Introduction

The Capital Facilities and Utilities chapter summarizes capital facilities and utilities systems for the City of Monroe, including existing conditions and the issues affecting them. This chapter also identifies how such systems relate to planning for the City’s physical development. The chapter supports the policies contained in Chapter 2.

"Capital facilities" is a term used in a variety of ways. In this chapter, capital facilities refers to long term fixed assets that have a significant life (typically ten years, at least three years), and a substantial cost (at least $20,000). These facilities would typically require policy decisions related to multi-year financing compared to smaller projects.

More detailed information on certain capital facilities and utilities may also be found in Appendices of this plan. This includes the City’s Utility Systems Plan (Appendix H); the Parks, Recreation, and Open Space (PROS) Plan (Appendix F); and the Transportation Plan (Appendix D).

Purpose & Relationship to the Growth Management Act (GMA)

Capital facilities elements (RCW 36.70A.070(3)) and utilities elements (RCW 36.70A.070(4)) are required by Washington State’s Growth Management Act (GMA). This comprehensive plan has chosen to combine the two elements to better coordinate between the provision of public and private utility services. For example, new developments need both city services (such as water and sewer) as well as private utility services (such as natural gas and cable). Coordinating how these services are provided offers efficiencies.

Providing urban services in urban growth areas is also a goal of the GMA. To accomplish this, this element seeks to help Monroe:
Provide capital facilities for land
development envisioned or authorized by
the Land Use chapter of this plan

Maintain the quality of life for existing
and future development by establishing
and maintaining standards for the level
of service of capital facilities

Coordinate and provide consistency
among the many plans for capital
improvements, including:

- Other chapters of the comprehensive plan
- Master plans and other studies of the local
government
- Plans for capital facilities of state and/or
regional/local significance

Ensure the timely provision of adequate
and concurrent facilities

Document all capital projects and their
financing.

While this chapter has a 20-year planning
horizon, it also informs the City’s shorter-term
capital facility decisions. Therefore, there is a
direct relationship between this chapter and the
City’s Six-Year Capital Facilities Plan (CFP). Six-
year CFP’s are also required by the GMA.

Concurrency

The GMA seeks to have public facilities and
services provided concurrent with development.
Concurrency means that adequate public facilities
will be in place to support new development
or will be provided within a specified time
thereafter. Concurrency is a key concept that led
to the passage of the GMA.

Concurrency requires that facilities have
sufficient capacity to serve development without
decreasing levels of service (LOS) below adopted
minimum standards. While the GMA requires
concurrency only for transportation facilities,
the Washington State Department of Commerce
recommends concurrency for water and sewer
systems as well. The GMA also requires all other
public facilities to be “adequate.”

Planning Area

For the purposes of this element, the water
service area defines Monroe’s utility and capital
facilities planning area. The water service area
extends beyond both the city limits and the
urban growth area (UGA). It includes an area
that reflects the City’s recent acquisition of a
nearby water association. While the City’s capital
facilities funding decisions primarily focus within
the City limits and the UGA where annexations
may be expected, the service planning area is
much larger, as shown in Figure 8.03.

Existing Conditions

Utilities

Monroe has a full range of urban services.
This includes, for example, public water
and wastewater systems; power and
telecommunications facilities; public schools
providing K-12 education; and fire, police, and
emergency medical services. But not all available
services are provided by the City of Monroe.

1 See WAC 365-195-070(3)
This section briefly summarizes Monroe’s utility services.

Utility systems directly provided by the City of Monroe include water, wastewater and stormwater. A new utility system plan for all three utilities was prepared concurrently with this comprehensive plan by BHC Consultants. The City of Monroe Utility System Plan provides extensive detail on the City’s three utilities, and is incorporated into this plan by reference. The Utility System Plan is contained as Appendix H.

Table 8.01 provides a cursory overview of Monroe’s current utility conditions and objectives, drawn from the Utility System Plan.

Utilities not directly provided by the City itself, such as natural gas, cable and electricity, are identified and summarized in Table 8.02. More detail on these systems are provided in Appendix H, identifying those components relevant to Monroe’s long-range planning.

**Public Services & Facilities**

Monroe enjoys comprehensive public safety, parks and recreation, municipal, and transportation services. These are summarized in Table 8.03. Additional details on these public services and facilities are provided in appendices to this plan.

An important near term opportunity, however, is the potential co-location of municipal, school district and community college administrative facilities. Though funding availability for this three-in-one campus is still a challenge, all three groups are working together to study its feasibility.

**Essential Public Facilities**

The GMA defines “essential public facilities” as facilities typically difficult to site, such as airports, state educational facilities and state or regional transportation facilities as defined in RCW 47.06.140; state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.

In addition to defining essential public facilities, the GMA requires the city to establish a process for siting such facilities. Comprehensive plans and development regulations cannot preclude the siting of essential public facilities within jurisdictional boundaries.

