



CO00000312

COUNTY COUNCIL
SNOHOMISH COUNTY, WASHINGTON

AMENDED ORDINANCE NO. 01-111

AMENDING THE CAPITAL FACILITIES PLAN / YEAR 2001 UPDATE, A PART OF
SNOHOMISH COUNTY'S GROWTH MANAGEMENT ACT COMPREHENSIVE PLAN,
RELATING TO PARK AND RECREATIONAL FACILITY NEEDS, AND AMENDING
AMENDED ORDINANCE NO. 94-125

WHEREAS, the County Council adopted the 1995-2000 Capital Plan, along with other mandatory elements of Snohomish County's Growth Management Act Comprehensive Plan (GMACP), on June 28, 1995; and

WHEREAS, the Snohomish County Council has adopted periodic updates to the capital facilities plan (CFP) since 1995 including, most recently, the CFP / Year 2001 Update; and

WHEREAS, the Planning Commission held a public hearing on September 25, 2001, focussed on both the CFP / Year 2001 Update and, consistent with an order of the Central Puget Sound Growth Management Hearings Board, certain components of the CFP / Year 2000 Update as well; and

WHEREAS, the draft of the CFP / Year 2001 Update used at the Planning Commission's public hearing designated parks as "necessary for development" under the Growth Management Act (GMA) and established new level of service (LOS) standards for parks consistent with recommendations expected to be included in the 2001 Comprehensive Parks and Recreation Plan, which had not yet been adopted; and

WHEREAS, the Planning Commission initially recommended adoption of the entire CFP / Year 2001 Update, but in order to ensure consistency between the CFP and the 1994 Comprehensive Parks and Recreation Plan, which was then still in place, the Commission subsequently recommended that the Council leave the material on parks unchanged from the CFP / Year 2000 Update until after the adoption of the 2001 Comprehensive Parks and Recreation Plan; and

WHEREAS, after holding a public hearing on November 19, 2001 continued to November 20, 2001, and reviewing the entire record, including the Planning Commission's recommendations, the County Council adopted a version of the CFP / Year 2001 Update that retained the language concerning parks used in the CFP / Year 2000 Update; and

WHEREAS, following a public hearing held on December 5, 2001 continued to December 12 and 19, 2001, and after reviewing the entire hearing record on both the

2001 Comprehensive Parks and Recreation Plan and the CFP / Year 2001 Update, including the Planning Commission's recommendations as well as written and oral testimony, the County Council adopted the 2001 Comprehensive Parks and Recreation Plan; and

WHEREAS, the County must now amend the CFP / Year 2001 Update to ensure that the section on Park and Recreational Facility Needs is consistent with the adopted 2001 Comprehensive Parks and Recreation Plan.

NOW, THEREFORE, BE IT ORDAINED:

Section 1. The County Council adopts and incorporates the foregoing recitals as though fully set forth herein.

Section 2. The County Council makes the following additional findings of fact and conclusions regarding the amendments to the CFP / Year 2001 Update recommended by the Planning Commission:

- A. The County Council hereby adopts and incorporates by reference into this ordinance, as if set out in full, Section 1 (Findings and Conclusions) of Amended Ordinance No. 01-090, entitled Adopting Amendments to the Capital Facilities Plan, A Part of Snohomish County's Growth Management Act Comprehensive Plan, and Amending Amended Ordinance No. 94-125.
- B. The County Council hereby adopts and incorporates by reference into this ordinance, as if set out in full, Section 1 (Findings and Conclusions) of Ordinance No. 01-108, entitled Adopting the 2001 Comprehensive Park and Recreation Plan as Part of the Snohomish County Growth Management Act Comprehensive Plan and Amending Amended Ordinance 94-125.
- C. Facilities are designated as necessary for development pursuant to Goal 12 of the GMA if a local government determines, in its discretion, that particular facilities must be built or expanded where a planned intensification of land use at the parcel or tract level would otherwise result in reduction of LOS standards below the adopted minimum levels. The Central Puget Sound Growth Management Hearings Board has held that minimum LOS standards must be adopted for all facilities designated as necessary for development in order to provide a trigger mechanism for the GMA's requirement to reassess the comprehensive plan.
- D. The 2001 Comprehensive Parks and Recreation Plan provides a policy foundation for designating as "necessary for development" one or more categories of parks and establishing minimum LOS standards for the categories of parks included in that designation, as well as target LOS standards for all remaining categories.

