

## SECTION VI - CAPITAL FACILITIES ELEMENT

### Purpose and Relationship to GMA

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

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

For the purposes of this plan, a capital facility is defined as a structure or equipment which generally costs \$10,000 or more and has a useful life of ten years or more. Capital facilities investments include major rehabilitation or maintenance projects on capital assets; construction of new buildings, streets, and other facilities; acquisition of land for parks and other public purposes; and special purpose vehicle purchases. This Plan covers City facilities, police, fire, schools, water, wastewater and stormwater facilities, and parks and recreation.

Under the GMA, a capital facilities element is required to address all public facilities except transportation facilities, which are to be addressed separately under the transportation element of the plan. Accordingly, this Comprehensive Plan contains separate transportation and capital facilities elements. However, the discussion of finance for both capital facilities and transportation has been combined in one location under this Capital Facilities Element.

This element is presented in four parts:

1. Goals, policies, and actions to provide overall direction for capital facilities decisions in accordance with the Growth Management Act.
2. Capital facilities inventories, levels of service (LOS), and LOS-driven needs projections.

3. Capital facilities revenue sources and amounts and sample revenue “packages” for capital facilities.
4. A summary discussion comparing projected capital facilities needs against funding capacity and addressing the requirements in the Growth Management Act that a balance be maintained between needs and funding.

## **Capital Facilities Goals and Policies**

### **Goal**

*CFG-1* - To ensure that decisions to provide, extend, or expand capital facilities are coordinated with the goals and policies of the Land Use and Transportation Elements and are in place at the time, or within six years of the development.

### **Policies**

*CFP-1.1* - Project needed capital facilities based on adopted levels of service standards and forecasted growth in accordance with the Land Use Element of the Comprehensive Plan. This projection shall be updated annually.

*CFP-1.2* - Maintain at least a 6-year plan to finance needed capital facilities within projected funding capacities. The Plan shall clearly identify sources of public money for capital facilities. If projected funding is inadequate to finance projected capital facilities needs based on adopted levels of service standards and forecasted growth, adjustments shall be made to one or more of the following:

1. Revenue sources such as impact fees;
2. The level of service standards;
3. The Land Use Element; or
4. A combination of the three to achieve a balance between funding capacities and needed facilities.

*CFP-1.3* - The Capital Improvement Program shall be updated annually.

### **Goal**

*CFG-2* - To guarantee continuous, reliable, and cost-effective capital facilities and public services to development in the city and urban growth area in a phased, efficient manner.

### **Policies**

*CFP-2.1*- Maintain a continuous inventory of existing capital facilities owned by public entities.

*CFP-2.2*- Prohibit extension of capital facilities and public services beyond the Urban Growth Boundary unless the health, safety and welfare of the community and the environment necessitate an exception. Public services may be extended beyond city limits providing an annexation agreement is in place.

### **Goal**

*CFG-3* - To enhance the quality of life through provision of capital facilities either directly by the City or via coordination with other public and private entities.

### **Policy**

*CFP-3.1* - The City will participate with other jurisdictions, agencies, and districts to assess the long-term financial impacts of comprehensive planning, implementation measures, and annexations.

### **Goal**

*CFG-4* - To ensure that public facilities necessary to support new development are adequate to serve the development at the time the development is available for occupancy or as based on locally adopted levels of service and in accordance with Washington State law.

### **Policies**

*CFP-4.1* - Ensure that concurrency is met for transportation, wastewater, drainage, and water at minimum for every new development.

*CFP-4.2* - Strive to maintain or achieve the following levels of service for capital facilities:

- Water Supply - 800 gallons per residential equivalent per day
- Water Distribution - 1,000 to 2,000 gallons per minute fire flow, depending on type of land use
- Water Storage - 800 gallons per day per residential equivalent plus 1 million gallons reserved for fire
  - City Offices - 1,150 square feet per 1,000 population
  - Fire and Medical Facilities - 1,134 square feet per 1,000 population
  - Police Facilities - 2.6 police officers per 1,000 population; 480 square feet of office space per 1,000 population; two police vehicles per 1,000 population.
  - Parks and Recreation - Neighborhood parks - 2.5 acres per 1,000 population; Community parks - 2.5 acres per 1,000 population; Trails - 2.33 acres per 1,000 population
  - Wastewater Collection - 100% of Department of Ecology criteria for collection and treatment of wastewater
  - Stormwater Management Conveyance Facilities

- Stormwater Management Retention Facilities (Stanwood adopts Dept. of Ecology Stormwater Regulations)
- Elementary Schools, Junior High Schools, Senior High Schools (Stanwood-Camano School District Standards)
- Libraries - 100% Sno-Isle LOS standards

*CFP-4.3* – The capital improvement programs for water and sewer are available in the City’s Comprehensive Water System Plan (2002) and Wastewater Facilities Plan (2000), and are herein adopted by reference.

*CFP-4.4* – Prioritize capital improvement projects that best support growth at urban densities in order to maximize cost effectiveness and support appropriate urban development.

### **Goal**

*CFG-5* - To achieve consistency in capital facilities service standards within the Stanwood planning area for each public service provided by other purveyors.

### **Policies**

*CFP-5.1* - Coordinate parks planning with school site planning to develop shared use of parks and school facilities to minimize public costs of acquisition, maintenance, and use.

*CFP-5.2* - Encourage the shared use of community facilities such as parks, libraries, and schools.

*CFP-5.3* – Coordinate level of service standards with other public entities that provide public services within the Stanwood planning area.

### **Goal**

*CFG-6* - To achieve consistency in capital facility levels of service standards between Stanwood's planning area and surrounding jurisdictions.

### **Policy**

*CFP-6.1* – Encourage surrounding jurisdictions and districts to coordinate with the City for project planning.

### **Goals**

*CFG-7* - To ensure that new growth and development pay for a proportionate share of the cost of new facilities needed to serve such growth and development.

### **Policies**

*CFP-7.1* - Encourage general open space, neighborhood parks, and trails as integral components of development proposals.

*CFP-7.2* - Ensure that park lands and facilities are maintained and operated in a safe and efficient manner.

### **Goal**

*CFG-8* - To consider a range of financial resources, including grants and REET funds, to pay for capital facility improvements. Augment local funding with outside sources whenever possible for the most efficient use of revenues.

### **Policy**

*CFP-8.1* - Develop and adopt new impact fees or refine existing impact fees in accordance with the Growth Management Act as part of the financing for public facilities. Such financing shall provide for a balance between impact fees and other sources of public funds and shall not solely rely on impact fees. Public facilities for which impact fees may be collected shall include public streets and roads, public-owned parks, open space, and recreation facilities, school facilities, and fire protection facilities.

### **Goal**

*CFG-9* - To implement public projects related to the Downtown Sub-Element.

### **Policies**

*CFP-9.1* -- Incorporate funding for public projects, including the following, into the City's Capital Improvement Program when funding allows:

- a. New City Hall;
- b. Acquisition for parks and trails consistent with the Downtown Sub-Element; and
- c. Public signage.

*CFP-9.2* - Encourage public entities to locate projects in downtown, particularly the Central Commons district, including: City Hall, School administrative offices, community center, and library.

*CFP-9.3* - Incorporate features from the Downtown Sub-Element into new public works projects and streets.

*CFP-9.4* - Utilize a variety of fiscal sources to fund public projects, including:

- a. Development of a parks and recreation district;
- b. Tax increment financing;
- c. Grants related to parks, open space, and shoreline protection;
- d. Public works grants;
- e. Economic development grants for high visibility job creation;
- f. Inclusion of revenue-generating elements to offset operating costs;

- g. Utilization of non-profit agencies that specialize in public projects.
- h. Establishment of a Library Capital Facilities Area.

## Inventory and Analysis

Projections of services and facilities in this element are based on Stanwood's moderate population model that results in a 2025 target projection of 5,650 (City) and 3,190 (growth area). Each facility or service need is established based on a six-year capital facilities finance plan starting in 2004 and ending in the year 2009 (year end).

