◊ ◊ CITY OF COLVILLE ◊ ◊

COMPREHENSIVE PLAN

Periodic Update – 2011

FACT SHEET

Title: City of Colville Comprehensive Plan

Purpose: The Comprehensive Plan Growth Management Plan was adopted in November 1997 to comply with RCW 36.70, 36.70A, 36.70B, and 36.70C. New legislation, ESSB 6427, adopted in 2006, provided a three-year extension of the due date for comprehensive plan updates for small and slow growing counties and cities; extending the deadline for Colville to the end of 2010. In 2010, the City Council chose to provide additional forums for public participation through 2011. This document provides community goals into 2030, using population figures from the Office of Financial Management's April 2011 report.

Proponents: City of Colville

Lead Agency: City of Colville

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Public Workshops: Multiple workshops were held in the summer and fall of 2009 to allow for ample opportunity for public participation. Each element was presented as proposed by staff, and changes to these elements were made based on input received from the general public and affected agencies. Each revised component was again presented to the Planning Commission, published and opened for public comments at their regular meetings, during the spring and summer of 2010.

Time and Place of Public Hearings: Public hearings were held before the Planning Commission in November 2010 and City Council in December 2010. In 2010, the City Council chose to provide a forum for additional public participation through a series of public hearings held from February through July 2011.

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PREFACE

The City of Colville has chosen to reflect their vision of the community for the future; to define the process of managing growth that will be followed to achieve their vision; and, to establish a coordinated approach to growth and development that will protect the quality of life enjoyed by all residents.

Colville is the largest city in Stevens County, yet, it is a small city with limited resources. The community has worked to maintain and improve public facilities and encourage appropriate development, especially economic development that will support population growth. It is located in a beautiful, scenic agricultural valley, about 70 miles north of Spokane. Many of the new residents are retirees or are self-employed.

When Stevens County began to experience a growth boom in the early 1990s, the six incorporated cities joined together to urge the County to participate in growth management planning. The piecemeal rural development was threatening to overwhelm government's ability to provide basic services. The six cities formed the Small Cities Consortium of Stevens County to develop new comprehensive plans and implementing ordinances to meet all the requirements of the Washington Growth Management Act of 1990 (GMA), as amended. The 1997 version of Colville's Comprehensive Plan is the result of that effort.

The City of Colville has not experienced the growth expected when this comprehensive plan was adopted in 1997. In 1990, Colville's population was 14% of Stevens County's population. At the 2000 Census, our population count had dropped to 12.45% of the county's. Since then, Colville's numbers have continued to decline and now rest at 11% of the Stevens County population (based on the 2010 Census data). Even though the county's growth has continued at a medium rate, Colville's percentage of the county's population has dropped an average of .10% every year since 2000. This change represents a shift to the southern portion of the county, where a higher portion of the new residences are being established, so they may be closer to the City of Spokane for commuting.

The Colville Plan includes information on the history of the City and a description of existing land uses, public facilities and services, housing, and natural resources. The focus of the plan, however, is the goals, objectives, standards, and plan maps that will guide the City government's actions over the next twenty years. A brief description of the components of the plan follows.

SUMMARY OF THE PLAN

The Colville Comprehensive Plan contains an introduction, seven elements addressing the specific topics required by GMA, and appendices. When developing the 1997 edition of their Comprehensive Plan, Colville took advantage of changes in state law and integrated the evaluation of potential environmental impacts of growth. The purpose and contents of the plan are summarized below.

Chapter 1 - Introduction: Provides a history of the Colville community, including population and employment trends. It describes the planning process used for the original plan adopted in 1997 and for the 2011 update. Summaries are included to demonstrate the plan's relationship to applicable State and Federal laws.

Chapter 2 - Land Use Element: Describes existing development patterns and what land uses should go where in the future. Colville still has many historic buildings, but as the City continues to grow, substantial changes will occur in the appearance and functioning of the City. Although there is still vacant land in the City, much of it will be difficult to develop, due to steep slopes (to the north and east) or the presence of wetlands and flood hazard zones (in the Colville River valley). Recent annexations have provided some land to accommodate growth. The urban growth area, land that will eventually be annexed to the City, has been adjusted to more realistically depict future growth patterns.

As required by state law, the Land Use Element also describes the sensitive natural resources in the City. Sensitive resources that have been designated as Critical Areas include steep slopes, known habitat for threatened and endangered species, flood hazard areas, aquifer recharge areas, and wetlands. Policies to protect these resources are included in the Land Use Element. Procedures for evaluating potential mitigations in sensitive areas are outlined in Chapter 17 of the Colville Zoning Ordinance.

Chapter 3 - Capital Facilities and Utilities Element: Provides a description of existing public and private infrastructure and services. This includes water, wastewater, streets, sidewalks, library, general government, police, fire, and schools. The element also briefly describes utility providers such as electricity, telephone, and natural gas. These are facilities and utilities that are currently available and will need to expand to serve expected growth.

Colville had undertaken an extensive effort to establish a process for identifying needed capital facility improvements and setting priorities among them. For those facilities and services that the City provides, the element sets standards for the level of service that the community will seek to maintain. The city has prepared a “Capital Facilities Plan” that provides an in-depth inventory and procedures for financing, monitoring and maintaining these facilities. Due to the age of the Capital Facilities Plan, it is currently undergoing extensive review and possible revision.

To accommodate future growth, the city has been evaluating the possibility of an expanded or relocated airport. Our Park Department, Recreation Department, and Library provide services to a population beyond our city limits, which will also necessitate future expansions.

Chapter 4 - Housing Element: Summarizes the characteristics of the existing population (age, income, household size) and how that affects housing need. The element also identifies how these factors are likely to change over the next twenty years, and what the resulting changes in housing need and demand are likely to be. Colville expects to see an increasing population of retirees, and possibly some younger households as tourist-related businesses are established. As a result, there is likely to be a need for smaller and more affordable units, as well as housing designed for households with disabilities.

The majority of the new housing is expected to be single-family homes, in keeping with trends of the past few years. Most of the new houses will be conventional stick-built housing, but some households are expected to live in manufactured housing. Multi-family units, apartments, duplexes, and condominiums are expected to increase over the course of this planning period. Colville housing prices have been increasing and are expected to continue to increase over the foreseeable future. The element contains objectives to assist lower income households to find affordable housing in the community.

Chapter 5 - Transportation Element: Describes the existing transportation systems serving Colville and identifies improvements that will be needed to support growth. Highway 395 (US 395) runs through the city, connecting it to other urban areas and the region. The City also owns an airport offering general aviation service to businesses and residents. Alternatives are being explored to expand or relocate the airport, to offer service to higher classification of aircraft for economic development.

There is limited local bus service, no rail service, and no water transportation, so most residents rely on the private automobile. In September 2010, a new regional bus service was started that runs from Kettle Falls to Spokane, servicing communities in between.

This version introduces a newly created Pedestrian & Bicycle Plan. Public input was received to map out the preferred routes for these types of facilities and offer recommendations for future maintenance. As new developments occur within the city, the routes identified in the plan may be taken into consideration and potentially incorporated within the new projects.

The City has completed a considerable amount of improvements to their main transportation corridors. This has significantly improved traffic circulation. This element reflects the plan for future roadway extensions or expansion, to further accommodate growth. Most future improvements will likely be constructed as a part of new development, or will be the resurfacing of existing City streets.

Chapter 6 - Park and Recreation Element: Although included in the previous comprehensive plan, a separate element has been established with this version. It is an overview of the facilities and programs provided by these two departments. Due to the regional nature of their service area, these departments have expressed the need for new or expanded facilities to accommodate growth. As a part of a community-wide promotion for physical activity, it has been recommended that existing and future parks should be strategically located along the routes within the Pedestrian & Bicycle Plan and the Sidewalk Plan. Both of these plans are outlined in the Transportation Element.

Chapter 7 - Historic Preservation Element: This is another new addition to the comprehensive plan. People, by nature, are drawn to the past. Historical sites or buildings within a community offer a glimpse into a community's past. This element will provide guidelines to help preserve the historic integrity of local sites through designation of special districts and application review processes, and to demonstrate an appreciation for the styles and craftsmanship of our forefathers.

Chapter 8 - Annexation & Incorporation Element: This element provides a guide to the management of development within the Urban Growth Area (UGA) around Colville. The City will work with Stevens County, through the adopted Memorandum of Understanding (MOU) and County-Wide Planning Policies (CWPP) to promote urban development within the established UGA. The surrounding areas should be devoted primarily to resource industries and rural development. The City will consider petitions for annexation that are able to accommodate urban development.

Colville hopes to maintain the quality of life and historic character of the community as growth occurs and to encourage new businesses to locate in the City. By continuing public outreach and incorporating the expressed needs and desires, our vision is to maintain a viable and sustainable community that supports and retains growing families.

Chapter 1

INTRODUCTION

The City of Colville is located in Stevens County which is in the northeastern part of Washington State, bounded on the north by Canada and on the west by the Columbia River. (See Figure 1.1) The City is in the central portion of the County at the junction of US 395 and State Route 20. By automobile, Colville is just 52 miles from the Canadian border and 72 miles from the City of Spokane.

Colville is the County Seat and the primary governmental, commercial, educational, and medical center for the region. Traditionally the region's economy has been dominated by timber, mining, and agriculture with Colville serving as the chief commercial hub for the whole county. As these traditional industries have declined, the primary employment sectors have become retail, medical, and governmental jobs. Growth in the City is fueled by immigration of retirees as opposed to younger job seekers. Retirees are drawn to Colville by its attractive recreational opportunities and friendly small town atmosphere.

The City chose to participate in Growth Management planning and to update its Comprehensive Plan. The economy of the region is changing, and land use, housing, and infrastructure requirements need to be reassessed to anticipate future needs. The community was concerned that the development occurring in unincorporated areas outside of the city was not compatible with the land uses inside the city limits. Growth Management is an opportunity to work with Stevens County to jointly plan for growth in the region.

A. Community History

The Native Americans were the first citizens of the northeastern territory of Washington. They were made up of 12 aboriginal tribes that travelled throughout the region based on weather and food availability. In general, the local tribes occupied the area from Kettle Falls south to the Spokane River. The reintroduction of horses by incoming Europeans helped the natives to mitigate the threat of famine by increasing their ability to hunt, trade, and to transport goods and belongings.

The language spoken is "interior Salish"; the most common being an Okanogan dialect. The Colville Indian tribe is known to be a peaceful people, with no war dances. The natives' garments were made from the skins of the animals and were adorned with extensive beadwork. The women wore skirts that hung down to their calves, wearing long leggings for warmth during the snowy winter season. They lived in lodges made of bark or woven tules (a grass that is found by bodies of water). They used separate birthing houses, in which the expectant mother would tend to her own delivery.

The diet of local tribes consisted of animals such as bear, deer, rabbits, grouse, ducks, and geese; plants, wild flowers, and vegetables such as camas root, cattail shoots, peppermint,

black moss, carrots, onions, and a variety of berries. They also made pemmican, a high-energy fat/protein snack made with meat and berries. Pemmican could be kept for use over a long period if it was prepared and stored properly. Wild herbs and plants were used for medicinal purposes. (*References for Indian History: The Peoples History of Stevens County, Fred C. Bohm & Craig E. Holstine, Stevens County Historical Society, 1983; Indians of the Kettle Falls Area, Stevens County Historical Society, 1981; Colville Indian Reservation, Wikipedia internet website, 2009).*

David Thompson was the first white man in the Colville area. He came in 1811 to explore the Columbia River for the Northwest Fur Company. After a water route was opened from Astoria up the Columbia River through Canadian waters, a major Hudson's Bay Company fur-trading post and farm were established near the present city site. (These are now underwater at Roosevelt Lake Bay.) This outpost was called Fort Colville, and it was the major European center between the Rocky Mountains and the Cascade Mountains. After prospectors found gold near Fort Colville, Americans began pushing for a survey of the international boundary so that they could claim a clear title to land. In 1846 a survey was conducted that showed the post to be deep within U.S. territory. The Hudson's Bay Company continued to operate the post until 1871. (Note: The name of the outpost was actually spelled "Colvile", after Andrew Colvile of the Hudson's Bay Company. However, the spelling was changed over time to the more accepted American form of "Colville". *Colville Collection, Book One, 1989, Patrick J. Graham*).

An army post with the same name was established a few miles southeast of the old fur-trading fort. In 1855, battles started when native people started trying to prevent intrusion of white miners and ranchers. The military Fort Colville was established in 1859 to keep the peace. Its main activity was moving native people onto reservations and arbitrating disputes concerning land rights. A town called Pinkney City sprang up next to the site in the early 1860s as a civilian supply point for miners, settlers, off-duty soldiers, and Native Americans. In 1880, the army decided to close Fort Colville. When the fort closed, the residents and business men in Pinkney City decided to move a few miles west to a site with river access. They tore down the buildings of the city and the fort and carried them off to create a new town before the army could salvage them for its new post at Fort Spokane. The townspeople even took the fort's flag. As a result, the present site for the City of Colville was founded in 1882. The city was incorporated in 1890.

President Grant created the first Colville Indian Reservation of several million acres on April 9, 1872, by Executive Order. The reservation, located west of Colville on the west side of Lake Roosevelt, still exists today -- although its area has been reduced to approximately 2,117 square miles (approximately 1,355,000 acres).

Colville was strongly promoted by boosters who opened an office in Spokane Falls to answer questions for prospective new citizens. The railroad magnate, D.C. Corbin, circulated 50,000 copies of a promotional booklet extolling Colville as "An Open Door to a Magnificent Country." Interest in the city was lukewarm at first, but grew after the railroad was established and the first train rolled into town on October 18, 1889. The railroad was used to transport freight related to lumber and mining, and passengers. Even though the railroad continues to be used for freight, the passenger service was discontinued on December 31, 1940.

B. Population, Household, and Employment Trends

The growth of Colville has been characterized by substantial spurts and moderate declines. This fluctuation reflects those of the mining and resource based industries that have traditionally been

the backbone of its economy. Due to an influx of retirees and people leaving larger cities to live near the outdoor recreational opportunities the region provides, a higher growth was experienced during the 90s. This was short-term and the actual growth rate has been at a moderate to low level starting in 2000. In the last decade, Colville has declined in their proportion of Stevens County's population from approximately 12.45% in 2000 to 11% in 2010. Table 1.1 shows the population growth since 1980 and population projections through the year 2030 using the most recently published low growth projects (2007) for Stevens County.

Table 1.1
Population Trends

Year	Population	Percent Change
1980	4,510	21%
1990	4,360	-3%
2000	4,988	14%
2005	4,980	-.001%
2010	4,673	-6%
2020	*6,004	22%
2030	*6,740	12%

Source: U.S. Census Bureau and Office of Financial Management (2011)
**Based on 11.96% of OFM's low growth projections for Stevens County (2007)*

The number of households has increased more rapidly than the population, because the trend has been towards a smaller average household size. (A household is everyone living in a housing unit, whether they are related or not.) In 2010, the average household size in Colville was 2.2 people. This is lower than the average for the county and the state, which are both 2.5. This reflects a greater number of retirees and non-family households in our community than in other areas. Roughly 18.9 percent of the people living in Colville are 65 years old or older, compared to 17.2 percent for the county and 12.3 percent for the state as a whole.

Just as the population fluctuated over the years, employment has also varied, tied largely to the fortunes of resource-based industries such as farming, timber, and mining. The health of these industries strongly impacts another of Colville's key sources of employment -- retail trade. Colville serves shoppers from a wide area including parts of Canada, many of whom depend on resource jobs for their living and buying power.

Colville is also the governmental and medical center of the County with medical institutions, like the Mount Carmel Hospital, and governmental agencies as major employers, such as the Colville National Forest Supervisor's Office, the Colville School District, Stevens County, NE Washington Rural Resources, the Department of Natural Resources, the City of Colville, Department of Transportation, and the Department of Social and Health Services. There are other major employers in the region (outside of the city limits) that remain resource based, such as Stimson Lumber, Boise Cascade, and Vaagen Brothers. Table 1.2 lists some of the major employers located within the city limits of Colville and their staffing levels in 2010.

Residents of the City would like to increase employment opportunities in the region. One strategy for doing so is diversifying the economy to avoid the boom/bust cycles typically associated with resource industries. Attempts continue to be made to diversify Colville's economy. Emphasis has been placed on developing light industrial sites, revitalizing the central business district, and attracting tourists to the City and region.

Table 1.2
Major Employers

Employer	Employee Count	Full Time Employees (FTE) vs Part Time Employees (PTE) or Other
Buena Vista Assisted Living	77	57 FTE, 20 PTE (FTE=24+ hours/wk)
City of Colville	52	All FTE
Colmac Coil	116	115 FTE, 1 PTE
Colmac Industries	31	All FTE
Colville School District	300	All FTE
Dept of Natural Resources	140	120 Permanent / 20 Seasonal
Dept of Social & Health Services	59	All FTE
Hearth & Home	254	All FTE
Hewes Marine Company	109	104 FTE, 5 PTE
Mount Carmel Hospital	261	78 FTE, 183 PTE
National Forest Supervisor's Ofc	72	62 FTE, 10 PTE
NE Washington Medical Group	158	112 FTE, 22 PTE, 24 Supplemental
Parkview Senior Living	33	6 FTE, 27 PTE
Pinewood Terrace	115	99 FTE, 16 PTE
Rural Resources	170	125 FTE, 45 PTE
Safeway	72	12 FTE, 60 PTE
Stevens County	367	293 FTE, 74 PTE
Super One	80	74 FTE, 6 PTE
Wal-Mart	280	60% FTE, 40% PTE
Washington Dental	75	FTE
WSDOT	45	44 FTE, 1 PTE

Source: City of Colville Building & Planning direct contact to employers (2011)

C. The Planning Process

Colville's first Comprehensive Plan was adopted in January 1976 and updated in 1980 and 1986. The City made further efforts to update and improve the plan to meet new state requirements from 1989 to 1993. This process included an extensive citizen survey conducted by the Colville Planning Commission in 1989, numerous public planning commission work sessions, an open house, and a planning commission retreat. Information gathered was used to compose a vision of the City, develop a set of goals, and create steps to achieve the goals.

Colville supported Stevens County's decision to opt in to growth management planning under the Growth Management Act of 1990 (GMA). In 1994, Colville joined with the five other incorporated cities in Stevens County to create the Small Cities Consortium of Stevens County and hired outside consultants to assist with the development of comprehensive plans that would meet all the requirements of GMA. Public input and involvement was solicited and provided during the update process. Goal 11 of the GMA is *"Encourage involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts."* Colville has worked diligently to achieve this goal.

Prior to the adoption of the 1997 version of the Comprehensive plan, the Small Cities Consortium, with representatives from each community, held monthly meetings over the course

of more than three years. At these meetings, each step of the GMA planning process was discussed and cooperative decisions were reached for all cities. These meetings were open to the public and minutes of the meetings were distributed to elected officials in each city and town.

As a part of the most recent update, a series of planning commission workshops and/or public information meetings were held for each element. Input was solicited and received from affected stakeholders. Minor modifications were made to the overall vision of the plan; the consensus has been to keep its original vision of maintaining the small town environment. Many of the goals were achieved from the 1997 plan; therefore, new goals have been established to replace what has been accomplished.

D. Relationship to State and Federal Laws

This comprehensive plan is primarily intended to guide the growth and development of the City of Colville over the next twenty years. The planning has been completed in the context of recent changes in state law related to land use planning and development regulation. The key laws which have shaped the content and format of the plan are briefly described below. (Copies are available at the City Hall for those who want more detail).

1. Growth Management Act

The Growth Management Act of 1990 (GMA) was enacted to "reduce the inappropriate conversion of land to sprawling, low-density development." The protection of finite resources such as land, air, potable water, fisheries, and sensitive natural resources was mandated by this legislation. The law was amended in 1991 to require the designation of interim and final Urban Growth Areas around each city. The key features of GMA reflected in this plan are:

- A "bottom up" planning process -- that is, extensive public involvement in developing a vision for the community and the tools to achieve it;
- Designation and protection of critical natural resource areas within each city and resource lands (prime farm and forest land, mineral resource lands, etc.) in rural areas;
- Development of regionally consistent plans to accommodate the growth projected by the Office of Financial Management over the next 20 years. GMA mandates that most growth occur in urban areas where infrastructure to serve it is already in place;
- Development of zoning regulations that are consistent with and implement the comprehensive plan. Under GMA, the comprehensive plan takes precedence over zoning in determining how land may be used and developed;
- Programs that ensure concurrent provision of infrastructure and public services at an adequate level of service as development occurs.

The GMA also requires internal consistency of the comprehensive plan elements. This means that the plan elements and the future land use map are consistent with each other, as well as the land use and capital facilities elements.

Government agencies within Washington State are required to assure that their regulatory or administrative actions do not result in an unconstitutional taking of private property. The Washington State Attorney General's office published the following "Warning Signals" that would provide guidance to agencies in evaluating proposed regulatory or administrative changes.

a. Does the regulation or action result in a permanent or temporary physical occupation of private property?
b. Does the regulation or action deprive the owner of all economically viable uses of the property?
c. Does the regulation or action deny or substantially diminish a fundamental attribute of property ownership?
d. Does the regulatory action have a severe impact on the landowner's economic interest?