- E. The amendments to the CFP / Year 2001 Update adopted by this ordinance designate "community/combined parks" as necessary for development and establish minimum LOS standards for "community/combined park" land and facilities.
- F. The amendments to the CFP / Year 2001 Update adopted by this ordinance are consistent with both the 2001 Comprehensive Park and Recreation Plan and the requirements of the GMA. Additionally, because designating "community/combined parks" as necessary for development strengthens the County's responsibilities to residents of rural areas and unincorporated urban growth areas, the amendments to the CFP / Year 2001 Update adopted by this ordinance are consistent with the GMA's emphasis on the role of county government as service provider for rural and regional facility needs.
- G. In compliance with the State Environmental Policy Act (SEPA), staff conducted an environmental review by preparing an addendum to the Final Environmental Impact Statement (FEIS) for the GMA Comprehensive Plan. The recommended amendment is within the scope of analysis contained in the FEIS and associated adopted environmental documents and results in no new significant adverse environmental impacts. The addendum performs the function of keeping the public apprised of the refinement of the original GMACP by adding new information but does not substantially change the analysis of significant impacts and alternatives analyzed in the existing adopted environmental documents. The County Council concludes that the environmental review conducted satisfies SEPA requirements.
- H. The Planning Commission held a public hearing on the CFP / Year 2001 Update on September 25, 2001. The County Council held a public hearing on the CFP / Year 2001 Update on November 19, 2001 continued to November 20, 2001 and another public hearing on the 2001 Comprehensive Parks and Recreation Plan on December 5, 2001 continued to December 12 and 19, 2001. The County Council concludes that the applicable public participation requirements of county code and state law have been met.
- I. The GMA allows the county to amend the GMACP as part of its annual docketing process or, if an amendment affects the capital facilities element, as part of the annual budget process. This action to amend the capital facilities plan, which was originally anticipated to occur as part of the annual budget process, complies with that requirement because it is part of the docketing process.

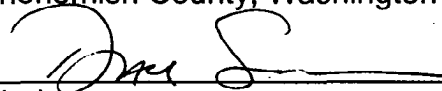
Section 3. The County Council bases its findings of fact and conclusions on the entire legislative record of this ordinance and Amended Ordinance No. 01-090, including the recommendations of the Snohomish County Planning Commission, as well as all exhibits and testimony.

Section 4. Based on the foregoing findings and conclusions, the Snohomish County Capital Facilities Plan, adopted in section 4 of Amended Ordinance No. 94-125 on June 28, 1995, and as last amended by Amended Ordinance No. 01-090 (adopting the Capital Facilities Plan / Year 2001 Update, attached thereto as Exhibit A) on November 20, 2001, is hereby amended as indicated in Exhibit A of this ordinance (Amendments to the Capital Facilities Plan / Year 2001 Update).

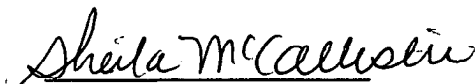
Section 5. If any section, sentence, clause or phrase of this ordinance shall be held to be invalid or unconstitutional by the Growth Management Hearings Board, or a court of competent jurisdiction, such invalidity or unconstitutionality shall not affect the validity or constitutionality of any other section, sentence, clause or phrase of this ordinance. Provided, however, that if any section, sentence, clause or phrase of this ordinance is held to be invalid by the Board or court of competent jurisdiction, then the section, sentence, clause or phrase in effect prior to the effective date of this ordinance shall be in full force and effect for that individual section, sentence, clause or phrase as if this ordinance had never been adopted.

PASSED THIS 19th day of December, 2001.

SNOHOMISH COUNTY COUNCIL
Snohomish County, Washington

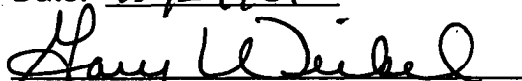

Chairperson

ATTEST:


Clerk of the Council, Asst.

- APPROVED
- EMERGENCY
- VETOED

Date: 12/24/01


County Executive

ATTEST:



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GARY WEIKEL
Deputy Executive

Approved as to form only:

Deputy Prosecuting Attorney

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Exhibit A

To Ordinance No. 01-111

**Amendments to
The Capital Facilities Plan /
Year 2001 Update**

Amend pages 13-15 of the Capital Facilities Plan / Year 2001 Update to read:

~~PARK LAND AND RECREATIONAL FACILITIES~~

~~The County Parks and Recreation Department is developing recommendations to expand their responsibilities from their previous position as exclusively a regional park provider to one that includes the provision of local and community parks within urban growth areas (UGAs). The current parks land and facility inventory reflects a history of regional land acquisition, with relatively little facility development. Current County needs, as analyzed in the *DRAFT 2000 SNOHOMISH COUNTY PARK AND RECREATION PLAN*, reflect a shift towards more localized community park land and facilities. The County's regional park role, however, still remains significant, in light of these emergent needs.~~

~~Park Land~~

~~All County park lands are classified into one of six land categories, each of which has a recommended level of service range to guide future acquisition activity.~~

~~Athletic Fields (Regional) and Recreation~~

~~The 1994 Countywide Comprehensive Park Plan, adopted in 1995 as a part of the GMA Comprehensive Plan, highlighted the need for the County to become more directly involved in the provision of active athletic fields. Currently, the County owns 353.46 acres of land for active athletic field use. The County has worked on its own, and in conjunction with Snohomish County cities and school districts, to increase the inventory of land available for athletic field development and use.~~

~~Trails (Regional)~~

~~The County has taken a leadership role, over the past 12 years, in the provision of a regional trail system. Such a system can further promote recreational and commuter use of non-motorized routes of travel. Land acquisition efforts, over the past 6 years, have been intensive. Much of the right of way for the Centennial Trail has been acquired, except for the southern link from Snohomish to the King County line. The County currently owns 989.97 acres of linear trail right of way. Future efforts will be focused on development of the right of way.~~

~~Resource Activity (Regional and local)~~

~~Resource activity land is characterized by a mix of active and passive recreational opportunities on sites with some distinctive environmental features. Resource activity sites typically feature a range of leisure facilities, including saltwater and freshwater access sites, playgrounds, campgrounds and other flexible opportunities. These sites, when located within urban growth boundaries (UGAs), may also be suitable for local and community park development. The County currently owns 2,162.62 acres of property in this designation.~~

Resource Conservancy (Regional and local)

Resource conservancy land is usually characterized predominantly by sensitive environmental features, such as streams, wetlands, and steep slopes, which limit the active recreational development opportunities but provide superb natural open space. The County currently owns 4,598.36 acres of property in this designation. These acres include ESA targeted properties, key conservation opportunities, both inside and outside of urban growth areas (UGAs), restoration and passive activities.