**Table CF-1**  
**Population Growth Estimates (City and UGA)**  
**(Estimated April, 2002 City Population - 4,085)**

*Low, Moderate and High Average Rates  
of Population Growth over Time*

<b>Year</b>	<b>Low (2%)</b>	<b>Moderate (3%)</b>	<b>High (4%)</b>
2002	4,479	4,479	4,479
2005	4,753	4,894	5,038
2015	5,794	6,578	7,458
2025	7,076	8,840	11,039

NOTE: 2002 population based on City of Stanwood  
(current population and capacity) data.  
Source: Stanwood Planning Department

**Table CF-2**  
**Six-Year City Population Growth Estimates**  
**(Estimated April 2002 Population - 4,085)**

<u>Year</u>	<u>Population</u>
2004	4,334
2005	4,464
2006	4,598
2007	4,736
2008	4,878
2009	5,024

NOTE: 2002 population based on City of Stanwood (current population and capacity) data. Population growth rate at 3%, which reflects the City's moderate growth rate.  
 Source: Stanwood Planning Department

**Inventories, LOS Standards and Needs Projections**

*City Offices*

City offices (excluding police, fire, maintenance shop and recreation, which are addressed separately) are located in one building. The specifications of this building are described below:

**Table CF-3**  
**City Office Inventory**

<u>Building</u>	<u>Floor Area</u>	<u>Types of Office Uses</u>
City Hall	4,000 sq ft	City Offices

Total floor space occupied by the Stanwood City offices (excluding Police) currently is about 4,000 square feet. The existing LOS for a City office can be calculated by dividing the existing total square footage by the 2002 planning area population of 4,085. This yields a current level of service (LOS) of 980 square feet of office space per thousand population. However, the current level of service is not adequate as additional staff cannot be added on and limited meeting facilities are available. A typical LOS for city offices are 1,150 square feet per 1,000 population.

In order to maintain an adequate LOS while accommodating growth anticipated under the proposed plan, the City would need an additional 1,778 square feet of office space during the 2004-2009 time period at an estimated cost of \$177,800 (\$100/s.f.) and an additional 1,121 square feet from 2010 to 2015 for a total of 6,899 square feet of city office space. By 2025, the required space rises to 9,271 square feet. The above information is summarized in Table CF-4.

**Table CF-4**  
**Office Space Requirements 2002-2025**

<u>Time Periods</u>	<u>Space Required at 1,150 sq.ft. per 1,000 Population</u>	<u>Space Available</u>	<u>Net Deficient</u>	<u>Net Cost @ \$100/s.f.</u>
2002 actual	4,698	4,000	698	\$69,800
2003-2009	5,778	4,698	1,080	\$108,000
2010-2015	6,899	5,778	1,121	\$112,100
2016-2025	9,271	6,899	2,372	\$237,200
TOTAL				\$527,100

**City Maintenance Shop Facilities**

The City maintenance shop facilities are found at two locations. These facilities and floor areas of each are as follows:

**Table CF-5**  
**City Maintenance Shop Facility Inventory**

<u>Facility Name</u>	<u>Floor Area</u>	<u>Function</u>
Maintenance Shop and Garage	3,600 sq ft	Office Space, Vehicle Maintenance, and Laboratory
Parks Storage	800 sq ft	Vehicle Storage
TOTAL	4,400 sq ft	

Total floor area space occupied by City maintenance and shop facilities is about 4,400 square feet. Existing LOS can be calculated by dividing the existing total inventory by the existing planning area population of 4,085. This yields a current LOS of 1,080 square feet of maintenance shop and shop facility per thousand population.

In past comprehensive plans, the City of Stanwood has identified a recommended Washington State LOS of 1,400 square feet per thousand population. When this standard LOS is applied to the current planning area population, an existing deficiency

of 1,319 and a future deficiency of 2,888 square feet in 2025 results. Constructing maintenance and shop facilities to correct this deficiency would cost about \$568,700. Additional space would be required under the recommended LOS to accommodate anticipated growth.

**Table CF-6  
City Maintenance Shop Facility Space Requirements  
2002-2025**

<u>Time Period</u>	<u>Space Required at 1,400 sq.ft. per 1,000 Population</u>	<u>Space Avail (sq. ft.)</u>	<u>Deficiency (sq. ft.)</u>	<u>Net Cost (\$100/sq. ft.)</u>
2002 actual	5,719	4,400	1,319	\$131,900
2003-2009	7,034	5,719	1,315	\$131,500
2010-2015	8,399	7,034	1,365	\$136,500
2016-2025	11,287	8,399	<u>2,888</u>	<u>\$288,800</u>
TOTAL			6,887	\$568,700

***Fire and Emergency Medical Facilities and Equipment***

The City of Stanwood provides fire protection and emergency medical services through its fire department and receives additional fire and EMS support (automatic/mutual aid) from Snohomish County Fire District 14 and Island County Fire District 1. Regional agreements provide for specialized resources such as Hazardous Materials and Technical Rescue teams. Fire investigation services are provided under contract by the Snohomish County Fire Marshal’s Office. Stanwood joined the Emergency 9-1-1 System (dispatched through SnoPac) in 1990. Fire inspection and public education services are conducted by the City of Stanwood Fire Department.

Advanced life support is provided through the Stanwood\Camano Ambulance Service, which is expected to blend into the area fire agencies by the end of 2005. The department currently has 7 career firefighters and approximately 21 volunteer /part-time firefighters, and a chief..The department provides full 24/7 coverage.

Existing fire-fighting equipment includes a total of nine vehicles. This includes a 500 gallon (1250 gpm) pumper truck, a 750 gallon (2000 gpm) pumper truck, a 100 foot aerial (ladder) truck, one aid vehicle (ambulance), one command vehicle (Ford Expedition), a chief’s car, a support squad vehicle, one utility vehicle (pick-up truck), and a 20-passenger bus. The bus is used to transport high school students involved in the cadet program and fire department personnel to and from training.

The Washington Survey and Rating Bureau rates all fire districts and departments on a scale of one (highest) to ten (lowest). Ratings are based on the water supply system, fire department staff levels, training and equipment, dispatching system, fire protection

program, building department enforcement of building laws, and structural conditions of buildings. The Stanwood Fire Department is rated Class 6.

Of the total 1,037 calls in 2002 (including back-up responses to surrounding districts – mutual aid), approximately 75 percent were for medical aid. The average response time for all calls is just under 6 minutes.

The LOS standard of response time is one indication of service quality. Washington State standards for response time suggest that response times between 4 and 5 minutes are appropriate. As the new 24/7 coverage takes effect, Stanwood will be achieving adequate LOS for response time.

Another measure of LOS for fire and emergency medical facilities and services is square footage of facility per 1,000 population. In 2003, the City had 4,223 square feet of station. Using the 2002 planning area population of 4,085, this resulted in an existing LOS of 1,034 square feet per 1,000 population. The City’s new fire station was completed in March of 2003. This fire station is located above the floodplain and has just over 13,500 square feet. The new station is also outfitted with sleeping quarters. If the City maintains its existing LOS, assuming the new station is complete by the end of 2003, there is a net reserve of well over 5,000 square feet for fire and emergency medical services available.

**Table CF-7**  
**Fire and Emergency Medical Services**  
**LOS = 1,034 square feet of fire station per 1,000 population**

<u>Time Period</u>	<u>Square Feet Required at Current LOS</u>	<u>Square Feet Available</u>	<u>Net (Deficit) or Reserve</u>	<u>Net Costs</u>
2003-2009	5,195	13,500±	8,305	\$0.00
2010-2015	6,202	13,500±	7,298	\$0.00
2016-2025	8,336	13,500±	5,164	\$0.00
<b>TOTAL</b>				<b>\$0.00</b>

**Police Facilities**

*Inventory and Current LOS*

The City of Stanwood currently has 10 commissioned officers. This includes the police chief, 1 sergeant, 1 general investigations detective, 1 school resource officer, and 6 patrol officers. The department currently provides 24-hour patrol service. Major crimes, such as homicides, serious assaults and sexual assaults are handled by the Snohomish County Sheriff’s Office. The department has 11 vehicles, including 8 fully marked patrol cars, 1 van, and 2 cars assigned to the chief and the detective.

In 2002, the Stanwood Police Department responded to 3,219 dispatched calls for service and 7,588 non-dispatched calls for service (citizen reports generated by means other than 9-1-1 and self-initiated officer activities), for a total of 10,804 calls for service. This activity reflects a 69 percent increase in calls for service over 2001. The average response time for emergency/in-progress calls was 3.0 minutes. The average response time for non-emergency/non in-progress calls was 12 minutes

*Current LOS, Proposed LOS, and Future Need*

The common LOS used to establish reasonable standards for police protection is a ratio of number of police officers to total population served. While the chief cautions against simply setting an “average” as an acceptable standard, it is a good starting point for analysis. In 1995, the City established a LOS of 3.1 officers per thousand population. In 2002, Stanwood had an actual LOS of 2.45 officers per thousand population. While 3.1 officers per thousand population sets an uncharacteristically high ratio, the intent to provide high quality service is certainly understood. Based on Stanwood’s population, 2.6 officers per thousand population can achieve this same level of service, while ensuring basic services are met 24 hours a day.

