.*

*We intend to be a community of sustainable development. We declare that beautiful yet functional and efficient design is paramount to sustaining a positive development atmosphere and community image. To be sustainable, our*



*community will strive to provide a range of housing that is affordable to our diverse population; and will seek to match jobs to residents to local consumers so that our citizens can find their needs met at home in Lake Stevens.*

*The City of Lake Stevens strongly endorses the thrust of the Growth Management Act as an essential and responsible series of planning measures that when implemented, will help direct community, regional, and statewide efforts to enhance Washington's quality of life, environmental protection, and economic vitality.*

The principal theme of the Vision Statement is that the City of Lake Stevens will maintain its character and identity – the "small town" atmosphere. The updated goals for 2006 are as follows:

- VG-1 The City of Lake Stevens will provide an effective stewardship of the environment, to protect environmentally sensitive areas and conserve land, air, water, and energy resources for current and future generations.
- VG-2 The City of Lake Stevens will encourage changes that promote livability, pedestrian orientation and high-quality design, and limit stress factors such as noise pollution and traffic congestion. In addition, the City of Lake Stevens should identify the responsibilities of public and private agents at the local and regional level for providing emergency and social services.
- VG-3 The community will focus its economic development activity in the Hartford Road Industrial Area, three Community growth centers and small neighborhood service centers.
- VG-4 The City of Lake Stevens will use local resources whenever possible to encourage local involvement in community actions and to enhance community pride. This will include continued encouragement of public and private involvement in community traditions, as well as encouragement of volunteerism and activism.
- VG-5 The City of Lake Stevens will encourage the development of the local economy by: providing a predictable development atmosphere; emphasizing diversity in the range of goods and services; encouraging non-consumptive, sustainable level markets; and ensuring that as the economy changes employment opportunities are balanced with a range of housing opportunities.
- VG-6 The City of Lake Stevens will enhance the opportunities for enjoyment of recreational and cultural activities, fostering a range of activities for all ages.



The enjoyment and educational value of such activities is enhanced by diversity in the available choices.

VG-7 The City asserts its role and interest in areas outside of the UGA in the urban rural transition areas and beyond. These are areas where future UGA expansions may occur and the City must be involved in their planning and development

VG-7.1 The City will work with the County and neighboring jurisdictions to give input on its future planning areas outside urban growth areas.

VG-7.2 The City values the public benefit of the agriculturally designated lands and greenspaces outside the UGA and will work towards preservation efforts through the County's land conservation processes and/or Transfer of Development Rights Program to encourage and ensure perpetual conservation of these areas.

VG-7.3 The City will pursue preservation of the vicinity west of Sunnyside Boulevard in the area known as the Ebbey Slough area outside of the urban growth areas for providing significant greenspace protecting and benefiting Lake Stevens, Marysville, and Everett.

VG-7.4 The City will first look towards major transportation corridors when considering UGA expansion opportunities.

VG-7.5 The City will continue to coordinate and partner with local service providers such as the Lake Steven Sewer District, Lake Stevens Fire, and the Lake Stevens School District to ensure service continuity within UGA expansion areas and/or transition areas as allowed under State or County regulations.

These goals provide the foundation for the more specific goals and policies found under the various topics in this Plan.

## **Subarea Plan Visions**

The objectives, goals, and policies of the 20<sup>th</sup> Street SE Corridor Subarea Plan and Lake Stevens Center Subarea Plan echo the City's overall vision to ensure that future development is sensitive to the natural environment, considers sustainable approaches to development and mitigates related impacts. The following sections describe the vision for each subarea plan.



20<sup>th</sup> Street SE Corridor Subarea Plan. The plan provides a framework for the development of an Employment Center. Being a crossroads for markets, the 20<sup>th</sup> Street SE Corridor's location favors its position for employment growth with considerable pass-through traffic from commuters to the east and north. This subarea could provide a needed alternative regional employment center, specifically for northern Snohomish County and communities east of Interstate 5.

The primary impetus of the subarea plan is to add employment opportunities in business parks and mixed-use nodes, increase the City's retail opportunities, and bestow a renewed vitality, purpose and character to the district that capitalizes on the existing infrastructure and natural setting that offers views to the west of the Snohomish River valley and the Olympic Mountains. The subarea plan will guide the transformation of the area into a vibrant employment and commercial corridor for a wide variety of small and mid-sized companies by adding retail and office complexes in distinctive commercial/mixed-use nodes balanced with higher-density residential housing opportunities available to all residents. Larger employers will develop in campus-like settings alongside small nodes of shops, services, restaurants, and larger retail centers. Enhanced transit services, new trails and greenbelts will connect new development to existing uses, especially parks and schools. A variety of new housing types will be integrated with existing development and provide innovative options like cottage housing and some retirement housing. New development will be bound to high-quality design and development standards to sustain a positive development atmosphere and community image.

Lake Stevens Center Subarea Plan. The plan provides a framework for the redevelopment of this area as a regional retail center. The primary impetus of the subarea plan is to influence the revitalization of the City's retail core positively and to bestow a renewed vitality, purpose and character to the district that capitalizes on the existing infrastructure and natural setting that offers views of the lake and mountains. The subarea plan will guide the transformation of the area by adding or improving retail and office complexes in a main street and distinctive commercial/mixed-use neighborhoods balanced with higher-density residential housing opportunities. New development will be bound to high-quality design and development standards to sustain a positive development atmosphere and community image.

## **Consistency Requirements**

Policies have been developed by Lake Stevens' residents and for Lake Stevens' future. However, any policy or regulation must be consistent with other State and regional policies. The City believes and intends that its 2006 updated Comprehensive Plan, as amended, meets the consistency requirements of the following policies and regulations. It's future decision making and future interpretations of its policies will adhere to these consistency requirements.



## 1. Growth Management Act Goals

The Comprehensive Plan needs to be consistent with the goals articulated in the Growth Management Act. The main goals are summarized below:

*Urban Growth* – Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

*Reduce Sprawl* – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

*Transportation* – Encourage efficient multi-modal transportation systems that are based on regional priorities and coordinated with county and City Comprehensive Plans.

*Housing* – Encourage the availability of affordable housing to all economic segments of the population of this state; promote a variety of residential densities and housing types; and encourage preservation of existing housing.

*Economic Development* – Encourage economic development throughout the state that is consistent with adopted Comprehensive Plans; promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons; and encourage growth -- all within the capacities of the state's natural resources, public services, and public facilities.

*Property Rights* – Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

*Permits* – Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.

*Natural Resource Industries* – Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries.

*Open Space and Recreation* – Encourage the retention of open space and development of recreational opportunities; conserve fish and wildlife habitat; increase access to natural resource lands and water; and develop parks.

*Environment* – Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.



*Citizen Participation and Coordination* – Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

*Public Facilities and Services* – Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

*Historic Preservation* – Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

## **2. County-Wide Planning Policies**

The GMA requires that each county planning under the act adopt county-wide planning policies to which all comprehensive plans developed within that county must conform. These policies are adopted by the Snohomish County Council with input from Snohomish County Tomorrow. Snohomish County Tomorrow is an advisory body comprised of representatives of the County and each of the cities, towns and tribes. Elected officials make up the SCT Steering Committee whose mission is to “adopt a publicly shared vision and goals to guide effective growth management and preserve Snohomish County's unique quality of life.” SCT provides a forum in which jurisdictions can address growth management issues that by their nature are best suited for multi-jurisdictional coordination in such functional areas as transportation, utility extensions, affordable housing and population and employment distribution.

The Snohomish County County-Wide Planning Policies have provided guidance in the planning process and this Comprehensive Plan is consistent with them.

## **3. County Comprehensive Plan**

In January 2006, Snohomish County completed a three year effort to update its Comprehensive Plan in accordance with GMA guidelines. The Plan addresses many issues in the Lake Stevens Urban Growth Area that are similar to those addressed in the City's updated Plan. Its original 1995 Plan had viewed the Lake Stevens UGA as one of several planning areas. The updated Plan views the UGA as one of several “neighborhood planning areas”. In February 2006, a joint meeting of the Lake Stevens City Council, Planning Commission, the State Department of Trade, Community and Economic Development and County staff was held to discuss the County's Plan and its relationship to the City's planning effort. From these discussions, it was agreed that the County's UGA Plan was similar to the City's efforts in its content and aspirations for the area. The City's Plan update reflects much of what was outlined in the County Plan and is believed to be consistent with it. As future annexations occur and as interpretations



of the City Plan are required, a significant level of reliance will be placed on the County Plan for policy clarification and direction.

#### **4. Destination 2030 – Puget Sound Council of Governments**

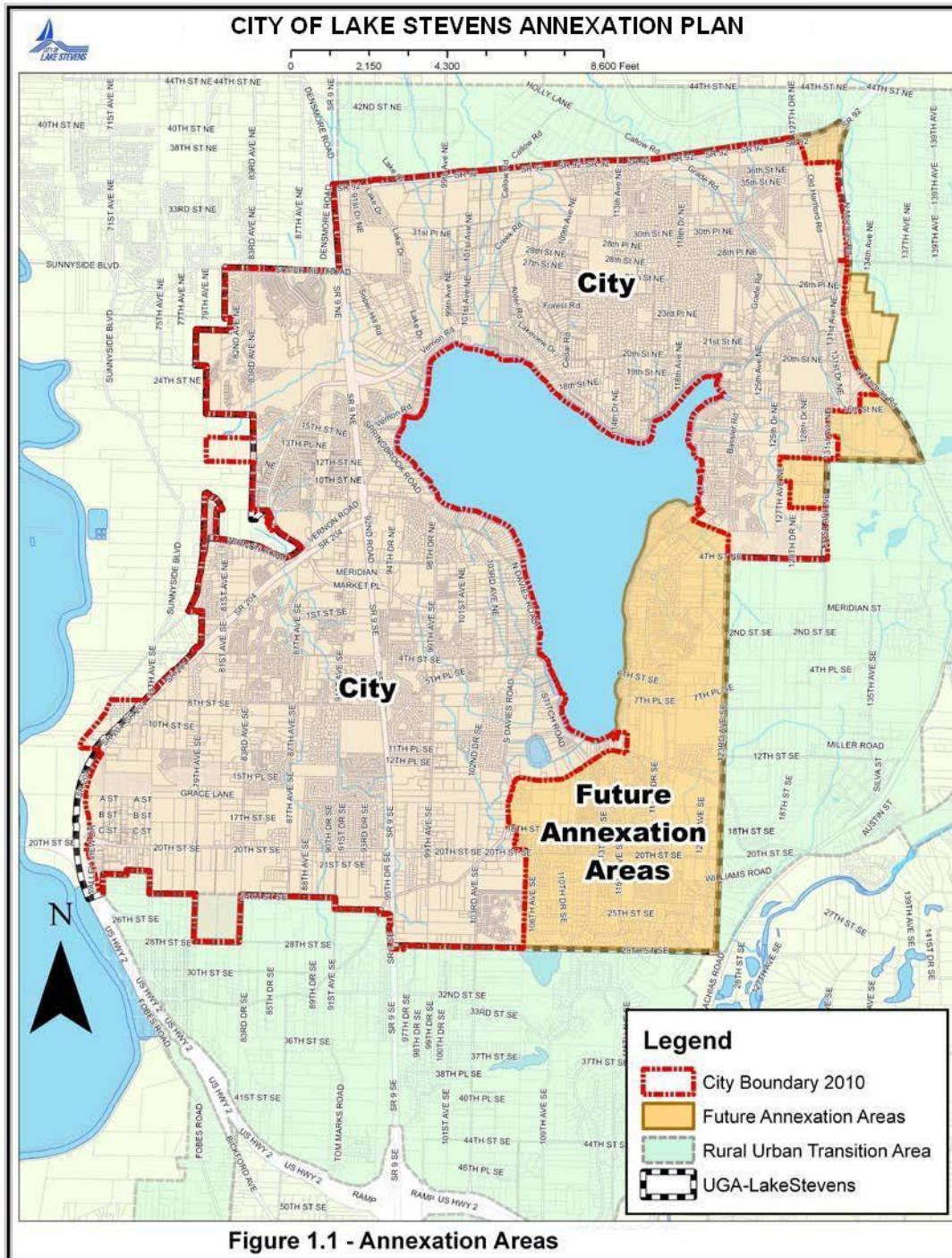
The Puget Sound Regional Council (PSRC) is an association of cities, towns, counties, ports, and state agencies that serves as a forum for developing policies and making decisions about regional growth and transportation issues in the four-county central Puget Sound region. PSRC administers distribution of federal highway and transit funds, develops a regional transportation plan (Destination 2030) and a regional transportation improvement program consistent with the transportation plan. In addition, PRSC coordinates economic development activities, provides data and forecasting information, helps to ensure coordination between jurisdictions' land use and transportation plans, and provides technical assistance to its members.

#### **5. Lake Stevens UGA Annexation Plan**

The City's Comprehensive Plan includes an annexation plan that calls for eventually annexing the remainder of the unincorporated area within its UGA, approximately 1,053 acres. Figure 1.1 shows the City's proposed Annexation Plan. The annexation schedule is currently under review. On December 31, 2009, all of the Urban Growth Area west and southwest of the lake was annexed into the City. Only the areas southeast of the lake, small areas east of downtown and one parcel west of Lundein Parkway are still located in the Urban Growth Area.

The City embarked on its progressive annexation program in 2005 to become one community around the lake. The intent of the City's annexation efforts is to ensure practical boundaries in which services can be provided in a logical, effective and efficient manner. Over time it has become apparent that, although the small town of Lake Stevens has prospered, the larger community functions in many ways as one, and should work towards common goals to maintain and improve the quality of life. The quality of life issues that are most important include:

- Control over land use and development planning to have the ability to ensure the City retains and improves commercial development for potential tax and employment opportunities. The ability to provide a high level of service to the citizens is directly related to economic vitality on a large scale for a community approaching a population of 50,000 by the year 2025. Currently, the County's zoning in the unincorporated UGA is largely residential. Residential development permits are being vested in the UGA, circumventing the City's long and short term ability to change development trends.

**Figure 1.1 - Annexation Areas**



- Ensuring the design of both residential and commercial development is consistent and provides continuity within the Lake Stevens community.
- Gaining more control over transportation planning and improvements, to allow the City to be the entity that collects traffic mitigation funds to help fund road improvements within the community, while planning for a larger road network system.
- Being a powerful voice in regional issues with a larger population base, for a stronger more unified voice in Snohomish County and the State Legislature.

The larger Lake Stevens community has continually expressed a desire to be in control of its long term destiny. Unified local government control for the community can provide the catalyst for accomplishing these goals.

The City's population has doubled from 7,400 to over 26,000 residents since 2005 primarily due to its annexation efforts. Areas proposed to be annexed in the next several years are primarily east of the existing city limits along Machias Road in the northeast and southeast of the lake. These areas have been largely built out under Snohomish County standards. The existing land use in these areas is almost exclusively single-family residential.

The recent Southwest Annexation brought the South Lake Community Growth Center, one of the three Community Growth Centers where the City has planned to focus new residential and employment growth, into the City.

## **6. Lake Stevens South Growth Framework Report**

This report describes the purpose and need for future expansion of the City of Lake Stevens' Urban Growth Area (UGA) and a physical growth strategy for growth within the UGA and expansion into the Rural Urban Transition Areas (RUTA). The original purpose of the report was to provide additional information for a docket proposal for the Snohomish County Docket XIII. In June 2008, the Snohomish County Council removed both the City of Lake Stevens' and City of Snohomish's docket proposals.

The planning and growth pattern will impact both cities and the county. In order to provide the public with a final report on the Lake Stevens South Project, the City of Lake Stevens published information on the process and the research completed. The proposed growth strategy is consistent with the Lake Stevens' vision and goals of the adopted Growth Management Act (GMA) Comprehensive Plan and the vision and goals for growth stated by the public during the development of this growth strategy.



## **Plan Implementation**

The City will continue its public education program following Plan adoption in order to inform the entire community about the rationale and goals of the Plan, as well as the changes that will take place in the City because of the Plan's implementation. Lake Stevens believes that broad support for the Plan is crucial for effective implementation. Following any amendments to this Plan, the City's development regulations must be reviewed to ensure they are still consistent with this Plan.

Planning is an on-going process, and improved data or changing circumstances will require amendments to the Comprehensive Plan. In particular, the Plan will be updated once a year to address relatively minor changes, to adjust to changes in the City's population counts and to add projects listed in the Capital Facilities Plan. The annual update can also address any specific concerns, clarify inconsistencies that were identified during the year, review the adequacy of the adopted level of service standards, and update any environmental information. It is the City's intent to use the annual review to keep the data up to date and address relatively minor policy issues, so that when the five year review comes due, the community can focus its' attention on policy issues.

The GMA also requires that every ten years, beginning with 2004, the City conduct a comprehensive review of its Plan to ensure its' data and policies are current. While the review must be comprehensive, the extent of changes depends on the circumstances involved. It may be found that the Plan is completely out of date and needs to be completely re-done, or it may be found to be in good shape with few changes. If few changes are desired, the City simply needs to document that a comprehensive review was conducted.

The 2006 Plan update was adopted by the City Council on July 27, 2006. After adoption, a process will begin of specific city code updates to meet the Plan's goals and policies. There will also be a series of subarea plans developed including the Downtown, South Lake, Frontier Village and the Hartford Road Industrial Area. Each subarea plan will focus on mixed use development that enhances the character and economic quality of those areas, again, in line with the Vision and Goals of this Plan.

## **PLAN ADMINISTRATION GOALS AND POLICIES**

### **GOAL 1.1 PROVIDE FOR A CONSISTENT REVIEW AND REVISION OF THE COMPREHENSIVE PLAN**

#### **Policies**

- 1.1.1 Periodically review the Comprehensive plan to determine if it is effectively implementing the vision of the community.



- 1.1.2 Changes to the Comprehensive Plan should be carefully considered, responsive to the changing needs of the community, and in the best long-term interest of the entire community.
- 1.1.3 Discourage piecemeal amendments to the Comprehensive Plan by considering amendments in context with each other.

## **Revisions and Amendments to the Comprehensive Plan**

### **A. General**

Although the Comprehensive Plan is intended to be a guide for the public, elected officials, Planning Commission, and city staff in making decisions concerning community growth, land use and development decisions, capital improvements, and other programs; it is not so rigid as to be inflexible or unresponsive to changing circumstances. The policies of the plan should be reviewed from time to time to ensure the plan keeps up with legal requirements, community needs and changing circumstances.

The City of Lake Stevens is committed to following its adopted Comprehensive Plan and will allow for an adequate period of time for policies and actions to take effect prior to considering changes to it. The City is also committed to working with the county and other relevant jurisdictions to coordinate and resolve regional issues. The policies and financial plans demonstrate how the City intends to resolve problems, and thus can be used to inform residents and businesses.

The community's vision and quality of life goals provide long-range guidance for the City. To maintain consistency and allow sufficient time for decisions to take effect these general guidelines should not be changed except during the five-year UGA boundary review or the ten-year Comprehensive Plan review allowed by the Growth Management Act.

### **B. Annual Amendment and Update of the Comprehensive Plan**

The Comprehensive Plan is a document which guides the nature and intensity of development in the City. An amendment to the Plan is a mechanism by which the city may modify its land use, development or growth policies. Any amendment of this Plan is a legislative act requiring City Council approval and must be done in compliance with the statutory requirements of the Growth Management Act for amending plans (RCW 36.70A.130). As such, except where allowed by the GMA, amendments of the Plan may not be considered more frequently than once per year and must be done so according to the procedure outlined below. The revisions will be reviewed as a



comprehensive package of amendments so the cumulative effect of all proposed amendments is fully understood.