Special Use (Regional)

Lands within this category typically do not fit well into other categories, and are dedicated to or planned for a very specific use serving a countywide user base. The County currently owns 540.52 acres of property in this designation.

Recreational Facilities

Although many of the County's park sites are undeveloped, there is a growing inventory of County recreational facilities. These are summarized below utilizing parallel categories to those used for park lands.

Athletic Fields

The County currently owns 25 park sites with facilities in this designation. These facilities include 22 fields and 3 public courts. Athletic field facility spending will continue, in order to develop properties recently acquired for this purpose.

Trails

The County currently owns most of the right-of-way for 3 major regional trails in unincorporated Snohomish County. These include the Centennial Trail, the Interurban Trail, and the Whitehorse Express. Parks also maintains a variety of asphalt and dirt multipurpose and interpretive trails in several parks. All together, Snohomish County has 45.20 miles of developed trails that are open to the public. Trail facility spending will continue at high levels, due to successful grant applications and the publicly supported need to complete the development of the Centennial Trail.

Outdoor Facilities

The County currently owns a total number of 34 park sites with facilities in this designation. This category includes 26 water access points (23 fresh water and 3 salt water), 7 playgrounds, and 4 campgrounds.

Buildings

~~The County currently owns a total number of 18 park sites with facilities in this designation. These include 16 permanent restroom buildings, 7 administrative support buildings, 12 rental houses, 9 yurts, and 25 shelters.~~

PARK LAND AND RECREATIONAL FACILITIES

The current parks land and facility inventory reflects a history of regional land acquisition, with relatively little facility development. Current County needs, as analyzed in the 2000 Snohomish County Park and Recreation Plan, reflect a shift towards more localized community park land and facilities. The County's regional park role, however, still remains significant, in light of these emergent needs.

Park Land

All County park lands are classified into one of six land categories, each of which has a recommended level-of-service range to guide future acquisition activity. The following paragraphs describe the County's existing inventory of park lands.

Community/Combination Parks

Snohomish County currently has a number of developed and undeveloped park properties in its inventory that provide (or have the potential to provide) community-scale facilities. These are categorized as Combination/Community-scale parks. There are currently 24 Combination/Community parks located throughout Snohomish County. This represents approximately 1 park for every 13,000 residents in unincorporated Snohomish County. (This includes population estimates for unincorporated urban growth areas and rural unincorporated areas totaling 312,914.)

Athletic Fields (Regional) and Recreation

The 1994 Countywide Comprehensive Park Plan, adopted in 1995 as a part of the GMA Comprehensive Plan, highlighted the need for the County to become more directly involved in the provision of active athletic fields. Currently, the County owns 353.46 acres of land for active athletic field use. The County has worked on its own, and in conjunction with Snohomish County cities and school districts, to increase the inventory of land available for athletic field development and use.

Trails (Regional)

The County has taken a leadership role, over the past 12 years, in the provision of a regional trail system. Such a system can further promote recreational and commuter use of non-motorized modes and routes of travel. Land acquisition efforts, over the past 6 years, have been intensive.

Much of the right-of-way for the Centennial Trail has been acquired, except for the southern link from Snohomish to the King County line. The County currently owns 989.97 acres of linear trail right-of-way. Future efforts will be focused on development of the right-of-way.

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Resource activity land is characterized by a mix of active and passive recreational opportunities on sites with some distinctive environmental features. Resource activity sites typically feature a range of leisure facilities, including saltwater and freshwater access sites, playgrounds, campgrounds and other flexible opportunities. The County currently owns 2,162.62 acres of property in this designation.

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Resource conservancy land is usually characterized predominantly by sensitive environmental features, such as streams, wetlands, and steep slopes, which limit the active recreational development opportunities but provide superb natural open space. The County currently owns 4,598.36 acres of property in this designation. These acres include ESA targeted properties, key conservation opportunities, restoration and passive activities.

Special Use (Regional)

Lands within this category typically do not fit well into other categories, and are dedicated to or planned for a very specific use serving a countywide user base. The County currently owns 540.52 acres of property in this designation.

Recreational Facilities

Although many of the County's park sites are undeveloped, there is a growing inventory of County recreational facilities. These are summarized below utilizing parallel categories to those used for park lands.

Athletic Fields

The County currently owns 25 park sites with facilities in this designation. These facilities include 22 fields and 3 public courts. Athletic field facility spending will continue, in order to develop properties recently acquired for this purpose.

Trails

The County currently owns most of the right-of-way for 3 major regional trails in unincorporated Snohomish County. These include the Centennial Trail, the Interurban Trail, and the Whitehorse Express. Parks also maintains a variety of asphalt and dirt multipurpose and interpretive trails in several parks. All together, Snohomish County has 45.20 miles of developed trails that are open to the public. Trail facility spending will continue at high levels, due to successful grant

applications and the publicly supported need to complete the development of the Centennial Trail.