**Table CF-8  
Police Department Officers  
LOS = 2.6 Officers per 1,000 population**

<u>Time Period</u>	<u>Population</u>	<u>LOS Officers Per 1,000</u>	<u>Officers Required</u>	<u>Officers Available</u>	<u>Net (Deficit) or Reserve</u>	<u>Net Costs</u>
2002	4,085	2.6	11	10	(1)	\$70,200
2003-2009	5,024	2.6	13	11	(2)	\$140,400
2010-2015	5,999	2.6	16	13	(3)	\$210,600
2016-2025	8,062	2.6	21	16	(5)	\$351,000

The existing level of service for city police facilities can be calculated by dividing the existing total inventory of space (4,060 square feet) by the 2002 city population of 4,085. This yields a current LOS of 994 square feet of police facility per thousand population. According to the police department, this is entirely adequate.

Other cities use national standards to determine the adequacy of police facilities per population. The recommended LOS is 480 square feet per thousand population for small cities under 5,000. When the recommended LOS is applied to the current planning area, a surplus of 2,100 square feet exists. This level of service analysis indicates that Stanwood could be adequately served by its existing police facilities until approximately the year 2013.

In conclusion, the City's ratio of officers per thousand, and ratio of police facility per thousand of population is either adequate or represents surplus LOS. Therefore, the City is adequately served by the police facilities between 2002 and the year 2007 and will require an additional 998 square feet of space at a cost of \$79,040 by the year 2013 in 2002 dollars.

**Table CF-9**  
**Police Department Facility**  
**LOS = 480/994 square feet of police facility per 1,000 population**

<u>Time Period</u>	<u>Population</u>	<u>LOS Sq. ft. Per 1000</u>	<u>Square Feet Required</u>	<u>Square Feet Available</u>	<u>Net (Deficit) or Reserve</u>	<u>Net Costs</u>
2002	4,085	480	1,960	4,060	2,100	\$0.00
2003-2009	5,024	994	4,994	4,060	(934)	\$74,720
2010-2015	5,999	994	5,963	4,994	(969)	\$77,520
2016-2025	8,062	994	8,014	5,963	(2,051)	\$164,080

\* \$80 per square foot

*Vehicles*

The capital facilities needs associated with this increase in full-time police force includes needs for additional vehicles.

As of March 2003, the Police Department had 11 vehicles. Like the Police Department employment projections, the number of vehicles needed over the next 20 years can also be compared to increased population projections. While such a ratio is a typical standard, the Stanwood Police Department assigns a work vehicle to each commissioned employee. This greatly increases the general care, condition, and overall service life of the vehicle. Currently, vehicles assigned in such a manner generally last seven years. Therefore the number of vehicles assigned should equal the number of commissioned officers employed.

***Parks and Recreation Facilities***

*Inventory*

The City of Stanwood presently operates two Community Parks and one Neighborhood Park that has improvements. The City has two additional neighborhood parks that have no facilities.

**Table CF-10**  
**City-Owned Park and Recreation Facility Inventory**

Facility Name	Area	Classification	Facilities
Church Creek Park	15 acres	Neighborhood	Baseball, playground, trails, restroom, picnic area, basketball, and gardens
Lions Park	1 acre	Neighborhood	Playground equipment
Ravenna Viaduct	1 acre	Neighborhood	No facilities
VFW Memorial	3 acres	Neighborhood	No facilities
Heritage Park	43.5 acres	Community/R egional	Full service facility: baseball fields, soccer fields, picnic areas, trails, multi-use field, restrooms, parking lots, educational wetlands, and a skate park.
Lindstrom Park	2.5 acres	Neighborhood	No facilities/Undeveloped
Riverfront Park	.05 acres	Neighborhood	No facilities/Undeveloped

Heritage Park

Previously referred to as the “Stanwood Recreation Complex,” this 43.5-acre park in the northwest section of the City includes softball/little league fields, soccer fields, picnic areas, trails, multi-use field, a skate park, restrooms, a wetland mitigation bank, and parking lots. Heritage Park is anticipated to satisfy Stanwood's parks and recreation needs for the next 20 years, with the exception of trails, a swimming complex, and perhaps neighborhood parks. There is still a constructed wetland area and possibly one more baseball field to be added to this facility. Currently, the City is investigating the possibility of locating a YMCA-type facility in the undeveloped open space of Heritage Park or at a nearby location.

Church Creek Park

This is a 15-acre community park located in the eastern section of Stanwood, one block north of S.R. 532. It has a paved parking lot with a total of 31 parking spaces. Included in the park are an unlighted little league baseball diamond that also serves as a softball field, a swing set, a slide, four pieces of playground equipment, a sand box, numerous nature trails, and restroom facilities. The park also has a pavilion with four large barbecue pits and four large tables. There are also various other picnic areas located throughout the park. Other recreation activities at Church Creek are horseshoe pits, a basketball court, and a fuchsia garden. There is little room available for expansion or

further development if this area is to be kept in the pristine state that it is presently in. The park is well maintained and receives heavy use during the summer months.

#### Lions Park

This facility is a small neighborhood park covering approximately one acre, located near Pioneer Highway and Cedarhome Dr. North. It has several pieces of playground equipment and a fair-sized sand box. There is a small grass playground area. Parking is a problem, as there are no delineated parking areas. Since all available land is being used, the expansion potential of the park is very limited. The facility is well used and maintained.

#### Ravenna Viaduct Triangle

This area is one acre in planted lawn and some shrubs. As there is no parking immediately available, the landscaped area serves mainly as a pleasing view for those passing by. There is no room to make any type of expansion or improvement to this area.

#### VFW Memorial

This facility covers some three acres off Pioneer Highway and S.R. 532. There is a large grass area with a memorial to the veterans of war. It also services as a transit bus stop and a park and ride, with 51 parking spaces currently on site. The area is seldom used for recreation except for those individuals who want to relax on the grass area. There is limited potential for expansion.

#### Riverfront Park

Riverfront Park is an undeveloped sliver of land located between SR 532 and the Stillaguamish River, and east of Twin City Foods. Though currently not in use, the park provides a potentially critical link for the downtown community to the River, one of the goals of the Downtown Sub-Element.

#### Lindstrom Park

Lindstrom Park is an undeveloped area to the southeast of the movie theatre that was dedicated to the City as part of the Stanwood-Camano Village Development. The land provides potential for passive open space, which could be a public gathering spot.

#### Stanwood School District Facilities

The district lets the people of Stanwood use their facilities when they are not in use by the schools. There are baseball, football, soccer fields, athletic practice fields, six tennis courts, gymnasiums, and playground equipment located at the high school, middle school, and three elementary schools. Cooperative use of these facilities presently helps the community meet some of its recreational facility needs.

### Tot Lots

The City currently requires new subdivisions and multi-family developments to provide open space and recreational areas. Most developers choose to provide tot lots, off-setting some public neighborhood park deficiencies.

### Trails

Several small trails exist in the area. There is a 1.5-mile trail that is marked and encircles the Stanwood-Camano Village. A ½-mile trail forms the south border of Heritage Park. Informal trails are located in Heritage Park, on rarely used rail lines, and on city and county streets.

### Other Facilities

There are a number of privately owned and operated facilities in the City of Stanwood that the public has access to. Among these are an indoor swimming pool, and indoor commercial establishments. Public open space has also been dedicated by several plats, including significant areas in Fox Hill Estates and Church Creek Estates.

#### *Existing LOS for Neighborhood and Community Parks*

The greatest deficiencies include play lots, bicycle and walking trails, jogging trails, and a swimming pool. In addition, the existing neighborhood parks are not dispersed adequately throughout the City to provide local access.

The existing LOS for neighborhood parks is calculated by dividing total inventory of facilities (5 acres) by the total city population of 4,085. This results in a current LOS of 1.22 acres per 1,000 population.

The existing LOS for community parks is calculated the same way. The City of Stanwood has 58.50 acres of community parks when Heritage Park is included. This results in an existing LOS of 14.3 acres per 1,000 population.

#### *Future Needs*

National standards for classifying park facilities have been developed by the National Recreation and Parks Association. A few examples of how parks are classified are listed below in Table CF-11.

**Table CF-11  
Classification Standards for Recreation Facilities**

<b>Recreation Facility Classification</b>	<b>Acres/1,000 Pop.</b>	<b>Size Range</b>	<b>Pop. Served</b>	<b>Service Area</b>
Neighborhood Park	2.5	5-20 acres	560-2,000	¼-½ mile
Community Park	2.5	20-100 acres	2,000-10,000	½ mile

Source: National Park Recreation and Open Space Standards; National Recreation and Park Association; Washington, D.C.

Neighborhood Parks Future Need

**Table CF-12  
National Standard LOS  
Neighborhood Parks Needs Projection  
(LOS=2.5 acres per 1,000 population)**

<b>Time Period</b>	<b>Pop.</b>	<b>Acreage Needed</b>	<b>Acreage Avail.</b>	<b>Net Reserve (Deficit)</b>	<b>Net land Cost</b>
2004-2009	5,024	12.6	22.6	10	\$0
2010-2015	5,999	15	22.6	7.6	\$0
2016-2025	8,062	20.2	22.6	2.4	\$0

Table CF-12 shows that, based on national standards, Stanwood has adequate acreage for community parks, though some of the undeveloped parks still need facilities and improvements to function as recreation areas for the community.