Annual amendments shall not include significant policy changes, which would be found inconsistent with the adopted Vision Goals (VG-1 through VG-7); rather, they are intended to address the following:

- Major or minor land use and road classification changes
- Amendments to Plan text including support data and implementation
- Changes to Element maps
- Minor changes to policies or clarification
- Other minor text changes

**C. Exceptions to the Annual Plan Amendment Process**

The City may consider amendments to the Comprehensive Plan outside of the annual amendment process under one or more of the following circumstances:

- The initial adoption of a subarea plan that clarifies, supplements, or implements jurisdiction-wide comprehensive plan policies, and may only be adopted if the cumulative impacts of the proposed plan are addressed by appropriate environmental review under Chapter 43.21C RCW;
- The development of an initial subarea plan for economic development located outside of the one hundred year floodplain in a county that has completed a state-funded pilot project that is based on watershed characterization and local habitat assessment;
- The adoption of amendment of a shoreline master program under the procedures set forth in Chapter 90.58 RCW;
- The amendment of the capital facilities element of the Plan that occurs concurrently with the adoption or amendment of the City's budget; or
- The adoption of comprehensive plan amendments necessary to enact a planned action under RCW 43.21C.031(2), provided that amendments are considered in accordance with the public participation program established by the City under RCW 36.70A.130(2)(a) and all persons who have requested notice of a comprehensive plan update are given notice of the amendments and an opportunity to comment.

**D. Who May Initiate Amendments to the Comprehensive Plan?**

Amendments to the Comprehensive Plan can be requested by the City Council, Planning Commission, City staff member, or by any private party including any Lake Stevens resident, property owner or other person with an interest in the City's Comprehensive Plan. Because the Plan may not be amended more than once a year, multiple requests for amendment must be consolidated into a single review process or Docket. The Docket is a compilation of proposed changes to the Comprehensive Plan.



#### **E. Application Deadline**

All applications for Comprehensive Plan amendments must be received in the City Planning Department by January 31<sup>st</sup> of any calendar year to be considered during the next amendment cycle.

The various types of applications for amendments to the Comprehensive Plan are subject to the following time considerations:

- Amendments shall be considered annually. In addition, the City shall undertake a comprehensive review of land use, densities, urban growth areas, and potential annexation areas at least every 10 years after the date of adoption (1996).
- Major changes to the Comprehensive Plan's goals and policies may only be considered every five years after the date of adoption (1996).
- Changes to any other text of the Comprehensive Plan may be made annually as necessary to reflect changes to population growth, other State laws, errors, or refinement of community goals and needs.
- The addition or deletion of a new or old element or subarea plan shall be considered annually.

#### **F. Process**

Proposals to amend the Comprehensive Plan undergo a two-step review: a threshold review and a final review, as described below:

1. **Threshold Review.** The threshold review process will determine those proposals that will be included in the Annual Comprehensive Plan Amendment Work Program and will determine their geographic scope.
  - a. **Planning Commission Review.** Complete applications to propose an amendment to the Comprehensive Plan submitted during the time period set forth in subsection E of this section will be reviewed by the Planning Commission. The Planning Commission will hold a public hearing and make a recommendation to the City Council, using the criteria set forth in subsections G and H, as to which amendment proposals initiated by the public should be included in the Annual Comprehensive Plan Amendment Work Program.
  - b. **Consideration of Geographic Scope.** Prior to the public hearing, the Planning Commission shall review the geographic scope of any proposed amendments. Expansion of the geographic scope may be recommended if nearby, similarly situated property shares the characteristics of the proposed amendment's site. Expansion shall be the minimum necessary to include properties with shared characteristics. If expansion is recommended, the notice for the public hearing shall describe the geographic scope of the proposed amendments and notice



shall be expanded to include each owner of real property within 500 feet of any boundary of the originally proposed area and of the recommended expansion.

- c. **City Council Review.** The City Council will review the Planning Commission recommendations and the criteria set forth in subsections G and H. and determine which amendment proposals will be included in the Annual Comprehensive Plan Docket and their geographic scope. Those proposals included in the Annual Comprehensive Plan Docket will then be referred back to the Planning Commission for further proceedings.
- d. **Alternative Disposition.** Proposals not included in the Annual Comprehensive Plan Docket may, at the City's discretion, be considered as part of the Departments ongoing work program or a Comprehensive Plan Update.

2. **Final Review.** The final review process will evaluate the proposed amendments included in the Annual Comprehensive Plan Docket and culminate in Council action on the proposed amendments.

- a. **Planning Commission Review.** The Planning Commission will review the proposed amendments included in the Annual Comprehensive Plan Docket, hold a public hearing, and make a recommendation to the City Council as to each proposed amendment, using the criteria set forth in subsection I.
- b. **City Council Action.** The City Council will review the Planning Commission recommendations and the criteria set forth in subsection I and take action on each proposed amendment in the Annual Comprehensive Plan Docket.

All amendments shall require a public hearing by the Planning Commission who shall make recommendations to the City Council. In addition to the Commission's recommendations, the Council shall also solicit input through a public hearing prior to amending the Plan.

All privately-initiated rezones related to a requested plan revision are considered a quasi-judicial action allowing for only one open-record hearing. The rezone request will not be discussed during the authorization hearing process, but will be noted in the staff reports and hearing records. The open-record hearing may be held by the Planning Commission or the City Council in a separate rezone public hearing held after the associated adoption hearing by either body.

#### **G. Submittal Requirements**

Any complete application for an amendment to the Comprehensive Plan shall contain all the information as required by the Planning Director in the Comprehensive Plan amendment submittal requirement checklist and responses to the appropriate questions and issues listed below. The burden of proof is upon the proponent to demonstrate the long-term benefit to the City.



All applicants for Plan amendments are responsible for providing any environmental information necessary to process the request per the State Environmental Policy Act (SEPA) and update the Comprehensive Plan Master Environmental Document.

Reasonable fees and deposits for processing Plan amendments shall be charged to the applicant. Such fees and deposits are specified in the City's Fee Schedule Resolution.

The factors listed below should be considered in reviewing map amendment requests.

- How is the proposed land use designation supported by or consistent with the existing policies of the various elements of the Comprehensive Plan? If it isn't, the development should demonstrate how the change is in the best long-term interest of the City.
- How does the proposed land use designation promote a more desirable land use pattern for the community? If so, a detailed description of the qualities of the proposed land use designation that make the land use pattern for the community more desirable should be provided to enable the Planning Commission and City Council to find that the proposed land use designation is in the community's best interest.
- What impacts would the proposed change of land use designation have on the current use of other properties in the vicinity, and what measures should be taken to ensure compatibility with the uses of other properties in the vicinity?
- Comments received from affected property owners and residents.

The foundation for the Plan policies should be grounded in legal requirements, such as the Growth Management Act, sound planning and land use principles, the community's vision and values, and the community's anticipated future growth needs. Policy amendments should include a discussion of how the proposal is related to:

- Changing laws, economic conditions or social values,
- Changed socioeconomic conditions,
- Shifts in land use needs due to growth trends,
- Shifts in community opinion and priorities, or
- Significant changes to the amount and characteristics of anticipated future growth.

#### **H. Ratification of Docket and Authorization Hearing**

All amendment requests will require an authorization hearing before the City Planning Commission and a recommendation shall be forwarded to the City Council for consideration before a docket is ratified by the City Council. The purpose of the authorization hearing is to determine whether or not a proposal merits consideration.



The City shall use the following decision criteria in selecting proposals for further analysis and consideration. Proposals must meet subsections 1 through 4 below and either subsection 5 or 6 below.

1. Is the proposed amendment appropriate to the Comprehensive Plan rather than implementation as a development regulation or program?
2. Is the proposed amendment legal? Does the proposed amendment meet existing state and local laws?
3. Is it practical to consider the proposed amendment? Reapplications for reclassification of property reviewed as part of a previous proposal are prohibited unless the applicant establishes there has been a substantial change of circumstances and support a plan or regulation change at this time.
4. Does the City have the resources, including staff and budget, necessary to review the proposed amendment?
5. Does the proposed amendment correct an inconsistency within or make a clarification to a provision of the Plan OR
6. All of the following:
  - a. The proposed amendment demonstrates a strong potential to serve the public interest by implementing specifically identified goals and policies of the Comprehensive Plan; and
  - b. The public interest would best be served by considering the proposal in the current year, rather than delaying consideration to a later subarea plan review or plan amendment process.

#### **I. Granting or Denial of Amendments**

For both City and privately-initiated amendments, the City shall take into consideration, but is not limited to, the following factors when considering approval of a proposed amendment to the Comprehensive Plan:

1. The effect upon the physical, natural, economic, and/or social environments.
2. The compatibility with and impact on adjacent land uses and surrounding neighborhoods including whether the amendment would create pressure to change the land use designation of other properties in the vicinity.
3. The adequacy of and impact on public facilities and services, including utilities, roads, public transportation, parks, recreation, and schools.
4. The quantity and location of land planned for the proposed land use type and density.
5. The effect, if any, upon other aspects of the Comprehensive Plan.

The City may amend the Comprehensive Plan only if it finds the amendment meets all of the following:



1. The amendment must be consistent with the Growth Management Act and other applicable State laws;
2. The amendment must be consistent with the applicable County-wide Planning Policies;
3. The amendment must not be in conflict with the Community Vision or other goals, policies, and provisions of the Comprehensive Plan;
4. The amendment can be accommodated by all applicable public services and facilities, including transportation;
5. The amendment will change the development or use potential of a site or area without creating significant adverse impacts on existing sensitive land uses, businesses, or residents;
6. The amendment will result in long-term benefits to the community as a whole, and is in the best interest of the community.

J. Public Notice of Hearings

Since public involvement is critical regarding plan amendments, notice of the date, location, and time of the Planning Commission's and City Council's hearings must be published in the City's designated newspaper. In addition to publication, notice of hearing date, place and time shall be posted on or near properties proposed for a plan change. Notice of public hearings for properties to be rezoned shall comply with the noticing requirements for Type VI review in Chapter 14.16B LSMC.

**Integrating GMA and SEPA**

This Comprehensive Plan was created as an integrated GMA and SEPA document. SEPA requires all state and local agencies to use an interdisciplinary, integrated approach to include environmental factors (natural and built) in both planning and decision-making. Conducting the environmental review at the planning stage allows the City of Lake Stevens to effectively integrate the goals and requirements of SEPA and GMA, while contributing to public knowledge, environmental protection, and the fiscal efficiency of local government.

In accordance with SEPA, an environmental impact statement (EIS) must be prepared when it is determined that a proposal, such as a comprehensive plan, is likely to have significant adverse environmental impacts. The EIS provides an impartial discussion of significant environmental impacts, reasonable alternatives, and mitigation measures that would avoid or minimize adverse impacts. In this EIS, the proposed action (updating the Comprehensive Plan) and the no-action alternative (retaining the current Comprehensive Plan), are discussed.

The SEPA review of the Plan is also a "planning level" analysis as opposed to a "project level" analysis. The latter is done for specific projects on specific sites and is much



more detailed. A planning-level analysis is more general in nature. SEPA requires that analysis be as specific as the information available. Because the Comprehensive Plan is more general in its discussion of topics, the analysis will be more general than what might be found in a project-level SEPA review. It is assumed that as specific projects or decisions are made in the future, more detailed information will be provided, and that the policies of this Plan will be considered in decision making.

#### A. Integration Principles

The integration of SEPA and GMA results in improved planning and project decisions from the environmental prospective. Just as GMA goals cannot be addressed without consideration of environmental factors, the goals of SEPA are benefited by the examination of the "big picture" and identification of mitigation to address cumulative impacts of development that occur during GMA planning.

While planning under GMA, the City of Lake Stevens used the following principles:

1. Consider environmental quality as each community charts its future by involving diverse sectors of the public and incorporating early and informal environmental analysis into GMA planning and decision-making.
2. Utilize SEPA review in conjunction with other analyses and public involvement to produce better planning decisions.
3. Combine to the fullest extent possible the processes, analyses, and documents required under GMA and SEPA, so that GMA planning decisions and subsequent implementation will incorporate measures to promote the goals of GMA and SEPA.
4. Recognize that different questions will need to be answered and different levels of detail will be required at each phase of GMA planning, from the initial development of plan concepts or elements to the creation of implementation programs.
5. Focus environmental review and the level of detail needed for different stages of plan and project decisions on the environmental choices most relevant to that stage of the process, while not duplicating review that occurred for previous decisions.
6. Use environmental review on projects to help: 1) review and document consistency with GMA plans and regulations; 2) identify any impacts and mitigation needs that had not been considered and addressed at the plan level; and 3) provide the opportunity for review by agencies, tribes, and the public.
7. Continue to maintain or improve the quality of environmental analyses for both plan and project decisions, while integrating these analyses with improved state and local planning and permitting processes.

**B. Environmental Review**

A complete environmental review can be found in **Appendix A** of the Comprehensive Plan. Comments on the environmental analysis were gathered at the same time the overall Plan was circulated for public review. Adjustments were made based on comments received. The result is a Comprehensive Plan that responds to environmental goals of the community and complies with the State Environmental Policy Act. An addendum to the Final Environmental Impact Statement for the 2007 Docket was issued on November 16, 2007 and is included in **Appendix B**. An addendum to the Final Environmental Impact Statement for the 2008 Docket was issued on October 10, 2008 and is included in **Appendix G**. A Determination of Nonsignificance and Adoption of Existing Environmental Documents for the 2009 Docket was issued on March 25, 2009 and is included in **Appendix H**. An addendum to the Final Environmental Impact Statement for the 2009 revisions to the Capital Facilities Plan with amendment of the 2009 City Budget was issued on October 12, 2009 and is included in **Appendix I**. A Determination of Nonsignificance and Adoption of Existing Environmental Documents for the 2010 Docket was issued on July 7, 2010 and is included in **Appendix J**. Addendum No. 4 to the Integrated 2005 Comprehensive Plan and Final Environmental Impact Statement for the 2011 Docket was issued on October 19, 2011 and is included in **Appendix K**. Addendum No. 5 to the Integrated 2005 Comprehensive Plan and Final Environmental Impact Statement for the 2012 Docket was issued on October 12, 2012 and Adoption of Existing Environmental Documents for the Lake Stevens School District Capital Facilities Plan 2012-2017 was issued on October 19, 2012 and are included in **Appendix L**. Addendum No. 6 to the Integrated 2005 Comprehensive Plan and Final Environmental Impact Statement for the 2013 Docket was issued on October 29, 2013 and is included in **Appendix M**. Addendum No. 7 to the Integrated 2005 Comprehensive Plan and Final Environmental Impact Statement for the 2014 Docket was issued on September 15, 2014 and is included in **Appendix N**.

Draft and final environmental impact statements were issued for each subarea plan (20<sup>th</sup> Street SE Corridor and Lake Stevens Center) during the Subarea Planning Process. The documents included analysis of the subarea plans, planned actions, capital facilities plan, development regulations, design guidelines, zoning and land use map amendments, land use code amendments, and comprehensive plan amendments.



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## **Chapter 2: Description of Planning Area**

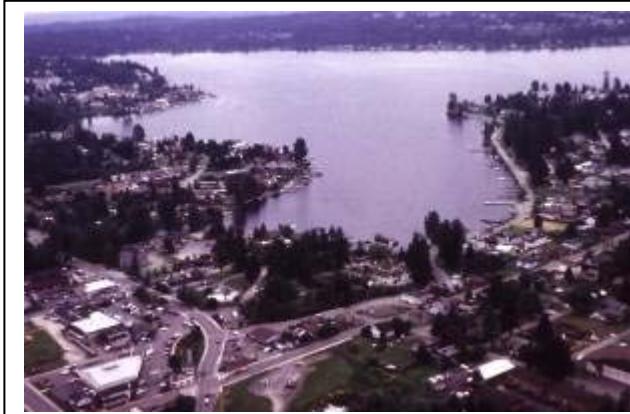






# **CHAPTER 2: DESCRIPTION OF THE PLANNING AREA**

## **INTRODUCTION**



This chapter provides a brief overview of the planning area. It introduces the general demographic, political, physical, and employment characteristics of the community. As an overview, it does not attempt to cover all the relevant information related to these categories. More detailed information is provided in the relevant elements of this Plan. As part of an integrated SEPA/GMA document, it is intended to describe the general environment of the Lake Stevens area as may be affected by future policies and practices.

### **In 2006 the City of Lake Stevens**

The City of Lake Stevens is currently located on the north side of the lake from which the City gets its name. Lake Stevens is a non-charter code city under the State of Washington enabling legislation. It is overseen by a Mayor/Council form of government with the Mayor and all seven Council representatives elected at large. The City Administrator is the chief executive and reports directly to the Mayor.

Lake Stevens supports its own police department and surface water utility and Lake Stevens Fire for Fire Marshal services. Sewer service is provided under an interlocal agreement with the Lake Stevens Sewer District. The City is organized into five departments including Administration, Finance, Police, Public Works and Planning.

The City is fully planning under the Growth Management Act and administers its own Shoreline Master Program under the Shoreline Management Act.

There are other agencies with service, taxing, and/or regulatory jurisdiction within City limits including the Lake Stevens School District, the Lake Stevens Sewer District, the Snohomish County Fire Prevention District No. 8, the Snohomish County Health District, Snohomish County P.U.D. #1 (water and electricity), Sno-Isle Regional Library, and all state and federal agencies.



There are several appointed boards and commissions including the Planning Commission, Park Board, Arts Commission, Library Board and Civil Service Commission.

### **Urban/Rural Transition Area**

The City of Lake Stevens recognizes that the UGA is bordered by residential land labeled by the County as “transitional” (Figure 2.1). The City also recognizes only some of the impact that this transitional area directly and indirectly has upon the City’s quality of life, infrastructure, finances, stewardship of land, transportation, Lake Water quality, and numerous unknowns from the county and neighboring Cities. Therefore the City’s vision should be expanded to include all of the land bordering the City of Lake Stevens UGA in all of the City’s planning and studies.

The City of Lake Stevens covers about 43% of the total 12.4 square miles (7,936 acres) of the Lake Stevens Urban Growth Area (UGA) and is home to about 60% of its 2000 population of 24,432. The City, in 2008, encompassed about 5.3 square miles. The City intends to annex the entire UGA by 2011. The 2025 population within this UGA is projected to exceed 46,000 persons.

Snohomish County is the provider of local government services and oversight in portions of the UGA not in the City. The County provides police services and surface water utility in the unincorporated UGA. Other services, such as fire protection, schools, water, electricity and sewer are provided by the same special purpose districts listed above for the City.

The urban growth area boundary adopted by the Snohomish County Council was based on 20-year population forecasts, environmental constraints, the concentrations of existing development, the existing infrastructure and services, the location of existing and/or planned transportation corridors, and areas where urban services could logically and economically be extended. When the County Council adopted a sub-area plan for the unincorporated UGA in 2001, they removed a number of acres from the UGA area, taking out lands on Sunnyside Hill that were deemed unsuitable to support urban development given the existing slope and drainage constraints.

### **Population Characteristics**

The population of the Lake Stevens area, both inside and out of the City, has been steadily increasing since the City was originally incorporated. In 1960 the City’s population was 900. In 2003 the estimated population was 6,910. Similarly, residential growth in the unincorporated UGA has been steady. Between 1992 and 2000, the unincorporated UGA population increased a full 80%, from 10,044 to 18,071. By 2010, the City’s population had increased to 28,600 after the Southwest Annexation.

## Chapter 2 – Description of the Planning Area



**Figure 2.1 - City and Urban Growth Area**



Population growth is determined by the number of births and deaths, the amount of people moving out of the City and the number moving in.

The single largest racial category (white) accounted for 87.4% of the population, followed by Hispanic, Latino of any race at 6.2%, persons identifying with two or more races at 4.8%; Asian (3.1%); some other race not listed at 1.8%; Black or African American at 1.7%; American Indian and Alaska Native (1.7%) and Native Hawaiian and Pacific Islander (0.1%).

The 2000 Census published data on educational attainment for adults 25 years and older. For Lake Stevens, 8.8% did not finish high school; 70.9% finished high school and/or had some college (up to receiving an associates degree); and 20.3% had earned a bachelor's or graduate degree.

