MEMORANDUM

TO: Snohomish County Planning Commission
FROM: Stephen Fesler, Senior Planner
SUBJECT: Staff Report: Proposed Code Amendments to Security Devices Regulations
DATE: November 9, 2017

Introduction
This staff report provides information prior to the November 28, 2017 Planning Commission briefing on a non-project proposal to amend regulations for security devices under Title 30 of the Snohomish County Code (SCC). A security device is an instrument that helps ensure installation and maintenance of public and private improvements as part of new development. There are three types of security devices: maintenance, performance, and performance monitoring. This code project primarily focuses on the second type.

Several sections of the security devices chapter and one section in the concurrency and road impact mitigation chapter are proposed for amendment. Proposed changes include additional flexibility in timing of certain improvements and establishing a new easement requirement to ensure that the County can effectively carry out work not completed under a security device, in the event that is necessary for the County to do so.

The staff-recommended proposed code language is shown on pages 2 through 8.

Background
This project is an outgrowth of stakeholder interest in modifying and updating the County’s security device provisions for new development. The intended scope of the project includes the following topics:

- **Delayed installation.** County code allows delayed construction of public improvements and landscaping in subdivisions and multifamily and commercial developments. County code also allows delayed construction of hot asphalt mix paving for public roads (referred to as “final lift”) in subdivisions. Snohomish County Planning and Development Services (PDS) is proposing expansion of these provisions to include private improvements and private roads.

- **Emergency work.** County code provides for instances when emergency work should be conducted under a security device. Currently, the PDS Director is responsible for declaring an emergency and authorizing work. However, the Department of Public Works (DPW) often has an interest in installation and maintenance of improvements. PDS is proposing changes that would provide a defined role for DPW in administering these provisions as well.

- **Construction easement.** In the event that an applicant fails to perform the duties outlined under a security device, such as installation of improvements, the County may
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draw upon the security device to complete the work. However, the ability of the County to enter upon the property to complete the work is unclear under current code. PDS is evaluating the addition of a construction easement requirement.

Additionally, the project addresses housekeeping issues, such as erroneous citations and general readability, and revision of a corresponding rule (PDS Rule 5510) for allowing construction approval without the final placement of hot mix asphalt on road network elements.

**Proposal**
The following sections outline the proposed code amendments, proposed findings that support the proposed code amendments, and how the proposed code amendments comply with the Growth Management Act and local policies.

**Proposed Code Amendments**
The following table outlines the proposed code amendments and the rational for the proposed changes:

<table>
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<tr>
<th>Proposed Code Amendments</th>
<th>Rationale for Proposed Changes</th>
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<tbody>
<tr>
<td><strong>30.66B.440 Timing of improvements.</strong> Construction of frontage improvements, offsite road improvements, and access and transportation circulation improvements is required prior to approval for occupancy or final inspection, except that ((if the development is a subdivision or short subdivision,)) construction may be delayed, if allowed, ((is required prior to the recording unless with the approval of the county engineer, construction is assured)) with a performance security in accordance with SCC 13.10.124 or 30.84.105. When no building permit will be associated with a conditional or administrative conditional use permit, construction of improvements is required as a precondition to approval, unless some later time of construction is recommended by the ((director of public works)) county engineer and imposed by the approving authority as a condition of approval.</td>
<td>The proposed changes in the section would allow certain private improvements required under Chapter 30.66B SCC to be delayed pursuant to SCC 30.84.105. The relationship to the delay of public improvements under SCC 13.10.124 (a section under Title 13 SCC which is administered by DPW for public road facilities) would be clarified by the changes. The specificity of development types that may use the delayed installation exceptions would be removed; the provision therefore would rely upon the cited sections to determine when a development may delay certain improvements. Additionally, a technical housekeeping change from “Director of Public Works” to “County Engineer” would also be made.</td>
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<td><strong>30.84.020 Security devices((-)) – general provisions.</strong> (1) A security device shall be made on the forms as provided by the department or in a form acceptable to the director. The following general types of financial sureties may be used as security devices: (a) Bond; (b) Letter of credit; (c) Assignment of funds or account; or</td>
<td>A new construction easement requirement would be added to the general security devices provision. The construction easement would only be required for private improvements to be bonded by a permittee. This would allow the County to complete work required under a bond if the permittee fails to complete the work. A construction easement would not be required for work bonded under Title 13 SCC.</td>
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</table>
(d) Other form of security device as may be specifically approved by the director of finance.