Community Parks Future Needs

With Heritage Park, Stanwood has an LOS of 14.3 acres per 1,000 population. This existing LOS exceeds the national standard of 2.5. Since Heritage Park serves a regional population, the LOS is somewhat less, but still exceeds standards. This facility will satisfy Stanwood's community parks needs between 2002 and 2015. Community participation is also an effective means of planning for and producing community parks. Table CF-13 describes community parks needs between 2004 and 2025.

**Table CF-13  
National Standard LOS  
Community Park Needs  
(LOS=2.5 acres per 1,000 population)**

Time Period	Pop.	Acreage Needed	Acreage Avail	Net Reserve	Net land Cost
2004-2009	5,024	12.6	43.5	30.9	\$0.00
2010-2015	5,999	15	43.5	28.5	\$0.00
2016-2025	8,062	20.2	43.5	23.3	\$0.00

The City will not require additional community park facilities over the planning period.

Linear Parks and Trails

The national standard LOS for trails is 2 acres per 1,000 population. This equates to a trail 8 feet wide and two miles long. The City presently has 0.5 miles of trail at Heritage Park and 1.5 miles of trail at the Stanwood-Camano Village. The cost per acre is \$35,000, including improvements. Table CF-14 indicates that the City would incur costs of \$283,500 over the next six years for trails based on the LOS noted below.

**Table CF-14  
Trails Needs Assessment  
(LOS=2 acres per 1,000 population)**

Time Period	Acreage Required	Acreage Available	Net Reserve (deficit)	Net Cost
2004-2009	10.1	2.0	(8.1)	\$283,500
2010-2015	12	10.1	(.9)	\$31,500
2016-2025	16.1	12	(4.1)	\$143,500
TOTAL				\$458,500

*Summary*

Between 1994 and 1999, the City spent approximately \$150,000 for park land and \$1,200,000 to finish the Heritage Park recreation facility. These improvements satisfied existing deficiencies and meet LOS standards. The presence of Heritage Park skews the LOS figure for community parks. The LOS for neighborhood parks is also adequate, though budgetary provisions should be made for improvements to the undeveloped community parks. Perhaps not in the next six years, but over the 20-year planning horizon, the City will require additional neighborhood parks to the north and east of downtown. Trails represent the most intensive needed addition to the City's recreation facilities.

## Drainage

The City of Stanwood has completed several planning level documents defining the drainage features within their region. The following documents were referenced for discussion:

- Shoreline Inventory and Stream Study for the Stillaguamish River, Church Creek, and Douglas Creek, December 2002, The Watershed Company
- Analysis of and Recommendations for the Existing Critical Areas Regulations and Comprehensive Plan, Draft November 2002, The Watershed Company.
- Stanwood Drainage Basin Master Plan, November 1998, Leonard, Boudinot, and Skodje, Inc.
- Comprehensive Flood Hazard Management, June 1997, KCM, Inc.

The City of Stanwood has three distinct drainage regions, all of which eventually discharge into the Stillaguamish River. The Douglas Slough basin encompasses the northern regions of Stanwood, both east and west of Pioneer Highway, and the Church Creek basin collects runoff from the eastern fringes of Stanwood. The majority of Stanwood drains to Irvine Slough, including runoff from the downtown core areas, and most of the City west of 72<sup>nd</sup> Avenue NW. Each of the three basins has been subdivided into smaller sub-basins for use in estimating storm water runoff rates.

**Douglas Slough Basin** – Douglas Slough is a channel running approximately north-south on the west side of Stanwood, connecting the Stillaguamish River with Skagit Bay. Further north, the slough crosses the city's UGA at a southwest angle. There are tide gates at both ends of the slough to prevent seawater from backing up into the freshwater system. Runoff from the northeastern portions of Stanwood flows down to the base of the river valley in a variety of small creeks, and then through ditch networks across the flat valley to the slough. This basin is relatively undeveloped, and is primarily used for agricultural purposes. A large percentage of this basin lies outside of the Stanwood city limit and urban growth area boundaries. Ground slopes within the basin range from flat in the valley to approximately 45 degrees along the hillside creek channel banks. Except for some scattered culverts, most of the runoff is carried in natural channels or ditches.

**Church Creek Basin** – Church Creek runs approximately north-south along the east side of Stanwood, until reaching the Stillaguamish valley. It then flows west for approximately one mile prior to entering the river. There is a tide gate at the creek outlet to prevent the tidally influenced river from backing up into the creek. Near Stanwood, the basin is partially developed, with a mix of residential, commercial and agricultural uses. A large percentage of this basin lies outside of the Stanwood city limits and urban growth area boundaries. Ground slopes within the basin range from flat in the valley to approximately 45 degrees along the Church Creek channel banks.

**Irvine Slough Basin** – The majority of Stanwood’s runoff discharges into Irvine Slough, which runs east-west along the south side of Highway 532 in the Stillaguamish river valley. There is a pump station at the slough’s west end, which pumps runoff into the river during floods or high tides. The Pump Station level is maintained below the bottom of flood gates (approximately 2 feet). When the river is low, the water flows via gravity through large flap valves into the river. The basin is highly developed with residential, commercial and industrial uses, and virtually all portions lie within Stanwood city limits. Ground slopes within this basin range from flat in the valley up to approximately 20 percent on the hill in east Stanwood.

#### *Flood Control Structures*

**Stillaguamish River** – The entire length of shoreline in Stanwood is protected by revetments, totaling approximately 3,700 feet. Approximately 3,000 feet of revetment is within the City or UGA limits. Approximately one mile of revetment protects the city’s wastewater treatment plant (WWTP), and the remainder protects industrial or undeveloped properties. The Stillaguamish Flood Control District (FCD) maintains all but the WWTP revetment, which is maintained by the City Public Works Department. Near the WWTP, seven 36-inch-diameter culverts have been installed under the revetment to allow floodwaters to re-enter the Stillaguamish.

According to the Comprehensive Flood Hazard Management Plan for the City of Stanwood (KCM, 1997a), most of the revetments along the Stillaguamish were originally built to protect against inundation due to high tides, and can be overtopped by floods with a recurrence interval of three years or more. The revetment around the WWTP was overtopped twice in 1990, but has since been built higher.

**Church and Douglas Creeks** – There are no documented flood control structures on Church or Douglas Creeks within the city limits or the UGA boundary. Both creeks have tide gates, but these are outside the City and UGA limits. In the lowland areas outside of the UGA and city limits, both creeks have experienced periodic maintenance in their channels, presumably at least in part for flood control purposes. Douglas Creek is essentially a ditch through the lowlands, and has undoubtedly been straightened and dredged. Church Creek is less straight, but has likely been dredged periodically.

#### *Stormwater Outfalls*

**Stillaguamish River** – Storm water is conveyed to the Stillaguamish via three main routes: Douglas (a.k.a. Skagit) Slough, Church Creek/Jorgenson Slough, and Irvine Slough. Only Irvine Slough and Douglas Slough discharge in the shoreline area. Additionally, the WWTP discharges in the City’s shoreline area.

The majority of Stanwood’s runoff discharges into Irvine Slough (Leonard, Boudinot & Skodje, Inc. [LBS] 1998). A pump station at the west end of the slough pumps water into the Stillaguamish during the high flows or high tides. Currently two pumps, capable of pumping 60 cfs are installed at the pump station, but two more pumps can be added at a future date if conditions warrant it (KCM, 1997b). The pumps operate as needed to

maintain the water level in Irvine Slough at -2.5 feet. If pump capacity is insufficient, a flap gate allows water from Irvine Slough to pass into the Stillaguamish via gravity flow if the river level is low enough. Flooding can occur along Irvine Slough if high levels in the slough are coincident with high levels in the Stillaguamish.

Douglas Slough runs roughly north-south and connects the Stillaguamish with Skagit Bay. Both ends of the slough are equipped with tide gates that prevent salt water from entering the freshwater system. The discharge point within the shoreline area is near the point that the Stillaguamish splits into South Pass and West Pass. The drainage basin is relatively undeveloped, but includes the northeastern portion of the City of Stanwood, which drains to Skagit Slough via Douglas Creek.

### *Runoff Control*

The Stanwood Drainage Basin Master Plan (LBS 1998) shows three significant detention facilities that likely discharge directly to Church Creek: one near the intersection of 72nd Avenue and Pioneer Highway; one east of 72nd Avenue at the end of 265th; and one just south of Church Creek Loop NW. It is unclear from the LBS report how the Park Drive detention system ultimately discharges to the creek. In addition to these outfalls, at least one other outfall occurs at the SR 532 crossing. Other outfalls may exist in the Church Creek basin that were not identified in the Drainage Basin Master Plan.