Outdoor Facilities

The County currently owns a total number of 34 park sites with facilities in this designation. This category includes 26 water access points (23 fresh water and 3 salt water), 7 playgrounds, and 4 campgrounds.

Buildings

The County currently owns a total number of 18 park sites with facilities in this designation. These include 16 permanent restroom buildings, 7 administrative support buildings, 12 rental houses, 9 yurts, and 25 shelters.

Amend pages 38-43 of the Capital Facilities Plan / Year 2001 Update to read:

iii PARK LAND AND RECREATIONAL FACILITIES

((Forecast of Future Needs

Introduction

~~The 1994 Snohomish County Comprehensive Park Plan identified present and future park needs, in order to develop a strategy for park acquisition, development and programming over the next six years. The comprehensive park plan provides the primary policy direction for the County, which is implemented through the capital facility plan and ultimately the annual budget process. It is important that the County maintains consistency between the policy guidance and the implementation mechanisms.~~

Park Plan Direction

~~The 1994 plan identified the provision of regional athletic facilities and trails as the top two priorities for acquisition and development. Past priorities included the protection of key natural areas and water access points. The growing County population created a greater demand for active park land, which was not an area of emphasis for Snohomish County prior to 1994. Over the past six years, level of service guidelines in the capital facility plans have sought to address the need for athletic facilities and trails by providing for increased acquisition of property suitable for active uses and right-of-way acquisition for major trail systems. Spending funds on athletic facilities and regional trails development should be high priorities during the 2001 - 2006 period. An update to the 1994 plan is presently underway. It is anticipated that capital spending priorities may change after the adoption of the new comprehensive plan. These priorities, which are likely to include a greater emphasis on multi-purpose parks and the acquisition of local and community parks in unincorporated urban growth areas, should be reflected in future capital facility plan documents.~~

~~Acquisition should continue to play an important role in the 2001 - 2006 capital facility plan along with an emphasis on development. The preservation of natural areas, which has always been a key part of the County's role, was highly ranked. Acquisition of critical habitat areas, particularly those that provide additional public benefits such as natural drainage, open space or public access, should continue to be a part of the County's capital program. This is important, given federal mandates for the protection of species listed on the Endangered Species Act.~~

Demand vs. Level of Service

~~The 1994 Comprehensive Parks Plan outlines the relative priorities for acquisition and development for the next six years. These priorities represent the qualitative needs, as expressed by the citizens of Snohomish County. The next step is to translate qualitative needs into quantitative actions. This is typically done by setting a recommended level of service for each category of park land and facilities.~~

Several factors influence the determination of a level of service. Levels of service are used to estimate future expenditures. Other factors include, but are not limited to, the quantity and condition of existing facilities, changing park priorities as expressed by the public, the County's economic condition, projected revenues, alternative funding priorities (roads, criminal justice etc.), emergent grant funding sources and the parks impact mitigation fee ordinance. The willingness of the citizens to support alternative funding mechanisms (bonds, park and recreation service areas, etc.) is pivotal in economic issues. Levels of service may not always reflect the desires expressed by the citizens because so many factors are involved.

The level of service provided by existing land and facilities is often used as a starting point, because it reflects the spending priorities from past years. Park land acquisition, for example, has been a relatively high priority and is reflected in the 2000 level of service for all park types of 14.7 acres/1000. Park facility development, however, has not been the focus of past efforts. Soccer fields provided through County Parks, for example, are presently provided at a level of service of 1 field per 42,000 population.

LOS Range Methodology

Snohomish County uses level of service ranges instead of a singular level of service for capital facilities such as parks. The ranges provide the predictability of a given funding level with the flexibility needed to respond to emergent needs. Emergent needs might include the sudden availability of scarce property in a developing UGA, the availability of a new funding source that would enable the County to leverage its resources to provide more facilities, etc.

A range has been developed for each category of park land and facilities. The methodology is as follows:

Low End

The low end of the range, or minimum LOS, should be determined by using the existing County level of service extrapolated through the year 2006. The low end of the range assumes that no additional investment in park land or facilities would occur during that period of time.

Mid Point

The Existing Level of service (ELOS) is used as the mid point of the range. Ideally, the City/County would strive to at least maintain this level through the 6-year capital facilities planning horizon, as well as the annual County budgeting process. If community preferences and available funding support an increase, the LOS target could be adjusted annually.

High Point

The high end of the range would be determined by calculating the interval between the midpoint (ELOS) and the low end of the range, and adding it back to the midpoint. This would allow for growth in the provision of parks and recreation services over the 6-year planning horizon.

Annual LOS Process

Each spring, the inventories for park land and facilities are updated, and the current level of service is calculated based upon the current year's population. Each calculated level of service is then compared with the LOS range. In most cases, the LOS falls within the range and is, therefore, consistent with comprehensive plan and CFP policy guidance. In projecting expenditures for park land and facilities over the next six years, a number of factors are considered. These include anticipated acquisitions, capital projects presently in progress, and park and recreation priorities as established in the comprehensive plan. The county generally seeks to improve the LOS to continually provide a growing park system that seeks to address the most significant needs of the public. It is essential to relate operating expenses to capital expenditures while determining the progression of the LOS through the range. The operational aspects of taking on more land and developed facilities must be included as a funding consideration to provide a safe, efficient system.

