Southwest Urban Growth Area Boundary Planning Study

October 3, 2018

Project Understanding

The work program for Planning and Development Services includes the development of a Southwest Urban Growth Area (SWUGA) Boundary Planning Study. The Study Area generally includes an area bounded by Cathcart Way/SWUGA Boundary to the north and west, Broadway Ave and the Maltby UGA to the east, and the county boundary to the south. Fish-bearing streams, mixed forests, wetlands, rural residential homes, and commercial and industrial uses in Maltby and commercial uses in Clearview characterize the landscape and land use pattern.

The study is intended to gather, analyze, synthesize, and communicate data, issues, and scenarios to inform future planning choices for the Boundary Planning Study Area associated with the Southwest Urban Growth Area boundary.

A purpose statement for the study was developed by the Snohomish County Project Team for approval by the County's Steering Committee and Project Sponsor. The overall purpose is excerpted below:

> *The purpose of the Southwest Urban Growth Area (SWUGA) Boundary Planning Study is to develop data and information that can inform consideration of future growth scenarios at the time of major comprehensive plan updates and when reviewing proposals for Urban Growth Area (UGA) adjustments. This is a high-level study that will consider existing and planned growth in and adjacent to the fast-growing south-easterly edge of the County's SWUGA. The study will collect information on existing conditions and identify opportunities and constraints under different future growth scenarios in the currently designated-rural lands in the study area, including a scenario with no change to existing land use designations in the project study area.*
>
> *Implications to a wider area with the continuation of existing growth patterns in the rural lands within the study area and with alternative growth patterns in the rural lands will be assessed. The study will also consider at a high-level the costs of providing infrastructure and services outside of the existing UGA under a range of growth scenarios, along with an assessment of regulations and policies that must be satisfied, or amended, to adjust UGA boundaries. Lastly, the study will analyze the issues that can arise from the stark transition from urban to rural land uses created by UGA boundaries, and options for addressing this situation.*
>
> *The SWUGA Boundary Planning Study is not presupposing any changes to the UGA. The study is not a plan and it does not include actions for the County Council to consider for amendments to the UGA, either minor or major. Any such actions would require a more*

detailed, lengthy legislative process with environmental review under the State Environmental Policy Act (SEPA). Rather, the SWUGA Boundary Planning Study will develop a body of information that may be used when reviewing proposals for comprehensive plan amendments, and when considering options for accommodating future growth.

Information collected for the study will be published in a final report, anticipated to be available in mid-2019. The study will include stakeholder outreach components.

Study Objectives:

- Consider growth pressures and trends in the region and local communities in the SWUGA. Provide information on existing conditions in the SWUGA and wider area that is creating interest from stakeholders in expanding the SWUGA east of Mill Creek/Bothell UGA.
- Consider long-standing interests in conservation of natural resources and development in the light of watershed management and stewardship, in this area of Snohomish County. This includes regulatory structures affecting the Little Bear Creek basin.
- Provide a landscape level analysis[1] that synthesizes natural, built, and social environment conditions.
- Consider existing issues with, and alternative approaches to managing the transition from urban to rural land uses.
- Identify opportunities and constraints for adding housing choices or increasing densities.
- Provide information and analysis that is fact based, has sufficient rigor, and is at the correct altitude for this planning level assessment. Seek input from, and peer review by, experts to support the credibility of the data and information in the study. Provide information in easily-communicated formats, with supporting technical bases, methodologies, and assumptions included.
- Understand legal framework and issues/options under State, Regional, and County plans. Describe information on the current regulations and policies that govern accommodation of growth and protection of resources, and the governance structure. Describe regulatory and policy constraints to expanding the SWUGA, and what would have to be accomplished in regulatory and policy realm to allow expansion of UGA (i.e. steps that would need to be taken or conditions that would have to be met).
- Understand the challenges and opportunities of no change[2] and making changes—as it relates to land use, growth, conservation, infrastructure and service provision and costs, policy framework, etc.—including in a wider area.[3]

[1] Refers to areawide evaluation rather than site specific.
[2] No change would still consider that the current Comprehensive Plan and zoning would remain, and growth and land use associated with current plans could continue. This may mean no change to the SWUGA boundary, or minor or incremental adjustments to the UGA as part of a current policy scenario if appropriate.
[3] To help inform this objective, land-based scenarios could be helpful. Scenarios are not plans or proposals. Scenarios are a conceptual tool to understand opportunities and challenges. Scenarios could address "no change" trends and other changes to growth patterns (consider peer communities, case studies, typologies, or precedents).

- Inform future county and regional planning efforts to ensure the best future for this area. Recognize the study is not a plan or proposal; rather, it presents, data, information, issues, opportunities, and scenarios for consideration in future legislative processes. Prepare data and information in sufficient detail that it can be used by County decision makers when considering alternatives to include for analysis in the programmatic EIS for the 2023 Comprehensive Plan Update, future updates, and to use when reviewing citizen-initiated docket proposals.
- Consider stakeholder input on current conditions and possible future scenarios. Provide opportunities for stakeholders, including members of the public, to engage in the study and to feel informed.

Scope of Services

This scope includes the following major tasks:

1. Project Launch
2. Planning Study
3. Community Engagement
4. Report and Mapping Tools
5. Project Management and Team Meetings

The tasks are detailed below. Attachment B includes a Preliminary Schedule with a sequence and schedule.

1 Project Launch

1.1 KICK-OFF MEETING

We will schedule a Kick-Off meeting to review a Project Management and Communication Plan early in the process at the kick-off stage. This plan sets up the roles and responsibilities, key contacts, and preferred methods and frequency of contact—such as bi-weekly conference calls, monthly meetings, and email protocols. It also identifies the major milestones and critical path of the Boundary Planning Study. At this Kick-Off meeting we also propose to review a Stakeholder and Public Engagement strategy and a Data Collection list per Tasks 1.2 and 1.3. We may also review an early Report Outline, Report Template and Communication Materials templates, and map templates. A portion of the kick-off agenda (or a separate meeting on the same day if possible) would be devoted to understanding the issues and information available regarding surface water management. We would have a combination of in-person attendance and those attending by teleconference.