A meat processing plant on Larson Road in the City's UGA has a wastewater treatment facility that discharges its wastewater into a grove of trees north of the plant. No wastewater from this facility is discharged directly into Douglas Creek (Bayes, pers. Comm., 15 August 2002). This facility does not appear to be connected to any larger storm water or wastewater facility.

### *Culverts and Other Fish Passage Barriers*

**Stillaguamish River** - There are no culverts on the Stillaguamish River in the vicinity of Stanwood, though impassible culverts in the shoreline zone occur at the tide gate and pump station at the mouths of Douglas and Irvine Sloughs, respectively.

**Church Creek** - Stream survey data collected by WDFW's Salmonid Screening, Habitat Enhancement and Restoration (SSHEAR) Division included the evaluation and prioritization of a number of culverts and other fish passage barriers along Church Creek, several in or near the City of Stanwood. Of note, the tide gates at the mouth of Jorgenson Slough (Church Creek) were found to block pink, chum, and Chinook salmon completely, and pose a partial migration barrier to Coho salmon and cutthroat and steelhead trout. The box culvert under Woodland Road, near the upstream limits also poses a partial migration barrier. The culvert under SR 532 at milepost 6.1, river mile 2 is generally passable for juveniles and adults at most flows. The county road immediately upstream, 268<sup>th</sup> Street NW (Stanwood-Bryant Road), has a box culvert with a several-foot plunge at its outfall that has been fitted with a fish ladder. Coho salmon,

and cutthroat and steelhead trout are apparently able to ascent this ladder at certain flows.

Habitat access for Church Creek was rated as “unsuitable” with 5 percent passability in the *Stillaguamish Watershed – WRIA 5 Salmonid Habitat Evaluation* (STAG 2002).

**Douglas Creek** – Though no fish migration barriers were found in the main body of Douglas Creek within the City, each end is marked by culverts which likely block or hinder fish migration to a large extent. The downstream culvert, under Pioneer Highway, consists of an approximately 4-by-4-foot concrete box culvert with an approximately 10-inch plunge into a shallow pool at its lower end. Inside, the length of the culvert is smooth and relatively steep, with flows of high velocity and shallow depth. These conditions likely inhibit or block upstream fish passage at a range of flows.

At the upstream 80<sup>th</sup> Avenue NW crossing, a 4-foot diameter round concrete culvert passes under the road. Sections of culvert at the outfall have shifted and failed, and rock has been placed to stabilize the banks and dissipate energy. The result is very shallow high velocity flows in the culvert near its outfall, and several plunges over boulders below that. This situation is a likely near-complete barrier to upstream fish movements.

#### *Future Needs*

Certain sections of the Stanwood storm water conveyance system cannot be improved without the implementation of large regional facilities i.e. pump stations, regional detention, or new storm water trunk mains.

The region with the most needs identified is the east end of downtown, the north end of Stanwood from Pioneer Highway east to almost 76<sup>th</sup> Drive NW, and the central area of eastern Stanwood between 274<sup>th</sup> Street NW and 267<sup>th</sup> Street NW.

Since the development of the City’s Drainage Basin Master Plan and Flood Hazard Management Plan, Storm Water Management priorities and requirements within the Puget Sound region have changed due to the implementation of EPA’s regulations for NPDES Phase 2. The Clean Water Act was amended effective December 1999 with 40 CFR Part 122 requiring certain municipal separate storm sewer systems (MS4) to regulate storm water discharge. In response to this and prior amends to the Clean Water Act, the State of Washington established the Puget Sound Water Quality Action Team and tasked the Department of Ecology with regulatory authority to implement Phase 2 regulations.

The Puget Sound Water Quality Action Team developed and implemented the Puget Sound Water Quality Management Plan, which directs every city and county in the Puget Sound Basin to develop and implement a comprehensive storm water management plan.

Comprehensive storm water management programs under this plan are to include:

- Storm water controls for new development and redevelopment
- Storm water site plan review
- Inspection of construction sites
- Maintenance of permanent facilities
- Source control
- Illicit discharge and water quality response
- Identification and ranking of problems
- Public education and involvement
- Low impact development practices
- Participation in watershed or basin planning efforts
- Create local funding
- Monitoring of program implementation

Further, it's important that cities and counties develop and adopt a technical manual that provides uniform standards and implements best management practices to insure development and redevelopment activities comply with program requirements. The Department of Ecology prepared the "Storm Water Management Manual for Western Washington" to comply with their responsibilities under the Puget Sound Water Quality Management Plan. Cities and counties may develop an alternate technical manual; however, the alternate must be substantially equivalent to Ecology's.

The City of Stanwood is not located within the "urbanized area" used to define jurisdictional boundaries for compliance with Phase 2 regulations. Therefore, application for coverage under a State NPDES Phase 2 General Permit is not required at this time. However, the Department of Ecology does encourage municipalities to adopt programs consistent with the 12 basic elements identified above.

### *Summary*

The current storm water plans prepared for the City of Stanwood address many of the 12 basic elements which the Puget Sound Water Quality Management Plan require. Due to the broad nature of recommendations and assumptions within the Drainage Basin Master Plan, November 1998, the City should consider updating these findings and conclusions and develop a comprehensive storm water management plan addressing specific conditions within the City's UGA. As part of the update, priorities for capital improvements and cost estimates should be revisited.

### **Water Supply, Distribution and Storage Facilities**

The City of Stanwood supplies water both within the boundaries of the City and to the surrounding and unincorporated areas of Snohomish County. The service area boundary encompasses 22.4 square miles of area; however, most of the water service area is undeveloped at this time. In 2002, the City of Stanwood had service connections to 1,665 customers, or 3,282 equivalent residential units (ERU's).

### *Existing and Future Needs*

The peak daily criterion for supply as established by the North Snohomish Coordinated Water System Plan includes single-family residential dwellings at 800 gallons per day and multi-family dwellings at 400 gallons per day. Industrial and commercial water demands are based on Department of Ecology criteria, 2,000 gallons per day per acre for commercial and 1,000 gallons per day per acre for industrial land uses.

Three wells and a spring source provide water supply to the City. The City's spring is the only chlorinated source. The City has received a water right certificate transfer from the abandoned Sill Well to the new Cedarhome Well, increasing the source capacity by 500 gpm.

Water storage is provided by four reservoirs that have a total capacity of 1.6 MG. In addition, the Stanwood water system has eight pressure zones with six pressure reducing stations, three booster pump stations, and more than 54 miles of water main. This storage capacity is deficient by 1.23 MG. This is primarily due to the significant amount of dead storage that cannot be utilized.

According to the 2002 Stanwood Comprehensive Water System Plan, it was recommended that the City make improvements to the pressure zones to eliminate low pressures. These improvements would eliminate the need for significant amounts of dead storage. Assuming that no additional supply sources are added to the system, and the pressure zone improvements are made by 2006, the storage capacity will only be deficient by .83 MG in 2006. If additional supply is added to the system, then in 2006, the storage capacity will be deficient by only 0.06 MG. The water plan identifies a 1.0 MG reservoir to provide additional storage needs for the system.

### *Water Distribution*

Stanwood requires transmission main loops in both the upper and the lower systems. The lower system loop will be constructed as the existing pipe is replaced. The north loop line should be added to provide fire flow for commercial buildings. Based on information provided in the Water Plan, there are deficiencies in the current distribution system in both high/low pressures and available fire flow. With the improvements proposed in Chapter 9 of the Water Plan, these deficiencies are eliminated.

### *Summary*

The Stanwood water system has areas of deficiency in supply (only in the 350 zone), storage, and fire flow conveyance capacity.

A one-million-gallon reservoir is proposed to be sited in the 400 Zone, and an additional well is on-line at Cedarhome. Improvements to the distribution system are planned to eliminate high and low pressures, low fire flows, and old pipe. These improvements

will compensate for the existing deficiencies and service the new growth projected over the next six years.

Stanwood's 2002 Comprehensive Water System Plan is adopted by reference. Please refer to that document for analyses of capital costs for the water system.

## **Wastewater Treatment**

The City of Stanwood recently completed a Wastewater Facilities Plan (May, 2000) which is the primary source of information for this capital facility analysis.

The analysis of wastewater treatment capital facilities for the City of Stanwood involves two components, the treatment plant and the interceptor and collection system.

The wastewater treatment system is owned, operated, and maintained by the City of Stanwood. The collection system is a sanitary-only system (no storm drainage) that consists of more than 10 miles of piping. The smallest main is 6 inches and the largest main is 14 inches. The entire system gravity flows to a pump station on 94th Drive N.W. From that point, the flow travels through a force main to the wastewater treatment plant. The wastewater treatment plant is located south of State Highway 532 and east of 98th Drive N.W. The entire plant covers approximately 40 acres. The plant is a facultative lagoon that provides primary treatment. Wastewater flows from the headworks into a complete-mix aerated lagoon prior to entering the facultative lagoon. The chlorination process for disinfection takes place prior to discharge, and dechlorination facilities have been implemented to comply with the more stringent residual chlorine limits specified in the NPDES permit.