2. Shoreline Management Act

The Shoreline Management Act (SMA) was adopted in 1971 to protect "shorelines of the state" from inappropriate development. The SMA applies to approximately 230 cities and counties having shorelines of the state within their jurisdiction. The Colville River is a shoreline of the state. The City of Colville currently does not include any "shoreline" area (as defined by state law), but streams that cross Colville flow through the City's UGA and into the river. They extend into Stevens County's Colville River SMA planning area (land within 200 feet of the ordinary high water mark). The City will work with Stevens County to develop policies and a management plan to protect this resource. Shoreline Master Plans within Stevens County are required to be completed by the end of 2014, as applicable to each jurisdiction.

3. Regulatory Reform Act (ESHB 1724)

The Regulatory Reform Act of 1995 requires local governments planning under the Growth Management Act to make environmental review a key component of land use planning. It encourages combining regulatory review under SEPA, SMA, and plans adopted under the GMA into one streamlined process. The GMA plan is intended to serve as the integrating framework for all other land use related laws. GMA provides a means to effectively combine certainty for development decisions, reasonable environmental protection, long-range planning for cost-effective infrastructure, and orderly growth and development.

Regulatory reform will primarily affect the procedures used in development review and approval. This plan contains policies and guidelines to ensure effective integration of impact review with environmental planning, zoning, and subdivision review in Colville.

4. State Environmental Policy Act

The State Environmental Policy Act (SEPA) of 1971 is Washington's fundamental environmental law. SEPA requires local jurisdictions to analyze the potential environmental consequences of proposed actions prior to making a decision. SEPA does not directly affect government decisions; it simply ensures that environmental issues are considered in making the decision.

As part of the Comprehensive Plan amendment process, a SEPA checklist is completed as a non-project action. Typically, the project receives a Determination of Non-Significance (DNS), which would not outline any necessary mitigation. When development does occur, project review and mitigation are applied, as appropriate.

When the November 1997 Comprehensive Plan was being prepared, an SEPA/EIS was prepared with the cooperation of affected government agencies, stakeholders, and the public. The results of this process is kept on record at City Hall and may still used as the basis for environmental review within the designated city limits and UGA.

Chapter 2

LAND USE ELEMENT

A. Introduction and Background

Although Colville is the largest municipality in Stevens County, it is still a small town with limited staff. This plan is the result of volunteer efforts by residents, led by the planning director and staff, the Planning Commission, and City Council. In developing the land use plan, the community intends to retain its small town character, because the preservation of this atmosphere is important to residents. The residents would like a plan that would supply adequate land for increased employment opportunities, while preserving natural resources and the historic character of the community. The land use element is intended to meet the community's needs for all types of land uses. The type of land uses and their specific location was determined by considering the natural suitability of the land and the capacity of its resources, as well as historic development patterns and availability of infrastructure.

1. Vision

The theme that emerged from the public involvement during the 1997 planning process expressed the City's vision of itself:

> *"Colville is a community which maintains and enhances its beauty, history, and the environmental quality of the area, with a thoughtful blending of desired economic activities and land uses."*

This vision remains consistent with the views of the city's residents today.

2. Relationship to other Elements

Figure 2.1 demonstrates the desired outcome of development patterns within the city limits, through adopted zoning districts. When property is annexed into the city, the appropriate zoning district is established. This information is essential to plan for extension of streets, water and sewer service, and utilities (telephone, electricity, etc). The regulations that have been adopted by the city set density and intensity guidelines for development which are needed by public service providers (schools, fire, and police services, etc.) in planning for their services. The land use element provides the basis for development of the transportation and capital facilities and utilities elements.

3. Relationship of City to the Urban Growth Area

Colville considered these goals of the Washington Growth Management Act when developing this land use element::

Urban Growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Reduce Sprawl. Reduce the inappropriate conversion of undeveloped land into sprawling low-density development.

The density and intensity of development that the existing City can accommodate will be limited due to areas of steep slopes and flood hazard areas. Although much of the land within the corporate boundary is already developed, annexations in recent years have increased the availability of vacant land for residential and commercial development. Many of the existing buildings are historic resources that should be protected from destruction by redevelopment.

Colville has worked in conjunction with Stevens County to identify the areas for inclusion in the Urban Growth Area (UGA) based on the decrease of population growth in the last decade (see Figure 2.1). Colville has developed a Memorandum of Understanding (MOU) with Stevens County as an inter-local agreement governing development review for the UGA to encourage growth that is compatible with the City's goals within the UGA. Guidelines related to the annexation of land in the UGA into the City are discussed in the Annexation and Incorporation Element (Chapter 8).

B. Land Use Districts and Standards

The land use element of the Comprehensive Plan defines how the land in Colville and the UGA will be used to accommodate the projected growth in population and employment over the next twenty years. The objectives in this element define the density, intensity, and character of these land uses. Coordination between the land use and capital facilities element will be essential to ensuring that the city meets its economic development and land use goals.

Figure 2.1 also includes Colville's zoning districts, showing which land uses will occur (for example, residential, commercial or industrial) and where they will occur. The map also outlines the Airport Landing Overlay, Pedestrian Core Overlay (PC), and Urban Growth Area (UGA). The following sections describe the land uses and density and intensity standards permitted in each.

1. Permitted Land Uses, Density, and Intensity Standards

a) Residential

Residential areas should be preserved for housing. Accessory uses and home occupations should clearly be secondary to the primary, residential use. Four residential use categories have been designated in the town (low density to high density) to permit a range of housing. Creative subdivision design should be used to develop attractive residential areas, compatible with the historic character of the community and to avoid impacts to sensitive resources. The average density for low density housing should be 4.5 units per acre, with lot sizes from 9,650 to 7,200 square feet. High density housing should average 22 units per acre, which would include multi-family housing, with an average lot size of 6,000 square feet.

b) Commercial

Commercial land uses are concentrated in the downtown (central business), although some areas are designated along the highway (general commercial), in recognition of the existing development pattern. Mixed-use development should be incorporated into the commercial districts, to provide residential options in these areas.

Neighborhood commercial nodes should be considered as the city expands away from the central business and general commercial areas. This will permit small-scale retail and service providers to be located within close proximity to residences, which will encourage walking and the use of non-motorized transportation. These uses would have inherently low impact with such issues such as noise, vehicle traffic, odor, and delivery services.

Potential uses could be small convenience stores (without gasoline sales), barber and beauty shops, animal groomers, and low-key offices such as insurance agents and mortgage brokers.

c) Industrial

There are currently two designations for industrial use. The Light Industrial (L-I) District provides areas that permit the use, yet minimize or eliminate nuisance factors or hazards. The Industrial (I) District permits uses that may create a greater degree of hazard or annoyance and keeps them separated from other uses that may be adversely affected by them.

Land designated for industrial development is located along the highways, railroad, and truck route. Only non-polluting industrial uses are permitted within the city, so that noise, odors, dust, and traffic will not disturb adjacent uses. Industrial development should be buffered from other land uses, to reduce conflicts and enhance the overall quality of life in the community.

d) Open Space and Conservation

The Open Space district promotes the retention of land to be used as parks, public gathering areas, conservation areas, and similar uses. Based on the current adopted levels of service standards, the City has an excess of community park space, but is deficient in neighborhood park space. Future development may require the dedication of land for recreation to provide the adopted level of service for neighborhood parks.

e) Public Facilities

Although airports are only permitted within the AF district, other public facilities are permitted throughout the city to various degrees. In accordance with requirements of the GMA, the siting of essential public facilities is evaluated extensively for the most suitable location.

Land used for public facilities are currently owned by or used for city, state, or federal activities, including parks and recreation facilities. As new facilities are developed, the zoning designation will be changed to reflect the public use.

2. Overlay Districts and Standards

The City of Colville recognizes that natural and historic resources are located throughout the community on public and private land designated for a variety of uses. Therefore, plan designations have been created that overlay other land use designations to ensure protection of identified resources while permitting appropriate development.

a) Critical Areas Overlay

This applies to critical areas designated pursuant to WAC 36.70A, including wetlands, critical wildlife habitat, frequently flooded areas, steep and unstable slopes, and aquifer recharge areas around the city's wells. Development in these areas should be designed to protect identified resources and protect the public from development in hazardous areas. Zoning standards should provide the flexibility to ensure that this occurs.

b) Airport Overlay District

This district applies to those lands adjacent to Colville Airport and affected by noise from airport operations or subject to height limitations under regulations of the Federal Aviation Administration. Commercial, industrial, and open space uses that are compatible with

airport operations or dependent on air transportation are encouraged in this overlay district. Development standards in this district are designed to minimize risk and protect this transportation and economic resource.

c) Historic Districts

The Historic Districts are adopted based on the concentration of multiple structures or sites that warrant recognition and/or preservation. Any applications submitted by contributing sites within these districts would be reviewed by the Historic Preservation Commission for compliance with guidelines for renovating historic properties, as described in The Secretary of the Interior's Standards for Rehabilitation. The applicant may choose whether or not to comply with any recommendations made by the commission, in order to receive a Certificate of Appropriateness.

d) Pedestrian Core Overlay

The Pedestrian Core Overlay, as defined in the Zoning Ordinance, is intended to preserve a pedestrian-oriented area to patronize the businesses within the C-2 (Central Business) District of downtown Colville. Certain types of residential use, including assisted living, require the evaluation and processing of special permits.

C. Physical Setting

1. Topography

The City of Colville lies in the foothills east of the Colville Valley. The city is surrounded by higher elevations to the north and south, and the valley to the west. To the east of the city lies the Church Flat area and steeper slopes beyond that. Colville's elevations range from a low of 1,550 feet in the Colville Valley to the west, to a high of around 2,850 feet above sea level on Colville Mountain to the north. The timbered mountain to the north limits development and defines the community's character, as does the fertile valley to the west. The surrounding hills and mountains, combined with Colville's unusually wide streets, create beautiful views throughout the town.

2. Soils

The soils in the Colville planning area range from coarse to fine sandy loams. The major soil type in the Colville Valley is classified as the Colville-Narcisse-Chewelah Association. This soil is nearly level and well to poorly drained. Most of the soil in the northeast foothills and northeast Colville is classified as the Waitts-Nevine-Huckleberry Association. Found on gently sloping to very steep slopes, these are moderately deep soils, formed in glaciated and residual materials from sandstone, quartzite, schist, and shale. The soil classification in south Colville and the land to the southeast is the Stevens-Molcal Association, a dark soil on gently sloping to steep terrain.

Soil capabilities for agricultural purposes are categorized on a scale from I to VIII with I being the best soils for cultivation and VIII being the least productive. There are no Class I soils in the planning area, but there are Class II soils. Further information on soils can be obtained from the Washington Soil Survey Data on the National Resources Conservation Service's website.

Much of the soil in the city limits and UGA has poor drainage characteristics and severe septic tank limitations. However, development in the City requires connection to the public sewer system.

3. Rivers, Streams, and Lakes and their Shoreline Area

The Colville River is the major water body within two miles of the city. The river is located south and west of the city, and there are several spring-fed creeks that cross the community and drain into the Colville River. The town grew up around the creeks and urban development extends right up to the banks. Figure 2.2 shows the designated densities along the creeks and riparian areas within Colville and the immediate surroundings.

D. Critical Areas

The GMA requires local government to identify and protect "critical areas", including wetlands, areas with a critical recharging effect on aquifers used for potable water, fish and wildlife conservation areas, frequently flooded areas, and geologically hazardous areas. This section describes the critical areas located in or near Colville. The city has adopted the Critical Resource Areas Overlay District (CRA) which defines the processes that must be followed to protect and preserve critical environmental resources and prevent development in hazardous areas.

1. Wetlands

Figure 2.2 shows wetlands in and adjacent to the city. Most are located adjacent to or in the floodplain of the Colville River. Wetlands perform several extremely useful functions in the natural world, including:

- handling flood waters that overflow stream channels
- filtering pollutants from water before it enters streams or groundwater
- providing wildlife habitat

"Wetland" or "wetlands" are described as areas that are inundated or saturated by surface water or groundwater at a frequency and duration sufficient to support, and that under normal circumstances do support, a prevalence of vegetation typically adapted for life in saturated soil conditions. Wetlands generally include swamps, marshes, bogs, and similar areas. Wetlands do not include those artificial wetlands intentionally created from non-wetland sites, including, but not limited to, irrigation and drainage ditches, grass-lined swales, canals, detention facilities, wastewater treatment facilities, farm ponds, and landscape amenities, or those wetlands created after July 1, 1990, that were unintentionally created as a result of the construction of a road, street, or highway. Wetlands may include those artificial wetlands intentionally created from non-wetland areas created to mitigate conversion of wetlands *(RCW 36.70A.030(21)).*

The seasonal fluctuations in the water table create extensive wetlands adjacent to the unnamed creeks that run through the city. Except for the area near the fish hatchery, these smaller drainages have been disturbed by adjacent development and agriculture. The result is that there is no longer continuous plant cover near the creeks and the habitat value has been compromised. The riparian areas outside the city limits support a diversity of plant species and provide a corridor for wildlife migrating from the hills to the valley.

The wetlands adjacent to the fish hatchery are high quality, forested wetlands. In addition to water from the stream crossing the property, their hydrology is supported by run-off from adjacent development (including the school). The wetland serves to clean the run-off of pollutants before it enters the stream.

2. Critical Aquifer Recharge Areas

The GMA requires that all cities and counties identify areas where water is absorbed to recharge the groundwater aquifer from which water is drawn for consumption by residents. Local jurisdictions must also develop policies to protect the groundwater from contamination. Prevention of contamination is less expensive than attempting to clean-up pollution or develop alternative water supplies.

Stevens County completed the *Stevens County Aquifer Recharge Study* (D. Allen, 1993) using existing soil and surficial geology information from the Washington Department of Natural Resources and the U.S. Natural Resources Conservation Service. Soils in the Colville area vary from silty loams and clay on the Colville River valley floor to more sandy and gravelly soils on higher elevations north and east of the city. The City hired GeoEngineers to complete a wellhead protection study and identify potential sources of additional water in 1996. They concluded that wells number 4, 5, 6, and 7 are separated from the ground surface by at least 50 feet of silt, clay, sand and gravel, and thus should be considered to have a low susceptibility to contamination. The pollutants are absorbed or broken down by organisms in the soil, and a greater distance gives more chance that pollution will not reach the groundwater. Wells 1 through 3 have less separation from the ground surface (10 to 20 feet only) and are located approximately 1,500 feet down-gradient from a former municipal landfill site. Older landfills were not as well designed to prevent seepage of leachate into the groundwater. As a result, wells 1 through 3 should be considered to have a moderate risk of contamination.

The Wellhead Protection areas, shown on Figure 2.3, indicate contamination patterns around each well, expressed as one-, five-, and ten-year time of travel (TOT) rings.

The wellhead protection study has identified areas where certain land uses should be restricted in order to avoid contaminating the city water supply. The recommended restrictions include:

- Restrict livestock (cattle, horses, etc.) grazing within 500 feet of production wells;
- Restrict septic system drain fields within the one year TOT of production wells;
- Restrict use of pesticides, fertilizers, herbicides, and fungicides within 500 feet of production wells, and limit use of these products within the 1 year TOT to drier seasons of the year.
- Reroute roads and prohibit construction of new roads within 1,000 feet of production wells in order to avoid contamination from accidents and spills of hazardous materials;
- Restrict land uses that involve the use of hazardous chemicals within 500 feet of production wells;
- Develop special permitting procedures for land uses that involve use of hazardous materials, in order to ensure that best management practices are followed.

The revised zoning ordinance includes a process for reviewing development proposed in wellhead protection areas to ensure that risk of groundwater contamination is minimized.

3. Sensitive Habitats

The Colville UGA has primarily been used for agriculture and urban development. There is very little sensitive habitat remaining in the Colville urban growth area, including wetlands, as described above. One area that is important for wildlife habitat is north of 3rd Avenue near the Washington Department of Fish and Wildlife Trout Hatchery. This is a wooded area, containing

some wetlands, that provides habitat for diverse population of plants and wildlife. Priority habitat conservation areas are shown on Figure 2.4.

4. Geological Hazards

There are no earthquake faults or historic landslides within the Colville urban area. Although the Pacific Northwest has many active volcanoes, none are located near Colville. There are a few steep slopes (greater than 40%) within the planning area that are potentially hazardous. The procedures defined in the CRA are designed to buffer and protect these areas. Figure 2.4 shows geologically hazardous areas.

5. Frequently Flooded Areas

The floodplain for the Colville River spreads out over the valley south and west of town and this area is subject to periodic flooding. The floodplains for most of the creeks that cross Colville are relatively narrow. Development is located close to the creek banks (see Figure 2.2). Church Flat Creek, located in the UGA northeast of the city, has a wider flood hazard zone and has caused more flooding problems than smaller streams. The CRA contains procedures for mitigation to avoid or mitigate flood damage in the future (see Figure 2.4, Flood Plain).

6. Historic Resources

Many of the historic structures from the early days of Colville are still standing, adding character and charm to the community. The Historic Preservation Commission has been established to monitor and update the inventory of historic resources; administer the local historic plaque program; designate historic districts to perform design review on building permit applications; perform public outreach and education on issues relating to historic preservation; assist with the application process for National, State, and the local Historic registries; and review applications from historic properties for special property tax status.

The Historic Preservation Commission works in partnership with the Heritage Network and the Stevens County Historical Museum in Colville. The museum maintains a reference library, sells a variety of books, maps and pamphlets that describe the history of the area, and provides historic resources that are open to the public. During the planning process, Colville residents identified preservation of the historic lands, sites, and structures as a goal.

See the Historic Preservation Element for detail on the City's inventory of historical sites and applicable goals and objectives.

E. Resource Lands

Currently the only property within the city limits that is classified as resource land is Colville Valley Concrete's gravel pit on 3rd Avenue. The new location for their operation is located east of the city, but outside of the UGA. When this use is eventually discontinued, it is anticipated the land will revert to uses compatible with the surrounding urban or suburban environment. The Colville UGA does not include resource lands, per Board of County Commissioners Ordinance #2009-09.

F. Existing Development Patterns

Colville developed adjacent to the main north-south route, Highway 395, and the Burlington Northern Railroad. Although the city has a gridded downtown area, the commercial core of the city is fairly linear and concentrated along Highway 395 (Main Street) in a north-south direction. Most of the city's retail is in this area. There are also several office complexes within this section of the city. The designated Central Business District is between Fourth Avenue on the north, Birch Avenue on the south, Elm Street on the east, and Wynne Street on the west.

The majority of governmental facilities are in the historic downtown, primarily between Birch and 2nd Avenue and between Main and Maple Streets. Industrial uses are located just west of the business district, adjacent to the railroad tracks; in the northwest and northeast areas just outside of the city limits; and to a lesser degree in the eastern part of the city.

Residential uses are located primarily east of Oak Street to the city limits. However, there is a large area of single-family homes just northwest of the city limits, and many pockets of single-family residential uses can be found throughout the Urban Growth Area. Multi-family development is scattered throughout the community. Mobile homes are primarily located in the western portion of the city. Table 2.1 summarizes the distribution of existing land uses.

Table 2.1
Distribution of Land Uses

Land Use	Acres	Percent
Single-family Residential	762.01	39%
Multi-family Residential	28.33	2%
Commercial	357.33	18%
Industrial	117.30	6%
Public Facilities/Land/Open Space	527.53	27%
Vacant	144.2	8%
Total	1936.70	100.0%

Source: City of Colville Building & Planning Department (November 2010)

1. Density & Intensity of Development

In 2010, the Office of Financial Management (OFM) reported that the city encompasses approximately 3.13 square miles. The 2010 Census reflects a population of 4673, which puts the population density at 1492.97 per square mile for the city of Colville. The decrease is partially attributed to the annexation of 75.86 acres of residential land since 2000, which is still mostly undeveloped. Commercial districts also permit some form of residential use, but typically to a lesser degree. The activity relating to commercial districts since 2000 involved existing or proposed uses that did not affect the overall population density as significantly. For Stevens County, OFM reported an area of 2,478.35 square miles with population density of 17.88 persons each.

Residential lot sizes in the historic core of the community range from 50 X 120 feet (6000 square feet) to 60 X 120 feet (7200 square feet), with a 20-foot wide alleys. In newer areas or subdivisions in the more hilly area of north Colville, lots are less likely to be rectangular, and the average lot size is larger - typically 12-15,000 square feet.

Newer commercial development (along the highway) is oriented to travelers, with parking typically provided adjacent to the street. Older commercial buildings in downtown Colville typically do not provide off-street parking, and the buildings are two stories, covering almost the entire lot.

Colville residents have indicated that they would like to maintain the low-profile, small town character of the community. Development of mixed-use projects is encouraged, to promote walking and bicycle use within the downtown core. Commercial development should use the land intensively, but not be more than two or three stories in height. Development along the highway would continue to be auto-oriented, but with better access control, pedestrian paths, bicycle facilities, and landscaping. Mixed-use developments should be incorporated into this area also, as appropriate.