While trends have been toward smaller households, Lake Stevens saw an increase in the average household size between 1990 and 2000, from 2.91 to 2.96 and has retained a household size of 2.9 to 2010. Of the twenty Snohomish County cities, Lake Stevens is second only to Brier in average household size.

Generally, families in Lake Stevens and Snohomish County have higher incomes and a lower poverty rate compared to the national average. Table 2-2 provides a breakdown of household income ranges in Lake Stevens.

Poverty status is determined by household income and the size of household the income must support. The 2010 census found that 5.4% of families in Lake Stevens, were living in poverty.

**Table 2-2 - Annual Income Distribution, 2000**  
(Source: U.S. Census Bureau, 2010 Census)

Range of Annual Income	% of Households
Less than \$10,000	4.6%
\$10,000-14,999	2.4%
\$15,000-24,999	4.0%
\$25,000-34,999	5.9%
\$35,000-49,999	13.8%
\$50,000-74,999	22.7%
\$75,000-99,999	21.7%
\$100,000-\$149,999	16.5%
\$150,000-\$199,999	5.3%
\$200,000 or more	3.1%
Median income (\$)	\$71,893
Mean income (\$)	85,591



## **Natural Environment**

### **Lay of the Land**

The Lake Stevens UGA occupies a Pleistocene glacial terrace, rising east from the flood plain of the Snohomish River and is in the foothills of the north range of the Cascades. It is on a relatively level plateau, with minor variations in topography along the lakefront and other drainage basins. The elevation of the UGA is approximately 300 feet above sea level.

The Soil Survey conducted by the U.S. Soil Conservation Service includes detailed soil maps (Figure 2.2). The characteristics of the mapped soils are summarized in Table 2.3. Soils in the area are generally suited for urban development, excepting wetlands. Through site specific soils studies it has been observed, consistent with Table 2.3, that the many areas have relatively shallow soils before reaching hardpan. While this may be helpful with providing a solid foundation for buildings, it limits infiltration as an option for accommodating increased levels of urban runoff. There are some exceptions to this rule. For instance, certain areas around Old Hartford Road have been observed to rapidly infiltrate water.

### **Water**

**Wetlands** - Wetlands are fragile ecosystems which assist in the reduction of erosion, flooding, and ground and surface water pollution. Wetlands also provide an important habitat for wildlife, plants, and fisheries. Numerous wetlands have been identified in Lake Stevens and the UGA -- some on a very general basis from aerial mapping; others have been precisely mapped where development has occurred over the past few years. Generally, as properties develop the wetlands are more accurately delineated and mapped.

**Ground Water** - While drinking water in the UGA is provided by the Snohomish County Public Utilities District No. 1 (PUD), some residents use wells as their main source of drinking water. (PUD also maintains emergency wells within the City limits. The aquifer for these wells is found in the northeastern corner of the City, generally under the industrially zoned area.) The depth of the aquifer is approximately 35-120 feet and most uses should not affect the water quality. The water quality is good if not overdrawn (whereupon iron may become a problem) and for most of the year does not require chlorination.

**Surface Water** - The lake itself, at 1,040 acres, is the most dominant physical feature within the UGA. It acts as a social, recreational, and aesthetic focal point. It shapes and buffers the local microclimate. It cleans and filters groundwater. And it is an important regional habitat for various piscine, mammalian, reptilian, amphibian, and avian fauna and aquatic flora.

## Chapter 2 – Description of the Planning Area



### LAKE STEVENS SOILS

0 2,250 4,500 9,000 Feet

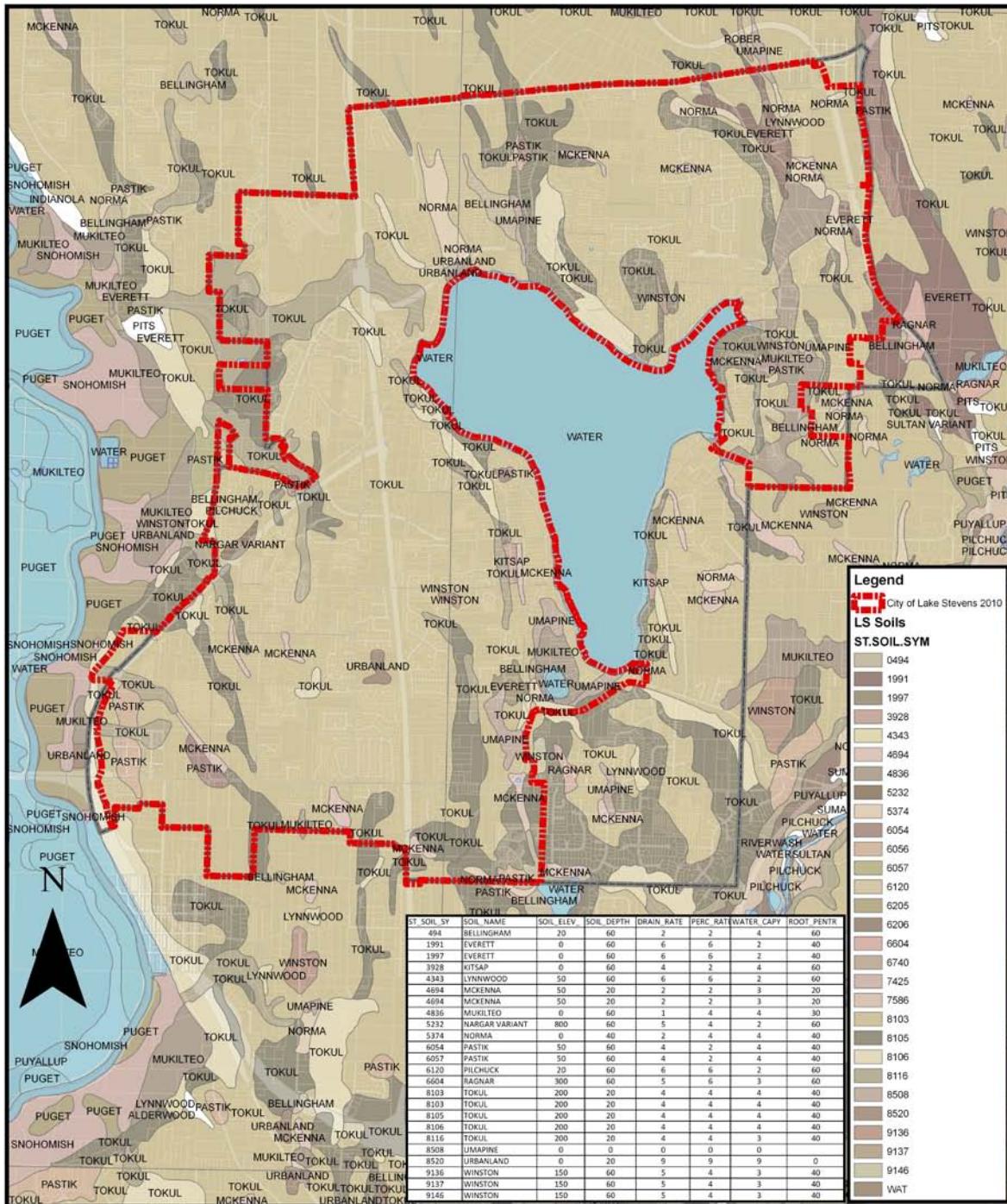


Figure 2.2 - Lake Stevens Soils Map

Figure 2.2 – Soils Map



## Chapter 2 – Description of the Planning Area

Table 2-3 – Soil Types in the Lake Stevens UGA

Soil Classification (% Slopes)	Depth	Drainage	Vegetation	Elevation (ft)	Permeability	Development Limitations
Tokul gravelly loam (0-8)	Moderate	Moderately Well	Conifers subject to wind throw	200-800	Moderate to hardpan, very slow through	Wetness, reduced w/drain tile; septic systems fail often.
Tokul gravelly loam (8-16)	Moderate	Moderately	Conifers subject to wind throw	200-800	Moderate to hardpan, very slow through	Seasonal perched water table; wetness, reduced w/drain; septic systems fail often
Tokul gravelly loam (15-25)	Moderate	Moderately Deep	Conifers subject to wind throw	200-800	Moderate to hardpan, very slow through	Seasonal high water table; wetness, reduced w/drain tile; septic systems fail often
Mukilteo Muck	Very deep	Very Poor	Sedges and Rushes	20-1,000	Moderate	Not suitable; ponding & low soil strength; septic fails
Xerotents (nearly level)	Moderate to Very Deep		Conifers	20-1,000	Variable	Non (this is generally considered fill)
Terric Medisaprists (nearly level)	Very Deep	Very Poor	Conifers and hardwoods		Moderate	Very wet, reduced w/drain tile; septic systems fail often
Tokul-Winston gravelly loams (25-65)	Very Deep	Moderately well to excessive	Conifers subject to wind throw	200-900	Moderate to hardpan, very slow through	Run off rapid; erosion high
Everett gravelly sandy loam (0-8)	Very Deep	Excessive	Conifers	0-500	Rapid	None
Everett gravelly sandy loam (8-16)	Moderate	Excessive	Conifers	0-500	Rapid	Steepness of slope
Norma loam	Very Deep	Poor	Hardwood	20-600	Moderately rapid	Not suitable; subject to ponding
McKenna gravelly silt loam (0-8)	Very Deep	Poor	Conifers	100-800	Slow	Ponding; drainage needed; septic needs long absorption lines
Kitsap silt loam (8-25)	Very Deep	Moderately Well	Conifers and hardwoods	0-500	Slow	Hillside slippage; seasonal soil wetness; conventional tank absorption fields often fail
Pastik silt loam (0-8)	Very deep	Moderately Well	Conifers	200-800	Slow	Seasonal high water table, wetness, reduced w/drain tile; steep slopes; erosion
Pastik silt loam (8-26)	Very Deep	Moderately well	Conifers	200-800	Slow	Seasonal high water table; wetness, reduced w/drain tile; steep slopes; erosion
Bellingham silty clay loam	Very Deep	Poor	Grass and Sedges	50-800	Rapid	Seasonal flooding; wetness; septic often fails
Pilchuck loamy sand	Very Deep	Somewhat excessive	Conifers and hardwoods	20-800	Rapid	Seasonal flooding; wetness; septic often fails



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Historically the lake has been plagued by algae blooms resulting from excessive nutrients introduced by activities associated with urban development. The City and Snohomish County jointly operate an aerator during summer months to combat the effects of pollution.

Other bodies of water of note in the City include Catherine Creek, Kokanee (Mitchell) Creek, Stevens Creek, Lundein Creek, and Lake Outflow Channel. The Lake and Catherine Creek south of Hartford Drive are the only bodies of water in the City that are within the jurisdiction of the Shoreline Management Act (SMA).

The Lake Stevens UGA encompasses three major drainage basins: the Lake Stevens Drainage Basin, the Sunnyside Drainage Basin, and the Pilchuck Drainage Basin. The latter two basins are in turn comprised of many minor basins. All waters within the UGA eventually drain into Puget Sound, either draining directly into Ebey Slough or via the Pilchuck then Snohomish Rivers.

According to the Flood Insurance Rate Maps (FIRM) published by the Federal Emergency Management Agency (FEMA), areas prone to floods from a 100 year storm are limited to properties by and large fronting along Catherine Creek and the lake. However, flooding in the downtown area has been observed in areas beyond the narrow strips of land adjacent to those waters. Winter water levels creep into close proximity to homes on 16<sup>th</sup> and 18<sup>th</sup> Streets NE and during heavy rains 18<sup>th</sup> and 20<sup>th</sup> Streets NE are subjected to potential flooding when area wetlands, streams and ditches have more water than they can hold. The triangular area between Hartford Drive and Grade Road is periodically inundated, most recently following the December 1996 storm.

#### **Air**

Air quality is monitored by the Puget Sound Clean Air Agency (PSCAA) and the Washington State Department of Ecology. According to a study<sup>1</sup> published by the PSCAA, the air quality in the Puget Sound region has not been degraded even in light of increasing urban growth and vehicle miles traveled. The agency attributes this to improved technologies in reducing vehicle emissions, reduction of industrial emissions, decreased levels of wood burning in fireplaces and wood stoves, and the elimination of leaded gasoline.

The agency monitors air quality for four standards set by the Environmental Protection Agency (EPA), which include particulate matter, carbon monoxide, nitrogen dioxide, and ozone. Nitrogen Dioxide is measured in only one location in the region (Beacon Hill in Seattle) and has consistently been far better than federal standards. Monitoring of lead

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<sup>1</sup> "1999-2001 Air Quality. Data Summary" Puget Sound Clean Air Agency, May 2003



and sulfur dioxide ceased in the region in the 1990's as a result of technology and industrial changes which has resulted in those pollutants no longer of concern.

The nearest monitoring stations are located in Everett and Marysville where higher concentrations of pollutants can be expected than in Lake Stevens given the higher concentration of urbanization and traffic. The PSCAA report notes that in the years 1999-2001, the air quality was moderate to good for 98%-99% of the year, and 1%-2% of the year it was found to be unhealthy for sensitive groups. At no time was the air found to be unhealthy for the general population.

The following summarizes the air quality for the various standards as measured at Everett and Marysville.

**Carbon Monoxide (CO)** - In 2001, the 8 hour average of carbon monoxide was roughly 52% of the federal standard and about 55% better than it was in 2001. Carbon Monoxide is a colorless, odorless, toxic gas commonly formed when carbon-containing fuel is not completely burned, with motor vehicles being the principle source. Highest levels occur mainly during autumn and winter months, and usually around congested transportation routes and other concentrations of motor vehicles (e.g., shopping centers).

**Particulate Matter (PM<sub>10</sub>)** - Particulate matter of less than 10 microns in diameter (about one-seventh the thickness of a human hair) includes particles of solid or aerosol particles of dust, soot, organic matter and compounds containing sulfur, nitrogen, and metals. From 1991 to 2001 there was roughly a 30% reduction in annual particulate matter. In 2001 the measured amounts was less than 40% of the allowable federal standard.

**Ozone (O<sub>3</sub>)** - Ozone is a pungent smelling, colorless gas produced in the atmosphere when nitrogen oxides and volatile organic compounds chemically react under the effect of strong sunlight. Given the mild climate of the region, high ozone levels are infrequent and ozone does not create a critical health problem. There are no monitoring stations in Snohomish County. Since 1991 the Puget Sound Region has consistently been better than federal standards.

## **Fauna**

Although most natural habitat has been lost to urbanization, the Lake Stevens area supports a variety of species of fish (bass, catfish, perch, etc.), birds (waterfowl, songbirds, raptors and others), amphibians, reptiles, and insects and other invertebrates.

There are numerous species in the general region that are either endangered, threatened or a candidate for listing by the state and federal governments. At this point the City does not have comprehensive knowledge of the occurrence of many of the



species within the immediate vicinity of Lake Stevens. Among those that have been observed include the bald eagle, western pond turtle and pileated woodpecker.

### **Flora**

The area supports deciduous and coniferous trees (Douglas fir, spruce, hemlock, cedar, alder, cottonwood, and maple) as well as native shrubs, herbs, grasses, and wetland plants.

Most of the habitats are already disjointed and greatly impacted by urbanization, logging and agricultural activities. The City currently has a Tree Retention regulation that requires replacement trees lost to urban development at a 3:1 ratio. It also has regulations for critical areas and encourages innovative subdivision design (e.g. planned residential developments, cluster subdivisions, etc.) to protect environmentally sensitive areas.



### **Climate and Weather**

Summers in Lake Stevens are mild and warm (average daytime temperature in the 70's) and winters are comparatively mild (average daytime temperature in the mid-40's). The frost-free period for the City generally begins in April and ends near the first of October. Precipitation is in the form of rain and snow, averaging 39 inches annually (average low of 1.1 inches in August to an average high of 5.9 inches during the winter months of November through December). Relative humidity is fairly high due to the water influences. The prevailing wind is westerly or northwesterly most of the year.

### **Built Environment**

The City's urban form is largely that of a late 20th century suburban bedroom community, which belies its roots as an early 20th century logging and mill town. Amidst the newer subdivisions, shopping centers and schools, there are a few clues remaining of its earlier form. At the south end of downtown where the Rucker Mill was located in the first half of the 20th century are the remaining pilings that once supported the mill over the lake. Lakefront homes and public open space now cluster where the heavy industrial activity once occurred. Most of the historic downtown is now gone, although a few of the buildings remain and are used for commercial and civic purposes.

Single family residences are the predominant land use in the City, with public use a distant second. There are two significant and distinct areas in which single family residences do not predominate. The first is the Central Business District and vicinity which is characterized by retail, offices, civic, parks and multi-family uses. The second is the industrial/planned district areas which encompass two planned business districts



and industrial districts in the north and east portions of the City. The 2006 Plan calls for a closer integration of housing in the downtown area and a revitalization of the industrial area.

Large portions of the City have developed since its incorporation in 1960. Thus the housing stock is relatively new, with significant portions of the housing having been built in each of the subsequent decades.

Neighborhoods have developed at comparatively low densities, with typical lot sizes in excess of the 9,600 s.f. The 1990's saw construction of several hundred homes on smaller lots ranging in size from 4,000 to 7,500 s.f. This type of development is encouraged as a means of accommodating the projected future population. The decreasing lot sizes have not resulted in smaller homes. The opposite is in fact true where homes are typically larger than those built in the 1970s and 1980s.



Multi-family residential uses are generally confined to the perimeter of the Central Business District, along Grade Road to the north and 16th Street NE to the south. Architecture is typical 1970's and '80s style. In the 1990s multi-family development was steady, but not necessarily explosive. Developments included assisted and independent senior housing and senior independent housing as well as market rate condominium and apartment units.

The road network has not significantly changed, with new additions primarily coming in the form of roads internal to new subdivisions. The existing road network continues to be substandard with respect to the cross section standards. However, in the past few years substantial progress has been made in upgrading the pedestrian environment throughout the City with new sidewalks and walkways which provide for safe walking away from vehicular travel. The Centennial Trail parallels Machias Road to the east of downtown, providing alternative pedestrian and biking opportunities for the public.

## **Employment**

Lake Stevens has a relatively low job to housing balance, meaning that people that live here generally have to commute to other areas for employment. PSRC estimates there were 999 jobs in the City in 2000 (27.6% of all jobs in the UGA). On a preliminary basis, the City has adopted a 2025 employment target of 1,805, representing an increase of 806 jobs. The County's employment target for 2025 is 6,615 jobs in the UGA.



Before the adoption of two subarea plans in 2012, the City completed an *Economic Assessment* as part of the Lake Stevens Economic Development Strategy, which included information regarding employment dynamics. The following information is summarized from the assessment (Leland Consulting Group and LMN, January 7, 2011).

**The Geography of Employment.** The geography of where residents live and work has a significant impact on office, retail, and housing markets, existing and desired transportation infrastructure, and economic development opportunities (Table 2-4). All information is based on 2008 U.S. Census data, gathered prior to the most recent (2009) Southwest Annexation, during which the City gained approximately 10,000 residents. Thus, while the principles discussed below should remain accurate, the numbers of employees and residents in Lake Stevens have increased significantly. The 2008 Census data is the most recent available. The employment geography figures show that:

- Lake Stevens residents travel widely for work. While Everett is the top destination for Lake Stevens employees, significant numbers of employees also travel further, to Seattle, Bellevue, and other locations.
- The City is largely a beginning point for work trips, rather than an ending point.
- Thousands of employees pass through Lake Stevens and/or the Highway 2 trestle on their way to work in Everett, and by extension, other locations to the west and south. In addition to Lake Stevens residents, these commuters comprise a key demographic group with a high propensity to choose Lake Stevens as a place to shop, work, and live.