The existing LOS for wastewater collection is stated as meeting 100% of the "WSDOE Criteria for Sewer Works Design." The Department of Public Works has determined that this standard is also adequate to meet future planning needs.

### *Collection System*

#### Current Deficiencies

Stanwood's Wastewater Facilities Plan states that the only current capacity problem in the existing collection system is the 14-inch line that carries flow from East Stanwood under the railroad tracks to the Main Pump Station. The collection system also has scattered minor deficiencies, as would be expected with a 40-year old system. Approximately 50% of the sewer lines are over 30 years old and the condition of the lines is unknown. No deficiencies were found with the existing City owned and operated pump stations.

### Future Needs

The Wastewater Facilities Plan identified trunk lines that require increased capacities, as well as new trunk lines to accommodate growth to 2020. It also identified the sizes and locations of proposed pump stations. The existing collection system upgrade is projected to cost \$4,440,000, new sewer extensions are projected to cost \$2,610,000, and the new pump stations are estimated at \$2,250,000.

### *Treatment*

### Current Deficiencies

Based on WSDOE criteria for wastewater work design and the City of Stanwood NPDES permit for effluent discharge, the existing plant has not always met permit conditions between 1995 and 1998. The problems occur in both summer and wet weather conditions for different reasons. Also, if effluent storage volume is available in the facultative lagoon, the 2020 peak hour flow of 3.67 mgd can be accommodated by the existing facility. However, with the current operational practice of discharging up to 40 hours per week, the existing facility does not have adequate capacity for the design year maximum month flow of 1.5 mgd. If operational practice could be modified so that effluent is discharged whenever the tide is low enough, there appears to be adequate capacity for the design year flows.

### Future Needs

The Wastewater Facilities Plan recommends several alternatives for treatment plant upgrades to better meet permit requirements.

### *Summary of Capital Facilities Costs for Wastewater Facilities*

The total capital cost of the recommended improvements is \$9,300,000 for the collection system and \$8,455,000 for the treatment facility, for a combined total for the planning period (2020) of \$17,755,000. The total present worth value (1999) of the recommended improvements is \$12,200,000 for the collection system and \$11,863,000 for the treatment plant, for a combined total, including O&M costs, of \$24,063,000. In 2003, \$11,124,672 was budgeted for treatment plant upgrades.

Stanwood's 2000 Wastewater Facilities Plan is adopted by reference. Please refer to that document for analyses of capital costs for the water system.

### *Library*

The Stanwood Library operates as a joint venture between the City of Stanwood and Sno-Isle Libraries. By contractual agreement, the building, located at 9701 172<sup>nd</sup> Street NW, is owned and maintained by the City of Stanwood, with Sno-Isle Libraries

providing staff, library materials and equipment. The Library is approximately 5,400 square feet in size and contains 50,000 library materials

The Stanwood Library’s service area mirrors the Stanwood-Camano School District boundaries. Sno-Isle reports 17,503 library card holders from incorporated Stanwood, unincorporated Stanwood and Camano Island as of December, 2003.

*LOS*

The size of a public library is determined mainly by the number of materials needed to meet the needs of the population of the library’s service area. In addition to the materials collection, space for story programs, study tables, lounge seating, public computer stations, work areas for staff, and community meetings is needed. Standards for planning library facilities range from a half a square foot per capita to over one square foot per capita. Because the Stanwood Library is a part of a large library system, many behind the scene activities for the library take place at the library district’s service center, and not in the community library building itself. For that reason, a half a square foot per person in the library’s service area, to determine building size.

The 2000 U.S. Census showed a population of 31,280 in the library’s service area of incorporated Stanwood, unincorporated Stanwood and Camano Island. Population projections indicate an increase to 44,000 residents for the Stanwood and Camano Island area by 2020. With our guide of a half of a square foot per person, we project a need for a building of approximately 20,000 square feet. At 20,000 square foot building will

- require a site of 2 acres;
- store 85,000 books and other library materials;
- park 90 vehicles;
- provide study and lounge seating for 150 people;
- offer twelve staff work stations;
- include a community meeting room that accommodates 60; and
- house a story time space for 30 children.

**Table CF-15  
Stanwood Library Space Needs**

<b>Time Period</b>	<b>Total Space Needs (sq. ft.)</b>	<b>Space Available</b>	<b>Net Surplus (Deficit)</b>	<b>Estimated Cost<sup>1</sup></b>
2004-2009	15,640	5,400	(10,240)	\$7,038,000 <sup>2</sup>
2010-2025	20,000	15,640	(4,360)	\$1,962,000
<b>TOTAL</b>				<b>\$9,000,000</b>

<sup>1</sup> \$450 per square foot including land acquisition and soft costs.

<sup>2</sup> The existing facility does not provide expansion opportunities. Costs reflect new facility.

**Schools**

The Stanwood-Camano School District No. 401 serves the City of Stanwood and portions of unincorporated Snohomish and Island Counties (Camano Island). Camano Island students from Island County comprise approximately 40percent of the District’s enrollment. The District is bordered to the east by Arlington and Lakewood Districts and to the south by Marysville School District. The district currently has five elementary schools, two middle schools, one high school, and one alternative high school.

**Table CF-16  
Stanwood-Camano School District No. 401  
Facilities Inventory**

Facility Name and Type	Enrollment Capacity Excluding Portables*	Sq. Ft. of Building	No. of Teaching Stations
Cedarhome Elementary	500	47,250	24
Elger Bay Elementary	500	48,826	24
Stanwood Elementary	614	52,071	27
Twin City Elementary	425	42,522	21
Utsalady Elementary	500	49,984	24
Port Susan Middle School	600	77,855	31
Stanwood Middle School	725	94,437	35
Stanwood High School - Church Creek Campus	593	52,216	27
Stanwood High School	1,200	142,673	53
<b>TOTAL</b>	<b>5,657</b>	<b>607,834</b>	<b>266</b>

Source: Stanwood-Camano School District Capital Facilities Plan (2004)

Student enrollment in grades K-12 of the 2002 year was 5,263 students. This represents an increase of 44 percent over 1993 enrollment levels, or an average growth rate of approximately 4.4 percent per year between 1993 and 2002. District-wide enrollment increase is expected to be 8 percent from 2002 to 2007. Projected enrollments for 2004-

2009 are presented in Table CF-17, below. On average, for the period 1996-2003, 21.7% of the population in the Stanwood-Camano School District were students.

**Table CF-17  
Stanwood-Camano School District No. 401  
Projected Enrollment 2004-2009**

	2004	2005	2006	2007	2008	2009
<b>Elementary</b>	2,048	2,022	2,042	2,031	2,030	2,016
<b>Middle School</b>	1,389	1,366	1,282	1,282	1,249	1,279
<b>High School</b>	1,811	1,930	1,958	1,973	1,984	1,901
<b>Totals</b>	<b>5,248</b>	<b>5,318</b>	<b>5,282</b>	<b>5,286</b>	<b>5,263</b>	<b>5,196</b>

Source: Stanwood-Camano School District Capital Facilities Plan, 2004

Projected future needs are depicted in Table CF-18. This number is derived by applying the projected number of students to capacity existing (excluding portables) in 2003. Capacity needs are expressed in terms of “unhoused students.” Unhoused students are defined as students expected to be housed in portable classrooms or classrooms where the class size exceeds State standards or contractually negotiated agreements within the local school district. The method used to define future capacity needs assumes no new construction. This table shows the actual space needs and the portion of those needs that are “growth related.”

**Table CF-18  
Stanwood-Camano School District  
Projected Additional Capacity Needs**

Grade Span	2004	2005	2006	2007	2008	2009	2004-2009 Pct. Growth Related
<b>Elementary (K-5)</b>							
Growth Related	0	0	0	0	0	0	0.0%
<b>Middle School (6-8)</b>							
Growth Related	64	41	0	0	0	0	0.0%
<b>High School (9-12)</b>							
Growth Related	18	137	165	180	191	108	20.03%

Source: Stanwood-Camano School District Capital Facilities Plan, 2004

At the end of the six-year forecast period (2009), additional permanent student capacity will not be needed at the elementary schools or the middle schools. In the high school at the end of 2009, there will be a need for additional capacity to house 108 additional permanent students. According to the Stanwood-Camano School District, both Port Susan Middle School and Stanwood High School have room for a potential expansion of permanent facilities.

### *Current Level of Service*

Based on the preceding information, the current level of service for elementary schools is 17 students per permanent teaching station, as compared with a maximum capacity LOS of 24 for grades K-4 and 27 for grade 5. The current level of service for middle schools is 21 students per permanent teaching station, as compared to the maximum LOS of 28 students for grades 6-8. The current level of service for high school is 23 students, as compared to the maximum LOS of 31 students for grades 9-12. The District's current LOS is satisfactory.