2. Vacant, Buildable Lands Analysis

In 1995, a buildable lands analysis was performed by evaluating vacant parcels within the city limits. Physical characteristics which would delay or prevent development, or result in development at lower densities than might otherwise be expected, were identified. Areas with steep slopes (over 30 percent), or critical habitat areas, were determined to be unlikely to develop at planned densities and were discounted in calculating total acreage available for development.

In recent years, 300 acres of land has been annexed into the city, including 182 acres for residential and commercial districts. Since 2006, new land divisions include a 50-lot residential subdivision; two short plats that created four vacant residential lots; and three commercial plats providing 13 new vacant parcels. There have been two short plats within the industrial districts that created five new vacant lots. Another recent trend involves the demolition of older homes and construction of new dwellings in their place. One of the structures provided four condominium units, which was an increase of residential use for this piece of property.

G. Growth Projections and Development Assumptions

In developing its growth projections, Colville reviewed historic development trends for the community and consulted the staff of Tri-County Economic Development District, local realtors, and state forecasting experts.

In determining how much land would be needed to accommodate the expected population and employment growth, the Colville Planning Commission, during the processing of the 1997 Comprehensive Plan, made the following assumptions:

- Residential development in the area will average 7,200 square feet per home.
- New multi-family development will continue to occur to meet the need of senior citizens and young people just starting out.
- Provision of roads, utilities, and other infrastructure would reduce the amount of vacant land actually used for housing or businesses by 40 percent.
- Industrial development will have four employees per acre, on average, based on existing development patterns.
- Commercial development (including offices) will average 10 employees per acre.
- Topographic constraints were considered in determining whether vacant land could develop to the maximum allowed by law.

Through collaboration with the Stevens County Land Services Department during the development of their Comprehensive Plan, sufficient land was identified within the city limits and surrounding UGA to accommodate proposed land uses in our 20-year growth plan to 2030.

H. Goals & Objectives

Many of the goals that were formulated during the public participation process for the 1996 Comprehensive Plan have since been incorporated into the city's Critical Resource Area Overlay, Zoning Ordinance, and Land Division regulations. The following goals demonstrate Colville's current vision to retain the small-town atmosphere the community has built by providing adequate housing, services, and amenities for its citizens as well as encouraging a strong economic base.

Goal 1: Create a balanced community that mixes residential and economic uses in a way that maintains environmental quality and the beauty of the area.

a. Encourage the development of neighborhood commercial and amenities to promote use of pedestrian and non-motorized transportation; utilizing proper screening between uses.
b. Balance the need for private sector development for economic vitality with the need to protect community values.
c. Concentrate urban/commercial growth within the core of the City to the maximum extent practical.
d. Develop and enhance the downtown area to demonstrate the vital atmosphere of a small town.
e. Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.
f. Avoid incompatibility of adjoining land uses and protect commercial and industrial development from residential intrusions.
g. Planned unit developments should be encouraged when they promote innovative designs and achieve goals such as conserving energy, providing moderate-income housing, preserving open spaces, and reducing the cost of installing and maintaining utility lines.
h. Extractive operations must be subject to strict performance standards to protect adjacent land uses and to ensure return of the property to beneficial use of land.

Goal 2: Manage growth by utilizing community facilities and services in an efficient and sound manner, to coincide with modernization and provision of infrastructure, and to promote a productive economy.

a. Encourage citizen input into the planning process to allow elected and appointed officials to make decisions based on public needs and desires.
b. Continue Colville's role as a service, retail, governmental, medical, and educational center.
c. Encourage the clustering of uses that rely on each other's products and/or services.
d. Encourage the diversification of Colville's economy and increase job opportunities by promoting and encouraging light, non-polluting industrial and manufacturing uses in nonresidential areas.
e. Encourage development of businesses and industries related to the recreational resources of the area.
f. Provide adequate parks, playgrounds, and other open spaces, some year-round, for Colville residents and visitors to create a pleasant environment for the community.
g. Establish policies and guidelines which require developers to pay for the costs of new development.

h. Encourage annexation of all lots that receive city services. Prohibit extension of urban services outside the designated Urban Growth Area, except in cases of a clear threat to health and/or safety.
i. Ensure that new residential development provides the public facilities (pedestrian paths, bicycle facilities, landscaped areas, and other neighborhood improvements) necessary to integrate them into the fabric of the community.
j. Promote development of tourist accommodations that are available to the public (lodges, resorts, hotels, etc.).
k. Protect the historic character of the community and ensure that new development in the area is compatible with it, without developing an artificial "theme park" look. New development should be compatible in size, scale, and placement on the lot.
l. Give special consideration to development which proposes to locate within the existing commercial areas.
m. Encourage the establishment of firms that pay wages sufficient to support a family. A diversity of businesses should be encouraged to locate in the city including companies that produce products from local resources (timber, minerals, agricultural products) as well as newer technologies.
n. Locate distribution centers and warehouses near or adjacent to major transportation networks, such as airport facilities, railroads, and highways, and away from residential areas.

Goal 3: Provide effective stewardship of the environment to conserve land, air, water, and energy resources; protect critical areas; and enhance the quality and beauty of Colville's natural features.

a. Discourage development in or near wetlands and riparian areas which would adversely affect the size or functioning of the resource.
b. Utilize the zoning ordinance to review development adjacent to designated critical areas to ensure that they are protected.
c. Mitigate for unavoidable impacts on site and near the affected resource.
d. In order to maximize the functional value of wetlands and riparian habitat for wildlife, the City will encourage the protection of larger, continuous areas rather than isolated pockets of habitat.
e. Encourage environmental education programs for children and adults and enhance the community's awareness of the role that natural resources play in the quality of life in Colville.
f. Reduce storm water runoff through erosion control measures during construction of new developments and by designs which limit impervious surfaces and use natural systems such as swales to control drainage.

Goal 4: Cooperate with Stevens County, state, and federal agencies to ensure that essential public facilities (for example, airports, corrections facilities, regional transportation facilities, or other facilities serving a larger population or area than just the City of Colville) are appropriately located near the population they serve, considering environmental and infrastructure constraints.

a. When such a facility is proposed for the City or its Urban Growth Area, the City Council will appoint a task force with representatives from interested and affected neighborhoods and agencies to make recommendations on the best way to accommodate the proposed use. The City Council will direct the task force to consider the following factors in siting essential public facilities:
    - Economic development benefit vs. fiscal impact from loss of tax base, cost of infrastructure improvements, etc.;

- Neighborhood compatibility, environmental impacts, and ways to mitigate any adverse impacts;
- Adequacy of existing infrastructure (water, sewer, storm drainage, access, parking) and proposed mitigation for any impacts;
- Safety and security risks and proposed mitigation of any adverse impacts;
- Alternative sites for locating the proposed facility and the advantages and disadvantages of each.

Through careful implementation and application of this plan, the City of Colville hopes to ensure that the character and location of land uses optimizes the combined potentials for economic benefit and the enjoyment and protection of the natural resources of the area.

Chapter 3

CAPITAL FACILITIES & UTILITIES ELEMENT

A. Introduction

The Growth Management Act (GMA) requires communities to plan for capital facilities to ensure there is an adequate level of service in place to support development at the time of occupancy or use. Figure 3.1 shows the location of the facilities described in this element.

The City of Colville provides a range of public facilities and services to its residents including: water, wastewater, street, and storm drainage; public safety (law enforcement, fire, and animal control); library; airport; park and recreation facilities; open space; and the office and shop facilities needed to administer, operate and maintain city-owned improvements. In addition, several other public and private entities own, operate, and maintain capital facilities in Colville and its surrounding area. These include: federal and state agencies, Community Colleges of Spokane, Providence Health & Services, Sunshine Disposal, Colville School District #115, Avista Utilities, Stevens County, Charter Communications, AT&T, Verizon, and Century Link.

Levels of service (LOS) are quantifiable measures of the amount of public facilities that are provided to the community. Levels of service may also measure the quality of some public facilities. Typically, measures of LOS are expressed as ratios of capacity to demand. For example, parks and open space LOS standards rely on total acreage in relation to population to determine the community's current and future parks and open space needs. Table 3.1 lists examples of LOS for the range of capital facilities within the City of Colville.

Table 3.1: Examples of Level of Service Measurements

Capital Facility	Lead Agency	Examples
Municipal Airport	City of Colville	Number of aircraft tie-down spaces
Fire Station	Colville Volunteer Fire Department	Response time within a specified geographic area
Law Enforcement	Colville Police Department	Calls for service; officers per acre/population
Parks	Colville Park Department	Number of acres per population
Water	Colville Municipal Services	Number of gallons per day per capita
Wastewater	Colville Municipal Services	Capacity to handle demand
Roads and Streets	Colville Municipal Services	Traffic volume to planned capacity
Storm Water Drainage	Colville Municipal Services	Ability to meet defined storm events with no impact to downstream water quality and quantity

Source: Colville Comprehensive Plan (1997/2011)

The Capital Facilities and Utilities Element serves as a guide to the City's financial commitment in providing facilities needed and desired by the community. The overall goal is to ensure that new development does not exceed a jurisdiction's ability to pay for needed facilities or that new

development does not decrease current service levels below locally adopted minimum standards.

The Capital Facilities and Utilities Element is linked to the City's Capital Facilities Plan (CFP). The CFP describes in detail an inventory of city-owned and maintained sites, infrastructure, and real property in excess of $10,000. Although it includes the repair or replacement of facilities, it typically does not include routine maintenance. Current and future capital projects, with potential funding sources identified, are described in the Six-Year Executive Summary. The summary is an outline of the budgetary data associated with the city's public facilities. It is evaluated and prepared through an annual comprehensive plan amendment process. Costs represent the best estimates of when projects will be undertaken. Not all of the dollars allocated to an item in a given year may be expended. In this event, any remaining funds are to be placed in reserve for use the following year.

B. Statutory Requirements

This Capital Facilities and Utilities Element combined two of the six mandated elements that are required by the GMA in a comprehensive plan. It must identify public facilities that will be required during the six years following adoption of the Comprehensive Plan, including the location and cost of the facilities and the sources of revenue that will be used to fund the facilities. In other words, dependable revenue sources must equal or exceed anticipated costs. If the costs exceed the revenue, the local government must reduce its level of service, or otherwise reduce costs, or else the land use element of the Comprehensive Plan must be modified to bring development into balance with available or affordable facilities.

Other requirements of the GMA mandate forecasts of future needs based on quantifiable, objective measures of capacity, such as tons of solid waste per person, traffic volume capacity per mile of road, and acres of park per capita (see RCW 36.70A.020). Several provisions of the law require that public facilities needed to support development shall be available at the time of such development. This is known as the "concurrency" requirement that no development order or permit be issued if it would result in a reduction in the levels of service below the standards adopted in the comprehensive plan (RCW 36.70A.020, 36.70.070, 58.17.110). Concurrency management procedures must be developed to ensure that sufficient public facility capacity is available for each proposed development, or that development applications are denied when public facilities are not sufficient.

The element makes the Comprehensive Plan "real." The requirements to establish measurable level of service standards, to be financially feasible, and to provide facilities concurrent with development are meant to be a reality check for the vision of each community's future laid out in the Comprehensive Plan. As required by the Growth Management Act, this element includes:

- A description of existing capital facilities and utilities owned by the City;
- A forecast of the future needs for the capital facilities and utilities with a 20-year projection;
- A six-year plan to finance such capital facilities and utilities within projected funding capacities, and identified sources of public money for such purposes, which is done through the Executive Summary processed during the annual comprehensive plan amendment cycle;
- Policies to reassess the Land Use Element of the Comprehensive Plan if probable funding falls short of meeting existing needs and to ensure that the Land Use Element,

Capital Facilities and Utilities Element, and financing plan within the Capital Facilities Plan are coordinated and consistent;
- General information regarding local utility companies' ability to service expected growth.

A provision to outline the structure of impact fees is also required by the GMA; however, Colville does not impose impact fees for development at this time.

C. Relationships of Various Plans

In comprehensive and capital facilities planning, no one plan stands alone. Many are inter-related. Plans related to a community's development must build on and support each other to be most effective. It is important to ensure efficiency, effectiveness, fiscal responsibility, and the ability to maximize shared facilities or funding opportunities. Each plan has a different function, time horizon, degree of action it involves, financial implications, and affected area. Table 3.2 illustrates the relationship between various plans.

Table 3.2: Relationships of Various Plans

Type of Plan	Plan Function or Focus	Time Frame	Degree of Action	Financial Implications	Affected Jurisdiction
Operating Budget	Operations	1 year	City operations and maintenance	Annual operations and maintenance costs	City
Capital Facilities Plan (CFP)	Strategic capital facilities planning *(Currently under revision)*	6 years	Project scoping, development, costing, scheduling, coordinating, prioritizing	Project planning, costing, sources of funding	City Specific Sites
Water System Plan	Facility goals and policies; distribution plan; public health	6 years	General project development for CFP	Forecasts and projections	City
Street Plan	Right-of-way improvements and ongoing maintenance	6 years	City operations and maintenance	Annual operations and maintenance costs	City
Pavement Management Plan	Repair and/or replace asphalt on roadways	6 years	Acquire funding and resources to implement	High monetary outlay initially with an expected benefit of double the life expectancy	City
WRIA 59 Watershed Plan	Management of Colville River watershed	7 years	Staff participation to protect the City's interests	Retention and/or acquisition of public wells	WRIA 59 Watershed
Comprehensive Plan	Growth Management	20 years	Broad policies and goals that guide community growth and development	None directly, but mandate for capital facility construction concurrent with growth	City Urban Growth Area (UGA)

Source: Colville Comprehensive Plan (1997/2011)

City facilities plans, such as the Water System Plan and Street Plan are the source of most projects. These facility plans provide the primary link between the Comprehensive Plan and the Capital Facilities Plan. It is important to remember that other service providers (for instance the Colville School District, Avista, and Charter Communications) also do their own capital facilities planning. These providers are listed in the Comprehensive Plan and have local obligations. Their plans and projects dovetail with the City's for project scheduling because they help support community development needs and must be consistent with the community vision.

D. General Descriptions, Financial Information, and Forecasting

The committee that prepared the original CFP reviewed prevailing level of service (LOS) standards, studied the City's existing levels of service and then developed standards for inclusion into this Comprehensive Plan. Often, the City's established levels of service exceed national or State standards. In these cases, the CFP Committee has recommended that the higher levels of service be maintained into the future. Where national or State standards for levels of service are higher than those currently provided, the City will strive to improve service delivery. Levels of service have been quantified where possible and appropriate for the facility or service in question. Table 3.3 summarizes the LOS for each service, originally adopted with the 1997 Comprehensive Plan and revised to show current conditions.

Table 3.3
Summary of Levels of Service and Forecasted Demand

Capital Facility or Service	LOS Standard	Original Demand (1997)	Current Demand (2010)	10-Year Forecast (2020)	20-Year Forecast (2030)
POPULATION		**4,440**	**4,673**	**6,004**	**6,740**
Airport	Aircraft parking spaces	50	10	15	20
	Daily operations	33	13.7	15.1	16.6
	Mornings open per year	365	365	365	365
Fire	5-minute response time	3-5 mins.	† 7-9 mins	† 7-9 mins	† 7-9 mins
Law Enforcement	2.15 officers/1,000	9.5 officers	10.1	12.9	14.5
	166 acres per officer (acres within city limits)	9.7 officers (1,610.2)	11.6 (1,932.09)	13.1 *(2,180.09)	14.6 *(2,428,09)
	450 calls for service per officer	9.3 officers (4,185 calls)	10.2 officers 4,461	12.1 officers 5,445	13.6 officers 6,120
Parks, Neighborhood	1.6 acres/1,000	7.07 acres	7.48	9.6	10.8
Parks, Community	2.6 acres/1,000	11.49 acres	12.2	15.6	17.5
Water	270 gallons per day per capita	1.20 Mg/d	1.26 Mg/d	1.62 Mg/d	1.82 Mg/d
Wastewater	166 gallons per day per capita	**1.29 Mg/d	.78 Mg/d	1 Mg/d	1.20 Mg/d

Sources: Colville Comprehensive Plan (1997), City of Colville Staff (2011); 2010 Census Data, from OFM
† Based on current LOS being provided with volunteer fire department.
**Based on the average increase of 24.8 acres/year, using 1997 – 2010 land use data.*
***This figure was based on the previous LOS of 290 gallons per day in 1997.*

1. Airport

The existence of a well-maintained airport can play a critical part in the economic viability of a rural community. This would include sufficient runway length, taxiways, parking aprons, lighting, fuel facilities, and hangar space. Other amenities would include a pilot's lounge, room for expansion, and space for commercial and industrial development.

Colville Municipal Airport is a public general aviation facility located about 1½ miles east of downtown Colville, on the south side of State Route 20, at an elevation of 1878 feet above mean sea level. It is situated on about 66 acres of city-owned property that lies entirely within the Airport Facilities (AF) zoning district. It was originally developed in 1924, significantly improved in 1948 and 1965, and annexed into the City in 1981. The airport's sole runway, 01/19, is 2700 feet long and 45 feet wide. It has an asphalt surface and is equipped with pilot-controlled medium intensity runway lighting. Approach to each end of the runway is visual. The airport is open 24 hours a day, year-round. Operations include local and itinerant general aviation and air taxi. A general aviation fuel station is available on-site 24 hours a day utilizing a card lock payment system. The airport also has a pilot's lounge, restrooms, and telephone available for use.

The Airport Reference Code (ARC) is a coding system developed by the Federal Aviation Administration to relate airport design criteria to the operational and physical characteristics of the airplanes intended to operate at an airport, such as wing width and approach speed. Airports expected to accommodate single-engine airplanes are normally classified as ARC B-I or less. Airports serving larger general aviation and commuter-type planes are usually ARC B-II or C-II. Larger airports designed to serve air carriers and larger aircraft may either be ARC C-III, ARC D-IV or ARC D-V. Colville Municipal Airport is ARC B-I. B-I facilities can accommodate aircraft such as the Cessna 421, Piper Navajo, Swearingen Metroliner, Beech King Air 100, and other aircraft of comparable size.

There are no precision instrument landing systems or navigation aids at Colville Municipal Airport; however, the airport provides a rotating beacon, lighted wind cone, and a 2-light Precision Approach Path Indicator (PAPI), at the left side of Runway 01. There is no control tower at Colville Municipal. The UNICOM frequency is 122.80 MHz. A 25-foot wide, 2400-foot long taxiway runs parallel along the west side of the runway. A new east side parallel taxiway was completed in 2004. A barrier to future airport expansion includes a steep cliff 100 feet south of Runway 01. Additionally, a state highway, existing fence line, forested hillside and existing low-to medium-density residential and commercial development lie just north of Runway 19.

State Route 20 (SR 20) provides a convenient link to the northern end of the airport and the majority of the commercial uses at the site. The site is bounded on the east by Colville High School (built in 1991); to the south by residential land, a public golf course, and a bluff; to the west by a state Department of Natural Resources fire cache and operations center, and City softball field complex; and to the north by SR 20 and a mixture of agricultural and residential land uses. The airport property also includes a City water reservoir.

With the exception of the pilot's lounge and fueling facility, all airport structures are owned by private parties on land leased from the City. The airport is managed by a City-appointed Airport Board. Board members have reported that the amount of time required to keep the facility functioning has nearly reached the point where a full-time employee will be needed.

The condition of the various capital facilities at the Airport is generally good depending on age, past maintenance, and use. The exceptions include the beacon, PAPI, VASI, and threshold lights -- which are relatively new and in excellent condition. The runway and taxiway were patched and overlaid in 1994 and completely resurfaced in 1996. Some hangar access areas have been surfaced; however, a number of them remain in need of paving. Winter maintenance, formerly handled by the City Street crew, is now contracted out by the City to have the runway and taxiway ready for flight operations by 8:30 a.m. each morning.

In the 1980s and 1990s, the City considered construction of a new municipal airport on a 200-acre parcel of land west of the City between SR 395 and the Colville River. However, construction of the new airport at this site was abandoned because acquisition of the land necessary for development was not accomplished. The City was unable to negotiate an acceptable purchase price for the proposed site and the council voted not to execute eminent domain at that time.

In 2003, the City conducted an Airport Land Use Compatibility Study in response to state and local concerns over encroachment of incompatible land uses around the airport. The draft study generated a series of recommendations ranging from the general to the specific.

Among the first priority was the acquisition of property located within the Runway Protection Zones located at either end of the airport. Another major priority was to seek funding for an Airport Layout Plan. State and federal agencies require a layout plan as a necessary condition to qualify for grant funding for future site improvements.

The City remains committed to maintaining their current facility with plans to investigate the need for redevelopment or expansion.

a. Demand and Level of Service

Airport levels of service are defined three ways, each of which is unique to Colville. The airport is a small facility, but it plays an important part in the community's economic activity. It has approximately 5,000 operations (an operation is defined as a takeoff or landing) per year, and has established itself as a year-round facility. The airport needs to be able to handle an increasing number of operations and continue to be open every day by 8:30 a.m.