**Table 2-4 - Place of Employment, Lake Stevens Residents**

<b>CITY</b>	<b>NUMBER</b>	<b>SHARE</b>
<b>Everett</b>	1,242	17.9%
<b>Seattle</b>	925	13.3%
<b>Lake Stevens</b>	604	8.7%
<b>Bellevue</b>	318	4.6%
<b>Marysville</b>	199	2.9%
<b>Lynnwood</b>	195	2.8%
<b>Redmond</b>	190	2.7%
<b>Bothell</b>	172	2.5%
<b>Snohomish</b>	153	2.2%
<b>Monroe</b>	142	2.0%
<b>All Other Locations</b>	1,346	19.4%



**Residential Origins of Lake Stevens Employees.** The area from which Lake Stevens draws employees is much smaller than the area to which Lake Stevens residents commute to. For example, while 925 Lake Stevens residents commute to the City of Seattle, only 84 Seattle residents commute to Lake Stevens. Again, this confirms that Lake Stevens is currently a residential community, rather than an employment-centered community. As of 2008, almost twice as many people commuted *from* Lake Stevens as worked *in* Lake Stevens.

**The Westward Commute and Lake Stevens Secondary Retail Market Area.** Thousands of employees routinely pass through Lake Stevens and the Highway 2 trestle on their way to Everett. These commuters are representative of thousands of others like them commuting westward to jobs in other western locales in Snohomish and King Counties. A crescent of Snohomish County cities including Granite Falls to Lake Stevens, Snohomish, Monroe, and Sultan provides a Secondary Retail Market Area for Lake Stevens. In addition to being oriented to and reliant on western parts of the Puget Sound Region for work, analysis shows that residents of this Secondary Market Area need to return to the west to make many of their major retail purchases. Because of the proximity and convenience of Lake Stevens to the market area, there is an opportunity to attract the population to employment and retail opportunities in Lake Stevens, assuming those opportunities are competitive with other offerings to the west. The population of the “Snohomish County Crescent” is approximately 105,000 in 2010, nearly four times the population of Lake Stevens alone, and thus represents a very significant employment and retail opportunity.

**Lake Stevens Traffic Counts.** From a real estate and economic development point of view, traffic counts are important to real estate developers, and their retail and office tenants. This is because both retail and office tenants want locations with high visibility, where they can be seen and selected by thousands of potential customers. This is particularly true for major retailers, who believe in the adage that their customers “can’t buy what they can’t see”. Supermarkets and other tenants that locate in “neighborhood” or “community” retail centers look for average daily traffic (ADT) counts of 20,000 or more. Major regional malls and retail centers tend to locate near major highways that see around 60,000 ADT. Other types of transportation and visibility measures, for example, pedestrian and public transit counts are important—but only in areas with very high pedestrian and transit usage, in which these travelers are as or more numerous than vehicle trips.

With one minor exception, the segments of Highways 2 and 9 within or near Lake Stevens carry the levels of traffic sought by major community retail center tenants. Along with population and demographics, ADT should be one of the primary metrics that the City uses to inform retail developers and tenants about the local market potential.

## Chapter 3: Housing Element







# **CHAPTER 3: HOUSING ELEMENT**

## **INTRODUCTION**



The Growth Management Act requires that the City adopt a Housing Element that ensures the vitality and character of existing neighborhoods. The Housing Element must include:

- an inventory and analysis of existing and projected housing needs;
- a statement of goals policies and objectives;
- mandatory provisions for the preservation, improvement, and development of housing;
- identification of sufficient land for housing; and
- adequate provisions for existing and projected needs of all economic segments of the community.

Housing includes the entire range of single family, multiple family dwellings, including, but not limited to, government-assisted housing, housing for low-income families, manufactured housing, group homes and foster care facilities.

Much of the information regarding housing in Lake Stevens is taken from the 2000 census. Snohomish County updated its 2000 Housing Report in 2005 and some of that information is provided below. Housing data is difficult to keep current. Housing prices, rates of construction, income qualifications for home purchase and other demographics are constantly changing. The City of Lake Stevens cooperates with Snohomish County as it maintains on-going housing analysis as a basis for land use and other growth policies. The following section describes housing trends in the City, but readers are cautioned that the facts and trends discussed are ever-changing. Although the information must be viewed cautiously, the fact remains that housing demand in 2006 is high; and that gaps exist between what people want and what they can afford.

With those limitations, the objective of this section of the 2006 updated Plan is to outline policies and strategies that will meet the long term housing need for the 46,000 people who will live in Lake Stevens in 2025. Providing for all housing needs is a regional issue. Given the degree of personal mobility and the dispersion of job opportunities throughout the County and region, we have long since passed the time when the majority of people lived, worked, recreacted and socialized in the same city. But just as Lake Stevens will strive to provide job opportunities for its citizens, it is also dedicated to the ideal of providing affordable housing to all who desire it. A major challenge for growing



communities is to provide a range of housing that meets the desires of those wishing to live there and that meets the housing needs of those who work here. This is in line with our desire to be a sustainable community.

The Snohomish County Housing Needs Report, completed in 2006, provides a working definition of housing affordability issues in the County. The report states affordability is an issue where low to moderate income families are paying more than 30% of their incomes on housing. Affordable housing is a function of land availability, density of development, local household income and quality of housing. The Land Use Element of this Comprehensive Plan (Chapter 4) shows that there should be enough buildable land within the Lake Stevens UGA to accommodate the projected population through 2025, provided the land is used efficiently and a diversity of housing types is allowed. This is also confirmed by the County's housing component of its Ten-Year Comprehensive Plan update<sup>1</sup>, which has been incorporated by reference into the Lake Stevens Plan.

### **Puget Sound Regional Council (PSRC) Vision 2020**

In 1995 the Puget Sound Regional Council adopted VISION 2020, which is the long range growth management, economic and transportation strategy for the Central Puget Sound region encompassing King, Kitsap, Pierce and Snohomish counties. Key housing-related elements of this strategy include:

- Providing for diversity and choice in housing and employment options by creating a system of central places within corridors and a regional urban form characterized by compact, well defined communities in coordination with the larger Puget Sound region while respecting unique community characteristics.
- Promoting a balance of jobs to housing within agreed upon service areas to provide the opportunity for more residents to live nearer to jobs and urban activities.
- Providing for higher-density residential areas of new single-family and multiple family homes in urban locations within walking distance of either jobs or transit services.
- Providing enough urban land to allow private enterprise to effectively create the urban structures for housing and employment.
- Preserving existing affordable housing and serve it with transit. Provide affordable housing near all urban centers.

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<sup>1</sup> Snohomish County Housing Needs Report, May 3, 2005



## **Snohomish County Countywide Policies**

The goal of the countywide housing policies is to “provide a variety of decent, safe, and affordable housing opportunities to all segments of the county’s population.” Specific policies of relevance to Lake Stevens include the following:

- HO-1 Ensure that fair and equal access to housing is available to all persons regardless of race, color, religion, gender, sexual orientation, age, national origin, familial status, source of income, or disability.
- HO-2 Make adequate provisions for existing and projected housing needs of all economic segments of the county.
- HO-3 Strengthen interjurisdictional cooperative efforts to ensure an adequate supply of housing is available to all economic segments of the county.
- HO-4 Adopt and implement a fair share distribution of low-income and special needs housing so as to prevent further concentration of such housing into only a few areas. The county and cities will collaborate in formulating a methodology to assess existing and projected housing needs of the county’s population and a fair share housing allocation methodology.
- HO-5 Each jurisdiction’s comprehensive plan housing element will specify which strategies are available to attain the jurisdiction’s fair share housing objectives. The jurisdictions will consider as appropriate the strategies for achieving affordable housing presented in “The Report of the Partnership for Tomorrow’s Low Cost Housing Opportunities Subcommittee” (May 1992) and the Residential Development Handbook for Snohomish County Communities (March 1992).
- HO-6 Production of an adequate supply of low and moderate income housing will be encouraged by exploring the establishment of interjurisdictional public/private financing programs which involve local lenders. Chapter 3: Housing Element 3:3.
- HO-7 Encourage the availability of adequate housing in designated urban growth areas by considering land use and density incentives as provided in RCW 36.70A.090 and in rural areas by means of cluster housing that minimizes infrastructure costs.
- HO-8 Implement policies and programs that encourage the upgrading of neighborhoods and the rehabilitation and preservation of the supply of existing affordable housing, including but not limited to mobile home park housing, single room occupancy (SRO) housing, and manufactured housing.



HO-9 Implement a coordinated monitoring program to evaluate progress towards achieving housing goals and objectives on a countywide and jurisdictional level. Such a monitoring program shall entail the preparation of a housing monitoring report every five years or more frequently if housing conditions warrant. The housing report will include an assessment of the adequacy of the jurisdictions' supply of developable residential building lots, the jurisdictions' supply of land for non-residential land uses, the location of urban growth boundaries, and an assessment of the jurisdictions' strategies for achieving their housing objectives. The preparation of the housing report may be combined with the review and evaluation program required by UG-14 (a.k.a. Buildable Lands).

HO-10 Ensure consistent application of county-wide housing planning policies by adopting definitions of affordable housing, very low-income housing, low-income housing, moderate income housing, and middle income housing as established and periodically revised by the Department of Housing and Urban Development. The following definition of special needs housing shall be adopted:

*Affordable housing for persons that require special assistance or supportive care to subsist or achieve independent living, including but not limited to persons that are frail, elderly, developmentally disabled, chronically mentally ill, physically handicapped, homeless, persons participating in substance abuse programs, persons with AIDS, and youth at risk.*

HO-11 Adopt a local planning process that reconciles the need to encourage and respect the vitality of established residential neighborhoods with the need to identify and site essential public residential facilities for special needs populations, including those mandated under RCW 36.70A.200 (Essential Public Facilities).

HO-12 Encourage the use of innovative urban design techniques to foster broad community acceptance of a variety of housing types.

HO-13 Provide adequate, affordable housing choices for all segments of the County's work force within close proximity or adequate access to their respective places of work.

HO-14 Encourage the use of environmentally sensitive housing development practices in order to minimize the impacts of growth on the county's natural resource systems.



- HO-15 Consider the economic implications of proposed building and land use regulations so that the broader public benefit they serve is achieved with the least additional cost to housing.
- HO-16 Ensure the expeditious and efficient processing of development applications by endeavoring to process complete development applications within 180 days. The jurisdictions shall maintain clear and specific submittal standards and the most current available information on wetlands, geologic hazardous areas, and fish and wildlife habitat conservation areas. The expeditious processing of development applications shall not result in the lowering of environmental and land use standards.
- HO-17 Minimize housing production costs by considering the use of a variety of infrastructure funding methods, including but not limited to existing revenue sources, impact fees, local improvement districts, and general obligation bonds.
- HO-18 Ensure that each jurisdiction's impact fee program adds no more to the cost of each housing unit produced than a fairly-derived proportionate share of the cost of new public facilities needed to accommodate the housing unit as determined by the impact fee provisions of the Growth Management Act cited in RCW 82.02.
- HO-19 Require that adequate quantities of affordable housing for a broad range of income levels are provided in fully contained communities concurrent with the development of jobs, services, and other publicly-approved project improvements. (This would be applicable only if the County has made provision for new fully contained communities.)
- HO-20 Require that adequate quantities of affordable housing for support staff are provided in new master planned resort developments concurrent with the development of other publicly-approved project improvements. (This would be applicable only if the County has made provision for new master planned resort developments).
- HO-21 Encourage local jurisdictions to implement housing relocation programs as provided under Chapter 59.18 RCW.

### **Inventory and Analysis**

Housing data is difficult to keep current. Housing prices, rates of construction, income qualifications for home purchase and other demographics are constantly changing. The City of Lake Stevens cooperates with Snohomish County as it maintains on-going housing analysis as a basis for land use and other growth policies. The following



section describes housing trends in the City, but readers are cautioned that the facts and trends discussed are ever-changing.

**Type of Dwelling Units:** In 2000, 78.6% of all dwellings in the City were single family residential. The remaining 21.4% were in duplexes, apartments, condominiums and mobile homes. The county wide average was 63% of all residences being single family. Of the 20 Snohomish County cities, Lake Stevens ranked 4th for the highest ratio of single family dwellings. It is assumed that in 2006, the vast majority of dwellings in Lake Stevens are single family. Several large subdivisions have been constructed in the UGA including conventional homes, townhouses and condominiums. Based on the current level of construction activity and several large development proposals, this trend is expected to continue.



**Age of the Housing Stock:** The City of Lake Stevens has experienced rapid growth in its housing stock over the last two decades, during which almost three quarters of the total number of dwellings were built. This in turn has resulted in a decline in the average age of its dwellings.

**Tenure: Owner vs. Renter Occupied Dwellings:** Owner occupied units decreased from 75.1% in 1980 to 65% in 1990. By 2000, owner occupancy had increased again to 75% (the state average was 64.6%), reflecting the surge of new single family homes during that period. Owner occupied dwellings are mostly single family residences (98.3%). Only 31.1% of all renters occupy single family residents. Owner occupied households are on average larger than renter occupied units, with an average 3.13 persons, compared to 2.44 persons in the typical renting household.

**Vacancy Rates:** Overall vacancy rates in 1990 and 2000 were 4.3%. Rental unit vacancy has dropped from 9.9% in 1990 to 5.4% in 2001 as the supply of rentals, compared to the overall population, has diminished.

**Value of Owner Occupied Housing:** The median value of single family residences in Snohomish County in 2000 was \$189,100. By 2005, this had risen to \$289,174<sup>2</sup>. By

<sup>2</sup> Daily Olympian, July 2005



comparison, in 2005 median home values in King County were \$370,500; in Pierce County \$238,490. The consensus is that sharp increases in housing costs are a direct result of growth creating more demand for housing than the market can supply; and, the fact that people are moving further north from King County to find affordable housing.

**Monthly Cost of Renter Occupied Housing:** The median monthly rent in 2000 was \$716 with 25% of the renting households paying \$464 or less and 25% paying \$828 or more. A 2001 survey<sup>3</sup> found that half of single family detached units rented for \$1,200 or more and 83% rented for \$800 or more. Apartment rental rates varied by the size of the complex. Facilities with 19 or fewer apartments provided less expensive units, with 43% less than \$600 per month in rent. Facilities with 20 or more apartments had no units for less than \$700 in rent.

**Lot Size:** The average lot size in Lake Stevens is a moving target. Historically most homes were on lots with 9,600 s.f. or more. The 1990s saw the construction of several planned residential developments (PRDs) with smaller lots, typically around 6,000 s.f. but as small as 4,000 s.f. In 2006 several developments are under review that would have small lots in large master planned developments. In each case the smaller lots are allowed in consideration of open space and critical areas protection on other portions of the site.

**Dwelling Unit Size:** It has been informally observed that the sizes of new houses have been growing over the past few decades at the same time household sizes are falling. This trend to more space per person has not been quantified for the City of Lake Stevens, but seems to be the case in several new developments.

**Condition of the Housing Stock:** As can be expected by the relatively youthful housing stock within the City, as a whole the homes are in good condition. In 1993, a windshield survey identified very few homes that were in a dilapidated condition, the same held true in 2003. While some houses may be in need of repair, they are generally located among houses that are not. Neighborhoods on the whole are well maintained.

### **Snohomish County Housing Needs Report**

*The 2005 Housing Needs Report made numerous observations and conclusions regarding the existing housing situation in Snohomish County. Of particular note, the report showed how housing trends changed as previously unincorporated areas become urbanized and incorporated into cities. These are noteworthy, given Lake Stevens' annexation program being pursued through 2011.*

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<sup>3</sup> Snohomish County Rental Housing Study, Spring 1996-2001 Rental Data, Dupre+Scott Apartment Advisors, Inc.



Among the observations in the Housing Needs Report that relate to Lake Stevens growth strategies;

Population

- Household Growth: Between 1990 and 2000, the number of households countywide increased by 31%, just slightly higher than the population growth rate (30%). Conclusion: household sizes are declining.
- Household Size: The number of single person households countywide has grown faster (41%) than the overall population (30%) throughout the county. Conclusion: smaller housing types are in demand.
- Children with Working Parent: Only one-third of the county's children had at least one stay-at-home parent. Conclusion: housing prices require dual incomes.
- Over the present decade (2000 to 2010), the comparative size of the 35-44 year old age group is forecast to decline from 18% to 14% of the total Snohomish County population and then decline further to about 13% of the population by the year 2020 as the "baby bust" generation moves into their middle years.
- Over the next twenty years, the county's 45-64 year old age group is expected to increase significantly, from 22% of the 2000 population to 27% of the 2020 population.
- Elderly Households: Between 1990 and 2000, the number of persons 65 years and older in Snohomish County increased by 26%, slower than the overall population growth rate (30%). Over the next twenty years, the State Office of Financial Management (OFM) forecasts the growth rate of people 65 years or older will increase more than three times as fast as the overall population.
- Cities accommodated a larger share of elderly persons; in the past decade the proportion of the elderly population in cities increased faster than the unincorporated areas' share of the elderly population, a reversal of the trend of the 1980s. Conclusion: housing demand for independent seniors will increase.





- Elderly Person's Housing Accommodations. Compared to elderly persons living in cities, more of the elderly in unincorporated areas lived with family and others and fewer lived alone. During the decade, the proportion of all Snohomish County elderly living in group quarters declined slightly. Conclusion: fewer affordable housing options exist for the elderly.

### Housing

- Nearly 90% of the new units in Snohomish County between 1990 and 2000 were single-family detached and single-family attached units. The rest were in multi-family structures.
- In 2000, cities in Snohomish County contained 47% of the owner-occupied housing units and 69% of the renter-occupied units. This indicates that the more urbanized an area becomes, the greater the percentage of renter-occupied units. Three quarters of rental units were located in cities. Conclusion: There will be increased demand for rental housing in the Lake Stevens area.

### Housing Affordability

- Between 1996 and 2005, housing costs have risen more than twice as fast as wages in Snohomish County.<sup>4</sup>
- The Housing Study concludes that countywide, there is a gap between what housing costs and what people can afford. This gap is greatest for household incomes of 50% below median income (40% fewer homes than need). For households with incomes below 80% median income, the gap is about 20%. According to the Housing Report, a mid-income family, on average in Snohomish County could afford a \$150,000 house, yet in Lake Stevens the median house price is closer to \$190,000. In Lake Stevens only 12.5% of house sales were found to be affordable to low and moderate income households. This ranked fifth lowest in the county and was less than half the County wide average of 26.1%. (This figure has several qualifications in the County housing report, and pertains only to unincorporated Snohomish County). Conclusion: To the extent Lake Stevens has the same demographic characteristics as the balance of Snohomish County, housing demand will be greatest for households in the lower 50-percentile of income.
- In 2000, 44% of households in unincorporated Snohomish County earning under 95% of median income paid more than 30% of their incomes for housing. A majority

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<sup>4</sup> "Price-to-earnings mismatch" The Herald, February 5, 2006



of those in the lower income brackets were renters. Snohomish County Tomorrow's 2001 Growth Monitoring Report found that in Lake Stevens, 97.9% of the rental units were affordable to all but the extremely low income (30% or less of the countywide median household income). Conclusion: The demand in Lake Stevens for affordable rental housing is, for the most part, met except for the extreme low income families.

The County's Housing Study concludes that:

*...unless all jurisdictions' housing strategies are coordinated to address the full range of housing needs, the combined effect of the jurisdictions' housing efforts could result in an oversupply of moderate-income housing compared to a continuing undersupply of extremely low-income and very low-income units.*

This message from the County's Housing Study is consistent with local trends since 2000. Housing strategies that allow the current development trends to continue and which pay particular attention to housing needs of low income Lake Stevens citizens will assist in meeting the community's "Fair Share Housing Allocation" as presented in the County's Comprehensive Plan.