Deliverables:

- Draft and revised Project Management and Communication Plan with tasks and a detailed schedule

1.2 STAKEHOLDER AND PUBLIC ENGAGEMENT STRATEGY

We will prepare a Stakeholder and Public Engagement Strategy with objectives, methods, roles, and timing. It will be coordinated with the Project Management and Communication Plan. We will review a

framework of the plan at the Kick-off Meeting in Task 1.1 with draft outreach objectives, key stakeholders, and methods of outreach. See Task 3 for more information on planned activities.

Deliverables:

- Draft and revised Stakeholder and Public Engagement Strategy (see Task 3 for review by Convening Group)

1.3 DATA COLLECTION AND METHODOLOGY DEVELOPMENT

We will review available studies, databases, and GIS layers and provide a data needs list to the County (or review and add to one prepared by the County; see Task 1.1). We will prepare a Methods Memo describing each element of the Planning Study, data sources, existing models to be adapted, study area boundaries, cumulative study areas (e.g. downstream for surface water, broader transportation system, housing market, etc.), and analysis approach and assumptions. Data sources will focus on available information and studies developed by Snohomish County, cities and special districts, state, and federal resources.

Task 1 Deliverables:

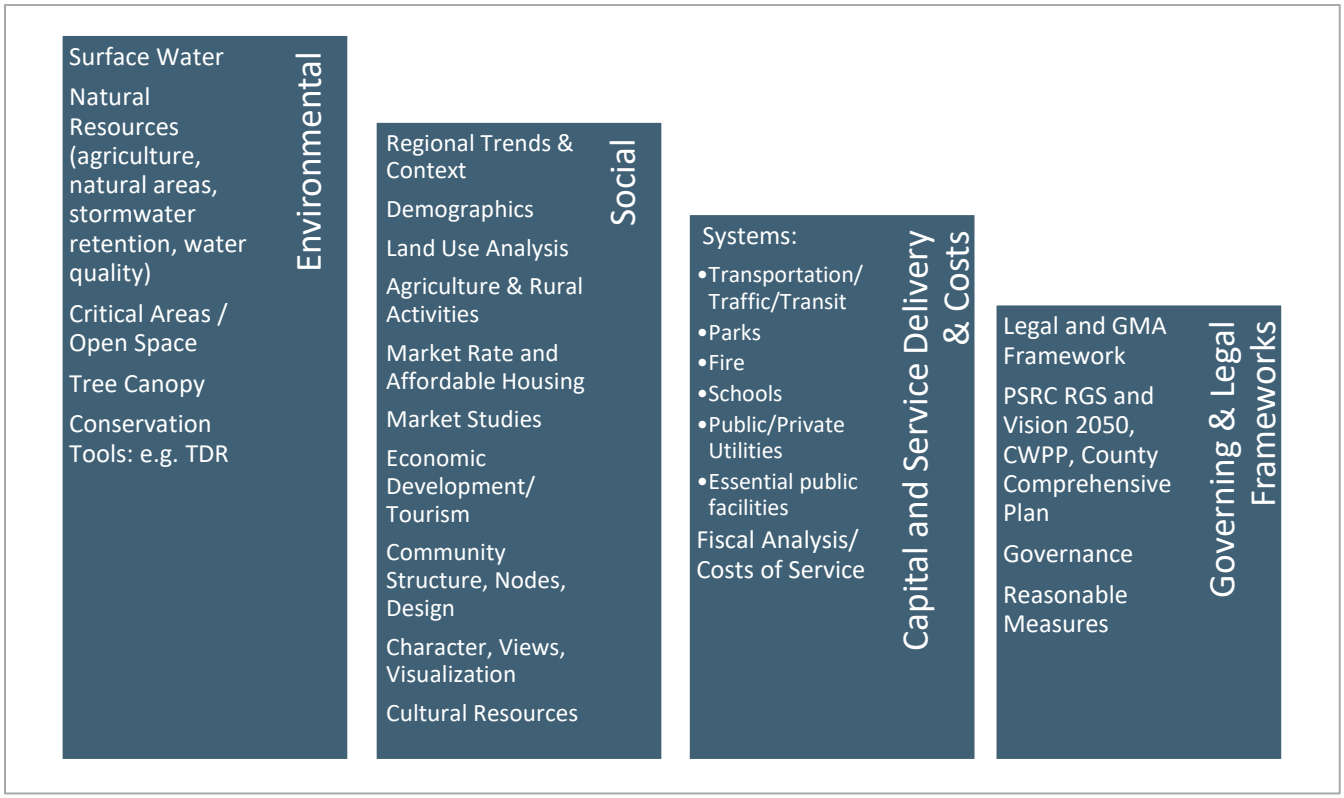
- Data Needs List (develop / review)
- Study Area and Cumulative Study Area map extent/template
- Draft and revised Methods Memo

Task 1 Budget: $9,193 (about 4% of budget)

2 Planning Study

The Planning Study will consist of a situation assessment placing the Boundary Planning Study in context with regional trends and focusing on environmental, social, capital and service delivery and costs, and governance and legal frameworks. While the primary evaluation is of the Boundary Planning Study Area, growth in the study area will be considered together with the implications for the SWUGA, surrounding jurisdictions in King and Snohomish Counties, the wider road network, downstream surface water, and other cumulative effects per Task 1.3. Key topics are illustrated in the Exhibit below; details of sub-tasks follow.

Exhibit 1. Planning Study Topics



Cross-Cutting Tasks:

- Community Engagement
- Report and Mapping Tools

2.1 ENVIRONMENTAL ANALYSIS

2.1.1 Data, Mapping, and Study Synthesis

We will assemble and synthesize available geospatial inventories, maps, and studies including:

- **Critical Areas:** Identify and review critical areas inventory extents across the study area from County geodatabases and studies (County critical areas inventory layers as primary source, with additional consideration of conditions as summarized in the Little Bear Creek Basin Plan and other existing studies from Planning and Development Services and Surface Water Management).
- **Surface Water:** Review and integrate analysis and results from current watershed plans (e.g. Little Bear Creek Basin Plan), Surface Water Management maps and geodatabases (drainage inventory), Drainage Needs Reports, and others. Summarize areas considered important for stormwater infrastructure retrofits, low impact development treatments, and habitat restoration.
- **Groundwater:** Review subbasin characteristics from the County's Groundwater Management Plan and identify areas that are important for groundwater discharge and recharge. Adapt, update, and qualify Groundwater Management Plan information based on infiltration, recharge, and land use

assumptions used in Little Bear Creek Basin Plan; review Watershed Characterization results for groundwater processes to validate and support groundwater information updates. Identify special management issues for the Cross-Valley Sole Source Aquifer and review the most recent groundwater model for the Cross Valley wellfield.