Besides site improvements such as runway and taxiway resurfacing, buildings and land, the only piece of equipment that qualifies as a "capital facility" valued at over $10,000 is an 8,000 gallon fuel tank. It was purchased in 2001, for the purpose of fuel sales, for $52,845.

b. Financial Information

Beginning in 2002, the Airport Revenue Fund was no longer active. The annual budget for airport operations and capital projects come from the City's General Fund. Revenues for this fund are derived from taxes, intergovernmental transfers/grants, miscellaneous sources and cash carry over from previous years. Tax sources include a portion of the retail sales. Intergovernmental revenues include a portion of the sales and use equalization tax, airport fuel flow taxes, and grants from federal or state agencies. Miscellaneous revenue sources include tie down fees, hangar leases, donations, and profits from on-site aviation fuel sales.

Cost per unit of capacity at the City's Municipal Airport can be measured in a variety of ways. For the purposes of this Capital Facilities Plan it is measured in terms of the average cost per

operation. This measurement is consistent with the LOS/Demand information, which is also partially based on the number of operations. Use of aircraft parking spaces or number of days open per year, other measures of LOS, do not lend themselves well to determining per unit cost, therefore estimated annual operations is used.

With the present estimated operations at 5,000 per year and a 2009 budget of about $102,568, the cost per unit is $20.51 for each takeoff or landing. This figure funded in whole or part from the City's General Fund, and represents an estimate of the true cost to City residents of operating the airport. It must be noted that about a third of the airport's funding comes directly from profits off of on-site fuel sales.

c. Demand Forecast and Recommendations

Significant capital improvements to the existing airport were put on hold until the final decision on the new airport was made in 1997. Unfortunately, this allowed further encroachment of incompatible land uses to develop around the existing airport and for portions of the facility to degrade. Much work has been done to improve the facility. Despite limited financial resources, the runway has been resurfaced, a new east side taxiway added, new lounge and restroom facility constructed, lighting upgraded, and significant improvements have been made around the hangar area. The 2001 addition of a 24-hour fueling facility has also provided significant benefit to the airport and its users. Most of this work was accomplished by unpaid volunteers who have historically been leading advocates for a safe, general purpose aviation facility.

In order to promote compatible development adjacent to the airport, a significant investment will need to be made to purchase property or limit development that otherwise poses a hazard to the continued operation of the airport. Further enhancements will be necessary to promote the economic viability of the facility, such as increasing access and serviceability to leased hangar areas, tie down areas, and ensuring funding remains for daily routine operations and maintenance.

Applying forecasted demand factors, the airport will grow to 16.6 in daily operations by 2030. It will also need to provide additional resident and transient aircraft parking. The following recommendations are made:

- Secure sources of funding to acquire all property located within the Runway Protection Zones. Discourage the encroachment of incompatible land uses adjacent to the airport.
- Create an Airport Sub-Area Plan to inventory existing conditions and serve as the basis of planning the future of the facility.
- Continue to promote a variety of compatible economic uses such as light industry and low-intensity commercial uses at or adjacent to the airport.
- Encourage continued cooperation between property owners, governmental agencies, and airport users to promote a safe and viable aviation facility.
- Ensure adequate funding is provided each year for routine operations and maintenance to maintain adopted levels of service standards.

2. Fire Department

The City of Colville Volunteer Fire Department was formally organized around 1901 when a code of conduct was approved by the volunteers. At the present time, the 32-person volunteer department provides fire suppression services for the City and to surrounding areas through a Mutual Aid pact with Rural Fire District No. 3, which houses equipment at the City's fire station.

The Fire Department and Fire District operate jointly; they serve both areas from the facility and personnel work and train together. The Department provides fire suppression service but does not provide emergency medical or search and rescue service. These services are provided by the Emergency Medical Service District through a contract with Stevens County.

The City's Fire Department has one facility, a 5,200 square-foot fire station located at 1st Avenue and Elm Street. This concrete block structure, constructed in 1977, houses six fire-fighting vehicles and is in fair condition. A new roof was installed in 2002. Department staff includes a fire chief, one assistant chief, a secretary/treasurer, a training officer, a safety officer, and 27 firefighters.

a. Demand and Level of Service

The Fire Department receives an average of 8 calls per month, or an average of one call per 4 days, with 25 fire fighters responding on average per call. The Fire Department currently provides a level of service below the adopted 3-5 minute response time. The time from receipt of call to being on site ranges from 7 to 9 minutes within the city limits during daylight hours in good weather, and slightly longer under less optimum conditions. Fire response time is closely linked to the distance units must travel from the fire station to the incident. For this reason, as the service area expands away from the current fire station, fire response times will increase. The rates for home owner insurance are based on whether the site is within 5 miles of the nearest fire station; therefore, all of the properties within the city limits are listed as Class 6 protection (*AIA Insurance Company, 7/5/2011*). The fire chief has indicated that the way to increase the level of service back to 3-5 minutes would be to staff a full-time fire department.

The Fire Department provides one fire fighter per 187 residents under ideal circumstances, (if all 27 firefighters are available to respond). This number is reduced on holidays and at other times when the full volunteer staff is not available.

Adequate street access and water are available within the city limits for fire suppression. Installation of the water booster station at Silke and Birch in 1995 and the construction of the new water reservoir just south of SR 20 east of the city limits have greatly enhanced water supply and pressure.

Training for Fire Department personnel costs is another significant expenditure. Fire fighters receive excellent training at the North Bend Fire Training Academy, which is run by the Washington State Patrol. Six different courses are offered in a given year. Each consists of two-day training sessions. The department considers a two-day training session for eight people per year to be the minimum acceptable level. Basic training for new recruits is held at a number of fire stations in the area when there is sufficient interest or demand.

b. Financial Information

Funding for maintenance, operation, and capital improvements for the City's Fire Department is tracked in the Current Expense Fund, which provides resources to many other City departments and functions. The Current Expense Fund operates as a central revenue collection point for the City with any revenues incorporated into the Current Expense Fund then reallocated to departments during the budget process.

Cost per unit of capacity for the City's Fire Department can be measured in terms of the number of acres within the City's fire response area. Given the present incorporated area of 1,932.09 acres and the average annual budget of $111,214, the cost per unit of capacity for fire

protection services is $57.56 per acre. This cost figure does not include major capital expenditures, which in the past have not come directly from the Fire Department's budget. This figure only reflects the basic operating expenses of the Fire Department.

c. Demand Forecast and Recommendations

The City's Fire Department may be heavily affected by expansion to accommodate growth. The Department will need to upgrade older vehicles, acquire additional equipment, expand the current fire hall, cooperate with local opportunities to provide training and potentially add a new fire station.

The following recommendations are made:

- Seek funding to replace the aging or obsolete vehicles.
- Ensure sufficient annual Current Expense funding to maintain operations and maintenance at locally adopted levels of service.
- Monitor population growth to ensure response times to achieve the desired 3 to 5 minutes.
- Plan for a satellite fire station(s) to keep pace with growth.
- Consider the establishment of a fully funded, full-time fire department.

3. City Hall

City Hall, the center of government for Colville, is a 4,200-square-foot brick structure constructed in 1937. Located at the northwest corner of Oak Street and Astor Avenue, City Hall contains the Council Chambers, a small conference room, and offices for the Mayor, Treasurer, Clerk/Human Resources Department, Police Department, Building and Planning Department, and several miscellaneous rooms. The building underwent a substantial remodel in 1979 when the Council chambers and major portions of the building were modernized.

The City Hall building is in average condition. A new roof was installed in 2002. Since ADA requires programs and facilities of the City are accessible to people with disabilities, an access ramp at the rear entrance of City Hall was constructed. Renovation of the front access of the structure may be required if the building undergoes a major remodel at some point in the future.

a. Demand and Level of Service

City Hall staff feels that in general a good level of service is being provided to the public. All departments have experienced a significant increase in activity over the past few years due to commercial growth and administration of ever-expanding state regulations and requirements. If growth continues as projected, additional staff will be required to maintain present levels of service.

The City of Colville has implemented no measure of LOS for general government. There are no national or State guidelines on measuring the number of City Hall administrative staff per community population. Given the extent of services the City of Colville provides, application of a standard derived from other small cities' staffing levels would be inappropriate. City Hall level of service could possibly be measured as a wait for service, either at a public counter or to get action on a permit request. This standard would be arbitrary, but it offers the best measure of level of service as perceived by the users of the City Hall facility. Therefore, City staff will monitor measures such as wait for service as a means of establishing a baseline.

b. Financial Information

Funding for maintenance, operation and capital improvements for City Hall is complex in that there are multiple governmental functions operating out of this facility. In addition to these general functions, there are also several other budget categories important to the operation and maintenance of City Hall. These are copy machine, central services, facilities, demolition and/or maintenance, other government services, and official publications.

The majority of the financial resources required to operate City Hall are budgeted through the Current Expense Fund. This Fund provides the resources for salaries, benefits, other non-capital improvement items, and some minor capital improvements.

Revenues generated by departments funded through the Current Expense Fund are not broken out by department. Rather, all revenues are collected into the Fund for redistribution to departments during the budget cycle. All equipment purchases and capital improvements of less than $10,000 are expected to be budgeted by the affected departments. Cost per unit of capacity for City Hall is difficult to measure for the same reason that LOS information was not determined.

c. Demand Forecast and Recommendations

City Hall is at capacity in terms of space. Relocation of some of the departments may be required sometime during the next 20 years, if population growth occurs as projected. The largest issue surrounding City Hall is technology upgrades, building maintenance needs, and limits to work space. The following recommendations are made:

- Provide funding on an annual basis to keep the City Hall building in good repair.
- Place office machines (computers and copiers) on a 5-year replacement cycle and funding set aside annually for their eventual replacement.
- Consider relocation of some of the departments to expand level of service. City Hall is at capacity right now.

4. Law Enforcement

The City of Colville Police Department was established when the City was incorporated in 1890. From 1890 through 1896 the City had three different marshals followed by a period of six years when there was no regular marshal except for special occasions. Beginning in 1902, the City began appointing a series of day and night marshals and in 1919 the title of Night Marshal was changed to Police Chief. From 1919 to present, law enforcement in the City expanded and contracted in concert with the population.

The current facility is housed in south side of the City Hall building, at the northwest corner of Astor Avenue and Oak Street. The 12-person department includes 10 certified officers (including the police chief), an animal control officer, and an administrative secretary. There are also 6 reserve officers. The department provides a wide range of services including safety programs for youth, a Reserve Officer program, and law enforcement services to the City. The Colville Police Department maintains a high level of visibility in local primary and secondary schools. The department provides a partial dispatch service during business hours and contracts with Stevens County for 911 and 24/7 dispatch service. Jail service is provided through a contract with Stevens County. Juvenile offenders are housed at Martin Hall in Medical Lake through an agreement with that facility.

a. Demand and Level of Service

The City Police Department presently consists of three divisions: *Operations*, *Investigations* and *Administration*. The *Operations Division* carries the major burden of the workload. It consists of officers assigned to patrol units with each officer responsible for responding to calls and conducting preliminary investigations. The *Investigations Division* handles follow-up and long term investigations, property and evidence processing duties. The *Administration Division* plans, organizes, coordinates, directs and controls all police related activities. This division also includes administrative support services and records systems.

The department presently fields 10 officers for a population of 4,673 or 2.15 officers per 1,000 inhabitants. The statewide average for cities between 2,500 and 5,000 is 2.15, and the eastside average for cities of this size of 2.18. In 2009, the department had 12 officers and 4,111 calls, which is an average calls for service (CFS) of 342.6 each. In 1997, the CFS per officer was 380; it peaked at 538 in 2002 and leveled off somewhat in 2003 and 2004. The CFS in 2010 has increased to 4,461 calls. With the current force of 10 officers, this equates to 446.1 CFS each.

The recommended service standard is 450 CFS per officer, which the City of Colville's Police Department is providing. The same level of service is likely to be demanded by City residents into the future. Using the level of service standards derived from the current service provision and projecting these into the future, the City of Colville can expect to need to add officers for the proposed service area over the next 20 years.

b. Financial Information

Funding for the City's Law Enforcement related activities is divided into five categories: Law Enforcement (includes the Police Department, Property Room and Criminal Justice); Detention and/or Correction (includes Care and Custody of Prisoners); Personnel (includes Civil Service); Legal (includes criminal attorneys); and, Judicial (includes District Court) with all funding budgeted though the Current Expense Fund.

The Current Expense Fund operates as a central revenue collection point for the City with any revenues derived through law enforcement activities (e.g. fines, fees or grants) incorporated into the Current Expense Fund then reallocated to departments during the budget process.

Capital outlays have historically included new cars, computers and other equipment. With the estimated capital and personnel expenditures proposed within the life of this plan, it is imperative that efforts be made to identify funding mechanisms and sources to maintain present levels of service.

(See separate heading for "Animal Control" within this element for further detail relating to the animal shelter).

c. Demand Forecast and Recommendations

The City's Police Department will be heavily impacted as the city grows. Depending on the amount of growth, it is possible that the Department will need to add a new officer every other year to maintain current levels of service. The following recommendations are made.

- The level of service and thus, number of officers, be closely monitored to determine if and when new officers are warranted.

- Funding be set aside annually for vehicle and equipment replacement on a rotating basis.

5. Library

The first library in Colville opened in 1911 and the library was built at its current location in 1932. Two additions have been made to the library, one in 1950 and one in 1985. The present Colville Library is housed in two-story brick structure located at 195 South Oak Street. Each floor of the building is approximately 4,000 square feet. The library itself takes up the main floor. Library staff includes both City of Colville staff and Stevens County Rural Library District staff, consisting of one full-time Library Manager, part-time assistant librarians, a part-time page, and a part-time custodian.

a. Demand and Level of Service

The Colville Public Library partners with the Stevens County Rural Library District to provide library service to the residents of the City of Colville and surrounding county. The library provides skilled, experienced, very user-friendly library service, staff, and volunteers. Services the library provides include:

- Useful computer software, Internet, telecommunications technology and training; including wireless Internet access for the public.
- Easily accessible education training, life-long learning opportunities and resources to support them.
- Books, newspapers, periodicals, informational videos, sound recordings, reference materials, music CD's, maps, and genealogical microfilm and CD-ROM's.
- Professional and personalized research for businesses, individuals, students and teachers.
- Information access for the public through a county- and region-wide network of libraries and through mail, facsimile, and electronic access in their homes, home schools, schools, businesses, and government offices

The Colville Public Library has seen consistent growth in terms of both demand and level of service from 1997-2009. The library is a hub of information, recreation, and resources for the City of Colville, Stevens County, neighboring counties, and visitors to the area. In 2009, an average of 500 people used the Library each day. The current library may not be large enough to meet the needs of the public for the period of this plan.

Specific services the Colville Public Library provides to the community include:

- Over 40,000 items in the Colville Library, and an additional 128,000 available via locations throughout the Stevens County Rural Library District.
- Free professional research assistance
- Weekly story times for pre-school age children
- Summer Reading programs for children, teens, and adults
- Provide free high-speed Internet access and uplinks to patrons, tourists, and visiting business people – including wireless Internet access.
- Library computers have resume wizards to assist in the development of quality resumes
- Proctoring of exams of distance education students
- After school homework resource center

- Help patrons who are starting new businesses with business planning and marketing materials
- The Library provides free remote access to the Reference USA Business database for local and national research
- Online test-taking database, Learning Express Library, which allows library patrons to practice tests from home or within the library for free
- Automotive repair databases
- Free access for library patrons to ProQuest, an online database with thousands of full-text journal and newspaper articles.
- The Library hosts a 24/7 online live research service
- The Public Library is the only public place in the city where patrons and visitors are able to check their e-mail online
- Provide research about the city and area to people from around the world
- Delivery to three senior care facilities (Pinewood, Parkview, and Buena Vista)
- Free computer classes for adults
- Teen programming
- Provide paperbacks to county jail inmates
- Materials in Russian and Ukrainian
- Outreach to schools, public and private
- Outreach to child care facilities

Some aspects of addressing library service growth and demand do not require capital investment (such as increased staffing and hours). However, demands of technology, materials, programs, and services may require more space, upgrading of the current building, and technologies that may have not yet been invented. All of these things will require capital investment.

b. Financial Information

Funding for the Colville Library is jointly provided by the City of Colville's General Fund and the Stevens County Rural Library District. Roughly one third of the total budget comes from the City of Colville and two thirds comes from the Library District.

Revenues for the Library Fund include a portion of the retail sales and use taxes, intergovernmental revenues, charges for services, fines and forfeits, miscellaneous revenues (includes interest on investments, room rental fees, sales tax pass through, leasehold excise tax and key deposits).

c. Demand Forecast and Recommendations

The vision of the Library in the future is that it be flexible to the information and technology needs of our communities and to plan our budget and staffing accordingly. The Library will provide excellent library services to our patrons to increase literacy, provide assistance for re-training employees and lifelong learners, increase local access to medical, legal, and vocational information, assist with early-childhood education, serve as an information source for local businesses, government, and individuals, while maintaining high quality, professional library service.

Statistically, use of the library has continued to grow steadily over the past decade. The projected growth to 2020 is 667 patrons per day and to 2030 is 750 patrons per day. In order

for the library to meet projected growth and use, the library will need to make some significant changes and upgrades. The addition of an elevator between the main and lower floors, for example, opens up several options for service expansion without significant building re-design.

Library staff recognizes that growth in the future may include relocation or building redesign, including further development of the basement area for staff or public use.

Technological changes will undoubtedly occur over the next decade and while library staff works to stay ahead of the curve, we will not always be able to predict ways in which the library will need to adjust to meet community needs.

6. Park and Recreation

The City maintains seven parks which cover approximately 40 acres and areas of unimproved open space, such as the roundabouts, planter areas, and street trees and landscaping. Additional recreational facilities are made available through a cooperative effort with the School District. The City also operates a recreation department, which coordinates a large variety of recreational programs. The City's parks and recreation programs provide recreational opportunities for a service area population of 16,000 people. During 2009, approximately 1,491 people participated in City sponsored recreation activities, not including those who participated in the adult volleyball league. Approximately 36% percent of program participants were City residents. Since there is no Park and Recreation District in Stevens County or Colville, all financial support for the maintenance, operation and improvements to the City's Parks and for administration and operation of the Recreation Department is from the City General Fund.

In 2009, the swimming pool sold season passes for 133 families and 36 individuals. Swimming lessons totaled 74. Of these three items, 62% of the purchases paid the 'in-town' fee. There were also 74 punch cards sold, which provide 10 visits at a discounted rate. However, no distinction is made between city and county residents. There were 2073 visitors that paid the daily fee.

The swimming pool facility was upgraded in 2004 and 2006. This was funded by a combination of funds from a recreation grant, the Spencer Trust, the Current Expense account, and an incentive grant from Avista Utilities. The project included a new roof to the bathhouse, solar system, parking lot, ADA accessibility, and a PVC liner for the pool tank. Recreation staff believes this will add at least ten years to its useful life.

Changes in state laws governing wading pools will necessitate removal of this aging facility. The Recreation Department plans to replace it with a spray park with several interactive toys for children ages 2-6. Part of this project will involve removal and replacement of a picnic shelter that does not currently meet setback or snow load requirements.

Other locations in the area provide opportunities for recreation. The facilities owned, operated and maintained by the School District are an integral part of the City's overall park and recreation program. The Stevens County Fairgrounds, located within the City, contain an RV Park, rodeo grounds, and an agricultural trade center. There is an 18-hole golf course on a 157-acre site within the city limits. While the City formerly owned the property, it sold the property to the local Elks Club in 1966. Dominion Meadows Athletic Association took over expansion efforts in 2002.

Rotary Dominion Meadows Trail is a public community trail, which forms a 2.25-mile loop around the back nine of the Dominion Meadows Golf Course. It was constructed in 2001-02 through a combined public/private effort spearheaded by Colville's Rotary Club. There are two trail heads—the north trail head immediately east of the tennis courts at the Colville High School, and the south trail head at the east end of Hawthorne Avenue, near the Episcopal Church.

a. Demand and Level of Service

Staff feels that current levels of service are adequate in most respects, but that the department must continuously monitor staffing levels and equipment needs to ensure consistent delivery of quality parks and recreation programs. The forecasted demand table for park space relates only the aggregated need for park acreage to serve the City for 10- and 20-year periods. This is somewhat misleading because park location and facilities are also important. All parks should be accessible to their users, and neighborhood parks should be scattered throughout residential areas. The overall parks acreage should consist of many smaller parks, rather than a few larger parks. In the City's southeastern expansion area, this need will become evident. In 2009, the City of Colville provided 2.63 acres of neighborhood parks and 37.37 acres of community parks.

b. Financial Information

Funding for park operation, maintenance, and improvements is budgeted through a variety of sources which include the Current Expense Fund, Dean Vaagen Memorial Park Fund, Donation Fund, Spencer Memorial Trust Fund, and the Current Expense Capital Project Fund.