(2) All security devices shall provide for:

(a) Forfeiture to the county and the right for the county to withdraw funds upon failure of the permittee to construct any or all of the improvements in accordance with the approved plans, specifications, permit or approval requirements or conditions, and time limits.

(b) The county's interest in any security device required pursuant to this chapter to be assignable, without obtaining a re-issuance of the security device, to an annexing municipality in the event the real property covered by the security device is annexed prior to either completion of the work secured by a performance security or final acceptance and release of the security device for that work covered by a maintenance or performance monitoring security.

(3) The amount of all security devices shall include an inflation factor calculated for the term of the security device together with the term of any allowed extensions.

(4) In the event a development completes improvements to existing right-of-way pursuant to a title 13 SCC permit or future right-of-way and drainage facilities pursuant to a title 30 SCC permit, the maintenance securities required in accordance with SCC 13.10.108(1) and 30.84.120 shall be combined into one maintenance security with the same start and end date.

(5) The combined maintenance security may be divided into separate securities for right-of-way and drainage if special circumstances exist and approval is granted by both the director and the county engineer.

(6) When a security device is required or offered by a permittee for a development under this chapter, the property owner shall grant to the county a construction easement allowing the county to enter upon the property to complete the work guaranteed by the security device in the event such work is not competed as required. The easement shall be on a form provided by the county and shall be recorded with the county auditor before any permits may be issued for the development.
30.84.050 Notice of noncompliance and forfeiture of proceeds.

(1) If the director determines that work covered by a security device has not been completed or is not operating in conformance with the approved plans, specifications, permit, or approval requirements or conditions, the director shall notify the permittee and the issuer of the security device of said nonconformance. The notice shall:

(a) Describe the work or improvements that must be done to prevent the forfeiture of the security device;
(b) Provide a date certain by which the required work or improvements must be completed to the director's satisfaction; and
(c) State that if the work or improvements are not completed within the time specified, the county will proceed with forfeiture of the security device and use the funds to complete the required work or improvements.

(2) After having given notice pursuant to SCC 30.84.050(1), the director may issue a stop work order prohibiting any additional work until the conditions are corrected.

(3) If the work to correct the noncompliance is not completed within the time specified the director may seek forfeiture of the security device, or a portion thereof, to correct the nonconformance. After the county receives payment from a security device, the county will use the funds to complete the required work or improvements. The permittee may not proceed with work until the required amount of the security device has been re-established.

(4) In the event the county proceeds with forfeiture of a security device, the issuer of the security device shall, within 30 days of demand of the county, make a written commitment to the county that it will either:

(a) Remedy the noncompliance itself with reasonable diligence pursuant to a time schedule acceptable to the county; or
(b) Tender to the county within 15 days the amount necessary, as determined by the county, to remedy the nonconforming conditions.

(5) Upon completion of either of SCC 30.84.050(4)(a) or 30.84.050(4)(b), the issuer

Citations would be corrected in this section. Additionally, other housekeeping changes are proposed.
of the security device shall then have fulfilled its obligations under the applicable security device for only those improvements identified by the county in its notice. If the issuer of the security device elects to fulfill its obligation pursuant to the requirements of SCC 30.84.050(4)(b), the county, upon completion of the remedy, shall notify the issuer of the actual cost of the remedy. The county shall return, without interest, any overpayment made by the issuer of the security device, and the issuer of the security device shall pay to the county any actual costs which exceeded the county’s estimate, limited to the total security device amount.