Proposed Level of Service Ranges

Park land and facility development categories for the 2001 - 2006 CFP are:

Land - Athletic Fields	Facilities - Athletic Facilities
Land - Resource Activity	Facilities - Buildings
Land - Resource Conservancy	Facilities - Outdoor Facilities
Land - Special Use	Facilities - Trails
Land - Trails	

Based upon the above-described methodology, the following ranges have been developed for capital planning purposes:

LEVEL OF SERVICE RANGES FOR PARK LAND AND FACILITIES

<i>Category</i>	<i>2006 Existing</i>	<i>Proposed Range</i>
	Population	
	657,446	
LAND	acres/1000	
Athletic Fields	0.60	0.44 - 0.71
Resource Activity	3.68	3.03 - 4.34
Resource Conservancy	7.83	6.44 - 9.23
Special Use	0.92	0.76 - 1.09
Trails	1.69	1.39 - 1.99
FACILITIES	\$/capita	
Athletic Fields	\$13.32	\$11.89 - \$25.00
Building Facilities	\$8.10	\$7.61 - \$18.00
Outdoor Facilities	\$22.54	\$16.37 - \$25.00
Trails	\$48.51	\$41.28 - \$65.00
Support*		

~~The support category includes capital spending capital improvements for the administration and management of parks and park projects. As such, it is included in the six-year capital plan; however, no level-of-service range has been developed for the category.~~

Land and Facility Descriptions

~~Each land and facility category is described below, along with the forecasted demand, based upon the level-of-service ranges.~~

Athletic Fields (Regional)

~~The current level of service for land in this classification is .60 acres per 1000 population, reflecting an aggressive acquisition program over the past six years. (The LOS in 1994 for this category was 0.16 acres/1000.) The LOS range enables the County to pursue new acquisition opportunities on its own, or in partnership with local cities and school districts. The range would allow up to 113 acres to be acquired over the next six years.~~

Resource Activity (Regional and Local)

~~The current level of service for land in this classification is 3.68 acres per 1000 population, reflecting consistent acquisition efforts over the past 18 years. These can accommodate a wide range of uses. The LOS range would allow up to 691 acres to be acquired over the next six years. Given the relatively high level of service in this category, efforts should be made to develop existing regional resource activity properties, with less emphasis placed upon additional acquisition, unless the properties are located within an urban growth area (UGA) and would provide future community/local park opportunities.~~

Resource Conservancy (Regional)

~~The current level of service for land in this classification is 7.83 acres per 1000 population, reflecting consistent acquisition efforts over the past 18 years. These properties have been preserved for their sensitivity and high habitat value for a variety of species. There are significant restoration opportunities that should be pursued to further the County's goal to recover federally listed species. The LOS range would allow up to 1,470 acres to be acquired over the next six years. Given the relatively high level of service in this category, efforts should be made to target critical habitat for new acquisitions and restoration efforts.~~

Special Use (Regional)

~~The current level of service for land in this classification is 0.92 acres per 1000 population. Properties in this classification have been purchased for special purpose development, such as golf courses, botanical gardens, etc. While the LOS range would allow up to 176 acres to be acquired over the next six years, spending in this area should be de-emphasized in order to focus more on the development of trails and multipurpose park sites.~~

Trails (Regional)

The current level of service for land in this classification is 1.69 acres per 1000 population. Properties in this classification have been purchased to create a connected right of way for regional trails. Much of the right of way has been acquired for the County's Centennial Trail, with the exception of key parcels between Snohomish and the King County line. While the LOS range would allow up to 318 acres to be acquired over the next six years, spending in this area should be limited to key right of way acquisitions needed to complete the major regional connections.

Athletic Facilities

The current level of service for athletic facilities is \$13.32/per capita, which represents the steady increase in athletic facility spending over the past six years. Given the aggressive athletic facility land acquisition efforts, the next six years should be characterized by a greater emphasis on development. The previous capital facility plan range for this category of \$10.38 - \$22.00 (see Snohomish County 1999 Capital Plan Detail) is recommended to increase to \$11.89 - \$25.00 per capita, which would allow up to \$16,436,200 to be spent on athletic facilities over the next six-year period. The upper limit could be achievable, given the recent influx of new funding sources (primarily state grants) and increasing interest in the pursuit of park and recreation service areas.

Buildings

The current level of service in this category is \$8.10 per capita, which has declined slightly over the past year. Spending in this category is not highly prioritized at this time, given the emphasis on outdoor athletic facilities and regional trails. There are, however, special use indoor facilities (i.e., recreational shooting range) that may necessitate the need for future spending in this area. As such, the upper end of the level of service range would allow up to \$11,834,028 to be spent on projects in this category.

Outdoor Facilities

The existing level of service for this category is \$22.54 per capita, reflecting a steady increase towards the upper end of the range. Spending in this category supports all outdoor facility construction outside of athletic fields and regional trails. As such, the current level of service range would allow up to \$16,436,150 in spending over the next six years, reflecting the need to update existing outdoor facilities, and augment new development with such amenities.

Support

As previously noted, a level of service range is not recommended for this category as currently defined, given that administration and management needs for capital projects may not accurately be expressed in relation to public demand for park acquisition and facility development. All such spending in support of capital development must, however, be reflected in the annual capital improvement plan; hence, the category is included here.