### **Strategies to Achieve Affordable Housing Objectives**

Prior to its recent annexations, the City was approaching build-out status of its residential land status. As of April 2001 the City could support about 726 new dwelling units, which included some large plats underway at the time. For its annexation program, the City of Lake Stevens has assigned land use and designations on its newly incorporated areas that closely approximate County classifications. It is assumed that future development in the City will achieve the housing targets outlined in the Housing Needs Study. Housing need was one of the factors used by Snohomish County in the development of its Buildable Lands analysis and its "Residential Land Use Needs Analysis" (RLUNA). The RLUNA model estimated the amount of urban high, medium and low density-designated residential land needed in an area when developed to support projected population growth while accommodating applicable fair share housing allocations. For this reason, the City feels that its housing and land use strategies are consistent with those identified in the County's Plan.



Table 3-1 - Fair Share of Existing Households with Housing Needs

	Approximations of HUD Income Groups				
	<30%	31%-50%	51%-80%	81%-95%	Total<95%
	<\$15K	\$15K--\$25K	\$25K--\$40K	\$40K--\$50K	<\$50K
Arlington HPA					
Unincorporated	77	68	94	46	285
Lake Stevens HPA					
Unincorporated	914	812	1,117	542	3,385
Marysville HPA					
Unincorporated	1,048	932	1,281	621	3,883
Monroe HPA					
Unincorporated	129	115	158	76	478
NE Rural HPA					
Unincorporated	1,358	1,207	1,660	805	5,031
NW Rural HPA					
Unincorporated	979	870	1,197	580	3,626
Snohomish HPA					
Unincorporated	96	85	117	57	354
SE Rural HPA					
Unincorporated	1,635	1,453	1,998	969	6,056
SW HPA					
Unincorporated	5,613	4,989	6,860	3,326	20,789
Stanwood HPA					
Unincorporated	78	69	95	46	288
Sultan HPA					
Unincorporated	94	84	115	56	348
TOTALS					
	Unincorporated	12,021	10,686	14,693	7,124
	Snohomish County	22,658	20,140	27,693	13,427
					83,918

Note: Distributions among income groups determined by countywide distribution of existing housing need.

Sources: Snohomish County Tomorrow, Fair Share Housing Allocation Technical Paper, Appendix A; and U.S. Census Bureau, 2000, SF3 P52 and QT-P32

This is true for the actual number of units, but does not address specific dwelling unit types in terms of cost and housing affordability issues. These issues are best addressed by encouraging higher densities, planned residential developments, mixed use town center developments and possible density bonuses where new developments contain a certain number of lower income units. All of these mechanisms assist and provides incentives to the developer producing affordable developments. With the City's residential design guidelines, planned residential development review authority, open space and environmental review standards, these types of developments can successfully be integrated into the Lake Stevens community.



### **State Planning Grant to Study Affordable Housing**

The City was awarded a Competitive GMA Planning Grant for the 2007-2009 grant period to conduct a study to identify alternatives and techniques for developing and preserving affordable housing. The *Feasibility Study of Interjurisdictional Affordable Housing Programs Project* is being conducted on behalf of Snohomish County Tomorrow (SCT), Snohomish County Planning and Development Services Department (PDS), and the City of Lake Stevens to benefit the greater Snohomish County community. The SCT Planning Advisory Committee (PAC) Housing Subcommittee includes representatives from the cities of Lake Stevens, Everett, Marysville, Mukilteo, Monroe, Edmonds, and Woodway; Snohomish County PDS and Office of Housing, Homelessness and Community Development; and the Housing Consortium of Everett and Snohomish County. The consultants are Building Changes and the Cedar River Group selected because of their specialties in housing issues from the planning stage through full implementation. The goal of the study is to produce a report with recommendations for a program or programs involving two or more governments, which will lead to the creation and preservation of more affordable housing. The project includes: (1) identification and review of background materials regarding affordable housing needs in Snohomish County; (2) stakeholder interviews; (3) criteria for a successful program; (4) research and evaluation of interjurisdictional program models for affordable housing; and (5) recommendations for a model program and implementation plan.

### **Land Use Strategies**

**Upzoning:** Because lenders typically look for a 3:1 ratio between total housing value and land value, increases in land costs drive up all other housing costs as well. One of the most direct methods of reducing per unit land costs is by reducing minimum lot sizes by rezoning to more intensive use districts. Upzoning should be reviewed carefully however, for several important reasons: first, neighbors have purchased their homes in anticipation of certain zoning around their property. Second, utility and service providers have planned infrastructure using assumptions about how many homes will be in an area. Finally, as mentioned, zoning in the City and County has been planned based on long range population forecasts. Too much upzoning could potentially be challenged as contrary to GMA principles.

**Lot Size Averaging:** The environmental and growth goals of the Plan may require that lot sizes within new subdivision be of varying sizes, to allow buffers and setbacks from critical areas. Lot size averaging allows these variations while ensuring that the total number of new homes does not exceed that called for in the Plan.

**Innovative Housing Options:** Innovative housing encourages diversity in housing choices from the large-lot single family home. They are not meant to replace, but to expand alternative options for a different segment of the population known as the 4 S's:



singles, single-parent households, starter families, and seniors. Many local jurisdictions have adopted innovative development regulations. Smaller homes also create a more sustainable development because fewer construction materials are required, promoting housing affordability, and fewer impervious surfaces are created. These options include attached and detached single family housing types such as cottage housing, small lots, duplexes/triplexes, accessory dwelling units, compact houses, and skinny houses.

**Small Lot Districts and Overlays:** Site specific small lot districts, such as the City's Planned Residential Development or "planned development overlay" districts used by other communities, can provide denser housing, but with design review and controls to better integrate developments into existing neighborhoods

**Infill Housing:** With the advent of urban growth areas in former rural areas and small towns, a trend of "urban in-fill" is emerging. Former large lots inside cities are being subdivided with homes being built in former backyards. The resulting lot meets the new, lower minimum lot area requirements.

**Minimum Densities:** Traditionally, zoning regulations establish maximum land use densities while builders' market-based decisions determine the extent to which maximum permitted densities are actually achieved. In some instances, residential land may be built to the full extent allowed by the zoning. In order to discourage sprawl, reduce the per unit cost of land, and improve the cost-effectiveness of capital finance plans, jurisdictions may require that new plats be designed to achieve minimum densities. In 2006 it is assumed that lands inside Urban Growth Area boundaries will develop at a minimum density of four (4) units to the acre.

**Density Bonus:** Providing density bonuses in exchange for the construction of affordable housing can create the necessary incentive for a developer to provide such housing.

**Inclusionary Zoning:** Inclusionary zoning programs typically require that a percentage of lots in a new subdivision or residential units in a new apartment project are set aside for low cost housing. Density bonuses are often provided to offset the cost of the inclusionary requirement.

**Cluster Subdivisions:** Cluster subdivisions offer a means of keeping housing development costs down by reducing minimum lot sizes and confining development to the most suitable portion of a building site. Cluster housing entails the use of shared driveways and parking areas; reduced, but more usable yard space; and architectural "techniques" to maintain privacy and sense of space. Quality design is key to providing such housing while making it palatable to existing residents and potential buyers.

In addition to providing a means of achieving greater land efficiency, other advantages that cluster subdivisions offer include 1) lower infrastructure development and



maintenance costs by reducing street lengths, sidewalks, and utility lines; 2) lower site grading and drainage costs when natural stormwater drainage features can be retained; and, 3) the preservation of open space, native vegetation, and other natural features for community use and enjoyment. The City currently has a cluster subdivision regulation that allows such developments.

**Planned Residential Development (PRD):** The City also encourages PRDs which offer incentives to projects that integrate mixed-income housing, mixed types of housing (detached, duplex and apartments), and encourage clustering to achieve desired densities while protecting environmentally sensitive areas. PRDs do not directly provide affordable housing, but they do make more efficient use of the limited supply of land and capital facilities so as to keep the costs lower than what otherwise have occurred. The City may consider amendments to its PRD ordinance to strengthen incentives for inclusion of some subsidized or senior housing. It will also review the current five-acre minimum for PRDs and whether that should be reduced.

**Home Office and Home Businesses:** Another innovative housing concept responds to the issue of providing housing options for allowing stay-at-home parents and reducing commute times. It extends the concept of “home occupations” that have long been allowed in local zoning codes, where the homeowner could maintain a business inside the home. Traditional home occupation rules require that all activity occur inside the home with strict limits on signing, appearance, etc. The newer concept would have a more mixed-use appearance where a professional office could occur on a first floor, with a residence occupying the balance of the building.

### **Administrative Procedures**

**Streamlined Approval Processing:** Holding costs are one of the hidden expenses in a housing development budget. They include the variety of costs involved in carrying a project through the development phase, such as insurance, office and staff, equipment, security patrols, landscape maintenance, the financing of land and construction, etc. Shorter approval periods translate into less expensive development costs. Many jurisdictions in Snohomish County are studying or have adopted a permit streamlining model developed by the Economic Development Council. It has proven successful in reducing the processing time for projects while ensuring compliance with development codes.

**Priority Permit Processing:** Priority permit processing can reduce housing costs by minimizing the amount of time and expense involved in permit and approval processing. The more permits that receive priority attention however, the less valuable the incentive may become if the priority waiting line is as long as the normal waiting line. Priority processing is most effective when used selectively, such as an inducement to develop a particular type of housing the market is not currently producing. If priority processing is offered as an incentive to develop low-cost housing, the City should establish a means



of ensuring the housing is actually occupied by persons in need of low-cost housing and the housing remains affordable for an extended period of time.

**Impact Mitigation Payment Deferral:** Jurisdictions can minimize the effect of impact fees on market rate housing by deferring the collection of impact mitigation payments from the permit approval stage of development to either final project approval or occupancy. In Lake Stevens, for instance, school mitigation fees are deferred to the building permit stage, rather than at the platting stage. Deferring the collection of impact fees can reduce the developers finance costs. Fees postponed until occupancy can be paid from project proceeds, rather than funds borrowed at interest. Jurisdictions can secure impact fee deferral agreements with a bank letter of credit or equivalent security that guarantees payment to the named infrastructure development account. Impact mitigation exemptions are not recommended for consideration because of the potential community-wide impacts they can cause.

### **Development Standards**

For projects that provide affordable housing, the City may adopt policies which allow reduced development standards including but not limited to reduced setbacks, street standards, parking, sidewalks and utilities. The City has not adopted such policy, and should not do so unless and until a comprehensive strategy for addressing affordable housing is developed. The City already allows some reductions for cluster subdivisions and PRD's.

#### **Lower Cost Housing Types**

**Shared Housing:** With the steady trend of larger houses for fewer people, there is greater opportunity for shared housing arrangements, whereby non-related persons live together and share the housing costs. Two examples of shared housing that is allowed by Title 14 includes allowing non-related persons (roommates) to live together as a single housekeeping unit and it allows a homeowner to rent out one or two rooms in their house. Shared housing could also include related persons living together such as grandparents living with their married children and grandchildren. This type of shared housing is not currently allowed by Title 14, but due to the influx of people from other countries where this type of shared housing is common, the City may want to consider code amendments.

**Accessory Dwelling Units:** Accessory dwelling units offer a means of providing low-cost rental opportunities while maintaining the look and scale of the neighborhood. Accessory dwelling units are independent, self-contained living units that are created out of surplus space in existing single-family homes. In addition to providing comparatively inexpensive rental housing, accessory units offer homeowners a stream of rental income (*The Right Size Home*, The Housing Partnership). Like shared housing



arrangements, accessory dwellings encourage more efficient use of existing housing stock and existing infrastructure.

**Cottage Housing Developments (CHD):** Cottage housing developments have been proposed as one means of providing smaller and less expensive detached housing in single family neighborhoods. CHD's would allow the construction of more than one single family unit on an existing single family lot when strict design standards and special review processes have been met.

**Co-Op Housing:** There have been suggestions that “co-op” housing be permitted in areas of Lake Stevens. This concept allows cluster housing around joint community centers and is intended to promote a close “communal” type relationship among the participating homeowners. Taken from a European model it has been raised as a topic for possible discussion by some citizens of Lake Stevens.

**Mixed-Use Development:** Mixed-use developments integrate various land uses into a single development or district, such as office, commercial and residential buildings grouped together in a single building or around a single site. Mixed-use developments may offer more acceptable sites for higher density housing than established single-family neighborhoods. Mixed-use developments situated along public transportation routes can help reduce dependency on private vehicles, provide housing opportunities for persons who require public transportation and may, in some circumstances, produce an income stream from commercial rents that help subsidize low-cost housing. The mixed use concept is being discussed by the City as it moves forward with its Town Center plans for Downtown, Frontier Village and South Lake.

**Mobile/Manufactured Housing:** Manufactured (mobile and modular) housing provides an established record of successfully addressing affordable housing needs. Mobile and modular homes are distinguished by the type of construction. Both are factory built. Modular homes, however, are constructed to Uniform Building Code (UBC) standards. Mobile homes are subject to different standards, and are inspected by the State Department of Labor and Industries for ensuring those standards are met. Typically modular homes locate throughout the community, while mobile homes are still restricted to mobile home parks because of their higher density, private road systems, single management, etc.

**Cluster Housing:** Cluster housing is an architectural/design technique used in urban settings to obtain high density single-family units on small lots.

### **Housing Production & Preservation Programs**

**Housing Preservation:** Existing housing often provides the best source of affordable housing. As such, preservation and enhancement of the existing stock must be a key element in a program for assuring affordable housing.



**Public Housing Authority:** While the City has not created its own housing authority, the Snohomish County Housing Authority, created pursuant to the enactment of the Housing Authorities Law in 1939 provides housing assistance within the City limits.

The housing authority is able to underwrite the cost of low-income housing development by a variety of means, including eligibility to administer HUD housing assistance programs and payment contracts, exemption from property taxes on housing authority facilities, and authority to issue tax-exempt bonds and low interest bond anticipation notes. Under state statute, bonds and other obligations of a housing authority are neither a debt of its respective city nor are cities liable for housing authority obligations.

**Public Development Authority (PDA):** Jurisdictions interested in coordinating their initiatives in the areas of economic development, community revitalization, and low income housing may consider creating a public development authority (PDA) to achieve these ends. Under RCW 35.21.730-757, PDAs may be created by cities or towns to "improve general living conditions in the urban areas of the state" and "to perform all manner and type of community services."

PDAs may exercise many of the powers of housing authorities, such as own and sell property, contract for services, loan and borrow funds, and to issue bonds and other debt instruments. Any property owned or operated by a PDA that is used primarily for low income housing receives the same exemption from taxation as the municipality that created it. By statute, all PDA liabilities must be satisfied exclusively from PDA assets and PDA creditors are denied any right of action against the municipality that created it.

**Public and Nonprofit Housing Developers:** A less direct mode of involvement may be to establish cooperative arrangements with public or nonprofit housing developers to ensure adequate levels of low income or special needs housing is available in the community. In addition to the Everett and County housing authorities, there are ranges of practical housing development experiences that extend from the production of homeless shelters to special needs housing to low-rent senior housing and first-time home buyer programs.

The City may encourage the production of these types of housing by committing land use incentives, modified development standards, surplus land, or financial resources to housing authority or nonprofit sponsored projects targeted for their jurisdiction.

**Market Housing:** By far, private market housing provides the greatest number of dwelling units. The trends in new home prices have consistently demonstrated that the market housing more often than not is not attainable to many households. There is probably some legitimacy to the "trickle down" theory that while new homes are not affordable to many, those that move into them are likely to vacate a more affordable dwelling, therefore putting it on the market.



## **GOALS AND POLICIES**

### **GOAL 3.1 SUPPORT THE NEED FOR A VARIETY OF HOUSING TYPES AND DENSITIES, AND THE NEED FOR AFFORDABLE HOUSING THROUGH REGULATIONS AND CAPITAL INVESTMENTS.**

#### Policies

- 3.1.1 Revise the zoning ordinance to ensure that various types and densities of housing are permitted in appropriate places throughout the City.
- 3.1.2 Undertake actions, such as revising the zoning map, to promote residential development at a density that will allow pedestrian access to commercial areas, employment, public transportation routes, schools, and park or recreational areas.
- 3.1.3 Consider revisions to the Planned Residential Development regulations to have them treated as an overlay, allowing them by-right provided that they meet the criteria specified in the Zoning Code.
- 3.1.4 Consider reducing the five-acre minimum land area for Planned Residential Development applications.
- 3.1.5 Adopt land use and zoning in newly annexed areas that is comparable to the pre-annexation zoning in unincorporated Snohomish County.
- 3.1.6 Permit innovative housing options as infill with specific design considerations to ensure it is compatible with the expected future development of the neighborhood.
- 3.1.7 Adopt innovative housing codes to encourage small-sized housing. Codes should be more prescriptive to begin with and can be relaxed for more flexibility as experience dictates.
- 3.1.8 Allow flexibility in setback, lot coverage and unit size standards in return for exemplary design and neighborhood amenities.

### **GOAL 3.2 ENCOURAGE THE NEW DEVELOPMENT OF MULTI-FAMILY HOUSING AND SMALL SINGLE FAMILY UNITS IN A MANNER THAT IS COMPATIBLE WITH EXISTING NEIGHBORHOODS.**



**Policies**

- 3.2.1 Provide for accessory units in residential zones for low to moderate income, small family, single person, or seasonal occupant, as long as the unit maintains the appropriate residential character and quality living environment.
- 3.2.2 Encourage the distribution of various housing types equitably throughout the City to provide for a wide variety of neighborhood settings, and to avoid undue concentration in single neighborhoods.

**GOAL 3.3 INCREASE THE OPPORTUNITY FOR ALL RESIDENTS TO PURCHASE OR RENT AFFORDABLE, SAFE, AND SANITARY HOUSING.**

**Policies**

- 3.3.1 The Planning Commission should review state and federal housing programs and make recommendations to City Council regarding future grant applications.
- 3.3.2 Coordinate with willing neighborhood-based groups or other volunteer organizations to promote rehabilitation and community revitalization efforts.
- 3.3.3 Review the appropriateness of innovative techniques for providing affordable housing, including a housing trust fund, exclusionary zoning, building code improvements and design standards, impact fee waivers, density bonuses, fast track processing, or area-wide housing authority.
- 3.3.4 Increase the opportunities for current and future residents with special housing needs. While it cannot meet these needs immediately, clarifying the responsibilities of various public and private agents is an important step towards meeting these needs. The City will carefully examine the needs of the current residents, in order to direct new housing development, rehabilitated housing, and assisted housing to where it is most needed.
- 3.3.5 Review, and amend as necessary, the zoning code so that different classes of group homes are permitted in appropriate residential neighborhoods, and that no residential neighborhoods be closed to such facilities.



**GOAL 3.4 TO ADDRESS THE NEEDS OF THE ELDERLY, A PORTION OF THE RESIDENTIAL LAND SHOULD BE ZONED FOR HIGH DENSITIES TO ENCOURAGE THE PROVISION OF COMPACT HOUSING TYPES (CLUSTER, TOWNHOUSE, APARTMENT, OR CONDOMINIUMS) AND PLANNED RESIDENTIAL DEVELOPMENTS (PRDs).**

**Policies**

- 3.4.1 Support the development of housing for the elderly, handicapped, or other special-needs populations through the allowance of PRDs, mixed-use housing, group housing, and other measures in appropriate areas.
- 3.4.2 In siting development for the elderly, review the proximity to shopping, hospitals, public transportation routes, retail and service centers, and parks.

**GOAL 3.5 STRIVE TO PROVIDE A DEVELOPMENT PATTERN WHICH PROMOTES PEDESTRIAN ACTIVITIES, A SENSE OF COMMUNITY AND SAFETY. STRIVE TO PROVIDE HOUSING IN GOOD CONDITION, WITH HIGH QUALITY DESIGNS, PROTECTIONS FROM NOISE, ODORS, AND OTHER ENVIRONMENTAL STRESSES.**

**Policies**

- 3.5.1 Revise and adopt Development Design Guidelines which ensure a conscientious vision for the community.
- 3.5.2 Continue the primary role in the conservation of housing through public investment in the infrastructure servicing the area (storm drainage, street paving, and recreation) and zoning to prevent incompatible land uses and depreciation of property values.
- 3.5.3 The zoning ordinance will be reviewed to establish zoning classifications for manufactured home parks and mobile home subdivisions as part of the overall program to bring the land development regulations into consistency with the Comprehensive Plan. The Land Use Element shows density ranges into which these manufactured homes, parks and subdivisions would fall.