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<tr>
<th><strong>30.84.060 Emergency work by the county.</strong></th>
<th>The “County Engineer” would be added throughout this section to clarify the role of DPW in determining the need for emergency for certain improvements under Title 30 SCC.</th>
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<tr>
<td>(1) The director or county engineer may determine an emergency exists when:</td>
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<td>(a) Work covered by a security device has not been completed, was not completed in conformance with the approved plans, specifications, or permit requirements, or is not operating as required and the director or county engineer determines an emergency situation has been or may be created that may endanger the public health, safety, and welfare; and</td>
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<tr>
<td>(b) The nature or timing of the emergency precludes notification of the applicant and security device issuer as provided in SCC 30.84.050 or the department has attempted to contact the permittee and received no response or the permittee was unable to perform the emergency work required.</td>
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<td>(2) When the director or county engineer determines that an emergency exists as provided above, the county may take action to correct the emergency at the permittee’s expense.</td>
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<td>(3) The department shall notify the permittee and security device issuer within four days after commencing emergency work. The notice must state the work that was commenced and the nature or timing of the emergency that necessitated the county to perform emergency work without prior notification.</td>
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<td>(4) After the county completes any emergency work the county shall provide the permittee and issuer of the security device with an itemized statement of expenditures.</td>
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(5) If funds are collected from a security device the permittee may not proceed with work covered by the security device until the required amount of the security device has been re-established.

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<th>30.84.105 Delayed construction – (Performance) performance security.</th>
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| (1) The director, with the concurrence of the county engineer, may approve the delayed construction of certain public improvements under SCC 13.10.124 or certain private improvements ((including)) (such as landscaping, wetland mitigation plantings, and final placement of hot mix asphalt paving) in a subdivision, short subdivision, ((commercial)) or residential or ((multifamily)) nonresidential development, when all of the following are met:
|     | (a) The delay will not create adverse operational or safety impacts or create a threat of significant adverse environmental impacts;
|     | (b) The permittee provides the department with a performance security in accordance with SCC 30.84.105(4);
|     | (c) The request is not to delay the construction of stormwater retention or detention facilities, storm water treatment facilities, stormwater conveyance systems, ((or)) erosion and sedimentation control facilities ((;)), or the placement of monuments; and
|     | (d) The delayed facilities are constructed to a minimum level of construction as determined by, and acceptable to, the director and county engineer.
| (2) (Except as approved in SCC 30.84.105(3),) Delayed construction ((delayed pursuant to SCC 30.84.105(1))) shall be completed within two years ((of issuance)) of the county’s receipt and approval of the performance security, except as approved under SCC 30.84.105(3). The director, with concurrence from the county engineer, may grant an extension of the deadline for construction up to one additional year for good cause shown.
| (3) The director, with concurrence of the county engineer, may allow construction approval of a subdivision, ((or)) short subdivision, or residential development without the final placement of hot mix asphalt |

A variety of changes would be made to the delayed construction provisions in SCC 30.84.105. These include:

- Clarifying the relationship with Title 13 SCC for delayed installation of public improvements by referencing SCC 13.10.124;
- Clarifying that installation of certain private improvements may be delayed under SCC 30.84.105;
- Eliminating terms “commercial” and “multifamily” and replacing them with “residential” and “nonresidential” in SCC 30.84.105(1);
- Adjusting the general timing provisions for delayed installation of private improvements under SCC 30.84.105(2) and moving the one-year extension under SCC 30.84.105(6) to the same subsection for clarity;
- Allowing residential developments to delay installation of final lift on private road network elements under SCC 30.84.105(3);
- Clarifying the timing for delayed installation of final lift on private road networks based upon the type of development (subdivision or general residential development);
- Moving the extension provision under SCC 30.84.105(6) to SCC 30.84.105(2);
- Clarifying the relationship of the County Engineer in decision-making for certain private improvements;
- Renumbering subsections as necessary; and
- Making other housekeeping changes.
paving on new (public) private road network elements (roads). The placement of hot mix asphalt paving shall be completed within one year of (recording of the subdivision or short subdivision) the county’s receipt and approval of the performance security or earlier, as determined by the director, except that hot mix asphalt paving within a subdivision or short subdivision shall be completed within one year of recording the subdivision or short subdivision.