The Current Expense Fund, the primary and largest fund in the City's budget, receives revenue from taxes, permits, intergovernmental transfers/grants, charges for service, fines, miscellaneous sources, other transfers and cash carry over from previous years. This fund operates as the central revenue collection point for the City with any revenues derived by the Parks Department (e.g. park use fees, etc.) incorporated into the Current Expense Fund then reallocated to City departments during the budget process.

The Current Expense Capital Projects Fund is used to account for the accumulation of resources for the acquisition and construction of capital improvements related to general government. The Capital Projects Fund derives its revenue from a portion of property, retail sales, use, real estate and utility taxes, intergovernmental revenues such as grants and sales and use tax equalization, interest on sales and use taxes and other sources.

The other funds (Vaagen Memorial, Donation, and Spencer Trust funds), were established for various reasons to accumulate revenues derived from donations, memorials and investment interest. These funds, which are dedicated for the provision of park-related improvements and equipment, may be restricted to specific parks and improvements by virtue of their origin. For example, the Vaagen Memorial Fund is intended to provide for the upkeep of Vaagen Park.

Park Department cost per unit of capacity for city parks is based per capita, incorporated area only, since the funding is provided by the City of Colville. This cost is $81.57 per capita, based on the 2009 annual budget. The Recreation Department and swimming pool, also funded by Colville, has a cost per unit of $48.74 per capita.

Projections of revenue and expenditures for park operation, maintenance and improvements are complicated by the variety of funds that comprise the overall park budget. Future funding for

operation, maintenance, and improvements for the City's parks will rely less on the other funds and more on Current Expense.

c. Demand Forecast and Recommendations

The City will need to add neighborhood park facilities and will need to upgrade much of the recreation equipment (playground equipment etc.) within the life of this plan. Removal of the wading pool and substandard picnic shelter and development of a spray park has been identified as a high priority for the Recreation Department. The following additional recommendations are made:

- Seek funding opportunities to replace the substandard wading pool and picnic shelter with a spray park.
- Funding be set-aside on an annual basis to begin replacement of playground equipment on a rotational schedule.
- Form a regional park and recreation district or develop partnerships with the schools or other entities to increase funding for programs, maintenance, and services.

7. Water System

The City of Colville has been providing potable water to its citizens since the early 1900s. In 2010, the system serviced about 1,518 residential and 488 commercial customers. The water system is divided into two independently operated sub-systems; a high elevation system and a low elevation system. The facilities utilize and withdraw water from seven wells – three of which were replaced in 2010 and 2011. The City has three one-million gallon reservoirs; two that store water for the low elevation system (Lower Zone) and one new reservoir, constructed in 2009, for the high elevation system (Upper Zone).

The water distribution system consists of 45 miles of various sizes and types of pipe and 265 fire hydrants throughout the service area. The City has been striving to enhance the water system annually. Additions made over the past ten years include source improvements (new or upgraded wells), new fire hydrants, extension of water lines, replacement of substandard lines, valves, and other miscellaneous appurtenances. There is currently 44,000 feet of steel water mains that are older than 60 years. The City will need to replace 4,000 feet of pipes per year in order to complete the project by 2022.

Recent improvements to the water system include the construction of a new one-million gallon reservoir in 2009; installation of new pressure reducing station on Hawthorne Avenue and Cedar Street in 2009; replacement of water mains along Cedar Street from Forest Avenue to Birch Avenue in 2009, and on Crestview Drive in 2010; and the drilling of three wells to replace Wells 1, 2, and 5 in 2010-2011.

Personnel, facilities, and equipment for the water department are shared between the water and wastewater systems. There are presently eleven employees in the Water and Wastewater Department, including the Municipal Services Administrator, a supervisor, two wastewater employees, six water and wastewater specialists, an administrative assistant and a part-time office assistant. The Water and Wastewater Department also supplements the salary for two positions at the Treasurer's office (for utility billing services), and part-time seasonal employees.

The main office for the Water and Wastewater department was constructed in 1986 and is located on 3.38 acres of land on North Lincoln Street. The wooden frame building is approximately 60 feet wide by 100 feet long and contains offices and an open bay mechanic

shop. The water department maintains pump house buildings and chlorinator buildings throughout the system. In addition, the water department owns approximately 360 acres of timberland at Crystal Falls, approximately 10 miles east of the city.

a. Demand and Level of Service

In 1990, the City pumped 483 million gallons of water; in 2009, 487 million gallons; and in 2010 it dropped to 423 million gallons. In addition to the drop in overall production, there has been a drop in the average daily usage of 290 gpd in 1990 to 270 gpd in 2010. As the numbers reflect, there has been a significant decrease in total gallons of water used. The reduction is likely the result of a combination of factors including conservation efforts, lower summer temperatures, and economic factors (customers conserving water to reduce monthly expenses). We have seen similar impacts to consumption on other water systems in the region.

In 2010, approximately 11.7% of the water produced was non-revenue water, typically lost to distribution system leakage. The existing 10-inch and 12-inch water mains from the lower well field cannot handle the demand and need to be upgraded to at least 18-inch pipe within the next five years. By implementing systematic replacement of older leaking pipes, consolidating the two water pressure zones into one system, and promoting greater water conservation efforts through the users, the water will be utilized more effectively while still meeting required criteria.

The operation of the City's water system can be greatly affected by actions of the public and private sectors. The public sector, primarily through new regulations passed by the state and federal governments, can affect requirements for water treatment, limitation on new water rights, increased demands for storage and fire flows and new quality standards. The private sector impacts the system through demands for new distribution lines, increased demand for water, and other factors created through community growth and development.

With respect to the population projections contained within this planning document and usage data collected for 2009 and 2010, the following tables reflect an annual growth rate of 1.75%. This is based on the evaluation of increased demand for water production over the 20-year planning period.

Even though the City has an overall source capacity to meet the projected demands of the community for the next 20 years, we are required to meet certain criteria with our water consumption and production. The City must be able to meet the average daily demand for full capacity even if the highest-producing well in that particular pressure zone is out of service.

Since we are still operating with two separate pressure zones, the lower-producing wells may not always be able to make up for the loss of a higher-producing well if it should fail or be taken off line. Table 3.4 analyzes the system's capacity to supply the maximum daily demand to each pressure zone, with the largest pump down in each zone, over the next 20 years. The system in the Lower Zone would be able to handle the demand if the largest pump was not operational; however, the Upper Zone shows there would be a source deficit should this occur.

Table 3.4
Water Source Capacity Analysis

	Lower Zone			Upper Zone		
Year	Peak Day Demand (gpm)	Available Source (Largest Pump Down)	**Source Surplus or (Deficit)**	Peak Day Demand (gpm)	Available Source (Largest Pump Down)	**Source Surplus or (Deficit)**
2009	2088	2800	**712**	538	890	**352**
2010	1151	2800	**1649**	1190	890	**(300)**
2011	1753	2800	**1047**	1138	890	**(248)**
2017	1945	2800	**855**	1263	890	**(373)**
2020	2049	2800	**751**	1330	890	**(440)**
2027	2314	2800	**486**	1502	890	**(612)**
2031	2480	2800	**320**	1610	890	**(720)**

Source: City of Colville Municipal Services (2011)

Combining the two zones into one water system would allow us to meet that criterion. Currently, the Low Zone has a source capacity of 5150 gpm and the High Zone has 2790 gpm; total capacity is 7940 gpm. If the largest well from each zone were out of service, there would be capacity of 5590 gpm. Table 3.5 analyzes the system's capacity to supply the maximum daily demand with one (combined) water system and the largest pump is out of service, over the next 20 years. It indicates that there would no longer be a problem with a deficit in the Upper Zone, as shown in the previous table.

Table 3.5
Total Combined Water Source Capacity

Year	Peak Day Demand (gpm)	Available Source (Largest Pump Down)	**Source Surplus or (Deficit)**
2009	2627	5590	**2963**
2010	2341	5590	**3249**
2011	2891	5590	**2699**
2017	3208	5590	**2382**
2020	3380	5590	**2210**
2027	3816	5590	**1774**
2031	4090	5590	**1500**

Source: City of Colville Municipal Services (2011)

Under our current allotment for water rights, there are limits to the amount of water that may be produced on a daily and annual basis. Table 3.6 demonstrates the ability to meet projected demand with our existing Annual Water Right Capacity over the next 20 years.

Table 3.6
Annual Water Right Capacity

	Average Daily Demand (gpm)			Available Water Right Capacity (gpm)	
Year	Lower Zone	Upper Zone	Total	Total	**Source Surplus/(Deficit)**
2009	689	239	927	1389	**461**
2010	489	317	806	1389	**583**
2011	508	330	838	1389	**551**
2017	564	366	930	1389	**459**
2027	671	435	1106	1389	**283**
2031	719	467	1186	1389	**203**

Source: City of Colville Municipal Services (2011)

b. Financial Information

Revenues and expenditures for water system operation, maintenance, and improvements are accounted for in the Water/Wastewater Enterprise Fund. Please see the following Chapter on Wastewater for a summary of the Water/Wastewater Enterprise Fund.

Establishing cost per unit of capacity for the infrastructure items funded through the Water/Wastewater Fund is complicated by the fact that there are shared expenses between the water and wastewater systems. The annual cost per unit of capacity for the water system was determined by dividing the 2009 population by the 2009 operating expenditures for the water department, which includes some shared expenses with the wastewater treatment facility. This amount was $912.81.

After undergoing a comprehensive rate study in 2010, a rate increase of 4% per year for five years, for water customer classes was implemented. These changes will assist with the steel pipe replacement project over the next five years, as well as other necessary upgrades to the system. Further evaluation will be needed to procure funding, if costs for future projects exceed revenues.

c. Demand Forecast and Recommendations

Key infrastructure items for water, wastewater, and streets are examined together since these systems often share common space and are all in need of improvements. The City continues to correct existing deficiencies in these systems. The following recommendations are made:

- Comprehensive planning efforts for these infrastructure items be reviewed and revised every year, with six-year projections, to be sure they are kept current.
- Any line replacement or installation be coordinated with the street department and priority given to working on those streets due for repair or replacement.

8. Wastewater Services

The City of Colville has been providing wastewater treatment services to its citizens since the early 1900's. The system presently services customers within a service area boundary contiguous with the city limits. The Colville wastewater collection and treatment facility can be

described as a typical gravity flow collection system with a waste-activated, sludge treatment facility and outfall to the Colville River.

In 2006, the former three-cell lagoon system was replaced with a typical extended waste-activated sludge process, with ultra-violet disinfection, and a design flow of 1.4 mgd. Effluent is discharged to the Colville River, while the bio-solids are pumped to a lagoon and treated with extended aeration and digestion. The wastewater system is utilized five wastewater lift stations to pump the wastewater to where it is then able to gravity flow into the treatment plant.

The personnel, facilities and equipment for the water department are shared between the water and wastewater systems. Please refer to the section on the Water System for information on personnel.

a. Demand and Level of Service

The estimated normal average daily flow is .8 to 1 million gallons per day or approximately 172 to 215 gallons per capita per day (gpcd). However, the collection system experiences severe infiltration and inflow during wet weather conditions. The hydraulic load on the collection and treatment system is estimated at 1.8 to 3.5 million gallons per day.

Consistent with the City's water study done in 1997, wastewater generation was projected at 290 gallons per day (gpd) per capita, with an original demand indicated at 1.29 million gallons per day (Mgpd). However, based on re-evaluation of the system, the output has been changed to 166 gpd per capita. This results in a forecasted demand on wastewater capacity of 1 Mgpd in ten years and 1.20 Mgpd in 20 years.

The operation of the City's wastewater system can be greatly affected by actions of the public and private sectors. The public sector, primarily through new regulations passed by the state and federal governments, or enforcement orders such as that recently received by the City, can affect the system in many ways, including: increased requirements for wastewater treatment, required separation of storm runoff from sanitary wastewater, limitations on new connections and new quality standards. The private sector impacts the system through demands for new collection lines, and other factors created through community growth and development.

b. Financial Information

Funding for operation, maintenance, and improvements for the both the water and wastewater systems are accounted in the Water/Wastewater Enterprise Fund. The Fund consists of revenue derived from intergovernmental transfers (grants, loans, etc.), charges for services (water and wastewater rates, connection fees, etc.) and miscellaneous sales. Revenues also include beginning cash balance and non-revenues (including the sale of investments and pass through taxes).

Miscellaneous sales have fluctuated as past investments were sold off and charges for services have increased because rates were increased to fund needed improvements. Expenditures for the Water/Wastewater Fund include: wages, benefits, services, supplies, intergovernmental transfers, capital outlays, debt service, and other financial sources.

Overall spending has been variable due to spending patterns in the other financial sources and debt service categories. However, it is clear that primary operating expenditures (wages, benefits, services and supplies) have been growing each year with the largest increase seen in

the services category. The capital outlays category has also been increasing each year, reflecting efforts to upgrade and enhance the system.

Establishing cost per unit of capacity for the infrastructure items funded through the Water/Wastewater Fund is complicated by the fact that there are shared expenses between the water and wastewater systems. Based on the 2009 expenditures for the Wastewater Department only, the cost per capita is $93.37. After undergoing a comprehensive rate study in 2010, a rate increase of 9.5% per year for five years, for all wastewater customer classes was implemented.

c. Demand Forecast and Recommendations

These key infrastructure items have been examined together since all three systems are managed by the same department and in need of expensive improvements. The City's ability to grow is dependent on correction of existing deficiencies in these systems. The following recommendations are made:

- Comprehensive planning efforts for these infrastructure items be reviewed and revised every year, with six-year projections, to be sure they are kept current.
- Any line replacement or installation be coordinated with the street department and priority given to working on those streets due for repair or replacement.

9. Solid Waste Collection and Disposal

Since 1989, the City of Colville contracts out for sanitation services. Sunshine Disposal and Recycling has been providing solid waste collection within the city limits since May 1, 2004. All waste picked up by the City's contractor is hauled to a County-owned landfill near Kettle Falls. Assets of the former sanitation department have been sold to other departments (Police, Water and Wastewater).

The City is actively pursuing a contract with Sunshine Disposal to provide single-stream curbside recycling for its customers. This method allows the users to place all of their recyclable items into one container; it is then picked up and taken to a facility that sorts it.

10. Stormwater Management Facilities

Stormwater runoff in the City is handled through a series of stormwater collection piping and open channels and the sanitary wastewater collection mains that primarily result in the runoff, roof drains, and sump pumps entering the City's wastewater treatment system. This method of stormwater runoff collection and disposal is unsatisfactory, as the volumes of water tend to overload wastewater collection mains and create extremely high water levels in the treatment lagoons. As a result the City is in the process of developing a stormwater management plan for handling storm water in the future.

a. Demand and Level of Service

The 1998 Stormwater Management Plan contained five recommendations:

- Establish a stormwater utility to manage, direct and treat stormwater drainage
- Establish a base monthly fee for the utility
- Provide for and direct the expenditure of funds to construct listed projects

- Adopt interim guidelines for the design and construction of stormwater management facilities

There are currently no plans by other providers of public facilities that would impact the City's stormwater system. The City examines proposed projects which may increase or otherwise impact the storm drainage system by increasing the amount of impermeable surfaces within and adjacent the City's service area. In these cases, the City pursues requirements for on-site retention and treatment of stormwater runoff.

b. Financial Information

There is no clearly defined revenue or expenditure category for the City's stormwater system. Past practice has been to finance operation, maintenance and improvements as required through related public works related (Streets, Water/Wastewater) or Current Expense Funds. City staff has proposed the creation of a stormwater management utility, but City Council has delayed action on this suggestion.

c. Demand Forecast and Recommendations

The capital expenditures required to implement the reconstruction of the stormwater collection and treatment system will not only consume a significant portion of the City's capital budget but will require the sale of bonds and/or application and receipt of grants from several possible sources.

The improvements are intended to be completed in concert with upgrades to the water and wastewater distribution and collection systems and (as far as possible) the plan for street resurfacing projects.

11. Streets

The City of Colville lies at the junction of two major highways—U.S. 395, which runs north and south through the center of town, and State Route 20, which runs east from U.S. 395 at the northerly end of the central business district (3rd Avenue). There are five traffic control signals in Colville, all along U.S. 395. They are located at: Main Street & Birch Avenue, 1st Avenue, and 3rd Avenue; 5th Avenue & Wynne Street; and North Highway (395) and Canning Drive.

a. Demand and Level of Service

The City presently maintains the majority of streets within the city limits, with the exception of a few private streets. Streets are divided by classification into major and minor arterials, collectors, and city arterials (local streets). The maintenance schedule, including snow removal in the winter time, is prioritized by the classification and traffic volume. As time and materials are available, the street department also maintains the public alleys.

Currently, the level of service for the street system throughout Colville remains at or below the adopted level of service. Recent improvements through the Colville 2000 project within the downtown corridor and the construction of the truck route have improved both motorized and non-motorized traffic circulation. The Transportation Element provides more detail for traffic volume and circulation demand and level of service for our local street system.

b. Financial Information

Revenue for streets comes from utility tax revenues, gas tax allocations, arterial street fund, and a variety of grants and loans for specific projects. Grants and loans are extremely competitive, with no assurance of award in any given year.

c. Demand Forecast and Recommendations

Due to the decrease of actual population growth in the last decade, the existing roadway system is expected to be able to handle any new growth into the foreseeable future. The current system is operating at a LOS of "A" and "B", based on the 2007/2008 traffic studies conducted by WSDOT along Main Street and 3rd Avenue. Since our adopted level of service is "D", any critical changes would not occur until we reached that point.

There are potential areas of roadway extensions and improvements with new projects or expansion into the UGA. Some specific proposals include the extension of 3rd Avenue up to the lumber mill; extending Evergreen Way between Hawthorne Avenue and SR 20; extending Mountain View Drive from US 395 (Main Street) to Cedar Loop; and extending Hawthorne Avenue eastward up to the new reservoir site. These proposals may be necessary to improve access and circulation for potential residential and commercial growth.

12. Animal Control

The Animal Control Department was established in early 1960's. The first dog control ordinance was passed on August 4, 1959 with a requirement for dog licensing beginning sometime previous to that date. Beginning in December of 1960, the City Police Department was charged with enforcement of the Dog Ordinance. In 1966, the City's first dogcatcher was hired, then for a short time the job was contracted with a private party before the City again assumed enforcement by 1979.

At present, the Department consists of one animal control officer, working as a part-time employee. The recently constructed 2160-square-foot animal shelter is located at 365 S. Louis Perras Road. The shelter receives dogs only at this time. It consists of indoor runs and small cages for puppies. It has outdoor exercise areas, reception area, storage spaces, and an office. The previous shelter, a 473-square-foot building, is being used as a quarantine area. It has been a no-kill shelter since 2004. Dogs are impounded from the City and Stevens County north of Chewelah. They are kept for 72 business hours for the owner to claim. They are then put up for adoption if they show no aggressive behavior. Some of the local foster pet organizations assist the shelter in placing dogs that are not able to be adopted within a reasonable time.

a. Demand and Level of Service

Demand for the City's animal control service has been growing at a pace similar to area population growth. The City and Stevens County continue to have an agreement for the City to provide a place to house animals falling under the County's jurisdiction. The shelter houses dogs only at this time.

A quantifiable standard for level of service based on animal holding capacity would misrepresent the approach Colville has chosen in animal control. The goal has been to reduce the demand through better owner control over animals rather than accommodate increased demand.

Colville has not taken an active role in controlling the cat population. Organizations in the area have provided mobile "TNR" (Trap, Neuter, and Release) programs throughout the county in an attempt to reduce the number of stray cats.

b. Financial Information

Funding for maintenance, operation and capital improvements for the City's Animal Control service is tracked in the Current Expense Fund. Funds for Animal Control include funding for the City's Parking Control program as well since the Animal Control Officer also performs some parking control duties.

The Current Expense Fund, the primary and largest fund in the City's budget, receives revenues from taxes, permits, intergovernmental transfers/grants, charges for service, fines, and cash carry-over from previous years. This fund therefore provides the primary source of revenues to many other City departments and functions.

Cost per unit of capacity for the City's Animal Control service can be measured in a variety of ways. One option is to measure the cost in terms of the total average annual budget divided by the population. Colville's population in 2009 was 5040; using this formula, the annual cost for each resident in 2009 was $36.51.

c. Demand Forecast and Recommendations

The recent expansion of the Animal Shelter in 2009 has not provided significant data to forecast future needs. The only recommendation is that any effort to add the unincorporated area to the Animal Control officer's service area be tied to funding assistance for regional services provided through the animal shelter.

13. Schools

Colville School District provides education services to the City of Colville and a surrounding area that is quite a bit larger than the Urban Growth Area. The district has three elementary schools, one junior high school, and one senior high school. Information on the schools is contained in Table 3.7. All of the schools serving the district are located in the City of Colville, since most of the enrollment comes from the city.