- **Natural Areas and Tree Canopy:** Map results of the State Department of Natural Resources Natural Heritage Program. Identify areas of tree cover using Little Bear Creek Basin Plan land cover maps and consider change over time, such as through high resolution change detection (HRCD) results from Washington State Department of Fish and Wildlife (WDFW). If not already addressed in critical areas mapping, consider WDFW Priority Habitats such as biodiversity areas.
- **Natural Resources:** Map working lands used for agriculture and forestry using information from surface water basin plans (e.g. Little Bear Creek land cover analysis), current use taxation, or other sources (e.g. Washington State Department of Agriculture inventory where available).

Task 2.1.1 Deliverables:

- Draft Map Folio (combine with deliverable in 2.1.2 for efficiencies)[4]
- Draft Summary of Conditions for inclusion in chapter of Preliminary Report (Task 4; may be combined with deliverable in 2.1.2 for efficiencies)

2.1.2 Landscape Characterization Tools

We will adapt and apply existing landscape level assessment approaches to inform the study about potential pressures to natural systems functions and values. This will provide a consistent platform for evaluating relative conditions from one subbasin to another within the study area. We will provide analysis of landscape assessment patterns, identifying areas of highest relative importance for natural systems functions.

- **Watershed Characterization:** Interpret and apply the current available model prepared by the Washington Department of Ecology (Ecology) and WDFW to characterize important ecological processes and habitat functions in the Puget Sound region. The model has a coarser grain of assessment units available at the time of this scope.[5] These assessments will be supplemented with published information from Snohomish County (e.g. water resources and ecological conditions from the Little Bear Creek Basin Plan). Because there appears to be more existing reports and other data sources for the Little Bear Creek basin as compared with information for those parts of the study area in different basins, this will be explained in the methodology. The Consultant team would also integrate data and mapping from Task 2.1.1 to support interpretation of results.

[4] Assumptions include that spatial information is available in GIS, prepared by PDS or other sources prior to use in analysis. All geospatial inventories and data used as inputs for Task 2.1.1 will be provided to the project team by the County, with any data limitations or extent issues identified by the County during transfer. Assembly and synthesis of geospatial information by the Consultant team will be primarily focused on tabular review of input data layers. Regarding Critical Areas, Surface Water, Groundwater, Natural Areas, and Watershed Characterization, preparation of the map folio for the study area will be limited to a maximum of four map themes across Tasks 2.1.1 and 2.2.2 efforts, which may be supplemented by reference to existing maps within other studies (including the Little Bear Creek Basin Plan). Other maps will be prepared by the Consultant team for Natural Resources and Open Space topics. If more maps are desired, the Consultant will develop a map format/template and have PDS or other departments apply the template to maps where detailed analysis is not required.
[5] Ecology has a longer-term project to reduce assessment size that is assumed unavailable in the project timeline.

- **Open Space:** The regional open space conservation plan is a new Puget Sound Regional Council initiative and includes characterization of the regional open space network based on the Regional Open Space Strategy. The tool considers 16 characteristics (e.g. air, water, food, energy, habitat, etc.). The tool is hosted by the Trust for Public Land and is called the Central Puget Sound Region Open Space Assessment Tool (OSAT).

Task 2.1.2 Deliverables:

- Draft Map Folio (combine with deliverable in 2.1.1 for efficiencies)
- Draft Characterization Analysis for inclusion in chapter of Preliminary Report (Task 4)

Task 2.1 Budget: $33,205 (about 15% of budget)

2.2 SOCIAL AND ECONOMIC ANALYSIS

2.2.1 Socio-economic Assessment

The assessment will include:

- An overview of demographic and economic trends and conditions at the following levels: county, subregional, and study area.
  - **Housing:** Summarize housing market dynamics and historic trends by unit type including home sales prices and/or median home values, availability of housing types and preferences, market rents, and new home production. Review housing needs considering population and household characteristics, housing tenure, income distribution, cost burden, overcrowding, population growth projections, population aging, and employment projections by wage level. Consider land capacity remaining by zone considering trends in permits and housing type preferences.
  - **Economic:** Identify existing key business sectors, competitive advantages of the area, and opportunities for growth.
  - **Travel:** Related to travel behaviors we will identify work/home travel patterns from people traveling to/from the study area and people from other areas crossing over the study area using available information from the US Census Bureau.
  - **Sources:** The evaluation will consider current data sources, studies, and strategic plans regarding growth, housing, and economic development (e.g. Economic Alliance of Snohomish County, Snohomish County Growth Monitoring Report, regional and city housing needs assessments, County tourism strategies, etc.) and add or update to identify current conditions.
- A description of opportunities and challenges facing the study area considering interviews with real estate market experts, developers, and regional stakeholders. A total of 4-6 interviews will be conducted. In lieu of phone interviews, interface with real estate experts on a technical panel or a focus group could be held.
- A high-level review of the zoning code to identify which housing and commercial formats are addressed in relation to identified needs.

Task 2.2.1 Deliverables:

- Draft Map Folio
- Draft Analysis for inclusion in chapter of Preliminary Report (Task 4)

2.2.2 Land Use and Views

In support of the opportunities and constraints evaluation in Task 2.3 and Land Suitability Scenarios in Task 2.4, we will map and summarize quantitative and qualitative data including:

- **Current Land Use:** We will illustrate and summarize assessor data and land cover.
- **Planned Land Use:** We will summarize and map the County's adopted Future Land Use and Zoning maps. We will illustrate current buildable lands maps from County GIS layers and studies.
- **Views:** We will conduct viewshed analysis using Google Earth. We will select about three locations in or around the study area where views of natural features are important to the community character and illustrate visibility from the points to the rest of the study area. One potential view location known to date could include views of the rural/urban interface at UGA boundaries.