### *Needs Based on Level of Service Standards*

The following is a brief outline of those projects likely needed to accommodate unhoused students in the Stanwood Camano School District through the year 2007.

**Elementary Schools:** District facilities will accommodate elementary school enrollment needs through 2009.

**Middle Schools:** District facilities will accommodate middle school enrollment needs through 2009. However, there will be deficiencies in 2004 and 2005 and in the long range (135 in 2012). The District's Facility Advisory Committee has recommended an addition to Port Susan Middle School to accommodate increased enrollment.

**High School:** The District's greatest need is for capacity improvements at the high school level. Church Creek Elementary was remodeled into a freshman campus in 2001 and additions were made to the existing high school. This added a combined capacity of 593 students. There will be a 108-student deficiency in 2009, and a future deficiency of 353 in 2012. The District's Capital Advisory Committee has recommended an addition to the High School to accommodate projected un-housed students.

### *Summary*

The District's Capital Facilities Plan for 2006-2011 is adopted by reference. Please refer to that document for analyses of capital costs for the school system.

## Revenue Sources and Amounts

This section summarizes the revenue sources available to the City of Stanwood, highlights those available for capital facilities, and provides a number of revenue packages for City Planning Commission and Council consideration.

There are two types of revenue sources for capital facilities:

1. Multi-use: Taxes, fees, and grants which may be used for virtually any type of capital facility (but which may become restricted if and when adopted for a specific type of capital facility);
2. Single use: Taxes, fees, and grants, which may be used only for a particular type of capital facility. These revenue sources are discussed below:

### Multi-Use Revenue Sources

#### *Property Tax*

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

The property tax rate in the City of Stanwood is currently \$2.48 per \$1,000 of assessed value (AV). This figure does not include the 43.07 cent Emergency Medical Service Levy, a 9.48 cent 1994 Bond, and a 61.03 cent 2000 Bond. The maximum regular rate allowed by state law is \$3.375 per \$1,000 AV.

Under state law, local governments are prohibited from raising the property tax levy more than 1 percent of the highest amount levied in the last three years (before adjustments for new construction and annexations). However, the state authorizes temporary or permanent increases above the one percent lid, up to a statutory limit under local voter approval. The City of Stanwood has passed a temporary lid lift to \$3.30 in 2004.

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

There are two types of GO bonds: voter-approved and councilmanic.

Voter-approved bonds increase the property tax rate, with increased revenues dedicated to paying principal and interest on the bonds. Local governments are authorized in "excess levies" to repay voter-approved bonds. Excess levies are increases in the regular property tax levy above statutory limits (\$3.375 per \$1,000 AV in Stanwood's case). Approval requires a 60 percent majority vote in favor and a turn-out of at least 40 percent of the voters from the preceding general election.

Councilmanic bonds are authorized by a jurisdiction's legislative body without the need for voter approval. Principal and interest payments for councilmanic bonds come from general government revenues, without a corresponding increase in property taxes. Therefore, this method of bond approval does not utilize a dedicated funding source for repaying the bond holders. Lease-purchase arrangements are also authorized by vote of the legislative body and do not require voter approval.

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

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

Of the 2.5 percent for General Purpose Bonds, the City may issue up to 1.5 percent in the form of councilmanic bonds. State law allows cities an additional separate debt capacity of 0.75 percent of taxable value of property for non-voted lease obligations.

Depending on the amount and term of the bonds or lease-purchase arrangement, the impact on the individual taxpayer would vary widely. The annual debt service costs would be in addition to regular property taxes.

***Real Estate Excise Tax (REET)***

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

The first and second 0.25 percent may be used for the following capital facilities:

- a. The planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, domestic water systems, and storm and sanitary sewer systems; or
- b. The planning, construction, repair, rehabilitation, or improvement of parks and recreational facilities.

In addition, the first 0.25 percent may be used for the following:

- a. The acquisition of parks and recreational facilities;
- b. The planning, acquisition, construction, repair, replacement, rehabilitation, or improvement of law enforcement facilities, protection of facilities, trails, libraries,

administrative and judicial facilities, and river and/or floodway/flood control projects and housing projects subject to certain limitations.

The City of Stanwood has enacted both of the 0.25 percent real estate excise taxes. The total 2003 budget estimate is \$50,000 allocated to capital facilities and \$50,000 to Growth Management.

### ***Local Option Sales Tax***

Local governments may collect a tax on retail sales of up to 1.1 percent, of which 0.1 percent may be used only for criminal justice purposes (public transportation-benefit authorities may levy up to 0.6 percent). Voter approval is required.

In 2003, Stanwood is budgeting \$825,000 in retail sales tax to be expended on maintenance and operating costs. Criminal justice tax revenues (1 percent) totals \$50,000 in 2003.

### ***Utility Tax***

RCW 35.21.870 authorizes cities to collect a tax on gross receipts of electrical, natural gas, and telephone providers. Service users pay the tax as part of their utility bill. The City also imposes a 6 percent tax on water, sewer, solid waste, and storm water utility customers, as well as a 3 percent tax on cable TV operators.

State law limits the utility tax to 6 percent of the total receipts for electricity, gas, steam (not applicable to Stanwood), and telephone, unless a majority of the voters approved a higher rate. There are no restrictions on the tax rates for sewer, water, solid waste, and stormwater. Revenue can be used for capital facilities acquisition, construction, and maintenance, but the City uses it for operation and maintenance of general government.

In 2003, \$580,000 is budgeted from utility tax, to be spent in the general fund for operating costs of general government services.

### ***Community Development Block Grants (CDBG)***

Approximately \$8.5 million in community development block grant (CDBG) funding is available annually state-wide through the federal Department of Housing and Urban Development for public facilities, economic development, and housing projects which benefit low- and moderate-income households. Funds may not be used for maintenance and operations. It is anticipated that future CDBG funding will be directed towards street construction needs. Because the amount of CDBG funding varies substantially from year to year, it is not possible to reliably forecast revenue from these grant sources. In 1994, the City received \$110,000 for street and water construction. In 1995, the City received \$225,000 for street construction. In 2003, the City received \$250,000 for well rehabilitation.

### ***Community Economic Revitalization Board Grant (CERB)***

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

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

### ***Public Works Trust Fund (PWTF)***

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

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

Emergency planning loans are at a 4 percent interest rate. If state or federal disaster funds are received, they must be applied to the loan for the life of the project (20 years). Capital improvement planning loans have no interest, but require a 25 percent local match.

### **Single-Purpose Revenue Sources:**

#### ***Cultural Arts, Stadium/Convention Facilities***

##### *Special-Purpose Districts*

RCW 67.38.130 authorizes cultural arts, stadium/convention special purpose districts with independent taxing authority to finance capital facilities. The District requires a majority voter approval for formation, and has a funding limit of 0.25 cents per \$1,000 of assessed valuation.

Typically, such a special-purpose district would serve a larger geographical area than the single city. Revenue would be based on the tax base of the area within the special service district. If Stanwood were to propose a cultural arts or stadium/convention

special purpose district with the same boundaries as the City, maximum allowable levy rate of 0.25 percent per \$1,000 AV would apply.

### ***Fire Protection and Emergency Medical Services***

#### *EMS Levy*

The state authorizes a \$0.50 per \$1,000 AV property tax levy which may be enacted by fire and hospital districts, cities and towns, and counties.

Snohomish County has enacted a 0.25 percent EMS levy. This levy is voluntary in cities and fire districts. Stanwood is not included in this EMS levy.

Stanwood has enacted an EMS levy. According to state law, the City must assess the EMS levy city-wide. If the county's EMS levy applies to the City, then the City cannot enact an EMS levy for the City itself. Stanwood's EMS levy is 43.07 cents per \$1,000 assessed value.

#### *Fire Impact Fees*

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

### ***Parks and Recreation***

#### *Open Space and Park Facility General Obligation Bonds*

See General Obligation Bonds (under Multi-Use Revenue, above) for general discussion of the purpose, requirements, and decision basis for GO bonds. Total amount of local government debt which may be committed to open space and park facilities is 2.5 percent.

#### *Park Districts*

State law authorizes metropolitan park districts and park and recreation districts, each with independent taxing authority. Stanwood is considering the formation of a park and recreation district.

#### *Park and Recreation Service Area (PRSA)*

RCW 36.68.400 authorizes park and recreation service areas as junior taxing districts for the purpose of financing the acquisition, construction, improvement, maintenance, or operation of any park, senior citizen activity center, zoo, aquarium, or recreational

facility. The maximum levy limit is \$0.15 per \$1,000 AV. A PRSA can generate revenue from either the regular or excess property tax levies and through general obligation bonds, subject to voter approval. Revenue may be used for capital facilities maintenance and operations. Voters approve formation of a PRSA, and subsequently approve an excess levy for the purpose of constructing facilities.