Table 3.7
School Facilities – 2011 Figures

School	Built	Improved	Grades	Size
Aster Elementary 225 S. Hofstetter St	1940	1980	Virtual Academy & Alternative High School	39,425 sq ft 3.5 acres
Hofstetter Elementary 645 N. Hofstetter	1951	1968, 1979, 1992, 2009	K-3	41,283 sq. ft. 8.66 acres
Ft. Colville Elementary 1212 E. Ivy	1982	2009	3-5	43,531 sq. ft. 11.16 acres
Colville Junior High 990 S. Cedar St	1972	1993, 2011	6-8	57,220 sq. ft. 24.76 acres
Colville High School 154 Hwy 20 E.	1992- 1993		9-12	133,480 sq. ft. 37.4 acres

Source: Colville B&P Staff (2009/2011)

14. Energy

Avista Utilities provides electricity and natural gas service to the City of Colville and surrounding area. Avista is a private utility that adjusts rates to reflect changes in the cost of producing and delivering electricity or natural gas to the consumer. Fees are charged to cover the cost of extending service to new development or new customers. Avista indicates that it does not anticipate any difficulty providing service to meet the demand generated by expected growth in the Colville area.

Avista cooperates with the City engineer to locate their lines in utility easements adjacent to City streets and within the right-of-way. New City engineering design and construction standards specify where these utilities must locate to minimize conflicts with City utilities (water, wastewater, storm drainage).

15. Telecommunications

Telephone and internet service to the Colville region is provided by Qwest. Cellular telephone service is provided by AT&T and Verizon Wireless. There are also private firms that adjust rates to cover the cost of upgrading or extending service to new customers. With the recent changes in federal telecommunications law and regulations, other carriers may enter the market in the future. Qwest indicates that it does not anticipate any difficulty providing service to meet the demand generated by expected growth.

Location of telephone lines is also governed by City engineering design and construction standards. As far as possible, Colville encourages the undergrounding of utility lines and co-location of telecommunications facilities in a common easement or on common towers.

In 2010, a regional grant was acquired to extend broadband services into areas in Spokane, Ferry, and Stevens Counties that are underserved for internet access. Installation is expected to be complete within the next year or two.

E. Financial Capability

1. Revenues

The City receives revenues from a variety of sources including taxes, charges for services, grants, loans, donations and other miscellaneous sources. The following tables outline different revenue sources and distribution:

- Table 3.8 lists total revenue from all sources (and all funds) for a sampling of years, as noted.
- Table 3.9 shows income from major tax sources for the same years. For many revenue sources (such as liquor taxes), there is no clear trend. No significant changes are expected in revenue sources over the next five years (in terms of either new sources or elimination of existing ones). The tax revenues described above are distributed, according to various formulas, to different budgetary funds. Franchise fees were eliminated in 2000. The City of Colville increased utility tax, however, which cannot exceed 6.1%.
- Table 3.10 depicts the distribution of these revenues to the applicable funds.
- The Current Expense Fund receives revenues from taxes, permits, intergovernmental, charges for service, fines and forfeits, miscellaneous and non-revenues sources. Table 3.11 presents a sampling of data on Current Expense Revenues.

Table 3.8: Total Revenues

Actual Revenues Only	1997	2000	2005	2009
Current Expense	$1,826,031	$2,488,279	$3,671,702	$3,856,196
Street Fund	816,227	862,876	978,144	1,737,560
Library Fund	140,146	164,166	122,091	165,948
Arterial Street Fund	39,580	47,939	35,207	35,268
Library Memorial Fund	265	429	-	-
Fire Dept. Cumulative Reserve	2,500	6	4	1
Parking & Business Improvement	17,782	21,026	30,071	29,517
Hotel/Motel Excise Fund	26,884	42,214	65,667	74,947
GMA Small Cities Consortium	122,950	-	-	-
Downtown Revitalization	27,885	-	-	-
Drug Investigation Fund	-	-	1,233	2,406
Library GO Debt Fund	-	3,008	-	-
LID #15 Debt Service Fund	13,367	23,741	-	-
LID #99-1 Assessment Debt Fund	-	-	65,020	19,058
Current Expense Capital Projects	32,397	37,754	-	-
GO Bond	-	-	48,346	97,337
Colville 2000 Capital Projects	-	3,355,229	3,659,856	66,535
Wastewater Facility Fund	-	788,615	5,565,509	165,018
Water/Wastewater (Cash basis)	9,193,436	1,566,802	4,865,722	4,300,176
Sanitation Fund (Cash basis)	454,568	457,932	-	-
Airport Fund (Cash basis)	16,620	21,562	-	-
Dean Vaagen Memorial Park Fund	8,556	9,070	4,982	1,678
FUTA Fund	14,226	18,287	20,813	25,743
USDA Reserve Fund	-	-	-	445,000
LID Guaranty	4,220	5,486	1,895	109
Donation Fund	724	1,664	32,647	6,340
Spencer Memorial Park Ops	21,572	23,999	11,890	3,057
Total Revenues	**12,779,936**	**9,940,084**	**19,180,619**	**11,031,894**

Source: Colville Comprehensive Plan (1997), and updates by City staff (2010)

Table 3.9: Tax Revenues

Tax Source	1994	2000	2005	2009	*2010
Property Tax	462,678	725,512	858,090	932,548	990,000
Retail Sales Tax	744,316	1,141,681	1,392,688	1,566,538	1,600,000
Utility Tax	173,406	323,810	674,289	961,311	954,500
Fuel Tax	105,383	105,481	106,066	109,643	114,050
MV Excise Tax	72,223	-	-	-	-
Liquor Excise	16,337	15,521	20,315	24,629	25,000
Liquor Profits	30,940	28,826	35,215	34,680	37,000
Real Estate Excise	16,000	25,300	56,082	27,323	30,000
TOTAL	**1,621,283**	**2,366,131**	**3,142,745**	**3,656,672**	**3,750,550**

Source: Colville Comprehensive Plan (1997); City staff (2010)
**2010 figures are based on revenue projections*

Table 3.10
Tax Revenue Distribution (Percent)

Fund/Tax	General Fund	Street	Arterial Street	Hotel/Motel Excise
Property	100.0			
Retail Sales	100.0			
Leasehold	100.0			
Mobile Home/Camper	100.0			
Sales Equalizer	100.0			
Liquor Excise	100.0			
Liquor Profits	100.0			
Utility - Electric		100.0		
Utility - Gas		100.0		
Utility - Cable		100.0		
Utility - Phone		100.0		
Utility - W/S Sanitation		100.0		
Arterial Street Fuel			100.0	
Street Fuel		100.0		
Hotel/ Motel				100.0
Hotel/Motel-Stadium				100.0

Source: Colville Comprehensive Plan, updated by City staff (2010)

In addition to taxes, the City receives revenues from a variety of other sources including charges for services, permits, fines, interest earnings, grants, loans, sale of assets, reimbursements, and pass-through taxes from the state and other miscellaneous sources.

Table 3.11
Current Expense Revenues

Source	1997	2000	2005	2009
Beginning fund balance	$0	$777,583	1,303,892	1,022,668
Taxes	$1,194,595	$1,691,913	2,977,714	2,559,436
Permits	$72,591	$182,445	109,867	56,361
Intergovernmental	$152,626	$117,276	72,389	211,048
Charges for service	$107,215	$370,551	395,527	463,246
Fines and forfeits	$53,148	$46,920	20,110	28,815
Miscellaneous	$132,820	$79,175	62,050	292,326
Non-revenues	$10,909	$165,679	34,044	244,964
TOTAL	**$1,723,904**	**$3,431,542**	**4,975,593**	**4,878,864**

Source: Colville Comprehensive Plan 1997; updated by City staff (2010)

Revenues for the Current Expense Capital Projects Fund come from excess property taxes, over budget, and utility excise taxes, intergovernmental transfers (grants and loans), miscellaneous financing sources and non-revenues.

2. Expenditures

The expenditure side of the City's budget, which by law must be balanced with the revenue side, includes wages, benefits, supplies, services, intergovernmental, capital outlays, debt

service and other (includes ending fund balance, investments, other financing sources and other expenditures not accounted for in the traditional operations expenditures). Table 3.12 contains a summary of overall expenditures by category.

The overall expenditure data can be misleading as an analysis of financial resources available for capital expenditures. If the "other" category is excluded, a much clearer picture of the City's operations expenditures is revealed. Over 80 percent of the City's operational expenditures are tied to wages, capital outlays and services. The latter two categories are important to capital facilities planning as the City will require additional spending in each category as planning and implementation of proposed capital projects is pursued.

The Current Expense Fund provides the source of expenditures for all or part for the following City services described earlier in this document: Airport, Fire Department, City Hall, Law Enforcement, Parks, and Animal Control. Current Expense Fund expenditures are increasing and Current Expense Capital Projects Fund expenditures are increasing even more rapidly. This reflects the system improvements that are being made to accommodate growth. Projected expenditures do not necessarily reflect the planned and prioritized capital projects/acquisitions identified previously based on the assumption that various revenue sources (grants, loans, permits, etc.) will continue to be at least the average experienced over the past five years.

Table 3.12: City Expenditures

Actual Expenditures Only	1997	2000	2005	2009
Current Expense	$1,596,653	$2,565,063	3,724,399	3,771,723
Street Fund	796,649	795,601	1,891,048	1,703,910
Library Fund	137,827	175,126	116,819	163,565
Arterial Street Fund	-	10,715	18,442	49,737
Library Memorial Fund	-	1,708	-	-
Fire Dept. Cumulative Reserve	1,000	28,234	-	-
Parking & Business Improvement	5,895	129,445	17,760	34,474
Hotel/Motel Excise Fund	27,822	28,580	48,294	83,461
GMA Small Cities Consortium	167,843	424	-	-
Downtown Revitalization	27,885	-	-	-
Drug Investigation Fund	-	-	23	-
Library GO Debt Fund	-	80,241	-	-
LID #15 Debt Service Fund	3,443	5,424	-	-
GO Bond	-	-	48,346	97,212
LID #99-1 Assessment Debt Fund	-	-	36,848	25,324
Current Expense Capital Projects	20,250	21,048	-	-
Colville 2000 Capital Projects	-	3,761,602	4,148,827	32,682
Wastewater Facility Fund	-	121,803	6,750,968	73,644
Water/Wastewater (Cash basis)	8,035,725	2,157,306	4,377,254	5,070,760
Sanitation Fund (Cash basis)	427,174	466,917	-	-
Airport Fund (Cash basis)	11,335	44,348	-	-
Dean Vaagen Memorial Park Fund	6,801	3,492	4,717	3,589
FUTA Fund	11,372	9,839	19,182	84,284
LID Guaranty	-	49,180	6,120	-
Donation Fund	-	678	9,450	164,066
Spencer Memorial Park Ops	8,338	26,600	9,600	-
Total Expenditures	**11,286,011**	**10,483,374**	**20,228,097**	**11,358,431**

Source: Colville Comprehensive Plan 1997; updated by City staff (2010)

Projected revenues generally exceed projected expenditures until 1998 when the trend is reversed. The projections are based on current trends and on several assumptions about revenues and expenditures that could easily prove to be false. Thus the estimates should only be used to provide a very general picture of projected Current Expense Fund revenues and expenditures.

If current Expense and Current Expense Capital Projects Funds expenditures, with or without the proposed capital improvements, continue to increase at historic rates, the projected increase in property tax and retail sales tax revenues and other revenue sources will be insufficient to cover needed expenditures. The rate of increase shown is above the rate of inflation for the period shown, and may be the result of increasing demand for service from the population. The City will have to determine whether the various departments funded from the Current Expense fund should continue to grow at the historic rate.

3. Long-Term Debt

Table 3.13 provides a listing of outstanding debt of the City of Colville and summarizes the debt through 2014 and beyond. General obligation (GO) bonds are backed by the value of the property within the jurisdiction. Voter-approved GO bonds increase property tax rate and dedicate the increased revenue to repay bondholders. Councilmanic bonds do not increase taxes and are repaid with general revenues. State statute and the state constitution limit the amounts, which can be raised through these bonds to 1.5 percent of the total assessed value for councilmanic bonds, and an additional 1 percent for voter-approved bonds. These elections require passage by a 60 percent majority. The debt service requirements, including interest, are as follows:

Table 3.13: Long-Term Debt

Year	General Obligation (GO) Bonds	Revenue Bonds	Other Debt	Total Debt
2010	97,434	1,145,211	24,160	1,266,805
2011	105,702	1,122,695	23,150	1,251,547
2012	74,933	1,122,305	22,120	1,219,358
2013	74,703	1,115,833	21,070	1,211,606
2014	74,472	1,113,663	-	1,188,135
Thereafter	809,720	10,400,499	-	11,210,219
TOTALS	**$1,236,964**	**$16,020,206**	**$90,500**	**$17,347,670**

Source: Updated by City staff (2010)

Revenue bonds are financed directly from the income of the utility, which benefits the utility. Interest rates tend to be higher than for general obligation bonds, and issuance of the bonds may be approved by the Council without a voter referendum. There is no statutory limit on the amounts of revenue, which may be raised in this way. However, utility rates must be raised sufficiently to cover the cost of bond repayment, usually including a 20 percent reserve.

General principles for use of bonded debt are that the term of the bond should be matched to the term of the benefit. That is, it is generally not considered wise to use a long-term bond to fund a short-term project. This is consistent with City policy. Also, it is often considered prudent to reserve some councilmanic bond capacity for emergencies. The City is considering the sale of revenue bonds as a means to begin financing of required improvements to the water, wastewater and storm drainage systems.

F. Setting Priorities

This section identifies alternative approaches to prioritizing and funding capital improvements and expenditures. Capital facilities are a long-term investment, and the City's 20-year Comprehensive Plan provides a longer-range perspective that helps shape alternatives and prioritize improvements.

The annual Executive Summary prepared for the Capital Facilities Plan will specify the individual improvements and expenses to be made over the next six years, showing the dollars needed to fund the proposed capital items. Financing strategies to raise the revenue needed to implement them are also described.

Some areas within the urban growth boundary are more likely to develop to "build out" before others. The Capital Facilities Plan projected comprehensive plan build out at five, ten and twenty year intervals. These intervals are based on growth at the rate anticipated by the comprehensive plan. The CFP looked at different growth rates, but kept the spatial distribution constant. The four CFP alternatives focused on varying the rates of comprehensive plan build out to reflect very fast growth, somewhat fast growth, growth according to the comprehensive plan and somewhat slow growth. The alternatives looked at growth to the boundary of the urban growth area, regardless of rate.

With projects and expenditures prioritized, the alternatives analysis could focus on varying rates of growth and use the prioritized rankings to accelerate or postpone certain CFP items. Slower growth rates would postpone projects with lower priority rankings, while higher growth rates would accelerate lower-ranked items to be more on a par with more important ones. Table 3.14 summarizes each of the four alternatives as they relate to the supply of capital facilities and the demand on capital facilities. This type of approach helps to ensure that the City's efforts to "supply" capital facilities are consistent with the community's demand. Varying growth rates cause varying levels of demand, resulting in pressure on the City to provide an adequate supply of facilities to maintain levels of service.

Table 3.14: CFP Alternative Scenarios

	Demand-Driven	**Supply-Driven**
Alternative 1	Immediate growth to build-out causing need to construct or acquire all identified capital improvements	Funding immediately available for all projects
Alternative 2	Growth accelerating more quickly than anticipated in comprehensive plan	Funding available for all projects over the initial six to ten year period
Alternative 3	Growth at a pace consistent with comprehensive plan	Funding available for a majority of projects over a six to fifteen year period
Alternative 4	Growth is slower than projected by the comprehensive plan	Funding is limited and not all projects can be completed within six to twenty years

Source: Colville Capital Facilities Plan (1994)

With very high growth, Alternative 1, the City would be faced with almost immediate build out of the urban growth area, necessitating rapid capital facilities construction and expenditure. This would require the City to raise revenue quickly and to undertake all the "wish list" CFP items within the six-year life span of the CFP. Under this alternative, all items would need to be completed, and they would be completed in priority order as ranked by the Committee. If Colville were to grow at the fast pace reflected in Alternative 1 (close to 15 percent per year) the City would need to institute major financial changes to raise local revenue and it would need to seek state or federal funds to accelerate capital facilities construction. Even so, levels of service would likely lag behind capital facilities construction until the pace of growth began to slow.

Alternative 2 would result in comprehensive plan build out in 10 years. This high growth alternative assumed a growth rate of approximately 10 percent per year, which is slower than that of the first alternative.

In this alternative, the City would begin making tradeoffs, deferring some of the lower-ranked "wish list" items until after the six-year CFP, or at least undertaking them only if they coincide with work already being performed on higher ranking items. Though the growth rate would be relatively fast, the City's demand for service will be moderate enough to postpone some of the CFP items until a later date. Because of the anticipated expense to undertake each year's CFP list, the City would likely need to increase local revenue and seek state or federal funds for specific projects.

Alternative 3 would see build-out proceed steadily over twenty years. Since the growth rate would be slower than in Alternative 2, more of the lower-ranked CFP items will be deferred and those that remain will likely be sorted and prioritized by the City's capability to fund them through local revenues or as state or federal funds become available. At this rate, the City could exercise more control over the supply side, planning for capital funding and making capital improvements slightly in advance of demand.

Since the City's existing levels of service would be extended over an area larger than the City's current limits, this alternative would also require the City to make changes in its local revenue-raising capabilities, but not to the extent needed with Alternatives 1 or 2.

Finally the City evaluated a slow growth, Alternative 4, (at a rate of less than 5 percent), resulting in comprehensive plan build out within 30 to 40 years. At this rate, the City could defer the majority of its CFP items and minimize local revenue-raising strategies. Major capital items, however, would still need to be funded from either state or federal sources since the City's population would continue to be too small and growing at too slow a rate to support large, locally derived funding. This has been the growth pattern for Colville over the last decade.

An analysis of the alternatives with City financial capacity and specific infrastructure requirements (e.g. water, wastewater and storm drainage) provides an understanding of how the rate of construction of capital facilities generally varies with the rate of growth. In Alternatives 1 and 2, the City would struggle to provide the capital facilities "supply" to keep pace with the community's capital facilities demand. In both these cases, annual costs to provide facilities at an appropriate rate were too high for the City to bear on its own. Federal, state or other funds would have been needed on a large scale for the City to make its programmed improvements on an accelerated schedule. Even then, demand on the system would outpace the City's ability to increase supply.

Alternative 4 presented a scenario where capital facilities, designed to address comprehensive plan build out, needed to be built with outside funding because the local population remained too small to support the projects. These capital projects would then provide "excess capacity" where supply was well ahead of demand.

The City has financed a large amount of capital projects/acquisitions. The majority of these expenditures are contained in the water, wastewater and storm drainage utilities, and the City's street department. Financing for the utility improvements will require a combination of revenue bonds, and a variety of grants and loans of numerous federal and state sources and the streets will require a combination of local revenues (taxes primarily), grants and loans. The City will have to aggressively pursue outside resources as well as work to increase local resources if the CFP is to be implemented. In most years, the resources needed to implement the CFP exceed projected revenues.

G. Ranking Capital Improvements

Based on these policies, the CFP Committee developed criteria for determining the priority of capital improvements. The decision criteria, which are actually a series of questions, provide an effective means of prioritizing proposed projects/acquisitions through a decision matrix. Figure 3.2 contains the criteria with some key words to identify the individual criterion, explanations of how to rate projects/acquisitions using the criterion and the weighting factor for each. The weighting factor is applied to each criterion in recognition of that criterion's relative importance.

The decision matrix, in conjunction with the weighting factors, provides an effective and objective means of prioritizing projects through the use of a rating and scoring process. In order to determine priorities, each proposed improvement is run through the list of decision criteria with the response rated from 1 - 5, with 1 being the lowest and 5 the highest. The resulting rating is then recorded in the appropriate box on the decision matrix. Once the rating is recorded, this number is then multiplied by the weighting factor to determine the score for that criterion.

Once the rating and scoring for an infrastructure item is complete, the scores are totaled to yield in a numerical ranking. The result is an objective method for determining priorities. A sample of the decision matrix used to prioritize the City's capital improvements is found in Figure 3.3, which is used by the Colville Management Team during the ranking process. Each proposed project is evaluated based on the above criteria, then scored using the decision matrix.

Most of the proposed capital projects or acquisitions identified in this plan were run through the decision matrix. The exceptions were items such as police and fire vehicles, copy machines and other items on a planned replacement schedule that were prioritized based on the replacement schedule.

The decision matrix is only a tool to be used to evaluate the relative merits of one proposed improvement versus another. If adequate justification exists to ignore the results of the matrix and move a proposed project ahead in terms of funding, then that decision can be made at the discretion of city staff and elected officials.

Please refer to the current six-year Capital Facilities Plan Executive Summary for ranked capital improvement projects and purchases, with funding sources identified. The Executive Summary

is updated annually under separate cover from the Capital Facilities and Utilities Element of the Comprehensive Plan.

As projects are completed, or are re-evaluated and prioritized again, the rankings on the Executive Summary will change. Even though the summary provides a six-year projection, this is an annual process which allows the City's department managers to provide input as well as keep apprised of the overall budgeting process.