Task 2.2.2 Deliverables:

- Draft Map Folio
- Draft Analysis for inclusion in chapter of Preliminary Report (Task 4)

2.2.3 Cultural Resources

Based on available information from Snohomish County such as older community plans or recent Maltby study efforts, local historical societies, and the Washington State Department of Archaeology and Historic Preservation (DAHP) we will summarize the local history, settlement patterns, known historic resources, and map the cultural resources predictive model.

Task 2.2.3 Deliverables:

- Draft Analysis for inclusion in chapter of Preliminary Report (Task 4)
- Map of cultural resources predictive model; or integration of the data into the Task 2.3.3 vulnerability mapping.

Task 2.2 Budget: $11,662 (about 5% of budget)

2.3 LAND SUITABILITY AND SCENARIOS

2.3.1 Opportunities and Constraints Charette

We will conduct a charrette-style work session with the internal Steering Committee and Project Team to review opportunities and constraints and help form scenarios to test. This would be a session to practice for the Project Background meetings in Task 3. We will use the Opportunities and Constraints Charette with the internal Steering Committee and Project Team to help identify the readiness of the information, potential directions for improving information, and a potential set of likely questions for the public at the Project Background meetings.

To support the Charette, we will develop a slide deck illustrating precedents or tools for conservation in other counties. For example, the King County 4:1 Program, or others in Central Puget Sound or beyond.

An early draft of typologies and precedents will also be developed in Task 2.3.2 and can help inform the Charette.

2.3.2 Typologies and Precedents

We will review three to five case studies of other communities in the county, Puget Sound, or other states that illustrate low impact and sensitive development typologies that could address socio-economic needs and fit within the landscape of the study area. Typologies would also address transitions from urban to rural area (e.g. stark urban/rural boundary or feathered densities) along the southeast boundary east of 35th and west of Maltby UGA. A menu of photos and examples will be developed for use in Task 3 Community Engagement.

2.3.3 Land Suitability Analysis

The assessment of the SWUGA area will consider a range of interconnected issues, from accommodation of regional growth to preservation of sensitive ecological systems to infrastructure capacity and related costs of growth.

To assess the suitability of lands for development in the Southwest UGA area, we will work with the County to develop a series of descriptive maps for the study area. These will be used to highlight areas with environmental vulnerabilities, relatively greater or lesser costs for service delivery, and potential scenarios of development. UGA adjustments in the future are not assumed; opportunities and constraints will be considered based on no change in the policy structure, as well as with various scenarios that include UGA adjustments.

Our framework relies on three different groups of maps:

- **Vulnerability mapping** identifies where development would potentially impact the landscape. In this series of maps, we would identify elements in the landscape that would be incompatible with development, such as special natural elements, ecologically sensitive areas, or existing land uses, and indicate those areas where development would have negative effects on these resources. This includes both "no-go" areas where development would not be allowed, as well as locations that may affect regional conservation and preservation objectives. See Task 2.1 for greater detail on mapping and characterization of vulnerabilities.
- **Feasibility mapping** identifies those areas where the costs and benefits of new development appear to be favorable. With these maps, we would identify general costs of servicing and infrastructure to support new development, available capacity for development, ease of transportation access, fiscal impacts to the County, and other locational advantages, and highlight areas that would provide the greatest benefits. This will be informed by Task 2.3.4.
- **Typology or scenario mapping** highlights how land would likely develop according to different typologies (e.g. clustering patterns and densities, rural separators, etc.). This would be used to determine the likely costs and benefits received from the features identified in the vulnerability and feasibility mapping under different potential land use scenarios. This will be informed by Tasks 2.3.1 and 2.3.2.

Creating and using this framework would require the following steps:

- **Reviewing major considerations with local development.** We will work with the County to review and identify the major elements in the area that would influence development and land use policy. This includes such factors as local infrastructure, key ecological resources, and existing land uses.
- **Mapping vulnerability, feasibility, and yields.** Based on a set of criteria we develop with County staff (e.g. as part of methods in Task 1.3) we will map the major considerations for development in the area in terms of vulnerability and feasibility by general land use type (e.g., residential, commercial, industrial). We would also evaluate the estimated yields of development (by housing unit or square footage of commercial/industrial space) for new development in the area. Regarding infrastructure capacity we will begin with "current policy" analysis, and after developing scenarios to test will revisit the effect of feasibility on yields. For two other scenarios yields will consider land capacity as well as market trends per Task 2.2.
- **Assessing overall vulnerability and feasibility.** To provide a compiled view of the overall benefits and limitations on development in certain areas, we will work with the County to evaluate the importance of different factors in planning options. This will include identifying areas with environmental sensitivities less suited for development and weighting the relative importance of other factors according to landscape vulnerability and development feasibility.
- **Creating potential typology or land use scenarios.** Based on the vulnerability and feasibility mapping, we will provide a series of land use scenarios. These land use scenarios will be based on 10-acre (or smaller) grid cells across the entire study area, which will be allocated to specific policy areas or development types. Development yields for the scenarios will be calculated based on the development type and the amount of developable land included within the grid cell (total area less "no-go" areas). Other attributes about vulnerability, feasibility, and relative cost to serve would also be attached to the grid cells as appropriate. Scenarios may accommodate a range of growth options based on case studies or precedents illustrating different options for the configuration of new growth (for example, one scenario may illustrate a more uniform low density single-family pattern, and a second scenario may illustrate nodes or clusters; one or more scenarios may illustrate rural/urban separators or transitions or minor UGA changes, etc.). These different scenarios will be evaluated across the study area to determine how they perform according to the vulnerability and feasibility factors and growth targets. We will also provide a qualitative assessment of the strengths and weaknesses of these different options. Our scope assumes a "current policy" scenario illustrating current plans[2] and two other scenarios.
- **Coordinating adjustments to the scenarios.** From the initial land use scenarios provided, we will coordinate with the County to evaluate and edit the scenarios as required. We will also discuss potential adjustments to the vulnerability and feasibility maps.
- **Final scenario summaries.** Based on the final outcomes from the scenarios, we will develop short summaries to outline the general advantages and disadvantages to the proposed scenarios and highlight how these options would be represented on the maps of overall vulnerability and development feasibility. The scenarios would be illustrated conceptually; typology images would also be linked to the scenarios.