Trails

~~The current level of service for this category is \$48.51 per capita, which reflects spending on the creation of the Centennial Trail from Snohomish to Lake Stevens, the Whitehorse Express in north county, and the Interurban Trail in SW county. Two significant phases of the Centennial Trail are currently in process, which should extend the trail to the Skagit County line. Similar connections are planned to the King County line. The upper end of the range would accommodate up to \$42,733,990 in additional spending to complete the northern and southern phases of the Centennial Trail, in addition to the full development of the 26-mile Whitehorse Express from Arlington to Darrington.))~~

The 2001 County Comprehensive Parks Plan identifies present and future park needs, in order to develop a strategy for park acquisition, development and programming over the next six years. The comprehensive park plan provides the primary policy direction for the County, which is implemented through the capital facility plan, capital improvement program and, ultimately, the annual budget process. It is important that the County maintains consistency between the policy guidance and the implementation mechanisms.

Park Plan Direction

The 1994 Comprehensive Parks plan identified the provision of regional athletic facilities and trails as the top two priorities for land acquisition and facility development. Past priorities included the protection of key natural areas and water access points. The County's growing urban population created a greater demand for active park land, which was not an area of emphasis for Snohomish County prior to 1994. Over the past six years, level-of-service guidelines in the capital facility plans have sought to address the need for athletic facilities and trails by providing for increased acquisition of property suitable for active uses and right-of-way acquisition for major trail systems.

The 2001 Snohomish County Comprehensive Parks Plan reflects a shift away from strictly regional facilities. The provision of multi-purpose trails remains the highest priority, followed by significant natural habitat areas and open space—both regional scale activities. A new need has emerged, however, in the form of land and facilities to support growing communities. The addition of community parks in the growing areas of unincorporated Snohomish County is the most significant change in capital policy direction.

The County Parks and Recreation Department is developing recommendations to expand their responsibilities from their previous position as exclusively a regional park provider to one that includes the provision of local and community parks within urban growth areas (UGAs).

Demand vs. Level-of-Service

The Year 2001 Comprehensive Parks Plan outlines the relative priorities for acquisition and development for the next six years. These priorities represent the qualitative needs, as expressed

by the citizens of Snohomish County. The next step is to translate qualitative needs into quantitative actions. This is typically done by setting acquisition and development targets for each category of park land and facilities.

Several factors influence the level of service targets, which are used to guide future expenditures. These factors include, but are not limited to, the following items: 1) the quantity and condition of existing facilities, 2) changing park priorities as expressed by the public, 3) the County's economic climate and projected revenues, 4) competing funding priorities (roads, criminal justice, etc.), 5) emergent grant funding sources, 6) the parks impact mitigation fee ordinance, and 7) the willingness of the citizens to support alternative funding mechanisms (bonds, park and recreation service areas)

Mitigation Fees—The State Growth Management Act authorizes the collection of impact mitigation fees from new residential development to offset the effects of growth on the park system within the County. The current ordinance is based upon the State Environmental Policy Act (SEPA) and compares the impact of a proposed development on the existing level of service in a given service area. Snohomish County has been in the process of changing the basis of all impact mitigation fees to that which has been described in the Growth Management Act. In the coming year, a new fee ordinance will be proposed, governed by the Growth Management Act.

A GMA park impact fee has provisions that base the fee on growth-related capacity costs reflected in the capital improvement plan developed for parks to address the effects of new growth. Parks is among a number of public facilities that are listed in Goal 12 of the Growth Management Act for which the County can choose to require an impact fee.

Necessary for Development—This CFP designates only the category of Community/Combined parks as "necessary for development." This enables the process of creating a GMA-based impact fee for Community/Combined parks. The County Council's approval of the 2001 Comprehensive Park and Recreation Plan or this CFP will provide this designation, and the policy basis for a GMA-based park impact fee.

Measuring Levels-of-Service

The change in the way that capital facility plans have been developed is evident in the way that Snohomish County Parks and Recreation now approaches future planning. The 1994 Comprehensive Plan expressed level-of-service in traditional terms that many parks departments use. Park land needs, for instance, are often expressed in terms of acres per 1,000 people. Facility levels of service were expressed in terms of dollars spent/capita on various park facility types. These approaches do not directly illustrate the given targets for each park category. A parks department may, for instance, seek to provide park land at 3 acres/1000. The Parks Department can easily determine how many acres are needed by calculating the expected increase in population in the area and multiplying it by the 3 acres/1000 ratio. This does not, however, account for the land availability, quality of land, nor the desired geographic distribution. All of these factors affect the real level of service provided by parks in Snohomish County. Developable land in urbanizing areas is in short supply. Much of the remaining land inventory has constraints imposed by sensitive areas, transportation access problems, etc. Using

an arbitrary acres/1000 target does not necessarily represent the desired quantity, quality, or geographic distribution for community park land in the urbanizing areas.

The 2001 Comprehensive Parks Plan takes a different approach to level-of-service than its predecessor. Levels-of-service for Community/Combined parks are expressed in terms that take into account population growth when planning for the addition of new Community/Combined parks. Planning for Community/Combined parks includes the acquisition of land and development of facilities. The target levels-of-service for Community/Combined parks (land acquisition) are one park, approximately 20 acres in size (or an equivalent number of smaller parks) per 15,000 additional residents and one Community/Combination (facility) for every 25,000 people. Minimum levels-of-service for these categories are the following: One additional Community/Combined park (land) per 21,000 additional residents and one new Community/Combined park (facility) for every 28,500 people.