**GOAL 3.6 STREAMLINE AND SHORTEN PERMIT PROCESSING WHERE AND WHEN EVER POSSIBLE.**

**Policies**

- 3.6.1 Implement streamlined approval processing procedures, such as centralized counter services, continuing pre-application conferences, printed information summarizing building permit and approval requirements, area-wide environmental assessments, reducing the number of residential zoning districts, reducing complicated administrative procedures, concurrent permit and



approval processing, fast-tracking routine applications, keeping permit and approval deadlines, and elimination of multiple hearings for a single project.

**GOAL 3.7 PROMOTE MEASURES THAT WILL PROLONG THE USEFUL LIFE OF STRUCTURES.****Policies**

- 3.7.1 Implement an active code enforcement program to catch problems early and avoid extensive deterioration of housing units.
- 3.7.2 Continue to implement code enforcement programs and motivate owners to repair and improve maintenance of their structures.
- 3.7.3 Promote public and private sources of home improvement grants and loans for housing repair needs.
- 3.7.4 Weatherization of housing units should be encouraged and information disseminated regarding assistance available from the electric and gas utility companies, charitable organizations, and public agencies.

**GOAL 3.8 ENSURE THAT THE CITY CONTINUES TO MOVE IN A POSITIVE DIRECTION IN PROVIDING AFFORDABLE HOUSING OPPORTUNITIES TO ALL ECONOMIC SEGMENTS OF THE POPULATION.****Policies**

- 3.8.1 Implement a monitoring strategy that will assist the City Council in determining if the policies as adopted herein are meeting the affordable housing needs of the citizens of the City.
- 3.8.2 Use Snohomish County's monitoring strategy to obtain needed information on whether the City is providing jobs at wages that will allow citizens to live and work in the same City and improve the ability of families to obtain housing at market rates.



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## **Chapter 7: Utilities and Public Service and Facilities Element**







# **CHAPTER 7: UTILITIES AND PUBLIC SERVICES AND FACILITIES ELEMENT**



## **INTRODUCTION**

This element has been developed to address utility and public services in the City of Lake Stevens. It specifically considers the general location, proposed location, and capacity of all existing and proposed utilities and public facilities, including public structures and utility lines. It also discusses levels of services for current and future residents and businesses. The discussion in this section is related to other Plan elements including Parks, Transportation and Capital Financing.

Much of the planning for utilities in the UGA is the responsibility of the various service providers. The City and utility' plans are often interrelated, as the utilities provide service to the City, and activities in the City affect the demands upon the utilities.

The City cooperates with other cities and service providers in the joint delivery of services. For example, Lake Stevens currently provides service as the interim police chief for Granite Falls. It is coordinating its street asphalt overlay program with Snohomish County at a potential saving to both. The City is open to all opportunities to coordinate and cooperate with neighboring service providers.

In its Vision Goals, the City asserts its interest in areas outside the UGA where it is possible that future UGA expansions could occur. Utility and service planning requires that the City be involved in these areas' planning and decision making, both to comment on future service impacts and to do its own service planning.

The Planned Action EIS documents for the 20<sup>th</sup> Street SE Corridor and Lake Stevens Center subarea plans included updated information on utilities and public services and facilities. The City met with service and utility providers to determine the availability of service for future development within the subareas. The EIS documents provide details for each subarea plan including mitigation measures, if required. This Element will be entirely updated in 2015 as part of the 10-Year Comprehensive Plan Update.



## **Chapter 7 – Utilities and Public Services and Facilities Element**

### **Federal and State Utility Laws/Regulations**

#### **Washington Administrative Code (WAC) and Washington Utilities and Transportation Commission**

Utilities and transportation are regulated by the Washington Utilities and Transportation Commission (WUTC). The WUTC is empowered to regulate utilities such as electrical, gas, irrigation, telecommunication, and water companies. The WUTC has jurisdiction over rates and charges, services, facilities and practices of utilities. Any change in customer charges or service provision policy requires WUTC approval. The WUTC also requires gas providers to demonstrate that existing rate payers will not subsidize new customers. Thus, historically gas main extensions have not been planned in advance but have been initiated only when there is sufficient customer demand.

#### **Local Government**

The City of Lake Stevens has a Mayor/Council form of government with an elected Mayor and a City Administrator who reports directly to the Mayor. The City's organizational structure has supervisors heading up five departments: Administration, Finance, Police, Public Works, Planning and Community Development, and Fire Marshal. In addition there are contract employees providing legal, engineering, hearing examiner, and other administrative services.

The City provides the majority of municipal services, including governance, administration, planning and community development, building permits, public works and projects, governmental financing, grant development and management, fire inspection, legal, and police services. Planning and provision of other services and utilities in the UGA is the responsibility of special purpose districts and utility providers. The City coordinates its land use planning efforts with the various utility providers and encourages those providers to use the City's Land Use Element and the County's Urban Growth Area Plan in planning future facilities.

Services provided jointly by the City and special purpose districts include portions of drainage and sewer services. Services provided directly by special purpose districts include health, school, fire, power, judicial, and library services. Lake Stevens Fire and Lake Stevens Sewer District are both City partners. All municipal operations are housed in a 2,400 square foot City Hall, except the Public Works operations, which is housed in a 1,800 square foot operations building and an 8,000 square foot maintenance and equipment yard.

The City cooperates with other cities and service providers in the joint planning and delivery of services within its UGA based on adopted levels of service and concurrency requirements. The Comprehensive Plan provides policy guidance on how utilities and services shall be planned and provided.



## **Chapter 7 – Utilities and Public Services and Facilities Element**

As stated in its Vision Goals, the City asserts its interest in areas outside of the UGA where future UGA expansions could occur, i.e., the RUTA. Utility and service planning requires that the City be involved in the planning and decisionmaking of these areas both to comment on future service impacts and to do its own service planning.

### **Police Services**

The City of Lake Stevens Police Department currently provides a variety of services to its citizens. These services include marine and road patrol, crime and accident investigation, traffic and City code enforcement, crime prevention, safety talks at City schools, records and evidence keeping, and animal control. The Department also contracts some of its services, including dispatch, jail, and vehicle maintenance. From January 1, 2005, to December 31, 2005, the Police Department responded to a total of 13,047 incidents. The average response time for the Department is less than 2 minutes for emergency calls and less than 4 minutes for all other calls.

### **Sewer Service**

Sewer treatment for the Lake Stevens UGA is provided by the Lake Stevens Sewer District, the entire boundary of which is shown in Figure 7.1. As of May, 2005 the City and District formally cooperate as a “Unified Sewer System” (USS). The two agencies operate under an interlocal agreement under which the District will provide, maintain and operate sewer facilities throughout the Lake Stevens UGA. It is assumed that the City could take complete ownership of District operations by 2025, if mutually beneficial.

The City contracts with the District for collection and treatment of all raw sewage. Secondary treatment is provided at the Ebey Slough plant. Construction for the new Sunnyside Wastewater Treatment Plant has been completed and is fully operational. It is located on a 14-acre site next to SR204. Compared with the District's existing facility next to Ebey Slough, the Sunnyside WWTP has greater capacity, contains more modern technology, should be more reliable, more environmentally friendly, and be better designed.

The new plant is necessary to handle the increased population and commercial growth in the District. It also will keep the District in compliance with State and Federal requirements. It was actually less expensive to build a new plant than to expand the old one, which is located in a flood plain. The Ebey Slough facility will be retained as a pump station.

Maintenance and operation of the City's sewer system is the responsibility of the Public Works Department; however, the interlocal agreement currently states the District will maintain and operate sewer facilities throughout the UGA. The system includes a network of trunk and collector lines, a flow telemetry system, manholes, and pump/lift stations.

## Chapter 7 – Utilities and Public Services and Facilities Element

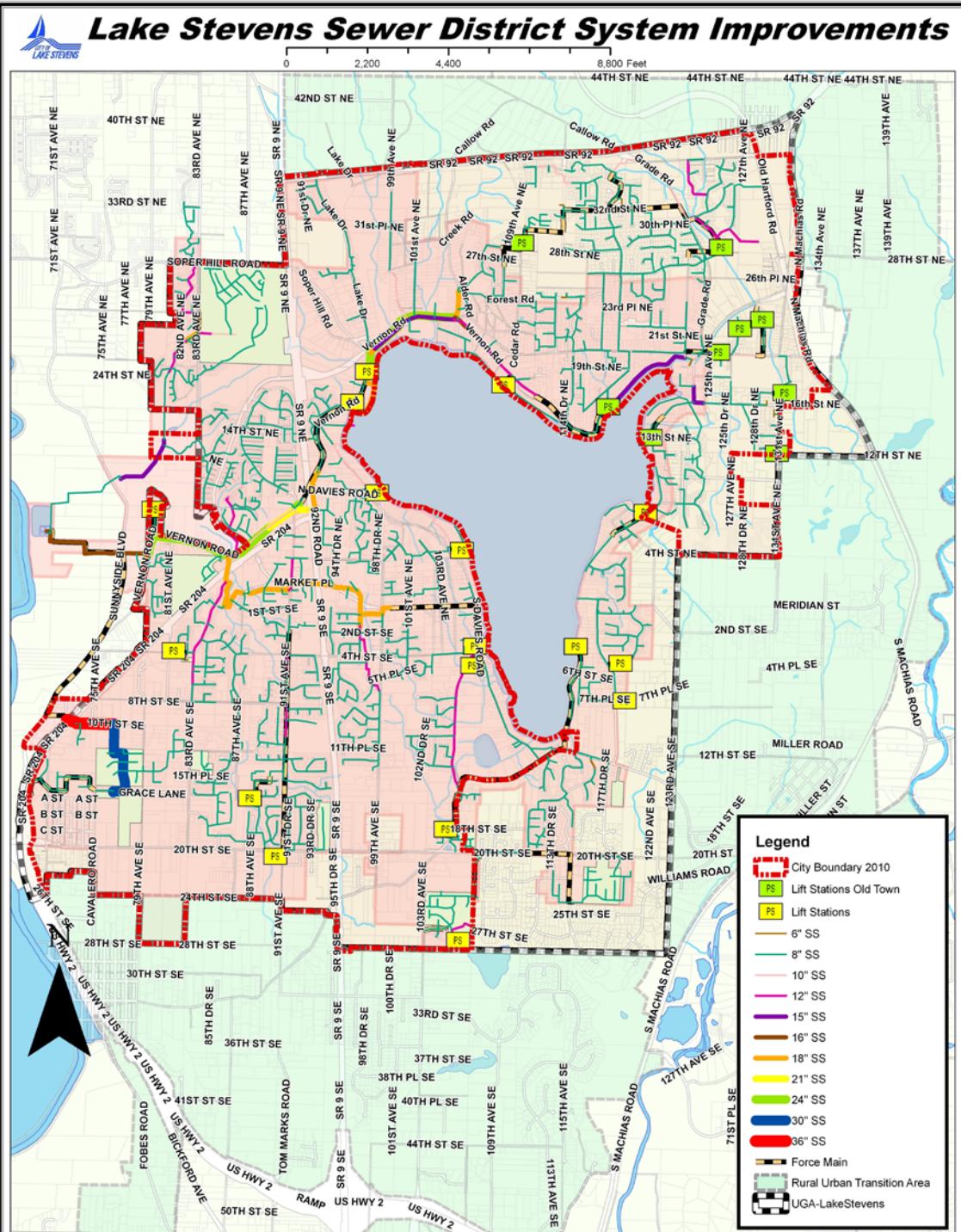


Figure 7.1 - Lake Stevens Sewer District System Improvements Map

Figure 7.1 - Lake Stevens Sewer District System Improvements Map



## ***Chapter 7 – Utilities and Public Services and Facilities Element***

This Plan asserts a goal of eliminating all septic systems over time as the sewer system and the City Limits expand. New developments, re-built structures, new industrial development in the Hartford Road and other non-residential areas would all be required to provide sewers to the extent the existing system is within 200 feet of the affected property. This may take time; but the need for the expanded and growing city to eventually become fully served is significant.

Additionally, the City and the Lake Stevens Sewer District do joint capital facilities planning to benefit the community and its economic development.

### **Drainage**

The City of Lake Stevens provides drainage services to Lake Stevens' shoreline area. The city assumed the responsibilities of Drainage Improvement District #8 upon the effective date of the Frontier Village Annexation in December 2006. The City is responsible for controlling the level of the lake as well as maintenance of those drainage facilities which have been dedicated to it. The City participates in special projects and activities aimed at flood prevention/control, lake restoration, and water quality enhancement. (Figure 7-2 was deleted as part of the 2007 docket cycle.)

Many smaller facilities, e.g., ditches and detention ponds through plats, etc., are still the responsibility of the individual property owners, a homeowner's association, or Snohomish County. As new projects are approved by the City, they are required to meet the requirements of the Department of Ecology (DOE) stormwater manual and to adopt Joint Maintenance agreements with homeowner associations. The City also has the ability to require surety or maintenance bonds to ensure the proper functioning of these systems.

NPDES Phase II Stormwater. In January of 2007, the Washington State Department of Ecology (Ecology) issued two new "NPDES Phase II" municipal stormwater permits that affect many cities in Washington. These permits were issued under the authority delegated to Ecology to implement requirements of the Federal Clean Water Act. The stormwater permits cover municipal storm sewer systems that discharge to surface waters, which are not part of a combined sewer system. The permit's requirements phase in over the next five years and will be challenging and costly to implement.

### **Lake Stevens Fire District**

Lake Stevens Fire serves an area of about 46 square miles (Figure 7-3). To the City it provides fire prevention services, a half-time fire marshal, and emergency medical services (EMS). The District has three fire stations:

- Station 81 (12409 21st Street NE, Lake Stevens 98258)
- Station 82 (9811 Chapel Hill Road, Lake Stevens 98258)
- Station 83 (13717 Division Street, Snohomish 98290)

## Chapter 7 – Utilities and Public Services and Facilities Element

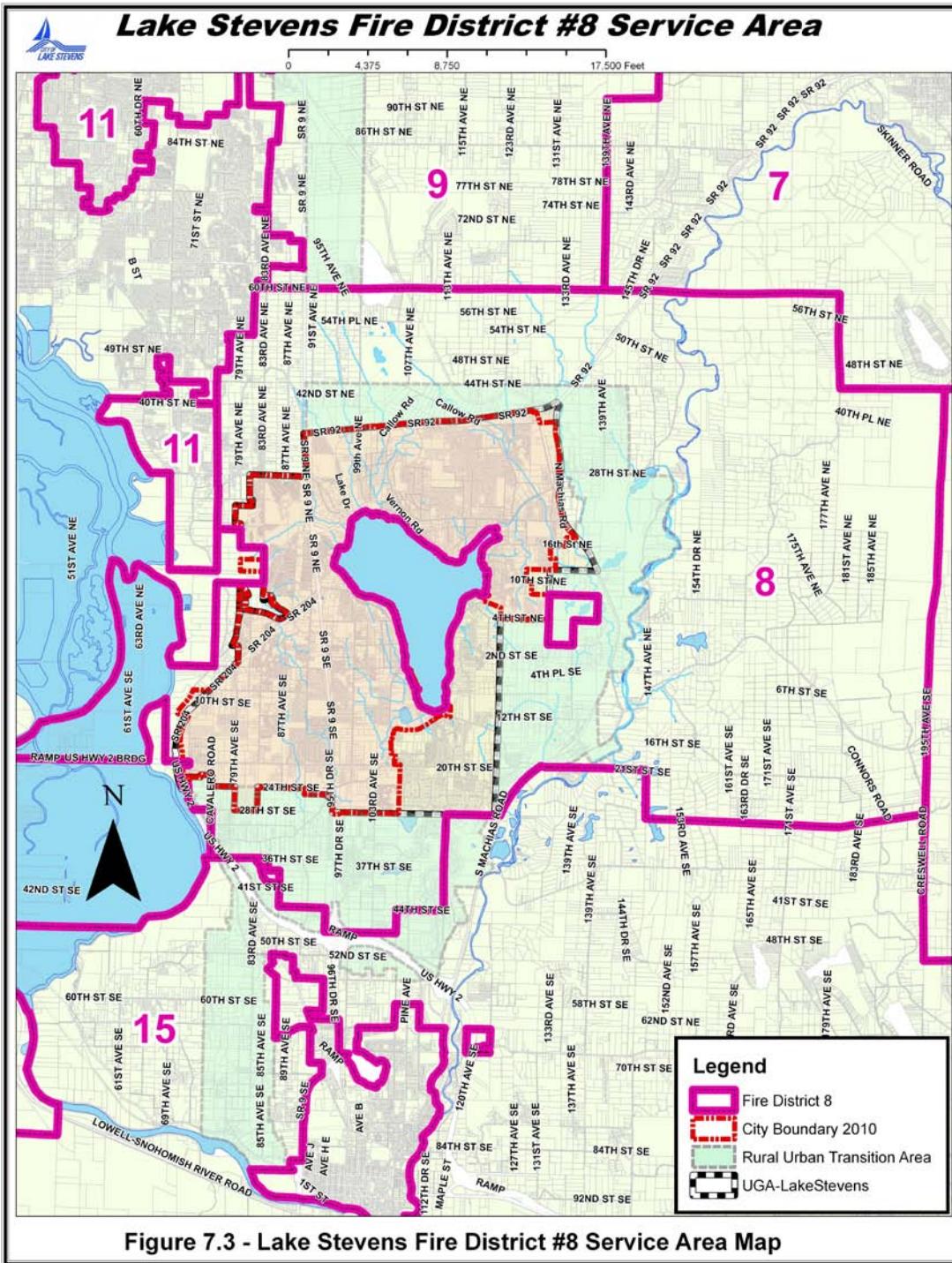


Figure 7.3 – Lake Stevens Fire District #8 Service Area

## Chapter 7 – Utilities and Public Services and Facilities Element



In 2009, Lake Stevens Fire moved their Administration Office to the intersection of South Lake Stevens Road and 20<sup>th</sup> Street SE. The property also includes a Conference Center available for rental by the public.

Lake Stevens Fire is a partner with the City. The City has adopted by reference the Lake Stevens Fire Capital Facilities Plan.



### School Districts

**Lake Stevens School District.** The Lake Stevens School District covers approximately 37 square miles, roughly following the boundaries of the Urban Growth Area (see Figure 7.4). The District includes most of the Lake Stevens urban growth area, as well as areas outside the UGA and a small portion of the City of Marysville. The Snohomish School District covers the southeast corner of the Lake Stevens urban growth area approximately south of 4<sup>th</sup> Street NE and east of 115<sup>th</sup> Avenue SE. No Snohomish School District schools are located within the Lake Stevens urban growth area.

Within the Lake Stevens School District there are six elementary schools grades K-5 (Mt. Pilchuck, Hillcrest, Sunnycrest, Glenwood, Highland and Skyline), two middle schools grades 6-7 (Lake Stevens and North Lake), one mid-high school grades 8-9 (Cavelero), one high school grades 10-12 (Lake Stevens), and one alternative high school serving grades 9-12 (PROVE) and an alternative K-12 school (HomeLink). It also owns approximately 76 acres of vacant land.



The Lake Stevens School District has experienced steady upward growth in enrollment for the past three decades. In 1973 total enrollment was about 2,800. Between October 2000 and October 2006, student enrollment increased over 24 percent of the total student growth experienced in Snohomish County and second highest in Snohomish County.