Snohomish County has also adopted Countywide Planning Policies for the siting of essential public facilities. These policies are to be implemented through the Snohomish County Tomorrow Steering Committee, and include a common site review process to evaluate facility proposals; collaboration on the development of common siting criteria for the various types of facilities, and prescribe public review of the proposals including mitigation measures to reduce impacts within the jurisdiction where the facility is proposed.

Essential public facilities currently located in Monroe include:
- Monroe Correctional Complex (Washington State Department of Corrections)
- City of Monroe wastewater treatment plant
- City of Monroe Ingraham Hill Reservoir
- City of Monroe Trombley Hill Reservoir
- EvergreenHealth Monroe Hospital
- Fire District No. 3 facilities
- City of Monroe municipal campus, including City Hall, the police building, and public works facilities.
- FirstAir Field airport
- Everett Community College East County Campus

**Level-of-Service Standards**

Table 8.01 - Utilities Overview, City

<table>
<thead>
<tr>
<th>Utility</th>
<th>Provider</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Water</td>
<td>City of Monroe</td>
<td>Monroe purchases its water from the City of Everett. Since 1996, Monroe’s population has grown from 6,480 to 18,806. Reinvestments in the water system include a new 2-million gallon Ingraham Hill reservoir, and booster pump stations at Tester Road and Trombley Hill. The utility system plan recommends a series of immediate storage, operations and maintenance, and conveyance upgrades to enhance service and assure fire flows in the existing urban area.</td>
</tr>
<tr>
<td>Wastewater</td>
<td>City of Monroe</td>
<td>Monroe has implemented a series of upgrades to its treatment plant and is now making upgrades for energy efficiency. Monroe has completed a series of upgrades to the collection and conveyance system, focusing on upgrades to pump stations and force mains. It also recommends that the wastewater treatment plant be studied for aerating and biosolids management, with further work to increase primary clarifier capacity. A map of Monroe's existing sewer system is included as Figure 8.04.</td>
</tr>
<tr>
<td>Stormwater</td>
<td>City of Monroe</td>
<td>Approximately two-thirds of the City’s storm water conveyance system consists of pipe. Some storm water pipes have storage or water quality treatment structures built into the system. The City owns approximately 50 miles of storm water pipe with the pipe inventory consisting primarily of PVC, HDPE and concrete pipe. A portion of the downtown area is a combined sanitary/storm water sewer which discharges to the wastewater treatment plant. The City intends to comply with minimum NPDES requirements, deferring intense capital investment until later and concentrating on system operations and maintenance to ensure conveyed water is adequately treated prior to discharge. However, four projects are identified that address drainage issues near Fryelands and south of US 2 in the vicinity of Blueberry Lane.</td>
</tr>
</tbody>
</table>

Table 8.02 - Utilities Overview, Non-City

<table>
<thead>
<tr>
<th>Utility</th>
<th>Provider</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Power</td>
<td>Snohomish County PUD #1</td>
<td>Sufficient capacity exists to serve forecast demand, with two substations located in Monroe.</td>
</tr>
<tr>
<td></td>
<td>Puget Sound Energy (PSE)</td>
<td>PSE maintains two utility corridors through Monroe, one of which is developed with a 115kV transmission line.</td>
</tr>
<tr>
<td>Natural gas</td>
<td>Puget Sound Energy (PSE)</td>
<td>The popularity of natural gas is growing, and new facilities may be needed to serve an increasing customer base.</td>
</tr>
<tr>
<td>Phone (land line)</td>
<td>Frontier</td>
<td>Frontier provides local and long-distance service through its land line network.</td>
</tr>
<tr>
<td>Phone (wireless)</td>
<td>Verizon, AT&amp;T, T-Mobile &amp; others</td>
<td>Various providers offer wireless service, with arrays of cell site antennae located in Monroe.</td>
</tr>
<tr>
<td>Cable TV</td>
<td>Comcast</td>
<td>Comcast provides cable TV service, including OnDemand, DVR and HDTV.</td>
</tr>
<tr>
<td>Internet</td>
<td>Comcast, Verizon, AT&amp;T, &amp; others</td>
<td>Wireless Internet access, access via cable, and access via DSL are all available in Monroe.</td>
</tr>
<tr>
<td>Solid Waste</td>
<td>Republic Services</td>
<td>Services are provided via contract with Republic Services, with waste delivered to Snohomish County transfer stations. Republic also provides recycling and yard waste services.</td>
</tr>
</tbody>
</table>
other types of capital facilities is allowed, but is not required.

The City of Monroe has adopted minimum LOS standards for the following capital facilities: fire services, parks, police services, potable water, schools, sanitary sewer, and transportation facilities. These standards were adopted in the Comprehensive Plan or in individual comprehensive facility plans that were adopted into the Capital Facilities Element by reference. The established minimum LOS standards are listed in Table 8.04 for reference.