A separate spatial distribution study was done in the 2001 Comprehensive Park Plan that helped determine where additional Community/Combined parks should be located within Snohomish County in the future. All other park categories that are not considered "necessary for development" have specific projects that contribute to the vision of development for each park type. In some cases, land acquisition targets may focus on vicinities, rather than specific sites. This gives the Snohomish County Parks Department flexibility in their choice of sites, in order to obtain the best possible option. The Parks LOS Table on the following page summarizes all the proposed target and minimum levels-of-service for all categories of parks/parks facilities.

Acquisition Priorities

Snohomish County is guided by the following priorities in identifying and evaluating land acquisitions for inclusion in the six-year CIP:

1. Acquisitions necessary to complete projects currently in progress,
Example: South portions of Centennial Trail, access to O'Reilly Acres
2. Future local/community park sites in urban growth areas
Example: Lake Stevens, SW County UGA
3. Sites identified for future uses in the urban/rural transition area
Example: Lakewood, Marysville
4. Critical habitat and natural area acquisitions.
Example: ESA-benefit properties

Parks LOS Summary

<u>Parks Category</u>	<u>Target LOS</u>	<u>Minimum LOS</u>
<u>Community/Combination – land</u>	<u>1 park equivalent per 15,000 additional residents</u>	<u>One additional Community/Combined park (land) per 21,000 additional residents</u>
<u>Community/Combination – facilities</u>	<u>1 Community Combination – facility for every 25,000 people</u>	<u>One new Community/Combined park (facility) for every 28,500 in population</u>
<u>Trails-land</u>	<u>80 acres – 7 additional miles throughout the county</u>	<u>N/A</u>
<u>Resource Activity-land</u>	<u>Establishment and maintenance of 2 public access waterfront park sites.</u>	<u>N/A</u>
<u>Resource Conservancy-land</u>	<u>450 acres</u>	<u>N/A</u>
<u>Special Use – land</u>	<u>2 new single-use activity sites</u>	<u>N/A</u>
<u>Trails – facilities</u>	<u>18 miles of Centennial Trail, 10 miles of Whitehorse Express Trail, three trailheads.</u>	<u>N/A</u>
<u>Resource - facilities</u>	<u>2 new non-motorized access sites on Snohomish River; Designation of water trail in Snohomish River; Snohomish River estuary restoration - river/stream restoration; Stillaguamish River, river/stream habitat restoration</u>	<u>N/A</u>
<u>Special Use - facilities</u>	<u>2 new off-leash dog areas; 2 new skateboard parks; 1 new outdoor shooting range; partnership development of tournament athletic facility; new overnight camping facilities at 2 parks</u>	<u>N/A</u>

Development Priorities

Snohomish County has the following priorities in using its funds marked for parks development:

1. Complete projects in progress
Example: Complete Centennial Trail, Whitehorse Express
2. Develop multi-purpose parks in areas not served by another jurisdiction
Example: Lake Goodwin Community Park, Willis Tucker County Park
3. Develop multi-purpose parks within UGAs where there is a known partner
Example: Lake Stevens Community Park, Martha Lake Airport
4. Develop facilities on existing undeveloped park land.
Example: Tambark Creek Community Park, Ebey Island canoe launch
5. Redevelop existing parks to fully utilize and maximize available resources and facilities.
Example: Adding playgrounds at North Creek, Kayak Point, Flowing Lake

Park Land Categories

Snohomish County park lands are classified by the land type and anticipated level of development, which relates to the type and intensity of uses that are allowed. The park land categories are as follows:

- Trails
- Resource Conservancy
- Resource Activity
- Special Use
- Community/Combination

Land - Trails

Trails consist of park lands acquired for the development of multi-purpose trails. These properties often correspond to existing transportation or utility rights-of-way. Acquisition of an additional 7 miles of trail right-of-way from Monroe to the King County line, approximately 80 acres, is anticipated over the next six years.

Land - Resource Conservancy

Resource Conservancy properties offer significant natural features, such as streams and wetlands, which have been set aside for conservation and open space. When developed, these lands offer appropriate public access facilities such as interpretive trails or boardwalks. It is

anticipated that approximately 450 acres of resource conservancy lands will be acquired over the next six years.

Land - Resource Activity

Resource activity properties may feature significant natural areas like resource conservancy lands. They are typically intended for more intensive park uses, such as water access (motorized or non-motorized,) hiking and/or mountain bike trails, and/or camping. One additional saltwater access site on Puget Sound and one additional lake-front access site to serve the Lake Serene/Lake Stickney area are targeted for acquisition over the next six years.

Land - Special Use

Special use park lands are acquired to provide for park activities that have specific needs that may not be compatible with other uses. Examples include land acquired for development of a golf course, off-road vehicle facility, or shooting range. One site to accommodate indoor and outdoor shooting activities, approximately 40 acres, and one site for regional, tournament-level athletic facilities in partnership with other public and private sector interests are targeted for acquisition over the next six years.