2.3.4 Opportunities and Policy Linkages

Based on the Charette, typologies, and land suitability analysis, we will summarize opportunities and policy links. We will consider current policies and their continuation. We will also consider other policy options related to other scenarios under Task 2.3.3. Opportunities and policy links in association with other scenarios may address both development and conservation opportunities, such as economic development and affordable housing strategies (e.g. inclusionary zoning in areas of UGA change), UGA changes/nodes and transfer of development rights, transitional urban/rural areas and environmentally sensitive areas, and opportunities for land assemblage, mitigation banks, open space and trails, etc.

Task 2.3 Deliverables:

- Draft Map Folio
- Estimates of growth yields for Task 2.4 by scenario.
- Draft and revised analysis for inclusion in chapter of Preliminary Report (Task 4)

Task 2.3 Budget: $29,938 (about 14% of budget)

2.4 CAPITAL AND SERVICE DELIVERY AND COSTS

2.4.1 Transportation/ Traffic/Transit

2.4.1.1 Initial Screening for Scenario Development

Snohomish County will provide the Consultant team with GIS layers and data including a MAZ map, existing land use by MAZ, roads layer including roadway type and number of lanes, and pedestrian and bike trail layer. The Consultant team will use GIS to summarize existing pedestrian and bike trail provisions and roadway lane mile density by arterial and highway type for each incorporated city, urban growth area, and non-urban growth area in the SWUGA vicinity. This will provide the County with information regarding the existing level of infrastructure provided to serve incorporated, UGA, and non-UGA areas. A summary of 'rules of thumb' commonly used for roadway spacing will also be prepared.

The transportation infrastructure comparison may be used as an initial screening step when developing scenarios. Density by roadway type and pedestrian and bicycle trails for potential areas that may be included in a UGA expansion can be compared to the facility spacing rules of thumb to determine the need for additional infrastructure. Snohomish County will provide average cost per lane mile for construction, average cost per square foot for right-of-way, and average cost per acre for wetland mitigation. Based on these costs and the comparison between the potential UGA areas and transportation facility density needs, rough costs for transportation infrastructure can be estimated.

A similar approach will be taken to evaluate transit needs. This would include a summary of typical land use densities needed to support transit service. These densities would be compared to those being considered for the SWUGA scenarios. The Consultant team will provide a qualitative evaluation of the challenges and opportunities in providing transit to potential SWUGA areas.

Results will be documented in a technical memorandum.

2.4.1.2 Travel Demand Modeling

Because Snohomish County does not share employment land use at the MAZ level, this scope assumes County staff will run up to three land use scenarios in the Snohomish County travel demand model and provide the completed model runs to the Consultant team; the exact number of model runs will be decided by the County, in consultation with the consultant, once the three scenarios have been developed. All analysis will be completed for the future horizon year of 2035. We will prepare volume-to-capacity plots displaying the results. These results would be reviewed with County staff and up to 10 "hot spot" arterial segments would be selected for more detailed evaluation (for example, already congested corridors such as SR 9 and SR 527). Because the travel demand model encompasses the larger region around the study area, some of the selected arterial segments could be located outside the SWUGA to inform the County how growth increases would affect the broader area. Forecasted volume-to-capacity ratios would be calculated for those arterial segments using the County's LOS methodology. This scope assumes that Snohomish County provides recent counts for all study segments.

Findings will be summarized in a technical memorandum. Based on the findings from Task 2, the Consultant team will provide high-level recommendations regarding logical roadway connections and an estimate of the lane miles needed to serve the growth in each scenario. A discussion of the implications related to the 10 'hot spot' arterial segments will also be included with an estimated range of costs for improvements necessary for mitigating impacts to the "hot spots". County staff and the Consultant team would arrange one meeting to share the findings and recommendations with WSDOT staff. The purpose of the meeting will be to assess potential implications or hurdles related to State facilities, in particular the feasibility of constructing new connections to limited access portions of SR 9. The outcome of these discussions will be documented in the technical memorandum.

Task 2.4.1 Deliverables:

- Draft and revised technical memo for adaptation and inclusion in chapter of Preliminary Report (Task 4)
- Map of approximate location of arterial needs by arterial classification

2.4.2 Public Services: Parks, Fire Protection/EMS, Schools

Demand: We will identify location and type of public services in rural and urban areas. We will summarize current and adopted levels of service. We will consider demand for services dependent on scenario growth patterns, including a continuation of current policy and other scenarios developed in Task 2.3.3.

Costs: We will develop per acre park costs using County Parks Element, Capital Facility Plan, and Capital Improvement Program information and apply that to the different growth scenario demand estimates. For non-County facilities, based on demand and available service provider capital facility plans, we can consider prior station or apparatus costs or new or expanded school costs, and indicate which scenario is more or less likely to need new capital investments.

Task 2.4.2 Deliverables:

- See Task 2.4.5.

2.4.3 Public Utilities: Water, Sewer, Electricity

We will identify major sewer and water systems and service providers in and adjacent to the study area. Sewer is not present in most of the study area. We will describe prior studies[6] and consider where sewer is more or less feasible based on topography, environmental constraints, or other factors. The evaluation will describe, based on site conditions, where water and sewer service can likely be provided, where it may be more challenging to provide, and where it may be unlikely to be able to be provided. This will be a high-level, qualitative evaluation. We will review the scenarios, including a continuation of current policy and other scenarios developed in Task 2.3.3, to develop rough, order of magnitude costs for sewer extension.

For Power, we will contact Snohomish Public Utility District 1 to understand current systems, potential capital projects based on current growth trends, and options for addressing increases in demand based on tested scenarios.

Task 2.4.3 Deliverables:

- See Task 2.4.5.