(4) ((The)) Any delayed construction approved under this section shall require a performance security ((required by SCC 30.84.105(1) shall be)) in the amount of 150 percent of the estimated cost of all delayed improvements, as determined in good faith by the county engineer for private road network elements and the director for all other items taking in to account the following:

(a) The costs of constructing all facilities as specified in the approved plan;
(b) The costs of monitoring the facilities’ performance;
(c) The costs of designing and constructing any corrective work including other mitigation measures which may be necessary to correct the effects on-site and off-site of inadequate or failed workmanship, materials or design; and
(d) Any related incidental and consequential costs, inflation, and the cost of inspection of the work by the department.

(5) The performance security shall remain in effect until final inspection and construction acceptance by the county of all facilities specified by the plans whose construction is secured with the performance security.

(6) For good cause shown, the director, with concurrence from the county engineer, may grant an extension of the deadline for completion of construction imposed by SCC 30.84.105(2) for a time period not to exceed twelve months.

(7) The performance security required pursuant to this section shall not be released or reduced until a maintenance security or performance monitoring security, if required, is accepted pursuant to this chapter.

30.84.150 General (Landscaping) landscaping. All proposed changes in this section are housekeeping.
(1) If the director approves a planting delay pursuant to SCC 30.25.043(2), a performance security shall be required pursuant to SCC 30.84.105(1), 30.84.105(2), 30.84.105(4), and 30.84.105(5) to ensure that all actions required by chapter 30.25 SCC are satisfactorily performed and completed in accordance with the approved plans, specifications, permit or approval requirements or conditions.

(2) The director may require a maintenance security prior to releasing a performance security accepted pursuant to SCC 30.84.150(1).

Proposed Findings
Proposed findings are contained in Attachment A.

Compliance with State Law
The Growth Management Act (GMA) planning goals adopted in RCW 36.70A.020 guides the development and adoption of comprehensive plans and development regulations. The goals are not priority listed. The GMA goals guide the policies in the Growth Management Act Comprehensive Plan General Policy Plan (GMACP-GPP) and require consistency between the GMACP-GPP and implementing development regulations. The proposed regulations are reasonably related to and necessary for the advancement of the following GMA planning goals listed in RCW 36.70A.020:

<table>
<thead>
<tr>
<th>GMA Planning Goal</th>
<th>Finding</th>
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<tr>
<td>GMA Goal 5: “Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.”</td>
<td>The code amendments will provide for more efficient development practices and facilitate improved financial security by reforming permitting processes.</td>
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<td>GMA Goal 7: “Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.”</td>
<td>The code amendments will provide for improved processing of development permits and provide predictability in completion of project requirements.</td>
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Compliance with Snohomish County Comprehensive Plan
The proposed code amendments will better achieve, comply with, and implement the following policies contained in the county’s GMA Comprehensive Plan (GMACP) - General Policy Plan (GPP):

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<thead>
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<th>GMACP - GPP Policy</th>
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<td>Goal ED 1: “Maintain and enhance a healthy economy.”</td>
<td>The code amendments will better achieve, comply with, and implement the following goals, objectives, and policies contained in the County’s GMACP – GPP by providing regulations that are predictable, encourage business and jobs, and facilitate economic growth:</td>
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<td>Objective ED 1.C: “Snohomish County shall recognize and address the needs of small and minority owned businesses as well as larger, established enterprises.”</td>
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<tr>
<td>Goal ED 2: “Provide a planning and regulatory environment that facilitates growth of the local economy.”</td>
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<td>Objective ED 2.A: “Develop and maintain a regulatory system that is fair, understandable, coordinated and timely.”</td>
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<td>Policy ED 2.A.1: “Snohomish County shall work to ensure that the Snohomish County Code is an understandable, accessible, and user friendly document.”</td>
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<td>Policy ED 2.A.2: “Snohomish County should stress predictability but maintain enough flexibility in the Comprehensive Plan and development codes to allow for timely response to unanticipated and desirable developments.”</td>
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<tr>
<td>Goal ED 3: “Encourage the retention and expansion of existing businesses and jobs while working to attract new businesses and jobs.”</td>
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<tr>
<td>Objective ED 3.C: “Support efforts that partner Snohomish County with other public, private, and non-profit economic development entities to advance economic development activities that are consistent with this plan.”</td>
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Procedural Requirements
PDS has conducted environmental review on the proposed code amendments and notified the Washington State Department of Commerce of the County’s intention to adopt regulations.