Land - Community/Combination

Community/Combination sites consist of usable property that is suitable for a variety of future development options. They typically are developed into Community Parks or Combined parks, if they also include a regional feature or facility. It is anticipated that the equivalent of seven 20-acre park sites will be acquired over the next six years and be located in the following areas:

- Southwest County UGA, north of Bothell
- Southwest County UGA, south Everett
- Southwest County UGA, north of Brier
- Arlington-Marysville UGA, east of I-5
- Arlington-Marysville UGA, west of I-5
- Lake Stevens UGA SW vicinity
- Skykomish River valley vicinity

Park Facility Categories

Depending upon the park type and function, different facilities may be provided. Snohomish County Parks and Recreation uses four facility designations for capital planning and budget purposes. They are:

- Trails
- Resource
- Community
- Special Use

Facilities - Trails

Trail facilities include the development of paved or natural surface trail corridors and trail heads in a variety of park settings. The following facilities are targeted for development over the next six years:

- Completion of Centennial Trail development between Lake Stevens and Arlington (9 miles), the Arlington Gap from 152nd to 172nd (2 miles), and Arlington to the Skagit County line (7 miles);
- Completion of Whitehorse Trail development between the City of Arlington and Trafton Farm (4 miles) and between Darrington and Swede Heaven Road (6 miles);
- Completion of three trailheads;
- Assist Snohomish County Public Works on the Three Creek Trail (2.5 miles); and
- Assist Snohomish County Public Works on the Interurban Trail.

Facilities - Resource

This category includes those facilities necessary for passive park development and the associated infrastructure. These may include water access facilities including fishing, boating, and/or viewing docks and boardwalks. Development may include saltwater or freshwater beach areas, shelters, interpretive exhibits and kiosks. Mitigation and restoration projects also fall into this category. The following facilities have been targeted for development over the next six years:

- Designation and signage for the Snohomish River water trail;
- Designation and appropriate development of two non-motorized river access sites along the Snohomish River;
- River habitat restoration within the “confluence reach” of the Snohomish River, in partnership with other County agencies;
- Estuarine restoration within the Snohomish River estuary in partnership with other County agencies; and
- Stream/river habitat restoration activities in the Stillaguamish River basin, in partnership with other County agencies.

Facilities - Community

This broad category includes those facilities typically found in “traditional” community parks that feature active uses, along with associated infrastructure. Such facilities include athletic fields (baseball, softball, soccer, etc.), playgrounds, walkways, picnic shelters, restrooms, concession stands, storage areas, parking lots, interpretive trails, etc. The following facilities have been targeted for development over the next six years:

- Expanded development at two developed park sites;
- Full development of five undeveloped park sites with community facilities; and
- Basic infrastructure at three undeveloped park sites.

Facilities - Special Use

This category features facilities that serve a specific use. There are two different scales of special use facilities. Large scale special use facilities, such as golf courses or shooting ranges typically have minimum acreage requirements, which limit potential locations. Small scale special use facilities take up less space and are more flexible in their siting requirements. As such, they may be included (if appropriate) in existing developed parks or planned for in future community leisure or combination parks. These facilities, such as skateboard parks or off-leash dog areas, typically require an urban location in close proximity to the local population. The following facilities have been targeted for development over the next six years:

- Two off-leash dog areas;
- Two skateboard parks;
- Development of one outdoor shooting range;
- Partnership development of one tournament level facility; and
- Overnight camping facility development at two park s

Amend page 25 of the Capital Facilities Plan / Year 2001 Update to read:

PUBLIC FACILITIES NECESSARY TO SUPPORT DEVELOPMENT

iii. Necessary For Urban Development	iii. Necessary For Rural Development	GPP/Code Citation and Authority	Minimum Level of Service (LOS)	Implementation/ Enforcement¹
Public Streets and Transit Routes	Public Roads	Obj. TR5.A, TR1C, TR4A, and TR4E	Arterial LOS and Transit Route standards in the Transportation Element. Compliance with EDDS for new development and construction	TIP/Title 19 SCC road standards/Title 26B SCC Concurrency Management, SCC 13.05 and Engineering Design Standards
Public Water Supply System		p.UT-2 narrative; Obj. UT-2.A	Performance standards in providers' system plans	County approval of district plans/Ch. 16.36 and Title 19 SCC utility requirements
Public Wastewater System		p.UT-2 narrative; Obj. UT3.B; Ch. 32.08 SCC	Performance standards in providers' system plans	County approval of district plans/Ch. 32.08 SCC sewer requirements/Title 19 utility requirements
<u>Community/Combined Park Land and Recreation Facilities</u>		<u>pp. CF -1, 2 narrative</u>	<u>One additional Community/Combined park (land) per 21,000 additional residents.</u> <u>One new Community/Combined park (facility) for every 28,500 in population.</u>	<u>SCC Title 26A, Parks and Recreation Comprehensive Plan</u>
Surface Water Management System (urban)	Surface Water Management System (rural)	CF-2 narrative; Obj. NE-5.A; Title 24 SCC	Compliance with Title 24 SCC standards	CIP/Titles 19 and 24 SCC standards and requirements
Electric Power	Electric Power	p.UT-2 narrative;	Performance standards in Snohomish PUD system plan	Utility Element/Title 19 SCC utility requirements
Public Schools	Public Schools	Obj. CF-9.A Title 26C SCC	Educational and facility standards in districts' CFP	Adoption of district CFPs / Titles 19 and 26C SCC requirements

1. Additional enforcement mechanisms available through SEPA and building/plumbing/electrical code authority (Title 17 SCC)