#### *User Fees and Program Fees*

These fees are charged for using park facilities (such as field reservation fees) or participating in recreational programs (such as arts and crafts registration fees). The City does not currently charge user fees for the use of its parks.

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

#### *Park Impact Fees*

RCW 82.02.050-090 authorizes local government to enact impact fees to be paid by new development for its "fair share" of parks and recreation facilities necessary to serve the development. Impact fees must be used for capital facilities necessitated by growth, and not to correct existing deficiencies in levels of service. Impact fees cannot be used for operating expenses. Stanwood presently has a park impact fee program.

A park impact fee may be calculated by multiplying a selected level of service for neighborhood, community, and regional parks (expressed in park acres per thousand population) by the cost per developed acre for each type of park to determine the cost per capita, then multiplying cost per capita by the number of persons per household to determine cost per dwelling unit. Higher LOS standards would result in higher impact fees.

#### *State Parks and Recreation Commission Grants*

These grants are for parks, capital facilities acquisition, and construction, and require a 50 percent local match. It is not possible to reliably forecast the amount of revenue the City would receive over 20 years from this source.

The Department of Natural Resources provides grants for facilities on navigable waterways. The City must provide a match of 25 percent.

#### ***Roads, Bridges, and Mass Transit***

##### *Motor Vehicle Fuel Tax*

RCW 82.36 authorizes this tax, which is administered by the State Department of Licensing and paid by gasoline distributors. Cities and counties receive 11.53 percent and 22.78 percent, respectively, of motor vehicle fuel tax receipts. Revenues must be

spent for “highway purposes” including the construction, maintenance, and operation of city streets, county roads, and highways.

#### *Local Option Fuel Tax*

RCW 82.80 authorizes this county-wide local option tax equivalent to 10 percent of the state-wide motor vehicle fuel tax and a special fuel tax of 2.3 cents per gallon. Revenues are distributed back to the county and its cities on a per capita basis (1.5 for population in unincorporated areas and 1.0 for population in incorporated areas). Revenues must be spent for “highway purposes” as described above. Snohomish County has not enacted this local option fuel tax.

#### *Commercial Parking Tax*

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

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

#### *Transportation Benefit District*

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

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

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

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

### *Street Impact Fees*

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

Stanwood has adopted street impact fees. Street impact fees for 2003 have been forecast at \$99,440.

### *Surface Transportation Program (STP) Grants*

The Puget Sound Regional Council administers grants for road construction, transit, capital projects, bridge projects, transportation planning, and research and development. Projects must be on the regional TIP list, and must be for roads with higher functional classifications than local or rural minor collectors.

Funds are available on a 86.5 percent federal/13.5 percent local match based on highest ranking projects from the regional TIP list. In 1995, the City received \$500,000 in ISTEA grants for reconstruction of 102nd Ave.

### *Federal Aid Bridge Replacement Program Grants*

WSDOT provides grants on a state-wide priority basis for the replacement of structurally deficient or functionally obsolete bridges. Funding is awarded on 80 percent federal/20 percent local match.

### *Federal Aid Emergency Relief Grants*

WSDOT provides funding for restoration of roads and bridges on the federal aid system which are damaged by natural disasters or catastrophic failures. Funds are available on a 83.13 percent federal/16.87 percent local matching basis. Stanwood does not qualify for an emergency relief grant at this time. Because emergencies cannot be predicted, it is not possible to forecast revenues from this source.

### *Arterial Improvement Program (AIP)*

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

### *Transportation Partnership Program (TPP)*

The state TPP provides funding for projects to alleviate and prevent traffic congestion caused by economic development or growth. Eligible projects should be multi-agency, multi-modal, congestion, and economic development-related, and partially funded locally. Funds are awarded on an 80 percent/20 percent local matching basis. Stanwood received \$680,000 in TPP NSTP funding in 1993 for 276th NW. \$1,000,000 in TPP-eligible projects is included in the six-year transportation improvement program. There is no assurance that any of these projects will receive funding.

### ***Utilities***

#### *General Obligation (GO) Bonds and Property Tax Excess Levy*

See Multi-Use Revenue, above, for general discussion of GO bonds. The amount of local government debt for utility bonds is restricted by law to 2.5% of the taxable value of the property. Local government utilities tend to use bonds backed by utility user fees rather than general obligation bonds.

#### *Sanitary Sewer*

The City owns and operates a sanitary sewer collection system and treatment plant.

#### User Fees

The state authorizes cities, counties, and special purpose utility districts to collect fees from wastewater generators. Fees may be based on the amount of potable water consumed, or flat fees. Revenues may be used for capital facilities or operating and maintenance costs. The City adopted a three-year rate plan based on a rate study in 2002. \$902,750 is budgeted in Stanwood in 2003 from this source.

#### System Development Charges/Connection Fee

The state authorizes a fee to connect to a sanitary sewer system based on an equitable share of the capital costs of serving the new connection. \$329,500 is budgeted in 2003 from this revenue source in Stanwood.

#### Centennial Clean Water Fund

The Department of Ecology (DOE) issues grants and loans for the design, acquisition, construction, and improvement of water pollution control facilities and related activities to meet state and federal requirements to protect water quality. The City was awarded a CCWF grant for an upgrade to the waste water treatment plant in 2002 for \$2,592,400..

### State Revolving Fund Loans

DOE administers low-interest loans and low-interest guarantees for water pollution control projects. Applicants must demonstrate water quality need, have a facility plan for water quality treatment, show ability to repay a loan through a dedicated source of funding, and conform to other state and federal requirements. In 2002, the City was awarded a 0% interest loan for \$8.8 million to upgrade its waste water treatment plant.

### *Solid Waste*

The City serves as the franchising authority for solid waste services. A contract with Waste Management NW is in place through June, 2005.

### Department of Ecology Grants

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

### *Storm Water*

### Storm Drain Utility Fee

The state authorizes cities and counties to charge a fee to support storm drain capital improvements and maintenance. The fee is usually a flat rate per residential equivalency. Residential equivalencies are based on average amount of impervious surface. Commercial property is commonly assessed a rate based on a square footage basis. The Stanwood storm utility manages all of the stormwater infrastructure including open ditches, biofiltration swales, retention facilities, for small developments and larger regional stormwater detention facilities that serve commercial as well as residential development. The City charges a surcharge for its regional detention facilities.

### System Development Charges/Connection Fee

The state authorizes a fee to connect to a storm sewer system based on an equitable share of the capital costs of serving the new connection. \$26,600 is budgeted in 2003 from this revenue source in Stanwood.

### *Water Supply*

The City of Stanwood has one water service area. This area extends to the Hat Slough Bridge to the South, 64th Ave. to the East, 288th St. to the North, and the Camano Island bridge to the west.

### User Fees

The state authorizes cities, counties and special purpose utility districts to charge for water consumption, usually on the basis of volume of water consumed. Revenue may be used for capital facilities, operations and maintenance. The City adopted a three-year rate plan per a 2002 rate study. The budgeted revenue for 2003 is \$695,750.

### System Development Charges/Connection Fee

The state authorizes a fee to connect to a water system based on an equitable share of the capital costs of serving the new connection. \$354,000 is budgeted in 2003 from this revenue source in Stanwood.

## **Costs Per Household**

Under the Growth Management Act, comprehensive plans must include at least a six-year plan to finance needed capital facilities within projected funding capacities. The first section of this element contains tables estimating the costs of needed facilities to accommodate forecasted growth under the proposed land use plan for existing and recommended levels of services. This section presents projected revenues to pay for the capital facilities plan.

In Table CF-19, the costs per year to the owners of a typical house are calculated. The current "base" annual household costs for a family of 2.65 for city-related expenses included the following:

**Table CF-19  
Current Annual SFR Household Costs for City-Related Expenses**

<b>Cost Item Assumes \$217,182 AV SFR* in 2003</b>		<b>Rate per Year (\$)</b>		
Property Tax (2003 Estimate)		\$2,671		
City Utilities	Water	\$219		
	Sewer	\$435		
	Storm Drainage	\$72		
City Utility Tax (on private utilities)	Electricity - 6%	\$144		
	Natural Gas - 6%	\$31		
	Telephone - 6%	\$50		
	Garbage - 6%	\$12		
	Cable - 3%	\$14		
<b>TOTAL</b>		<b>\$3,648</b>		

\*AV SFR represents the assessed value of a single family residential unit.

**Summary of Revenues and Expenditures**

In order to comply with the Act, a balance must be maintained between the costs of the needed capital facilities projects and the probable funding for those projects. Table CF-20 provides a summary of the revenues that are available to fund the projects in the 2007-2012 Capital Improvement Program.

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