2.4.4 Public Utilities: Stormwater/Surface Water

Surface Water system costs will be based on the Little Bear Creek Basin Plan, Drainage Needs Reports, and Capital Facilities Plan to the extent possible with potential input from County Public Works on gaps and areas for further study. Older study costs would be escalated to present dollars. The tradeoffs in development being able to advance retrofits and enhancements versus the loss of forest cover and resulting potential costs for constructed systems will be described qualitatively.

Task 2.4.4 Deliverables:

- See Task 2.4.5.

2.4.5 Summary Capital Facility Demand and Cost

For the scenarios under review in the Boundary Planning Study identified in Task 2.3.3 we will prepare a summary of level of service demands and relative costs for public capital facilities summarizing Tasks 2.4.1 to 2.4.4. We anticipate this study will be shared at one Technical Committee meeting (see Task 4).

Task 2.4.5 Deliverables:

- Draft and revised analysis for inclusion in chapter of Preliminary Report (Task 4)

2.4.6 Private: Gas and Telecommunications

We will contact gas and telecommunication service providers to understand current systems, potential capital projects based on current growth trends, and options for addressing increases in demand based on tested scenarios, including a continuation of current policy and other scenarios developed in Task 2.3.3. We will summarize the order of magnitude difference in extension of private gas and telecommunication facilities based on miles of road and number of future customers.

[6] For example: ftp://ftp.kingcounty.gov/water/SilverLake/SilverLakeDiversionAnalysis_2014-10-16.pdf.

Task 2.4.6 Deliverables:

- Draft and revised analysis for inclusion in chapter of Preliminary Report (Task 4)

2.4.7 Fiscal Analysis/ Costs of Service: Snohomish County

We will develop a baseline fiscal situation analysis for the County, based on the most current financial and development information available. This baseline will be used for comparative purposes to contrast the incremental costs of serving the subarea, or portions of the subarea. This task will require collecting updated budget information from Snohomish County, as well as collection of housing, employment, and population data from available sources. We will work with the County's finance department to ensure that the County's baseline financial situation is accurately captured by the analysis.

Once the baseline is established, we will build a dynamic model, informed by the baseline, of the County cost and revenue structure under different land suitability scenarios, including a continuation of current policy and other scenarios developed in Task 2.3.3. Revenues[7] and costs in the model are driven by the current distribution of land uses and development in the County and subarea or portions of the subarea.

We will then analyze the operating fiscal impacts of serving the subarea or portions of the subarea. The analysis will focus in detail on the short-term impacts (i.e. 6-10 years) and will highlight significant areas of potential long-term impact for the County's consideration. Specifically, the analysis will evaluate impacts for the following services:

- General Government
- Fire Service (Fire Marshall)
- Sheriff Service
- Transportation
- Stormwater
- Solid Waste
- Park and Recreation

We will compare the fiscal impacts (costs and revenues) for the short-term (6-10 years).

After we consider the short-term operating impacts of serving the subarea or portions therein, we'll review the capital infrastructure needs, which may occur over a longer time horizon depending on the type and pace of development.

As a starting place, we'll review Snohomish County's adopted capital and transportation improvement plans. We will supplement the review of these documents with phone interviews with key County departments to identify any new information that may not be included in completed planning documents. We will also consider the results of the Boundary Planning Study regarding the potential increase in transportation, parks, and stormwater facilities (Task 2.4.5). We will work with the County to review the draft assessment of capital impacts, and we will identify areas of concern or adjustments that may be necessary under different land suitability scenarios.[8] Revenues that are typically dedicated to capital uses may be projected based on dwelling units (e.g. impact fees and REET).

[7] Focused on County revenue sources that support operations and that are influenced by growth/development.

[8] This cost comparison can include the cumulative increased infrastructure associated with effects outside the study area where such costs are available (e.g. transportation capital investments needed outside of study area due to growth in study area; the potential for surface water downstream effects may be harder to quantify without a detailed model that is beyond the scope of this study, but qualitative differences may be possible using other agency basin plans).

Task 2.4.7 Deliverables:

- Draft and revised analysis for inclusion in chapter of Preliminary Report (Task 4)

Task 2.4 Budget: $70,628 (about 33% of budget)

2.5 GOVERNING AND LEGAL FRAMEWORKS

We will analyze what policy and regulatory structures would need to change if scenarios identified in Task 2.3 and evaluated in Task 2.4 were realized, including a continuation of current policy and other scenarios developed in Task 2.3.3. We will prepare a summary of current legal frameworks under the Growth Management Act, Vision 2040, pending Vision 2050, and Countywide Planning Policies regarding the potential policy options for the study area under the different scenarios. We will also consider the Clean Water Act / National Pollutant Discharge Elimination System based stormwater planning (comprehensive stormwater planning framework in place currently and implications if future land uses change), and relationship to Comprehensive Planning under GMA, identifying potential requirements and procedures.

Consistency with state laws, or the potential for legislative change would be identified, if appropriate. The potential amendments to regional and county policies and regulations, and the associated procedures, would be identified in the Planning Boundary Report.

We will look at the requirements to institute reasonable measures before making boundary adjustments and consider the effect of the County's upzones in 2015 and recent trends.

Task 2.5 Deliverables:

- Draft and revised analysis for inclusion in chapter of Preliminary Report (Task 4)

Task 2.5 Budget: $5,051 (about 2% of budget)

Total Task 2 Budget: $150,484 (about 70% of budget)

3 Community Engagement

We will develop a strategy for outreach in Task 1.2. We anticipate holding a Convening Group made up of County staff and residents or business owners as well as key Consultant team leads as appropriate or conducting individual phone interviews. In either case the goal would be to present the purpose of the study and potential ways in which stakeholders could be meaningfully engaged recognizing the study is not a plan.

We assume that the County will develop methods for distributing meeting advertisements. We will assist with communication materials and templates in Task 4.3.

The corresponding budget allows flexible use of funds for phone interviews, in person meetings, or online activities (e.g. survey as companion to online map in Tasks 4.1 and 4.2). The exact activities will be determined with the engagement plan. We anticipate a combination of activities that help inform the public of the study progress, hear early input on needs and concerns as a qualitative fact-finding effort, and share the draft study with opportunities to comment. The purpose of early engagement is to ensure

that there is clarity around the purpose of the study, to hear concerns and needs that can help inform the study, and to avoid myths forming while the study is underway.