The October 1, 2011 enrollment was 8,051 students, increasing 3.4 percent over 2009. Average annual growth between 1994 and 2005 was approximately 4.5 percent, more than double the countywide average of 1.71 percent per year. Since 1992, the Lake Stevens School District has been, and is projected to continue to be, one of the fastest growing districts in Snohomish County based on the Office of Financial Management-based population forecast. Enrollment by 2017 is projected to be 8,777 and by 2025 is projected to be 10,455.

## Chapter 7 – Utilities and Public Services and Facilities Element

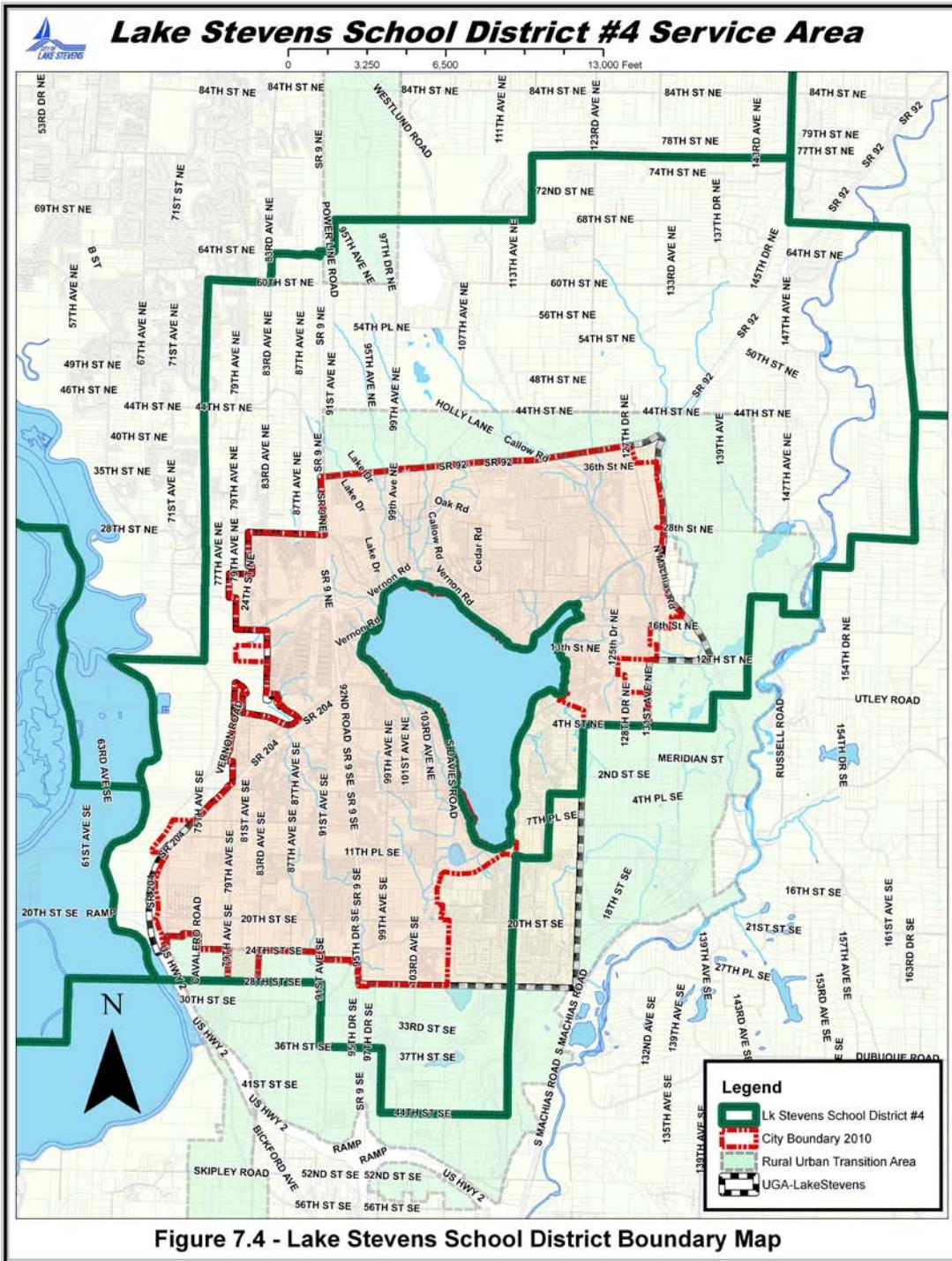


Figure 7.4 - Lake Stevens School District Boundary



## ***Chapter 7 – Utilities and Public Services and Facilities Element***

The City has adopted by reference the current Lake Stevens School District No. 4 Capital Facilities Plan. This Plan provides the basis for charging GMA based impact fees, as implemented in the City's Land Use Code. The District participates in the school impact mitigation fee program and issues an updated Capital Facilities Plan every two years. The City applies a discount to the calculated rate as do most other cities in the County. The current discounted fee in the 2012-2017 CFP is \$4,692 for single family homes and \$2,915 for multi-family construction units. If the discount was not adopted, the school district would collect \$9,383 per single family units and \$5,830 for multi-family units.

**Snohomish School District**. The Snohomish School District covers a small corner of the southeastern portion of the Urban Growth Area, and serves residents south of the Lake Stevens School District. The Capital Facilities Plan will not be adopted by reference or the details included in the Comprehensive Plan until the area served by the District is annexed into the City.

### **Snohomish County Health District**

The City contracts with the Snohomish County Health District for public health services. The most common task the District performs in the Lake Stevens area is approving septic systems. Other responsibilities include food service inspections and issuing state permits for certain (potentially noxious) activities (e.g., septic sludge recycling, soil processing, etc.).

### **Solid Waste**

Solid waste service within the City is provided by the City, contracting with Waste Management Northwest, Incorporated. Solid waste service is contracted out for a three year period. Recycling is provided by East Snohomish County Association of Recycling Cities (ESCARC), contracting with Fiber International. ESCARC consists of Monroe, Snohomish, Lake Stevens, Sultan, Granite Falls and Gold Bar. These cities pooled their resources to provide the capital facilities for lower cost recycling. The City receives curbside service from Bill's Disposal service which is a division of Fiber International.

### **Natural Gas**

Natural gas service is provided by Puget Sound Energy (PSE) through a City franchise. PSE is the largest natural gas company in Washington serving approximately 400,000 customers in five counties and sixty-four cities. It is a demand-driven utility, meaning that no service is initiated until requested by a specific customer. As natural gas is a competitive energy source, it can be assumed that the demand for it will continue to grow, particularly if substantial savings over other fuels can be effectively demonstrated (Acme, 1993).



## Chapter 7 – Utilities and Public Services and Facilities Element

The U.S. Department of Energy estimates a 60-year supply of conventional natural gas reserves exists. Unconventional reserves requiring advanced technology are estimated at a 150-200 year supply. (Figure 7-5 was deleted as part of the 2007 docket cycle.)

### Electrical Utilities

The City of Lake Stevens is served by the Public Utilities District No. 1 (PUD), which obtains approximately 80% of its power from Bonneville Power Administration (BPA). The remaining power is supplied from the PUD Jackson Hydro Project and joint ownership of the Centralia Coal Plant.

The PUD uses a 115,000 volt transmission system to distribute electricity from three major BPA delivery points in Snohomish County to distribution substations. These substations transform the transmission voltage to 12,500 volt distribution voltage.

PUD electrical facilities of less than 55,000 volts (55 kV) are referred to as distribution facilities. Facilities of more than 55,000 volts (55 kV) are referred to as transmission facilities. There is a substation "distribution" facility located just outside the city limits, however, this area is not within the urban growth area nor is it likely that it will be considered for inclusion into the UGA for at least ten years. The City is fully served by this substation with distribution lines that extend service to all residential, commercial, and public customers. There are no major facilities located within the City, only service lines. According to the PUD, there is ample capacity to meet existing demand for both the incorporated city limits as well as the UGA.

### Water Utilities

Except for a few homes on wells, water service is provided by the Snohomish County Public Utilities District No. 1 (PUD). The City of Lake Stevens is served by PUD's Lake Stevens water system. This system is bounded on the west by Ebey Slough and the Snohomish River, on the north by Sunnyside and Marysville, on the east by Burlington Northern Railroad and extends just south of Hewitt Avenue. It includes Everett's #2 and #3 transmission lines from Spada Lake, a "main" transmission/distribution line approximately parallel to 91st Avenue, and many smaller distribution lines. Walker Hill reservoir (2.0 MG capacity) and Hillcrest Reservoir (0.3 MG capacity) serve both the City and the UGA. The distribution system within the City is shown in Figure 7.6. PUD also has an emergency aquifer and wells, a portion of which is found in the northeast corner of the City. The following is an overview of the Lake Stevens' system and its major facilities, as described in their *Final Water System Plan, June 2011*:

**Source** -- Three connections to the City of Everett's Transmission Pipeline Nos. 2 and 3 provide the area's primary water supply. Two wells are used as an emergency standby source.

## Chapter 7 – Utilities and Public Services and Facilities Element

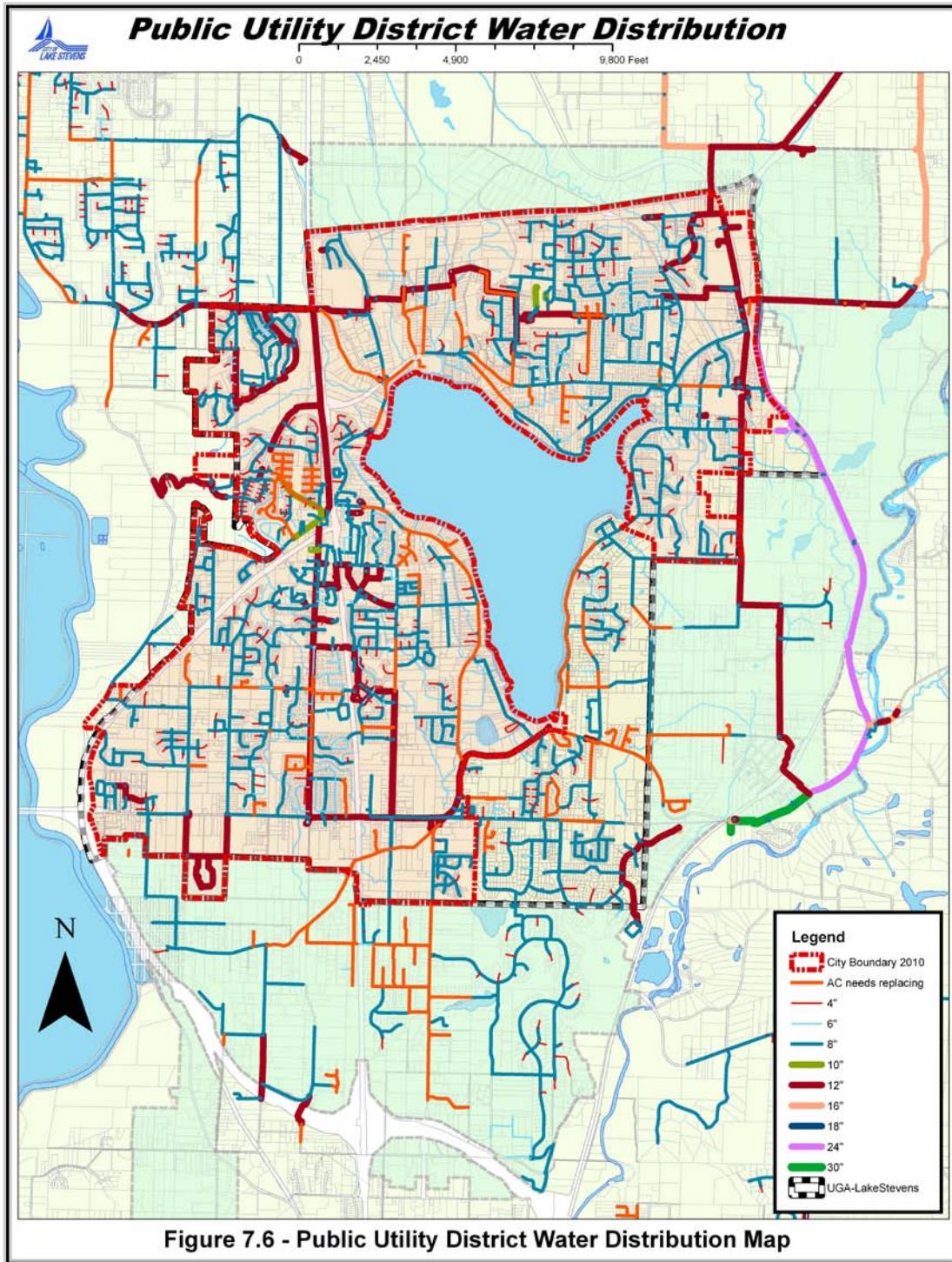


Figure 7.6 – Public Utility District Water Distribution



## **Chapter 7 – Utilities and Public Services and Facilities Element**

**Storage** -- Currently there are two reservoirs used in the System. They are Walker Hill and Hillcrest Reservoirs. Their combined capacity is 10 MG.

**Transmission and Distribution Pipelines** -- Pipeline sizes range from 3/4 to 40 inches and materials include cast iron, asbestos cement, ductile iron, galvanized, and steel.

**Booster Pump Stations** -- At the higher elevations, additional pressure is provided by two booster pump stations located in the Walker Hill and Hillcrest areas.

**Pressure Reducing Stations** -- There are six pressure reducing stations installed throughout the System to help regulate pressure and define the separate pressure zones. There are seven pressure zones which provide reasonable pressure to all consumers.

## **FUTURE NEEDS**

### **City Personnel**

Future staffing levels are directly related to the degree to which annexations occur. With the present size of the City, existing 2001 staffing levels are found generally to be adequate. If and when annexations occur, staffing levels will need to be re-evaluated.

### **Sewer**

In May of 2005, the District and City of Lake Stevens entered into an agreement entitled "Unified Sewer Services and Annexation Agreement." This agreement essentially conveys all of the City's sewer system, including equipment to operate and maintain the system, to the District for operation and management. The agreement also lays the groundwork for the eventual assumption of the District, including the new wastewater treatment plant, by the City in the future.

On October 24, 2007, the Lake Stevens Sewer District adopted a new Sanitary Sewer Comprehensive Plan. In 2010, the Lake Stevens Sewer District adopted Amendment No. 1-2010 to the 2007 Sanitary Sewer Comprehensive Plan. Table 7-1 is the Capital Improvements Project Summary for the Lake Stevens Sewer District. The summary includes areas within the existing City and in the UGA. The District boundaries also include most of the rural urban transition area around the Lake Stevens UGA. Figure 7.7 shows the location of the projects in the summary. (Tables 7-2 and 7-3 were removed during the 2007 docket cycle.)



## **Chapter 7 – Utilities and Public Services and Facilities Element**

Due to the new agreement, the City and the District are partners in operating and managing the sewer system within the City of Lake Stevens. Thus, the City is adopting the Lake Stevens Sewer District Sanitary Sewer Comprehensive Plan and Amendment No. 1-2010 as Appendix D of the City of Lake Stevens Comprehensive Plan.

During the environmental impact process for the 20<sup>th</sup> Street SE Corridor and Lake Stevens Center subarea plans, the City and District reviewed projects required for development of the two subareas. Most of the projects are included in the District's Sewer Comprehensive Plan as a capital improvement project and listed in Table 7-1. A few projects are not currently included in the District's CIP, but will be required at some point in development of the subareas over the next 20 years. The Subareas Capital Facilities Plan and Lake Stevens Sewer District Capital Facilities Plan identify sewer system capital improvements required within the Lake Stevens Center Subarea and 20<sup>th</sup> Street SE Corridor Subarea over the next 20 years.

### **Drainage**

The City has numerous older developments that were approved to rural standards. Storm detention/retention was not a concern at that time and storm drainage facilities were not required. While new projects have provided facilities to urban standards, the older developments continually impact neighborhoods, streets, and the lake by dumping runoff that is unchanneled and unfiltered. To control stormwater and to remedy problems due to cumulative impacts from development, the City should pursue development of a master drainage plan that would provide for "regional" detention facilities where water may be channeled, collected and biofiltered. Table 7.4 provides a list of the components for this type of plan and a corresponding cost estimate.

### **Solid Waste**

Snohomish County Solid Waste Division estimates that current landfill capacity should last for at least the next 20 years. However, we've only bought some time, and put off a problem that eventually needs to be dealt with. It is only prudent to do what can be done.



## Chapter 7 – Utilities and Public Services and Facilities Element

**Table 7-1 Lake Stevens Sewer District – 2007 Comprehensive Plan and  
Amendment 1-2010  
Capital Improvement Project Summary**

Capital Improvement Project	ID	Proposed Funding Source	Estimated Completion	Est. Cost Construction (\$1,000)	Est. District Contribution (\$1,000)
<b>Wastewater Treatment Facility (WWTF)</b>					
Vernon Road Diversion	VRD-A	Capital	2009	In WWTF	
	VRD-B	Capital	2011	In WWTF	
WWTF Construction - Phase I	WWTF	Capital	2012	\$ 120,000	\$ 120,000
Lift Station No. 20 (Sunnyside)	LS 20	Capital	2012	In WWTF	
WWTF Phase II-A	WWTF-IIA	Capital	2013	\$ 3,800	\$ 3,800
WWTF Phase II-B	WWTF-IIB	Capital	2020	\$ 1,400	\$ 1,400
WWTF Phase III	WWTF-III	Capital	2024	\$ 26,300	\$ 26,300
<b>Conveyance System 6-Year Plan</b>					
Southwest Interceptor Phase II	G1-B	Capital	2012	\$ 1,400	\$ 1,400
LS 1C Upgrade & LS 6 Derating	E1-A	Capital	2014	\$ 260	\$ 260
LS 2C Interim Upgrade	E2-A	Capital	2015	\$ 710	\$ 710
Comprehensive Plan Update	Comp	Capital	2015	\$ 180	\$ 180
New Gravity Line - Industrial Area	D6-A	Capital	2016	\$ 290	\$ 290
<b>Conveyance System 10-Year Plan</b>					
Infiltration & Inflow Study	I/I	Capital	2016	\$ 130	\$ 130
Lift LS 11 Moratorium & LS 1 Decommission	B5	Capital	2016	\$ 460	\$ 460
LS 3 & LS 4 Derating	D3-A	Capital	2016	\$ 95	\$ 95
Upgrade SCADA System	Scada	Capital	2016	\$ 300	\$ 300
LS 1C Rehabilitation	E1-B	Capital	2017	\$ 820	\$ 820
<b>Conveyance System 20-Year Plan</b>					
Vernon Road West @ Vernon RD (VRD)	B1-A	Capital	2021	\$ 1,230	\$ 1,30
LS 5 Upgrade	D1-A	Capital	2022	\$ 2,770	\$ 2,770
Vernon Road West Trunk @ LS 15 Discharge	B1-B	Capital	2023	\$ 1,230	\$ 1,230
Downstream of Rhodora Heights Road	B8-B	Capital	2023	\$ 290	\$ 290
Decommission LS 18	C3-A	Capital	2027	\$ 10	\$ 10
<b>Donated Facilities</b>					
New Gravity Line - Industrial Area	D6-B	Donated		\$ 1,450	
LS 14 Upgrade	C1-A	Donated		\$ 138	
LS 2C Upgrade	E2-C	Donated		\$ 4,100	
LS 8C Upgrade & FM Diversion	D9-A	Donated		\$ 1,410	