### Capital Facilities Financing

The six-year and 20-year capital facilities programs identify improvements intended to implement the comprehensive plan along with potential funding sources. Appendix G lists potential funding sources that may be available for various capital projects. Some funding sources are local in nature, while others draw from state or federal sources.

The sources generally fall into one of two categories:

- **Multi-use sources** – Multi-use revenue sources include taxes, fees and grants that may be used for virtually any type of capital facility, although may be subject to certain restrictions
- **Single-use sources** – Single-use revenue sources include taxes, fees and grants which are dedicated to a single type of capital facility or infrastructure investment.

The City employs a number of these funding approaches, including the charging of impact fees for parks and the assessment of a real estate excise tax. Appendix G lists the full range of funding sources and how these revenue streams have contributed to the City’s and the school district’s budgets over the past five years.

### Capital Facilities Needs vs. Funding Capacity

The Growth Management Act (GMA) requires that transportation and capital facilities elements of the comprehensive plan contain finance plans that match future transportation and other capital facilities needs against projected revenue capacities. Probable funding sources and potential revenue capacities are identified in Appendix H for each capital facility need.

Transportation facilities needs and funding sources are discussed in general terms in the Transportation chapter (reference Chapter 4) and in more detail in the Transportation System Plan included in Appendix D. The parks and recreation facility needs and funding sources are discussed in general terms in the PROS chapter of this plan.
(reference Chapter 7), with more detail provided in the PROS plan in Appendix F.

Since the comprehensive planning is an on-going process, the six-year funding strategies included in this plan’s appendices will be continually reviewed and updated.

Capital Improvement Program

Both the six-year CFP and the 20-year Capital Improvement Program (CIP) are presented in Appendix H. These plan and program lists include both capital and non-capital projects, and present a prioritized plan for city expenditures to implement this plan. The six-year CFP and the 20-year CIP identify the types of expenditures, the policies they are intended to implement, their proposed timing and an approximation of cost.

These capital projects - and to a certain extent, non-capital projects - help guide the City to expand its capacity to serve a growing population consistent with the City’s anticipated financial resources. In doing so, it also helps the City maintain its adopted LOS standards.

Policy Overview

The provision of capital facilities is one of the primary roles of government agencies. The policies and actions contained in this plan (reference Chapter 2) reflect how public facilities and public services are provided to maintain level of service standards.

The policies and actions address:

- Improving coordination between service sectors, maximizing opportunities to achieve multiple aims with project investments
- Supporting residential and commercial infill patterns city-wide
- Directing infrastructure development to support economic development objectives
- Maintaining LOS standards for all services and facilities
- Coordinating with regional agencies for service and service cost improvements for residents
- Addressing stormwater, natural resource, solid waste and sustainability goals
- Supporting transportation needs and objectives, including trails and overall walkability.

The policies seek to ensure public facilities and services keep pace with growth and demand consistent with adopted levels of service.
<table>
<thead>
<tr>
<th>Utility/Service</th>
<th>LOS criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fire Services</td>
<td>Monroe Fire District #3 has established an alarm response time of less than six and one quarter (6.25) minutes for the City of Monroe and an average response time of 12.30 minutes for the remainder of the district service area.</td>
</tr>
<tr>
<td>Parks and recreation</td>
<td>A level of service of 4.75 acres per 1,000 residents for parks and one mile of trail per 1,000 residents has been adopted. Additional considerations for service areas by park type are encouraged to direct acquisition and development of new parks.</td>
</tr>
<tr>
<td>Police services</td>
<td>The Monroe Police Department has established an alarm response time of three minutes or less for an “in progress” request for service within the urban growth area.</td>
</tr>
<tr>
<td>Potable water</td>
<td>The need and demand are determined by standards and equations provided in the Water System Design Manual from the Department of Health (see Chapter W 6 of Appendix H for additional detail).</td>
</tr>
<tr>
<td>Sanitary sewer</td>
<td>The need and demand are determined by standards and equations provided in the Sewage Works Design Manual from the Department of Ecology (see Chapter SS 10 of Appendix H for additional detail).</td>
</tr>
<tr>
<td>Transportation</td>
<td>The City of Monroe has established a minimum LOS standard of “C” on all local collector street intersections, except for intersections with state highways; minimum LOS standard of “D” for all non-state arterial intersections; and a minimum LOS standard of “D” for state highway segments, including intersections with city streets or private driveways, subject to the Interlocal Agreement between the City of Monroe and the Washington State Department of Transportation, dated February 22, 1990.</td>
</tr>
</tbody>
</table>
Figure 1.03 - Monroe's water service area extends well beyond City Limits and UGA boundaries. This map also shows adjacent service districts. (Image source: 2015 Utility Systems Plan, City of Monroe)
Figure 1.04 - Monroe's existing sewer systems map, September 2014. (Image source: 2015 Utility Systems Plan, City of Monroe)