H. Implementation

- The CFP should be reviewed on an annual basis as part of the City's budgeting process.
- The CFP should be updated to reflect any updates to the Comprehensive Plan.
- The schedule of proposed improvements should be used as a guide for future planning. If funding is identified to complete all needed improvements in any particular area (e.g. water or wastewater), the fact that the plan has spread the improvements over a period of years should not be used to reduce the scope of the project, rather the plan should be revised to reflect the availability of funding.
- The financial capacity section of the CFP should be revised annually to reflect current conditions.
- Efforts should be made to identify and work towards funding of capital projects well in advance of the proposed construction year.
- The use of the per-unit cost figures should be limited to providing a very general picture of the cost of providing services. If the City desires to implement impact, system development or other types of fees it is strongly recommended that a very detailed and focused study be conducted to accurately identify true costs.
- The City should periodically review the levels of service information contained in this plan to ensure that it accurately reflects not only the desires of the community but the City's ability to pay for the service.
- Utilize an equipment rental revolving fund as a means to finance replacement of truck, tractors, mowers and other rolling stock should be considered. The viability of this method of collecting reserves for scheduled equipment replacement should be determined prior to implementation.
- Options and alternatives to outright purchase of some types of equipment should be explored. Alternatives include leasing, rental or equipment sharing with other entities.

I. Goals & Objectives

Goal 1: The City Government will shape the future character of the City by managing capital improvements and developing City facilities and services in a manner that directs and controls land use and growth.

a. Priority consideration will be given to the maintenance and improvement of existing public facilities and services, over expansion to accommodate growth.
b. Maintain an inventory of capital facilities and forecast future needs for capital facilities on an ongoing basis.

c. Maintain a current Capital Facilities Plan which includes:
   - Inventory of existing capital facilities owned by public entities, showing the locations and capacities of each.
   - Forecast of the future needs for such capital facilities.
   - Proposed locations and capacities of expanded or new capital facilities.
   - Provide a six-year plan for financing capital facilities within the projected funding capacities and clearly identified sources of public money for such purposes.

Goal 2: The City will strive to provide needed public facilities to all residents within its jurisdiction in a manner which protects investments in existing facilities, maximizes the use of existing facilities, and promotes orderly growth.

a. Capital improvements shall be provided to correct existing deficiencies, to replace worn out or obsolete facilities and to accommodate desired future growth.
b. The City will plan for the capital facilities needed to serve the Urban Growth Area.
c. New public facilities and services will not be provided to development outside City limits.
d. Cooperate with and support the Fair Board and Stevens County in their search for a larger site that is better suited to fair operations.
e. Give preference in planning for capital facilities to those industrial and/or commercial uses needed for the long term economic stability of the community.
f. The siting of Essential Public Facilities (EPFs) will be consistent with the Land Use Element, the County-Wide Planning (CWPP) Policy, and applicable RCWs.

Goal 3: The City will monitor and cooperate with all utility service providers, other than those provided by the jurisdiction.

a. Coordinate and analyze capacity needs with local utility providers.
b. Evaluate existing and potential facilities to determine the need to classify them as Essential Public Facilities (EPFs) for siting purposes.
c. Coordinate arrangements to provide necessary services with local utility providers.
d. Coordinate local construction projects with the installation of utilities for the purpose of joint-use trenches or proper separation of utilities.

Goal 4: The City will strive to perpetuate an adequate level of service throughout the City for all capital facilities.

a. The City should not extend utilities for residential developments that contain less than four units per acre.
b. All new users within the City limits will be connected to City utilities.
c. All users receiving City services will be within the City limits and/or Urban Growth Area (UGA).
d. Properties receiving City services within the UGA should be considered for annexation when consistent with the City's goals and policies of Annexation.
e. Upgrade services according to the following priorities:
   - Improvements that expand or enhance levels of service for existing customers/residents;
   - Improvements that expand or enhance levels of service for existing customers/residents and provide capacity for future growth;
   - Improvements intended primarily for provision of services to unserved areas within the Urban Growth Area.
f. Use the CFP as a tool to prepare a plan for infrastructure for new development, if it is determined that such infrastructure is necessary and desirable.

g. Require traffic and/or other technical studies when development requires expansion of existing infrastructure as identified the Comprehensive Plan and/or through the SEPA review process.
h. New development within the City or UGA shall bear the cost of extending services and utilities to serve the development.
i. All projects which upgrade City facilities should be constructed to City Engineering Design and Construction Standards, and coordinated with other projects to the maximum extent possible.
j. Maintain a Memorandum of Understanding with Stevens County as a means to coordinate the implementation of the CFP within the Urban Growth Area.
k. Allow varying levels of service depending on the area and type of service being provided, so long as the overall health, safety and welfare of Colville residents are protected.
l. Pursue funding for proposed improvements as it becomes available regardless of the CFP schedule when such improvements are needed to meet mandates to protect public health, safety, and welfare and allow for growth.
m. Require all new development to detain and treat stormwater runoff on-site so that flood hazards are not increased or water quality decreased.
n. The Library should receive increased consideration for expansion and funding options to accommodate substantial growth in user volume and increased services.
o. New development on the north and south sections of the city should consider the dedication of parcels of land for the construction of new fire stations to bring the level of service back down to the 3-5 minute response time.
p. Consideration should be given to the establishment of a fully funded, full-time fire department staff, if the construction of new facilities is deemed inappropriate.

Chapter 4

HOUSING ELEMENT

A. Introduction

The intent of the housing element of the Comprehensive Plan is to promote the provision of an adequate supply of appropriate housing for current and future residents of the city and it's Urban Growth Area. The housing element addresses Goal 4 of the Growth Management Act and Policy 5 of the Stevens County County-Wide Planning Policies.

Statewide Goal 4. Housing. *Encourage the availability of affordable housing to all economic segments of the population of this state, promote a variety of residential densities and housing types, and encourage preservation of existing housing stock.*

County-Wide Planning Policy 5. *Policies addressing the need for affordable housing for all economic segments of the population and the adoption of parameters for the distribution of affordable housing.*

This element includes an analysis of existing need and future demand based on an inventory of household characteristics, housing characteristics, special needs households, regional fair share of housing, and land supply. It also includes goals and policies for meeting Colville's housing needs and a section on methods of implementing and financing these goals.

Every zoning district, except AF (Airport Facility), permits some type of housing either outright or through the approval of a conditional use permit (Figure 4.1). In some cases, the allowed housing may only be temporary, such as caretakers, on-site security, or time limits established within RV parks. Table 17.12.070 in the Colville Zoning Ordinance defines the residential uses within each district.

B. Analysis of Existing Need and Future Demand

1. Household Characteristics

The number and age of the population usually determines the types of households in a city. (A household is all the people living in a housing unit, whether or not they are related.) Table 4.1 shows population trends in Colville since 1990. The proportion of the County's total population living in Colville has declined steadily over the past twenty-five years, as housing has developed in the southern part of the County for households who want to live in rural areas and commute to work in Spokane.

Table 4.1
Colville-Stevens County Population Proportions

Jurisdiction	1990	1996	2000	2004	2008	2010
Colville	4,360	4,650	4,988	4,965	5,040	4,673
Stevens County	30,948	36,503	40,066	40,700	43,700	43,531
Percent Total	14%	13%	12%	12%	11.5%	11%

Source: Office of Financial Management and U.S. Census Bureau (2011)

According to the Census, from 2000 to 2010, the number of people under age 25 decreased while those over age 25 increased. The population under 25 declined from 35 percent in 2000 to 31.7 percent in 2010, while the proportion of people over 65 rose from 18.5 percent to 18.9 percent during that same period. This indicates a continued trend towards smaller households (adults without children and elderly people who often live alone).

The number of households in Colville increased from 2,216 in 2000 to 2,221 in 2010. At the same time the city has followed the nation-wide trend of diminishing household size. The number of one-person households increased from 742 in 2000 to 785 in 2010. The average household size was 2.28 persons in 2000; by 2010 the average household size had dropped to 2.22.

Based on the 2010 Census data, composition of households ranged from family households at 56.8 percent, with approximately 40.1 percent being married couple families and 16.7 percent single female-headed families. Non-family households were 43.2 percent, with 38.4 percent being householders that live alone and 13.1 percent in the age bracket of 65 or older.

2. Housing Characteristics and Availability

The 2010 Census reported a total of 2,221 housing units in the city, an increase of 5 units over the 2000 total of 2,216. Between 2000 and 2008, the City added 47 housing units. There have been 27 units demolished during that time, with an adjustment of -23 units towards the manufactured housing inventory. This has resulted in a net loss of three (3) units from 2001 through 2006. The majority (67 percent) of housing stock in Colville are single family stick-built structures with 1,493 units. Manufactured homes make up 9 percent of the structures and multifamily housing accounted for 23 percent. According to the 2000 Census, there were 517 dwellings in multifamily structures and 194 manufactured homes. The remaining one (1) percent included other types of housing, such as boats, RVs, and vans. At that time, the number of vacant units was shown at 129, or 5.8 percent of the housing in town. Real estate professionals consider a vacancy rate of 4 to 6 percent necessary to avoid inflating housing costs.

Availability of housing has been a crucial issue throughout the county, especially in Colville. Housing in Colville is typically rented as soon as it becomes available, with landlords keeping long waiting lists. Rural Resources reports that the waiting lists are an average of three years for prospective recipients of housing assistance. This problem is compounded by the fact that the number of renters is increasing proportionately to homeowners. In 1980, over 65 percent of Colville homes were owner-occupied. In 1990, the percentage occupied by owners had declined to approximately 61 percent; in 2000 it has further declined to 59 percent.

The physical condition of homes also affects the availability of housing. Units that are allowed to deteriorate may be condemned or demolished. Housing condition is generally correlated to age. Roughly 25 percent of the housing stock in Colville was built prior to 1939, and older units are more likely to need repair. Although records show that remodeling has been occurring regularly, it is unclear whether these permits were for the units most in need of rehabilitation. The most deteriorated dwellings are usually occupied by lower income households who may lack the resources to rehabilitate their homes.

3. Special Needs Households

The "special needs populations" consist of people who are physically or developmentally disabled, mentally ill, substance abusers, victims of domestic abuse, or frail elderly persons. These populations have an especially difficult time obtaining adequate housing.

The number of people in the area with special needs and the severity of their need appear to be on the rise. Service providers for each of these populations report the number of people receiving services has increased substantially since the late 1980s. Colville is the county seat and the largest city in Stevens County and it is the center of social services. Residents from rural areas who develop a need for these services tend to seek housing in the city. Thus, Colville is the focus of housing and services for special needs populations. In 2010, Spokane Mental Health completed a 14-unit, Section 811 project for the chronically mentally ill, which includes an additional unit for onsite residential management.

The housing situation is particularly difficult for homeless people and victims of abuse. Use of the Stevens County Emergency Shelter in Colville tripled from September 1992 to September 1993. Based on shelter data from 2006 to current, 271 individuals were provided shelter, which would be approximately 49 persons per year. There were 253, approximately 46 per year, turned away due to lack of available space. It operates over capacity year round. Also, the Family Support Center states that many low income victims of abuse are remaining in violent homes due to the lack of alternative housing options.

The number of units for seniors within the city is also considered inadequate. Buena Vista Nursing Home, Parkview Senior Living, and Pinewood Terrace Nursing Center in Colville are consistently occupied. As the "baby boom" generation ages, the demand for all forms of senior housing will continue to increase. Colville has seen an increase in the number of people retiring to the area, with the resulting increase in demand for special services for seniors.

As of May 2011, Rural Resources reports that of the 153 clients based in the 99114 zip code area, 21.7 percent are male, 78.3 percent are female; 16.4 percent are elderly; 83.5 percent are non-elderly; 57.8 percent are disabled and 42.1 percent are non-disabled. *(Source: Colville Rural Resources office).*

4. Regional Fair Share

Colville is largest city with the greatest concentration of social services in Stevens County. As a result, the city provides the highest proportion of special needs and subsidized housing in the county. This is expected to continue in the future.

Likewise, because Colville is a regional employment center, there is a continuing demand for family housing affordable to the full range of income groups. The City is planning for this growth, and has committed to the infrastructure improvements necessary to support it. There

still remains a need for housing for moderate income residents and young families just starting out. This is the segment of the population that makes up the workforce necessary to support area economic development.

5. Identification of Sufficient Land for Housing

The few remaining infill lots are vacant due to challenges with development. As a result, much of the residential growth has occurred in unincorporated areas adjacent to the city limits. Since 1996, Colville has annexed or rezoned 46 acres of land for single family residential; 106 acres for commercial development; 26 acres for industrial use; 92 acres for public use; and 15 acres for open space.

The population of Colville is expected to reach 6,740 by the year 2030, a 26 percent increase from 2000. The land necessary to provide housing for the increased population has been estimated at 982.13 acres. As of 2010, there are 785.73 acres in our residential districts and 357.33 acres within the commercial districts (within the city limits), which are the two likely locations for residential development. These two districts would provide 1143 acres for a combination of residential and commercial development. Residential development of some type is permitted within each of our zoning districts, except for the AF (Airport Facility) District. Even though the growth pattern for the city has slowed considerably in recent years, the Urban Growth Area has still retained sufficient land for future residential development. There are 1226.9 acres within the UGA that is designated for residential use. The urban residential density is determined to be four (4) units per acre, which gives a potential increase of 307 single family residential units. Chapter 8 of this plan addresses goals and objectives relating to annexation and incorporation to expand the city limits and accommodate future growth.

Colville's zoning code encourages single family housing at urban densities (ranging from 6,000 to 9,600 square feet per lot) as well as multi-family housing. This will result in efficient use of land converted to urban uses to accommodate growth and reduce the cost of building and maintaining roads, water, and sewer lines to support development. It also provides for a range of housing types within the city, to meet a variety of housing preferences.

C. Goals & Objectives

Recognizing the needs identified above, the City of Colville has established the following goals and objectives related to housing.

Goal 1: Create an adequate supply of housing by promoting a sufficient supply of land at a variety of residential densities, allowing for a range of housing types.

a. An adequate supply of housing may be provided using the guidelines listed below.
b. Provide sufficient land for various housing types, including but not limited to housing for low-income families, manufactured housing, and multi-family housing.
c. Encourage infill housing on vacant sites, consistent with the character of the surrounding neighborhood.
d. Allow flexibility in land use regulations for unconventional, quality housing. Accessory dwelling units (ADUs) that are secondary to the primary structure could be utilized based on proper permitting and adopted building codes. Mixed residential/commercial development (apartments over or behind the store), and clustered or planned unit development (PUDs) could also be promoted in appropriate zoning districts.

e. Promote the efficient use of land for urban development and provide a range of lot sizes for single-family development.
f. Encourage housing construction in locations where infrastructure is already available or can be readily provided.
g. Improve infrastructure to support higher density.

Goal 2: Encourage the provision of housing in a range of styles and prices, affordable to all economic segments of the population.

a. Housing to support households of all income levels and sizes is required by the GMA.
b. Identify and evaluate possible development sites, including vacant lots for new construction or existing structures for renovation to rental units.
c. Support financing options for rehabilitation of existing housing and the creation of new affordable housing.
d. Encourage development of "starter homes" and housing for moderate income families.
e. Encourage construction of condominium units, manufactured or modular housing, non-subsidized apartment complexes, and rental units for low-moderate income families.
f. Promote housing and services for special needs populations and encourage public awareness to discourage opposition from property owners within the proximity of proposed projects.
g. Consider incentives for developers such as density bonuses to encourage interest to develop in the area and to initiate discussions relating to options.
h. Encourage creative project designs for the development of walkable, traditional neighborhoods.

Goal 3: Encourage the preservation of existing housing stock to accommodate moderate to low-income households.

a. Support the continuation of programs that assist low-income and special needs households to maintain their homes in good condition.
b. Protect the health and safety of residents and promote preservation and improvement of existing housing stock through code enforcement.

Goal 4: Encourage environmentally-appropriate "green" building and sustainable planning practices to enhance overall energy efficiency, increasing cost savings for the residents, and promoting environmental protection.

a. Encourage mixed-use development in infill lots and other suitable locations to promote non-motorized transportation practices.
b. Encourage the use of new, proven technologies relating to energy efficient and environmentally-friendly construction, in accordance with adopted building codes and development standards.

D. Implementation and Financing

The median cost of housing in the City of Colville increased 195 percent between 1990 and 2007. Median housing value was $54,100 in 1990; per information obtained from Realtor.com in August 2007, it is $160,000. From 1980 to 1990, the cost of housing did not increase as rapidly as wages, meaning that Colville families were in a good position to afford city housing. However, when comparing the Economic Characteristics of households from the 1990 and 2000 Census data, the increase of income is significantly lower than the housing market rate increase.

Table 4.2
Median Income Levels

	Census Year	Median Income	Difference	Change
All Households:	1990 2000	$21,601 $27,988	$6,387	29.5%
Family Households:	1990 2000	$30,260 40,466	$10,206	34%
Non-Family Households:	1990 2000	$12,394 $18,196	$5,802	47%

Source: U.S. Census Bureau (2008)

Strategies to reduce costs include:

- Accessory Dwelling Units (ADUs): An accessory housing unit is a complete living quarter constructed within an existing single family unit. Accessory units, sometimes called granny flats or mother-in-law apartments, would provide affordable rental housing. These units can be created in converted attics, basements, or garages. They are usually less than 900 square feet and are always secondary to the primary unit. Accessory units can also be detached from the principal unit. Under these circumstances, the unit must meet lot and area design standards for the applicable zoning district. Siting, lot area standards, and visual requirements can ensure that the units do not diminish the attractiveness of the neighborhood. In order to ensure safe, quality, living quarters, the construction of accessory dwelling units requires proper permitting and compliance with the locally-adopted building codes and zoning standards.

- Manufactured Housing: Manufactured homes are an affordable alternative to conventional housing, and they have been very popular in the area over the past decade. Properly constructed and sited, manufactured and mobile homes in parks and on individual lots are an excellent source of affordable, starter and retirement housing. Manufactured homes are built and installed to standards established by the U.S. Department of Housing and Urban Development (HUD).

- Public Awareness: Many people are unaware of financial services potentially available to them. Special programs for first-time homebuyers, housing rehabilitation assistance, weatherization loans, and rental assistance can alleviate many housing problems. An ongoing education and outreach program could help residents locate needed help.

- Northeast Washington Rural Resources: This program offers rehabilitation and weatherization assistance, subsidized housing for rental assistance, and home ownership programs. The federal funding is often cut for various programs and the waiting lists are long.

- Northeast Washington Housing Solutions (aka Spokane Housing Authority): Administers housing assistance programs within five counties. NEWHS covers Spokane, Lincoln, Pend Oreille, Stevens, and Whitman counties.

- HUD Housing Rehab Programs: Financing for housing rehabilitation is also available to qualifying homeowners under the Community Development Block Grant and Home Programs. Loans are provided at a low interest rate.

- HUD Rental Assistance: Rental assistance is available to Stevens County households under the Section 8 Certificate and Voucher Programs. Under these programs rent subsidies are paid to landlords on behalf of qualifying lower income elderly, families, and disabled persons. Unfortunately, HUD assistance is lower than what the county has determined to be average rent.

Chapter 5

TRANSPORTATION ELEMENT

A. Introduction

The Transportation Element provides an assessment of the existing transportation conditions and future transportation needs within the Urban Growth Area of the City of Colville. It represents the City of Colville transportation policy plan through 2030.

The purpose of the Transportation Plan is to provide a guide for Colville to identify transportation goals and policies that will accommodate present and future needs of the community. Identifying these needs involves a process of evaluating the relationship between land use and transportation. Transportation resources influence the development of land use patterns, and the way the land is used influences the need and location for transportation systems. The integration of future land use plans and transportation plans will enable Colville to achieve its community goals.

Prior to the Growth Management Act, comprehensive plans were not required to consider the linkage between land use and transportation. The Growth Management Act mandates that the transportation element be consistent with the land use element of a local comprehensive plan. This linkage begins with a vision of what the community desires for its quality of life, now and in the future. The transportation plan element will relate transportation planning decisions to decisions concerning land use in order to achieve the community vision. The process includes the following components:

- Land use assumptions
- Level of service standards
- Inventory of existing services and facilities
- Determining current and future deficiencies
- Analysis of funding options to meet these deficiencies
- Concurrency management, to include multi-modal improvements
- Transportation improvement plan
- Inter-governmental coordination

B. Vision

Colville's vision for the future of transportation is as follows:

- ✓ The City of Colville's transportation system should provide an effective stewardship of the environment, protecting critical areas, and conserving land, air, water, and energy resources.
- ✓ The transportation plan should encourage the livability of the community by providing alternative transportation modes and minimizing noise pollution and traffic congestion.

- ✓ The transportation plan should enhance efforts to diversify and expand the local economy.
- ✓ The transportation plan should enhance the opportunities for enjoyment of recreational and cultural activities, and improve the City's quality of life.

C. Transportation System Inventory

A city's transportation system is one of the most important indicators of its economic viability and livability. Changes to the system would be based on projected or actual needs as the community's growth patterns dictate. The population for the City of Colville is expected to reach 6740, a 12% increase, by 2030. This is 11.96% of the low growth population projections made by the Office of Financial Management for Stevens County in 2010, which is a reflection of Colville's growth pattern over the last 10 years.