## Chapter 7 – Utilities and Public Services and Facilities Element

Capital Improvement Project	ID	Proposed Funding Source	Estimated Completion	Est. Cost Construction (\$1,000)	Est. District Contribution (\$1,000)
20th St NE & Bus. Loop Rd to LS 2C	E2-B	Donated		\$ 1,070	
New LS F2 & FM	F2	Donated		\$ 1,350	
LS 17 FM Extension (Holly)	C2-A1	Donated		\$ 420	
New LS B7 - Phase 1	B7-A1	Donated		\$ 4,680	
Machias Cutoff	B7-B	Donated		\$ 910	
LS 8 Upgrade	B8-A	Donated		\$ 670	
LS 7 Upgrade	B9	Donated		\$ 260	
LS 14 FM Diversion	C1-B	Donated		\$ 990	
LS 17 Upgrade & FM Extension	C2-A2	Donated		\$ 1,150	
New LS C2 & FM	C2-B	Donated		\$ 2,010	
Springbrook Road	D2	Donated		\$ 136	
New LS D7 & FM	D7	Donated		\$ 2,330	
New LS D8 & FM	D8	Donated		\$ 1,750	
16th Street NE	E2-D	Donated		\$ 690	
LS 2C Upgrade & FM Extension	E2-E	Donated		\$ 4,630	
New LS H2 & FM	H2	Donated		\$ 2,540	
New LS K1 & FM	K1	Donated		\$ 1,360	
LS B7 Upgrade & FM - Phase 2	B7-A2	Donated		\$ 2,470	
LS 6C Upgrade	E5	Donated		\$ 20	
New LS H1 & FM	H1	Donated		\$ 1,590	
New LS H3 & FM	H3	Donated		\$ 1,630	
LS 1C Upgrade	E1-C	Donated		\$ 24	
New LS G3 & FM	G3	Donated		\$ 2,620	
<b>Proposed Future Unified Local Improvement Districts (ULIDs)</b>					
Lakeview Drive Sewers	D1-F	Donated		\$ 2,800	
Cedar Road Sewers - East Side	D1-H	Donated		\$ 420	
Cedar Road Sewers - West Side	D1-G	Donated		\$ 780	
Soper Hill Sewers	D1-I	Donated		\$ 1,810	
White Oaks	C3-B	Donated		\$ 4,600	
<b>On-Going Capital Expenditures</b>					
Miscellaneous Repair & Replacement		Capital	Annual	\$ 250	
System Wide Inflow & Infiltration Program		Capital	Annual	\$ 100	
Unified System Planning		Capital	Annual	\$ 50	
District Vactor Truck		Capital	TBD	\$ 330	
Replacement of Rolling Stock		Capital	TBD	\$ 110	



## Chapter 7 – Utilities and Public Services and Facilities Element

Capital Improvement Project	ID	Proposed Funding Source	Estimated Completion	Est. Cost Construction (\$1,000)	Est. District Contribution (\$1,000)
Generator to Vernon Business Center		Capital	TBD		
SW Interceptor Ph I Oversizing		Capital	2008	\$ 1,225	
SW Interceptor Ph I Tightline		Capital	2012	\$ 200	

## Chapter 7 – Utilities and Public Services and Facilities Element

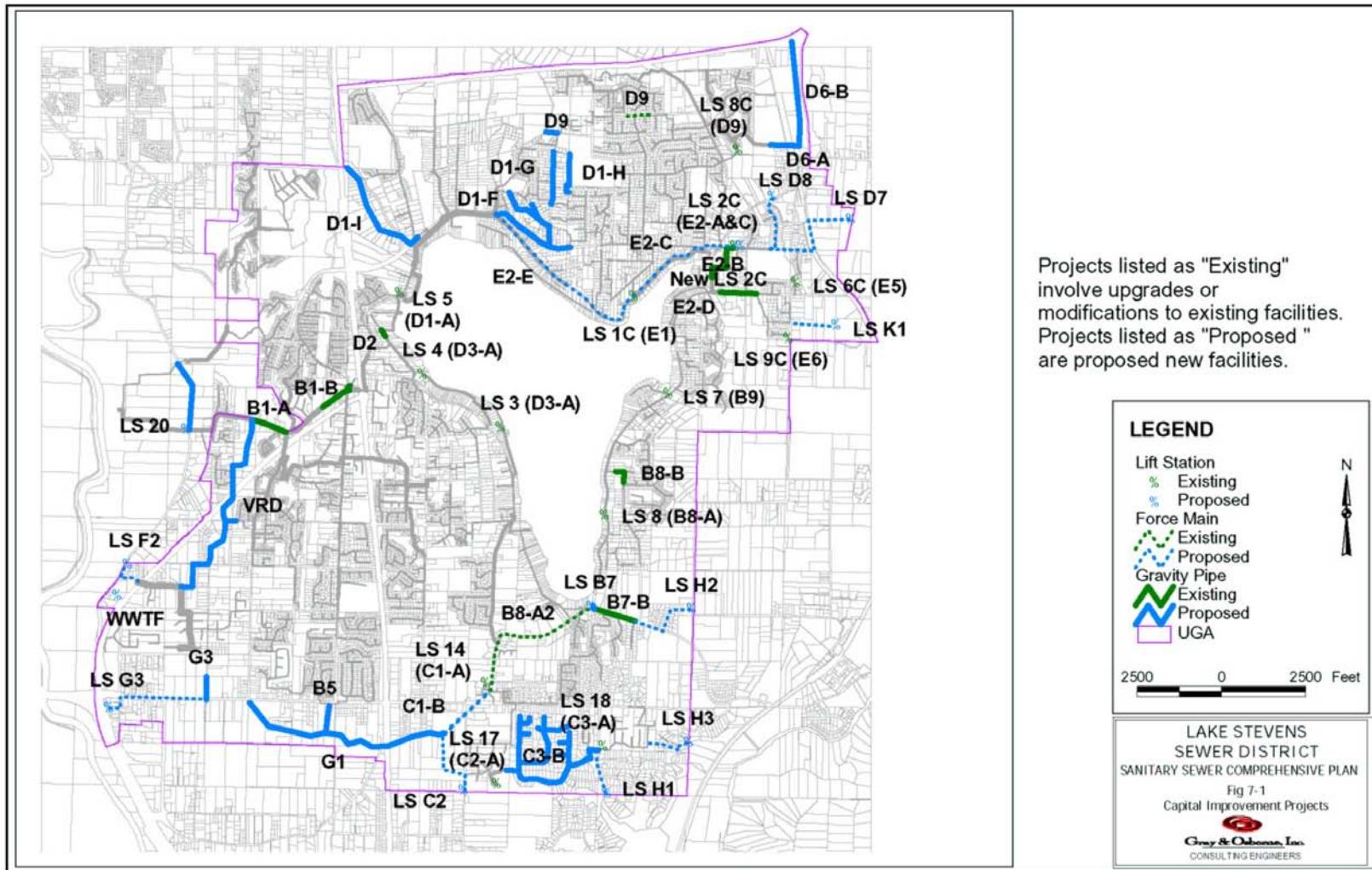


Figure 7.7 Lake Stevens Sewer District – Sanitary Sewer Comprehensive Plan Capital Improvement Projects



## Chapter 7 – Utilities and Public Services and Facilities Element

**Table 7-4 – Proposed Costs and Funding For Stormwater Projects**

Priority No.	Type of Project	Project Title	Location	Cost Estimate	Funding Source
1	Culvert Replacement	Replace/Lower Culverts across 18th St. NE	18th St. NE @ 125th Ave. NE	\$20,000	St Fund & Dev'r Contribution
2	Culvert Replacement	Replace Drainage Culverts across 20th St. NE	20th St. @ 125th Ave.	\$30,000	St Fund & Dev'r Contribution
3	Ditch Improvements	Walker Hill Rd. Ditch Rocking	Walker Hill Rd & Grade Rd	\$5,000	UNFUNDED
4	Drainage Reroute	Heaton Property Drainage Relocation	Between 20th St & 18th St, east of 125th Ave	\$40,000	Dev't Funded
5	Drainage Diversion	Bored Culvert of Grade Rd.	Walker Hill Rd & Grade Rd	\$60,000	Partially Funded by Dev't
6	Regional Biofiltration Swale	123rd Ave. Biofiltration	N. Lakeshore & 123rd Ave	\$200,00 0	UNFUNDED
7	Regional Biofiltration Swale	Hartford Dr. Regional Biofiltration	Hartford Dr & 22nd St	\$25,000	UNFUNDED
8	Regional Detention & Biofiltration Swale	Walker & Grade Detention & Biofiltration	Walker Hill Rd & Grade Rd	\$40,000	UNFUNDED
9	Regional Detention & Biofiltration Swale	Kokanee Detention & Biofiltration	19th St & 116 Ave	\$100,00 0	UNFUNDED
10	Regional Biofiltration Swale	E. Lakeshore Biofiltration	E. Lake Stevens Rd & 8th St	\$150,00 0	UNFUNDED
11	Regional Biofiltration Swale	N. Lakeshore Biofiltration	N. Lakeshore & 120th Ave	\$60,000	UNFUNDED
12	Regional Detention & Biofiltration Swale	Industrial Zone Detention & Biofiltration	Old Hartford Rd & 36th St	\$250,00 0	Partially Funded by Dev't
13	Regional Detention & Biofiltration Swale	North City Detention & Biofiltration	approx. 36th St & 117th Ave	\$150,00 0	Plat Dev't Funded



## Chapter 7 – Utilities and Public Services and Facilities Element

### GOALS AND POLICIES

#### Utilities

##### **GOAL 7.1 FACILITATE THE DEVELOPMENT OF UTILITIES AT THE APPROPRIATE LEVELS OF SERVICE**

###### Policies

- 7.1.1 Adopt the following levels of services:
  - a. Sanitary Sewer: 80 gallons per capita per day.
  - b. Potable Water: LOS adopted by Snohomish County PUD.
  - c. Drainage – Drainage Swales and Stormwater Management System – Adopt 2005 Department of Ecology Standards.
  - d. Solid Waste (Residential): 3.3 pounds per capita per day.
- 7.1.2 Locate public facilities in a manner that is accessible to the community, provides for multiple uses and otherwise serves the goals of the Comprehensive Plan.
- 7.1.3 The City asserts its interest in areas outside the UGA where it is possible that future UGA expansions could occur. The City will become involved in these areas' planning and decision making, both to comment on future service impacts and to assist its own service planning.

##### **GOAL 7.2 ENSURE THAT UTILITIES PROVIDE SERVICE IN A MANNER THAT IS ENVIRONMENTALLY SENSITIVE, SAFE, RELIABLE AND COMPATIBLE WITH THE SURROUNDING PROPERTIES.**

###### Policies

- 7.2.1 Prepare and adopt a detailed master storm drainage plan for the City to coordinate storm drainage and detention/retention consistent with the concept plan adopted as part of this element to include cumulative watershed effects.
- 7.2.2 Prepare and adopt a detailed master sewer plan for the City to coordinate sewer and detention/retention consistent with the concept plan adopted as part of this element.
- 7.2.3 Protect existing regional transmission facilities for Snohomish County PUD, Lake Stevens Sewer District and Puget Sound Energy from encroachment by incompatible urban development.
- 7.2.4 Proposals for electricity generation facilities should be scrutinized carefully to avoid impacts on local air and water quality.



## **Chapter 7 – Utilities and Public Services and Facilities Element**

### **GOAL 7.3 PROCESS PERMITS FOR UTILITY FACILITIES IN A FAIR AND TIMELY MANNER AND IN ACCORD WITH THE DEVELOPMENT REGULATIONS WHICH ENCOURAGE PREDICTABILITY.**

#### **Policies**

- 7.3.1 The City shall promote co-location of new public and private utility distribution facilities and coordination of construction timing to minimize construction-related disruptions and reduce the cost to the public of utility delivery.
- 7.3.2 The City will provide timely and effective notice to utilities to encourage coordination of public and private utility trenching activities for new construction and maintenance and repair of existing roads.
- 7.3.3 The City shall encourage provision of an efficient, cost effective and reliable utility service by ensuring land will be made available for the location of utility lines or other utilities.
- 7.3.4 The City will promote the extension of distribution lines to and within the urban growth area. Coordinate land use and facility planning to allow eventual siting and construction of any utility distribution lines within or adjacent to rights-of-way which are being dedicated or within roads which are being constructed or reconstructed.
- 7.3.5 The City shall review and amend existing regulations as necessary, including the critical areas ordinance, to allow maintenance, repair, installation and replacement of utilities.
- 7.3.6 The City will require underground utilities in all new developments.
- 7.3.7 The City shall encourage system design practices intended to minimize the number and duration of interruptions to customer service.
- 7.3.8 The City will continue to work with the Lake Stevens Sewer District to review and amend existing regulations to provide commonality, consistency, predictability and concurrent levels of sewer permits and regulation.
- 7.3.9 The City will cooperatively develop new regulations, as required or needed to further the purposes and goals of the Unified Sewer Service and Annexation Agreement and area-wide systems of sewer service.



## **Chapter 7 – Utilities and Public Services and Facilities Element**

### **GOAL 7.4 PROMOTE CONSERVATION AND ENERGY EFFICIENCY.**

#### Policies

- 7.4.1 The City will facilitate and encourage conservation of resources to delay the need for additional facilities for electrical energy and water resources and achieve improved air quality.
- 7.4.2 The City will facilitate the conversion to cost-effective and environmentally sensitive alternative technologies and energy sources.
- 7.4.3 The City should support development of a bio fuel technology to provide more options to reduce vehicular pollution (city fleet to cleaner fuels). The City will move toward bio fuel technology as fleet replacement occurs and as the technology is developed and proven.

### **GOAL 7.5 COORDINATE PROVIDING OF UTILITIES WITH THE LAND USE ELEMENT.**

#### Policies

- 7.5.1 Coordinate the City's land use planning efforts with the various utility providers. Encourage those providers to use the City's Land Use Element and the County's Urban Growth Area Plan in planning future facilities.
- 7.5.2 The City will consider public utility substations, transmission facilities and other regional facilities as "necessary public facilities" for purposes of permit review, provided that utility providers can prove locational need and significant mitigation of impacts.
- 7.5.3 The City will formulate, interpret, and apply the land development regulations so as to allow the timely development of utility facility additions and improvements.

### **GOAL 7.6 STRIVE TO PROVIDE SEWER SERVICES TO EVERY RESIDENCE AND BUSINESS IN THE CITY.**

#### Policies

- 7.6.1 Support the implementation of the Lake Stevens Sewer District capital facilities plan.
- 7.6.2 Provide for the acquisition of sufficient capacity to support build-out within the City and the Lake Steven Urban Growth Area.
- 7.6.3 As a first priority, support the Lake Stevens Sewer District in accomplishing sewer expansions in future expanded urban growth boundaries.



## **Chapter 7 – Utilities and Public Services and Facilities Element**

### **GOAL 7.7 SUPPORT LESS RESOURCE CONSUMPTION THROUGH PROGRAMS AIMED TOWARD REDUCING, REUSING, AND RECYCLING OF RESOURCES.**

#### Policies

- 7.7.1 Maintain and expand reduction, re-use, and recycling programs in the City.
- 7.7.2 Support local, regional, state, federal, and private programs aimed at reduction, re-use, and recycling of natural resources.
- 7.7.3 Allow zoning for businesses aimed at recycling materials when it does not pose a threat to the community's health and welfare.
- 7.7.4 Examine the feasibility of requiring, through zoning or other legislative mechanisms, that distributors of hazardous, noxious, or toxic materials accept those materials for recycling.

#### **Public Services**

### **GOAL 7.8 PROVIDE THE BEST CITY HALL SERVICE ATTAINABLE WITHIN BUDGET PARAMETERS.**

#### Policies

- 7.8.1 Strive to maintain efficiency in the provision of city government services through continual evaluation and improvement of administrative, technical, and personnel procedures and practices, as well as the Lake Stevens Municipal Code.
- 7.8.2 Devote adequate funds to ensure quality staffing.
- 7.8.3 Ensure that elected officials, appointed commissioners, and staff maintain and/or improve their levels of expertise through continued education, development, and peer consultation.
- 7.8.4 Take advantage of affordable technological advances where it results in better and more efficient levels of service.

### **GOAL 7.9 AS THE CITY ANNEXES NEW AREAS STRIVE FOR A SMOOTH TRANSITION OF SERVICE PROVIDERS TO MINIMIZE FINANCIAL AND LOGISTICAL IMPACTS ON CITIZENS.**



## **Chapter 7 – Utilities and Public Services and Facilities Element**

### Policies

- 7.9.1 Under the Growth Management Act and Lake Stevens Comprehensive Plan, the City is likely to be the provider of general government services within the Urban Growth Area. For potential annexation it is the City's policy to have interlocal agreements achieving the orderly transition of services during annexation.
- 7.9.2 Establish an interlocal agreement model with Snohomish County and other service provider agencies to facilitate the transfer of governance within the City's UGA in an expeditious and consistent manner.

### **GOAL 7.10 PROVIDE FOR ADEQUATE POLICE SERVICES.**

#### Policies

- 7.10.1 Strive to maintain a ratio for police protection of 1 police officers per 750 population, understanding that as population increases and efficiencies increase, a lower ratio may be permitted provided that an acceptable level of service is maintained.
- 7.10.2 Cooperate with fire protection services and other local, state and federal agencies to develop a disaster preparedness program for Lake Stevens.

### **GOAL 7.11 PROVIDE ADEQUATE FIRE PROTECTION SERVICES.**

#### Policies

- 7.11.1 Support the Snohomish County Fire Prevention District #8 to maintain its adopted level of service.
- 7.11.2 Coordinate land use density and intensity with the Fire District's capital budget in order to provide services within the City.
- 7.11.3 Consider the disaster response implications in prioritizing capital improvement and public service planning.

### **GOAL 7.12 PROVIDE ADEQUATE SEWER SERVICES.**

#### Policies

- 7.12.1 Support the Lake Stevens Sewer District to maintain its adopted level of service.
- 7.12.2 Coordinate land use density and intensity with the Sewer District's capital budget in order to provide services within the City.



## **Chapter 7 – Utilities and Public Services and Facilities Element**

7.12.3 Coordinate City-sponsored capital improvements with the Lake Stevens Sewer District, Snohomish Health District and neighboring jurisdictions to ensure effective and cost efficient provision of sewer service.

### **GOAL 7.13 PROVIDE ADEQUATE SCHOOL FACILITIES.**

**Policies**

7.13.1 Support the Lake Stevens School District to maintain its adopted level of service.

7.13.2 Coordinate land use density and intensity with the School District's capital budget in order to provide services within the City.

7.13.3 The City will adopt by reference the Lake Stevens School District Capital Facilities Plan. The City Council shall review the CFP every two years to ensure that it is consistent with the requirements of the GMA; the impact fee calculation is consistent with the City's adopted formula and the CFP has been adopted by the District's Board of Directors.

### **GOAL 7.14 PROVIDE ADEQUATE DRAINAGE FACILITIES AND SERVICES.**

**Policies**

7.14.1 Support the Lake Stevens Drainage District to maintain its adopted level of service.

7.14.2 Continue to work with the Drainage District and Snohomish County to improve water quality in the lake, its tributary drainages and the Western Ebey Slough Drainage.

### **GOAL 7.15 MINIMIZE GOVERNMENTAL EXPENDITURES BY REDUCING DUPLICATION OF SERVICES.**

**Policies**

7.15.1 In order to expand services to the citizens of Lake Stevens in a fiscally responsible manner, continue and expand the practice of interagency cooperation by sharing personnel and facilities, wherever possible.

### **Public Facilities**

### **GOAL 7.16 PROVIDE ADEQUATE PUBLIC FACILITIES TO SUPPORT THE CITY'S ADMINISTRATIVE AND FIELD OPERATIONS.**



## **Chapter 7 – Utilities and Public Services and Facilities Element**

### **Drainage Facilities**

#### **GOAL 7.17 ALLOW FOR ALTERNATIVE DESIGN STANDARDS AND/OR MATERIALS.**

##### **Policies**

7.17.1 Encourage low impact development projects and low impact development techniques on non-LID projects to conserve and use existing natural site features; integrate distributed, small-scale stormwater controls; and prevent measurable harm to streams, lakes, wetlands, and other natural aquatic systems from commercial, residential, or industrial development sites by maintaining a more hydrologically functional landscape.



## **Chapter 7 – Utilities and Public Services and Facilities Element**

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