Following are potential ideas for engagement that match the level of effort in the budget.

- At an early stage of the project, we will attend up to two stakeholder meetings (e.g. Maltby and Clearview). The purpose is to share the objectives of the study, invite input on the background information, and to invite the public on the journey of considering the future of this area over the long-term (recognizing the study will present information, issues, and options and not a plan or proposal).
    - To help practice for these meetings, we will use the Opportunities and Constraints Charette in Task 2.3.1 to help identify the readiness of the information, potential directions for improving information, and a potential set of likely questions for the public at the stakeholder meetings.
- After the early stakeholder meetings, we will develop a meeting summary and matrix of concerns. An online survey with 5-10 questions, that consist of a few open-ended questions and mostly close-ended questions that could be employed with the Study Sharing Open House or earlier if desired.
- After the Draft Boundary Planning Study is ready, we will facilitate a Study Sharing Meeting likely in an open house format. Open House results will be summarized for inclusion with the Final Boundary Planning Study.

Task 3 Deliverables:

- Engagement strategy (Task 1.2), and organization and review by Convening Group or phone interviews
- Stakeholder Meetings, 2
    - Preparation at Task 2.3.1 Opportunities and Constraints Charette
    - Summary and Matrix of Concerns
- Study Sharing Meeting and Open House Results
- Online survey prior to or with Study Sharing and Online Maps

Task 3 Budget: $16,188 (about 8% of budget)

4 Report and Mapping Tools

4.1 PRELIMINARY REPORT AND ONLINE TOOLS

4.1.1 Report Template

We will prepare a Report Outline for the report for Project Team review. We will use the approved Report Outline to prepare a Report Template with reader friendly layouts and graphic design elements, in Word for the report preparation stage. We will prepare an InDesign Template for the Public Draft Report Executive Summary and report dividers or key graphics.

4.1.2 Preliminary Report

We will compile the analysis in Task 2 and prepare a preliminary draft report for Project Team and Steering Committee review. After internal review, the County will compile comments in track changes.

4.1.3 Preliminary Online Tools

After the Opportunities and Constraints Charette, we will develop preliminary draft online maps illustrating environmental and social/economic characteristics for Project Team and Steering Committee review. These maps will be annotated and will allow users to review information, explore the data, and make comments using an accessible web-based platform.

4.2 DRAFT REPORT AND ONLINE TOOLS

4.2.1 Draft Report

After the County provides compiled comments, we will revise the report. A print-ready copy will be prepared for County review confirming comments are addressed.

4.2.2 Draft Online Tools

For the Study Sharing meeting and following input from the Project Team and Steering Committee in Task 4.1.3, we will develop a full suite of Land Suitability and related Scenario maps, and update the web platform developed for Task 4.1.3 with this new mapping information. These maps will be annotated and allow users to review and explore this information related to development suitability and feasibility, as well as make comments about the results.

4.3 COMMUNICATION MATERIALS

As part of the stakeholder and public engagement strategy, we will develop preliminary and revised templates for communication materials such as fact sheets, postcards, and report folios.

4.4 FINAL REPORT

After the Study Sharing Meeting and public input, the Draft Report will be revised for Project Team and Steering Committee review. After one round of County review and compiled comments, we will make changes to the report and prepare a Final Report.

Task 4 Deliverables:

- Report Outline, draft and revised
- Report Template, draft and revised
- Communication Materials templates: fact sheets, postcards, and report folios
- Preliminary Draft Report, and Print Ready copy for confirmation
- Draft Report
- Final Report, proposed changes and Print Ready copy for confirmation

Task 4 Budget: $17,604 (approximately 8% of budget)

5 Project Management and Team Meetings

We will regularly coordinate with County staff during the development of Boundary Planning Study. Based on the Project Management Plan developed in Task 1, we will hold regular team calls and periodic meetings to obtain comments on preliminary draft documents. Our scope assumes:

- Team calls/online meetings every 2 weeks.
- A monthly meeting which may be held with either the Project Team, or Steering Committee, or a Technical Committee, as appropriate.

We will prepare a joint project schedule and update it monthly or as needed.

We will also prepare monthly progress reports and billings (will not be billed; considered part of overhead).

Task 5 Budget: $19,550 (about 9% of budget)

Budget Summary

Snohomish County Boundary Planning Study Cost Estimate

	Total Hours and Estimated Cost by Task
1 Project Launch	
Subtotal	54
	$9,193
2 Planning Study	
Subtotal	1096
	$150,484
3 Community Engagement	
Subtotal	127
	$16,188
4 Report and Mapping Tools	
Subtotal	154
	$17,604
5 Project Management and Team Meetings	
Subtotal	121
	$19,550
Total Estimated Hours	1552
Cost (Hours*Rate)	$213,019

Subtotal Consultant Cost	**$213,019**
Project Expenses @ <1% of project budget	**$1,901**
Estimated Project Total	**$214,921**

Phasing of Deliverables

NOVEMBER-DECEMBER 2018

The goal in this period is to collect and synthesize natural environment and socioeconomic information, develop baseline costs and service information, and layout early vulnerability mapping and the "No Change" scenario. A report template and chapters associated with the natural environment and

socioeconomic information would be prepared. Early engagement would consist of an engagement plan and stakeholder interviews.