Environmental Review
A State Environmental Policy Act (SEPA) Determination is required for the proposed code amendments. A SEPA Determination of Non-Significance was issued on November 8, 2017.
**Notification of State Agencies**
Pursuant to RCW 36.70A.106, a notice of intent to adopt the proposed regulations and standards was transmitted to the Washington State Department of Commerce on November 8, 2017.

**Staff Recommendation**
Staff recommends approval of the proposed code amendments contained in this staff report as well as the Findings of Fact and Conclusions contained in Attachment A.

**Action Requested**
The Planning Commission is requested to hold a public hearing, consider the proposed code amendments, and provide a recommendation to the County Council. The Planning Commission can recommend approval of the code amendments with supporting findings as proposed or modified, denial of the proposal with findings, or amend the proposals with appropriate findings.

**Attachments**
There is one attachment to this staff report:


CC:
Ken Klein, Executive Director
Tom Rowe, Special Projects Coordinator
Barbara Mock, PDS Director
Mike McCrary, PDS Deputy Director
Steve Thomsen, Public Works Director
Ikuno Masterson, AICP, PDS Manager
Michael Dobesh, PDS Manager
Jacqueline Reid, AICP, PDS Supervisor
Ryan Countryman, PDS Supervisor
Yorik Stevens-Wadja, Senior Legislative Analyst
Section 1. Snohomish County Planning Commission adopts the following findings in support of this ordinance:

A. The foregoing recitals are adopted as findings as if set forth in full herein.

B. This ordinance will amend title 30 SCC to update regulations related to security devices.

C. Procedural requirements:

1. The proposal is a Type 3 legislative action under SCC 30.73.010 and 30.73.020.

2. A notice of intent to adopt proposed code amendments was transmitted to the Washington State Department of Commerce for distribution to state agencies on November 8, 2017 as RCW 30.70A.106(1) requires.

3. State Environmental Policy Act (SEPA), chapter 43.21C RCW, requirements with respect to this non-project action have been satisfied through the completion of an environmental checklist and the issuance of a determination of non-significance on November 8, 2017.

4. The public participation process used in the adoption of the proposed code amendments has complied with all applicable requirements of the GMA and SCC.

5. As required by RCW 30.70A.370, the Washington State Attorney General last issued an advisory memorandum in December 2015 entitled “Advisory Memorandum: Avoiding Unconstitutional Takings of Private Property” to help local governments avoid unconstitutional takings of private property. The process outlined in the State Attorney General’s 2015 advisory memorandum was used by the County in objectively evaluating the regulatory changes in this ordinance.

D. In developing the code amendments, the County considered the goals of the GMA, specifically those goals related to economic development and permits. The code amendments are consistent with:

1. GMA Goal 5: “Economic development. Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote economic opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, promote the retention and expansion of existing businesses and recruitment of new businesses, recognize regional differences impacting economic development opportunities, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state’s natural resources, public services, and public facilities.” The code amendments will provide for more efficient development practices and facilitate improved financial security by reforming permitting processes.

2. GMA Goal 7: “Permits. Applications for both state and local government permits should be processed in a timely and fair manner to ensure predictability.” The code
amendments will provide for improved processing of development permits and provide predictability in completion of project requirements.

E. The code amendments will better achieve, comply with, and implement the following goals, objectives, and policies contained in the County’s GMACP – GPP by providing regulations that are predictable, encourage business and jobs, and facilitate economic growth:

1. Goal ED 1: “Maintain and enhance a healthy economy.”

2. Objective ED 1.C: “Snohomish County shall recognize and address the needs of small and minority owned businesses as well as larger, established enterprises.”

3. Goal ED 2: “Provide a planning and regulatory environment that facilitates growth of the local economy.”

4. Objective ED 2.A: “Develop and maintain a regulatory system that is fair, understandable, coordinated and timely.”

5. Policy ED 2.A.1: “Snohomish County shall work to ensure that the Snohomish County Code is an understandable, accessible, and user friendly document.”