The following tasks are anticipated to be completed by December 31, 2018 with a notice to proceed by November 1, 2018:

- Task 1: Project Launch including Project Management Plan, Engagement Plan, and Methods Memo
- Task 2.1: Environmental Analysis Map Folio and Chapter of Report (includes natural environment analysis, watershed characterization, and open space model)
- Task 2.2: Social and Economic Analysis Map Folio and Chapter of Report
- Task 2.3 – Part of Land Suitability and Scenarios:
  - Sub-tasks 2.3.2 Typologies and Precedents
  - Sub-task 2.3.3 Vulnerability Mapping and No Change Scenario
- Task 2.4 – Part of 2.4 Capital and Service Delivery and Costs: Baseline conditions and No Change Scenario
- Task 3: Stakeholder Interviews or Convening Group
- Task 4.1: Subtasks 4.1.1 Report Template and 4.3 Communication Materials
- Task 5: Portion of Team Meetings and Calls

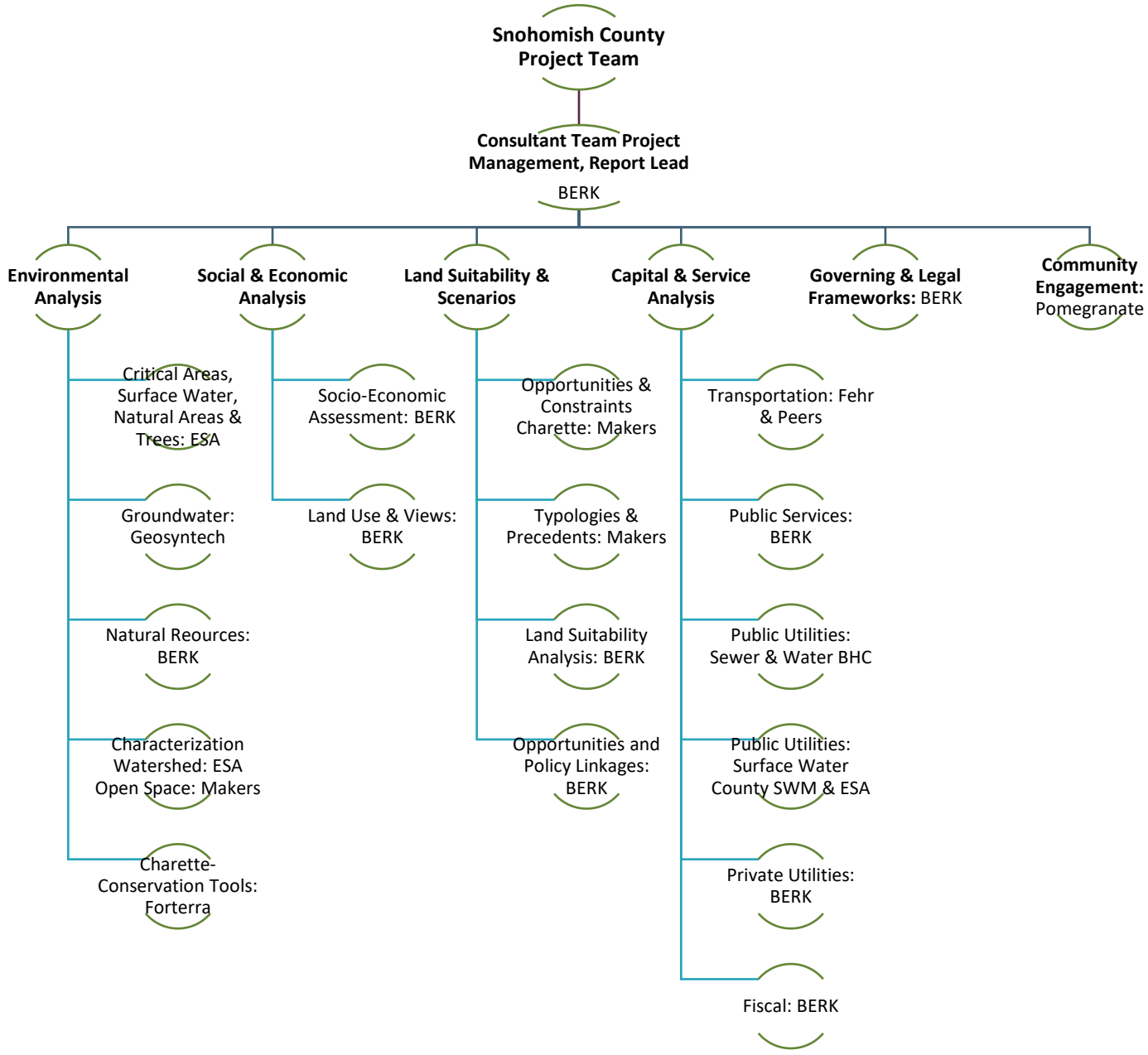
JANUARY-JUNE 2019

In this phase, the prior analysis of natural environment and socioeconomic information would inform a team Charette and from there two other scenarios would be formulated and growth yields developed. These would drive the remaining analysis of transportation, public service, and capital facility costs. The results would be summarized in technical memos and chapters of the study. The full report would be preliminarily drafted for internal review and when ready shared publicly. Two points of public contact would be made: 1) stakeholder meetings to share study progress and ask about participants' needs and concerns to fold in as qualitative information into the study, and 2) a draft study sharing meeting with online maps and a survey allowing comment.

- 2.3.1: Opportunities and Constraints Charette: Develop opportunities and constraints and ideas for scenarios
- 2.3.3: Land Suitability Analysis: Scenarios and Yields results to support capital/fiscal in Task 2.4; Feasibility integrating costs from Task 2.5
- 2.3.4: Opportunities and Policy Linkages
- 2.4: Remainder of Capital and Service Delivery and Costs addressing scenarios
- 2.5: Governing and Legal Frameworks
- Task 3: Stakeholder Meetings and Matrix (share early information, or study progress, not scenarios)
- Task 4: Report and Mapping Tools (chapters prepared along the way above)
- Task 5: Portion of Team Meetings and Calls

Attachment A: Consultant Team

Task and Firm Roles



Firm & Tasks

- **BERK:** Consultant Team Project Management, Natural Resources, Social and Economic Analysis, Land Suitability Analysis, Public Services and Power/Telecommunications, Fiscal Analysis, Governing and Legal Frameworks, Report and Mapping Tools
- **BHC:** Public Utilities (Water and Sewer Utilities)
- **ESA:** Surface Water, Critical Areas, Natural Areas, Watershed Characterization
- **Fehr & Peers:** Transportation
- **Geosyntech:** Groundwater
- **Makers:** Open Space Characterization, Opportunities and Constraints Charette, Typologies and Precedents/Scenario Illustrations
- **Forterra:** Conservation Tools for team Charette
- **Pomegranate:** Community Outreach Design and Facilitation of Focus Groups and Community Meetings

Attachment B: Preliminary Schedule