6. Policy ED 2.A.2: “Snohomish County should stress predictability but maintain enough flexibility in the Comprehensive Plan and development codes to allow for timely response to unanticipated and desirable developments.”

7. Goal ED 3: “Encourage the retention and expansion of existing businesses and jobs while working to attract new businesses and jobs.”

8. Objective ED 3.C: “Support efforts that partner Snohomish County with other public, private, and non-profit economic development entities to advance economic development activities that are consistent with this plan.”

9. Policy ED 3.C.2: “Snohomish County shall work with public and private and non-profit groups to preserve and nurture the growth of existing local industries and businesses and maintain a business environment conducive to preserving and growing jobs at large manufacturers and the large and small business operations in the county.”

F. The proposed amendments are consistent with the record:

1. This ordinance will amend SCC 30.66B.440 to:
   i. Clarify the relationship of improvements required by chapter 30.66B SCC that may be delayed with a performance security device under title 13 SCC;

   ii. Expand the scope of improvements required by chapter 30.66B SCC that may be delayed with a performance security device under chapter 30.84 SCC; and

   iii. Make housekeeping changes.

2. This ordinance will amend SCC 30.84.020 to:
i. Add a new provision permitting the County to obtain right of entry onto any area of a property where a security device may be used to ensure compliance with title 30 SCC; and

ii. Make technical corrections and housekeeping changes to language.

3. This ordinance will amend SCC 30.84.050 to:

i. Make corrections to erroneous citations; and

ii. Make technical corrections and housekeeping changes to language.

4. This ordinance will amend SCC 30.84.060 to:

i. Clarify the relationship of the County Engineer in making certain determinations when emergency work by the County is necessary under a security device held by the County; and

ii. Make technical corrections to language.

5. This ordinance will amend SCC 30.84.105 to:

i. Allow the PDS Director, in concurrence with the County Engineer, to approve the delay of certain public or private improvements in a subdivision or short subdivision, or in residential or nonresidential development when certain conditions are met and in accordance with other applicable performance security provisions;

ii. Prohibit the delay of monument placement when required as part of construction;

iii. Clarify the language for general delay of construction under subsection (2) and adjust the timing of required completion to two years from receipt and approval of a performance security device by the County;

iv. Allow the PDS Director, in concurrence with the County Engineer, to approve a delay in the final placement hot mix asphalt on private road networks in subdivisions, short subdivisions, and residential developments under subsection (3) with a performance security device; provided that the delay may be up to one year from recording the plat or shat plat or receipt and approval of the performance security device;

v. Remove reference to the delay of final placement of hot mix asphalt on public roads under subsection (3) because it is already provided for under SCC 13.10.124(3);

vi. Clarify the language under subsection (4) and establish the role of the County Engineer in determining performance security devices for private road network elements;

vii. Move the discretionary extension provision of subsection (6) to subsection (2) for clarity;
viii. Renumber subsection (7); and

ix. Make technical corrections and housekeeping changes to language.

6. This ordinance will amend SCC 30.84.150 to make housekeeping changes to language and clarify citations.

G. The proposed code amendments are consistent with the record as set forth in the PDS Staff Report dated November 9, 2017.

Section 2. The Snohomish County Planning Commission makes the following conclusions:

A. The proposal is consistent with Washington State law and County Code.

B. The proposal is consistent with the GMACP and with the goals, objectives, and policies of the GPP.

C. The County has complied with all SEPA requirements with respect to this non-project action.

D. The regulations proposed by this ordinance do not result in an unconstitutional taking of private property for a public purpose.

E. The County complied with the state and local public participation requirements under the GMA and chapter 30.73 SCC.

Section 3. The Snohomish County Planning Commission bases its findings and conclusions on the entire record of the Snohomish County Planning Commission, including all testimony and exhibits. Any finding, which should be deemed a conclusion, and any conclusion which should be deemed a finding, is hereby adopted as such, including all testimony and exhibits.