This section of the report provides a summary of the existing transportation system conditions within the Colville UGA. General traffic flow along the roadways within Colville was analyzed to gain an understanding of the traffic circulation as a whole. The description of existing traffic conditions and roadway inventory includes major east/west and north/south roadways. It also includes roadway links to specified land uses such as commercial or industrial centers, trucking routes, highways, and natural barriers or crossings.

1. Roadway Facilities

The City of Colville is located at the north end of the Colville River Valley. It is surrounded on the north and northeast by the slopes of Colville Mountain and on the west by the Colville River. Traffic circulation in Colville flows between these geographic markers.

Two major transportation facilities cross the City of Colville: U.S. Highway 395 (US 395) and State Route 20 (SR 20). US 395 runs north and south across the state. Through Colville it runs in a north-south direction through the center of the downtown business district and then heads northwest toward Kettle Falls at its junction with 5th Avenue. SR 20 runs east along 3rd Avenue from US 395 at the north end of the central business district. SR 20 provides access to the Colville Municipal Airport and to Colville High School.

Traffic circulation within the downtown area is principally served by US 395, the truck route, and Wynne Street. From Hawthorne Avenue on the south end of the City, US 395 is a five-lane road traveling through the middle of the central business district. It is referred to as Main Street until its intersection with 5th Avenue. At this intersection US 395 makes a sharp turn to the west and turns into three lanes through the remainder of the commercial district to Buena Vista Drive. From Buena Vista Drive north to Williams Lake Road, the northernmost city limits, the highway narrows to two lanes.

Colville has five signalized intersections along Main Street (US 395): Birch Avenue, 1st Avenue, 3rd Avenue (SR 20), Wynne Street, and Canning Drive. Other major streets utilize stop signs and yield signs to control the flow of traffic. New roundabouts have been constructed at both ends of the new truck route. The south roundabout is located at Main Street and Hawthorne Avenue, and the north roundabout is located at Railroad Street and 5th Avenue, which is a part of the highway route.

a) Functional Street Classification System

The streets within Colville have been classified according to their function in the overall road network. The functional street classification system consists of major and minor arterials, and collectors and city arterials (local streets) -- consistent with the Federal Functional Classification System. Each of these classifications is based on its access and movement functions. The functional classification and needs for on-street parking determines the maximum road design standard, funding, and street operation. Table 5.1 lists the street classification system for city arterials and collectors in Colville.

Table 5.1: Functional Street Classification System

Street	From/To	Classification
US 395 (Main Street/5th Avenue)	South City Limits to West City Limits	Principal Arterial
SR 20 (3rd Avenue)	US 395/Main Street to East City Limits	Minor Arterial
1st Avenue	West City Limits to Main Street	Minor Collector
1st Avenue	Main Street to Oak Street	Major Collector
3rd Avenue	Rail Road to Main Street	Proposed Major Collector
6th Avenue	Main Street to Hofstetter Street	Major Collector
7th Avenue	Hofstetter Street to Madison Street	Major Collector
8th Avenue	Main Street to Wynne Street	Proposed City Arterial
9th Avenue	Wynne Street to Washington Street	City Arterial
Aladdin Road (mostly county)	SR 20 to north UGA Boundary	Major Collector
Birch Avenue	Wynne Street to Main Street	City Arterial
Birch Avenue	Main Street to Miner Street	Major Collector
Buena Vista Drive (mostly county)	US 395 to Washington Street	Proposed Major Collector
Dominion Avenue	Main Street to Oak Street	Major Collector
Dominion Avenue	Oak Street to Hofstetter Street	City Arterial
Evergreen Way (partially county)	Hawthorne Avenue to Ricketts Road	Proposed Major Collector
Garden Homes Drive	Hawthorne Avenue to Swede Anderson Rd	Major Collector
Garden Homes Drive (mostly county)	Swede Anderson Rd to Graham Road	Minor Collector
Graham Road (county)	Garden Homes Drive to UGA Boundary	Minor Collector
Hawthorne Avenue	Main Street to Garden Homes Drive	Major Collector
Hawthorne Avenue	Garden Homes Drive to Miner Street	City Arterial
Hawthorne Avenue	Miner Street to East City Limits	Proposed Major Collector
Hofstetter Street	Hawthorne Avenue to 3rd Avenue	City Arterial
Hofstetter Street	6th Avenue to 7th Avenue	Major Arterial
Louis Perras Road	Oakshot Road to 1st Avenue	Minor Collector
Main Street	5th Avenue to 6th Avenue	Major Collector
Main Street	6th Avenue to 11th Avenue	City Arterial
Miner Street	Birch Avenue to Garden Homes Drive	Major Collector
Oak Street	Dominion Avenue to 6th Avenue	Major Collector
Oakshot Road	West City Limits to Louis Perras Road	Minor Collector
Railroad Street/Truck Route	Hawthorne to 5th Avenue	Major Collector
Silke Road	Birch Avenue to 3rd Avenue	City Arterial
Washington Street	1st Avenue to US 395 (5th Avenue)	Major Collector
Washington Street	9th Avenue to Buena Vista Drive	City Arterial
Wynne Street	5th Avenue (Hwy 395) to 6th Avenue	City Arterial
Wynne Street	5th Avenue (Hwy 395) to Hawthorne Avenue	Major Collector

Source: City of Colville Staff, 2010

The major streets in Colville are classified as principal or city arterials and major or minor collectors. Pavement is generally in good condition on these roads; however, the public works department has expressed the need to prioritize funding for the existing "pavement preservation program." A goal should be included within this element that recommends that the city contribute to this program on a regular basis.

Arterials serve the highest volumes of traffic with fewer access points. They serve traffic going into, out of, and through the urban area as well as some intra-city traffic. Collectors serve internal circulation, connect to arterials, and provide land access. All other unclassified streets are local streets. Figure 5.1, a the end of this element, shows the system graphically, including proposed extensions or new roadways, as described in the Transportation Improvement Plan (TIP).

The speed limit within the city limits is 25 mph; except for school zones, which are 20 mph during hours of school activity. The truck route, which follows a portion of Railroad Street, is 35 mph. Highway 395 has speed limits upwards of 55 mph, starting at 35 mph just north of Buena Vista Drive.

The roadways in the central business district form a fairly continuous grid system. The grid roadway pattern is extended northwards into the hilly terrain at the base of Colville Mountain to service primarily residential neighborhoods. Most of these streets are local streets. Access is also provided to this residential section from the northwest along Buena Vista Drive, which connects with US 395.

Roadways fall under city jurisdiction except for the highways, which fall under state jurisdiction in accordance with RCW 47.24. The city is also responsible for maintaining the alleys that are located throughout the city. These alleys are used for alternate, and in some cases, primary access to structures on residential and commercial properties. Many areas use the alleys to place their solid waste containers for scheduled disposal service. Facilities for utilities are often located within the alleys and require ongoing access.

b) Regional Traffic

A significant amount of regional traffic travels along US 395 through Colville and the downtown business corridor. Colville is the retail, government, education, and medical center for northeast Washington's tri-county area, which includes Ferry County, Stevens County, and Pend Oreille County. Visitors and shoppers are attracted from as far away as Trail, British Columbia. As the population grows within Stevens County, more traffic can be expected along the US 395 corridor.

A new truck route has been constructed to redirect truck traffic around the city center, which opened in 2007. The truck route starts at the roundabout at Hawthorne Avenue and Main Street (US 395) on the south end of town; it heads west, then northwesterly along Railroad Street to reconnect with US 395 at a second roundabout (5^{th} Avenue). The truck route has been successful in redirecting traffic from the central business district. However, there have been requests to consider switching the on-street parking from parallel back to diagonal parking in this area, to encourage patronage of local merchants along Main Street.

The city participates in the Northeast Washington Regional Transportation Organization (NEW RTPO), which consists of representatives from agencies throughout the tri-county area,

including Ferry, Stevens, and Pend Oreille counties. The organization reviews local needs and project proposals to ensure regional collaboration in transportation planning.

c) Natural Traffic Barriers

Water, geology, and critical resource areas create natural barriers to the traffic circulation system requiring special consideration when planning for a community's future transportation needs. Outside of the downtown business corridor, Colville's topography is hilly with restrictions that include steep grades to the north and northeast and wetlands to the west.

d) Parking Facilities

The City of Colville provides designated on-street parking on most of its arterials and on collectors in the downtown business district. On-street parking is also provided along Hawthorne Avenue outside of the downtown corridor from Main Street to Miner Street. Diagonal parking is provided adjacent to government offices and public facilities along Oak Street, Astor Avenue, and 1st Avenue in the downtown area. It is being reconsidered for both sides of Main Street between Birch and 3rd Avenues. Currently, the on-street parking on Main Street is parallel. Local merchants have expressed a concern that patrons do not utilize the parallel parking as frequently as they would diagonal parking, which has potentially affected their revenues. On-street parking is permitted throughout the city in residential areas as well. There are restrictions in some areas, however, and the Colville Municipal Code needs to be consulted to ensure compliance with these restrictions.

Since our development standards do not require off-street parking be provided within the C-2 (Central Business) District, property owners contribute to a parking fund which provides public, off-street parking at a few locations: 1) On the east side of Wynne Street, on both sides of the Astor Avenue alignment; 2) the southwest corner of 1st Avenue and Wynne Street; 3) the northeast corner of 1st Avenue and Wynne Street; and 4) the southeast corner of 2nd Avenue and Oak Street.

2. Non-Motorized Transportation

Providing a comprehensive plan to accommodate pedestrian and bicycle traffic will benefit the community in a number of ways. It will relieve vehicle traffic congestion on the local roadways; increase safety for users of all modes of transportation; provide energy savings by using less fuel; reduce the discharge of pollutants into the environment from motorized vehicles; promote physical activity for improved health; and provide a recreational outlet for residents and visitors. Making sure our transportation facilities are accessible for all users and providing proper signage for enhanced visibility are important safety factors to be considered during development.

Colville ranks very high as a walkable community, according to an internet website called "Walkscore.com". Using the City Hall's address, a Walk Score of 97 out of 100 was given, with a Street Smart Walk Score of 93, both of which they classify as "Walkers Paradise". These scores indicate that, within the downtown core, daily errands would not require a car. They do not consider aesthetics or the condition of facilities. They consider the actual walking distance to a variety of amenities; the number of intersections within a certain area, and the length of the city blocks. The areas in which we ranked lower were the longer distances to parks, schools, restaurants, and grocery stores.

The score is based on the address entered; therefore, it will change when a new address is used. City Hall was used as an example for our main, downtown commercial district. An address near 7th Avenue and Hofstetter Street was entered, which is further out within the community, and it received a Walk Score of 62. This would indicate that possibly the city should consider the inclusion of neighborhood commercial districts close to residential zones. This would enhance accessibility to some amenities by modes other than motor vehicles.

This website lists the following criteria to determine whether or not a neighborhood is considered walkable. The city does not provide all of these items, but the list does provide points to consider during development projects that would accommodate users of non-motorized transportation:

- There is a discernable center, i.e., a shopping district, main street, or public space.
- The neighborhood is compact enough to accommodate local businesses and public transportation.
- Housing in the area accommodates mixed income, with businesses and residences located near each other.
- There are ample public places to gather and play.
- Buildings are situated close to street to cater to foot traffic. Parking is relegated to the rear of the buildings.
- Schools and workplaces are close to residential areas.
- Street designs accommodate bicyclists, pedestrians, transit use, and handicapped users by providing sidewalks, ramps, benches, and shade.
- Streets are built for the right speed using narrow lanes and traffic calming techniques.
- Pedestrian/bicycle use is more comfortable by using medians, crosswalk timers, bicycle lanes and storage, and shelters.

There have been recent discussions about the possibility of providing a non-motorized trail between Colville and Kettle Falls, in the proximity of the US 395 alignment. The trail would accommodate both pedestrian and bicycle traffic. This prospect has opened up inquiries about providing a more in-depth system for pedestrian and bicycle travel within the city limits that would tie this trail to other non-motorized routes.

As pedestrian and bicycle routes become interconnected with the city limits, intermittent trail heads or rest areas need to be established for the users of these trails systems, travelers, and local residents. The upkeep and maintenance of these parks would need to be handled by either a private, local service organization or the City Park Department. The city does have nine benches and one bicycle rack within the central business district. The remaining bike racks are located that the public swimming pool at Yep Kanum Park.

The proposed Pedestrian & Bicycle Plan was compiled in 2009 through public outreach to local citizens. The plan was reviewed by the Planning Commission and they recommended the plan be adopted by City Council as a part of this element. When the new plan is in place, construction of these facilities would be more attainable when specific funding opportunities arise. As new development occurs, the proposed facilities may be incorporated into the project design, as deemed appropriate during the review process. Figure 5.2 shows the Pedestrian & Bicycle Plan.

a) Pedestrian Facilities

When the term “pedestrian” is used, it usually evokes a vision of a person that is walking. This term also refers to individuals that use personal, alternative modes of transportation -- some

even motorized. These types of equipment are known as “electric personal assistive mobility devices” or EPAMDs, that are typically electric wheelchairs or scooters. They use pedestrian facilities such as sidewalks, hard-surfaced trails and travel at very low speeds. Participants during the compilation of the proposed Pedestrian and Bicycle Plan expressed concerns that these type of devices, pedestrians, and bicycles are often forced to use the traffic lanes during the winter due to lack of plowing on the sidewalks. The recommendation was to include goals and objectives that address year-round maintenance of sidewalks, trails, and bicycle lanes.

Pedestrian facilities in Colville consist of sidewalks on most streets in the downtown business area and on some streets in the remainder of the community. Table 5.2 shows an inventory of sidewalks along arterial and collector streets. The list was accumulated through a walking inventory performed in 2008 by city staff and the engineering department’s documentation.

Table 5.2: Sidewalk Inventory – Arterial & Collector Streets

Street	Location	Side of Street
Main Street	Approx. 600ft S/of Juniper to Hawthorne Avenue	East
	Hawthorne Avenue to 5th Avenue	West/Partial
5th Avenue	Main Street to Lincoln Street	Both/Partial
US 395	Lincoln Street to 7th Avenue	Both/Partial
	7th Avenue to Buena Vista Drive (end of sidewalks)	North/Partial
SR 20 (3rd Avenue)	Main Street to Cedar Street	South
	Cedar Street to Madison Street	South
	Madison Street to the High School	South North/Partial
1st Avenue	Railroad Street to Oak Street	Both
	Oak Street to Elm Street	Both/Partial
	Elm Street to Hofstetter Street	Both
	Hofstetter Street to Alder Street	Both/Partial
3rd Avenue	Lincoln Street to Washington Street	North
	Wynne Street to Main Street	Both
6th Avenue	Main Street to Walnut Street	Both
	Walnut Street to Hofstetter	South
7th Avenue	Hofstetter Street to Madison Street	South
8th Avenue	US 395 to Lincoln Street	North
	Lincoln Street to Main Street	South/Partial
Birch Avenue	Main Street to Jefferson Street	Both
	Jefferson Street to Summit Street	South
Hawthorne Avenue	Main Street to Crestview Street	Both/Partial
Hawthorne Avenue	Miner Street E/approx 525ft	North
Hofstetter Street	Hawthorne Avenue to Birch Avenue	Both
	Birch Avenue to SR 20	Both/Partial
Madison Street	SR20 to 7th Avenue	West
Main Street	5th Avenue to 6th Avenue	Both
	6th Avenue N/approx 175ft	West
	7th Avenue to 8th Avenue	East
Miner Street	Hawthorne Avenue N/approx 250ft	East
Oak Street	Dominion Avenue to Birch Avenue	Both
	Birch Avenue to 6th Avenue	Both
Silke Road	Birch Avenue to SR 20	Both/Partial

Source: City of Colville Staff; 2008, 2010
“Partial” indicates that sections of sidewalk are not present.

As adopted per Ordinance No. 1298 N.S. and amended by 1343 N.S., sidewalks are required within the C-2 District, along the school walk route, and on arterial and collector streets, as shown on the Sidewalk Plan adopted in 2004. In order to provide connectivity and a comprehensive non-motorized network, there are sections of sidewalk throughout the community that need repair, replacement, or new construction. Any sidewalk projects would require compliance with standards established by the Washington Department of Transportation (WSDOT), which includes proper accessibility per the Americans with Disability Act (ADA).

A network of pedestrian facilities exists along most of the major arterials and collectors in Colville. The designated school walk route provides accessibility for school-age children to travel to school. These same routes are regularly used by the general public, due to their connectivity throughout the community. There is a single, marked pedestrian lane, which is on the east side of the Silke Road from Birch Avenue north to the beginning of the sidewalk in front of the old armory site. A temporary solution to providing additional pedestrian facilities may be to incorporate more marked pedestrian lanes, as deemed appropriate, until permanent facilities could be constructed.

In recent years, pedestrian safety has increased with the completion of a couple of projects. Main Street, Wynne Street, and Oak Street were recently revitalized with the Colville 2000 project; providing bulb-outs, center islands, new landscaping, and marked pedestrian crossings. The new truck route, which was completed in 2007, has alleviated some of the truck and other traffic through the city center.

During the development of the Pedestrian & Bicycle Plan, it was recommended that other safety elements be utilized at pedestrian crossings in high-traffic areas. Suggestions included using manually activated electronic signals or hand-held flags at these crossings to make pedestrians more visible to oncoming traffic.

Rotary Trail is a private pedestrian path that was established for the benefit of the public; it was constructed and is maintained by the local Rotary Club. It connects Hawthorne Avenue with SR 20, heading north along Evergreen Way through the residential development of Pheasant Ridge Estates. It has paths that branch off, creating a loop that meanders through the golf course and adjoining rural residential area; reconnecting with the Evergreen Way alignment on the east side of the high school.

b) Bicycle Facilities

Designated bicycle lanes are currently provided along 6th Avenue from Main Street to Hofstetter Street, then along Hofstetter Street to 7th Avenue, then east along 7th Avenue to Madison Street. (The bicycle lane actually continues past Madison Street, into the county's jurisdiction.) This bicycle route provides access to Hofstetter Elementary School on the corner of Hofstetter Street and 7th Avenue, and continues eastward to Colville High School, which is on State Route 20, just east of the airport.

US 395 and SR 20 are part of a designated, cross-state scenic bike route called the "Golden Tiger Bike Path." Within the city limits there are intermittent markings for bike lanes on both sides of these highways. The lanes are varying widths, sometimes becoming narrower than typical bike lanes, and are not clearly identified as bike lanes. The existing facilities are utilized to some degree; however, it has been brought to the city's attention that they are not always kept clear for safe travel. A program to enable the city to regularly maintain these routes should be considered.

Another factor of providing a "complete" bicycle system would be to support the installation of parking facilities such as bicycle racks and covered shelters. Locating secure bicycle facilities close to shopping, services, employment, and recreational centers would encourage the regular use of this type of transportation for local residents.

3. Public Transportation

The City of Colville and Stevens County has limited public transportation available to its residents. Rural Resources has developed a bus program that provides free, countywide dial-a-ride service for seniors, the disabled, and low-income households in the area. They provide limited fixed-route services for the general public between Chewelah and Kettle Falls, charging a minimal fare. Depending upon available funding for the program, this service is sometimes is only offered Monday through Thursday. This requires that users of the service to find alternative means of transportation during the off days. They offer shopping trips every two weeks into Colville, Chewelah, and Kettle Falls for residents that live in outlying areas.

Even though the need for a public transit system has been expressed by some of the local citizens, there has not been adequate funding to provide such a service. A feasibility study to establish a regional public transit system is currently being conducted by the NEW RTPO.

The new regional bus line, the Gold Line, is for connectivity to major transportation hubs in Spokane and to provide access to some medical and shopping needs. It is not intended to be used for daily commuting for employment. This service provides connectivity to Greyhound bus service, Spokane's Transit Authority, Spokane International Airport, and the many services and shopping opportunities offered by the Spokane community.

Regional transportation providers have recently expressed the desire to meet regularly to discuss issues; promote public awareness of available services; and possibly provide connectivity amongst the services.

4. Rail Transportation

Rail transportation to Colville is limited to the transport of goods. The Burlington Northern Santa Fe (BNSF) Railroad maintains a line from Spokane that heads north, generally following US 395. The railway becomes the Kettle Falls International Railway from Chewelah north, crossing into Canada. At the juncture of Kettle Falls, where the line splits, one route follows the Columbia River north through Marcus and up to the Canadian border at Boundary. The other route crosses the Columbia River then continues north to the Canadian border at Laurier.

The railroad runs through the west side of Colville. It enters the city from the south, parallel to US 395, and is approximately one-half mile to the west. Within the city, the tracks skirt the western edge of Colville, following the truck route and US 395.

Railroad crossings in Colville are limited. There are only two public track crossings; the first is located at 1st Avenue, just north of the Wastewater Treatment Facility. The Canning Road crossing provides access to an industrial park. This crossing includes a traffic signal on the highway tied into an automatic gate signal at the railroad tracks. There is another crossing located at 5th Avenue, that is a private access road into the lumber mill.

The nearest railroad yard is located in Kettle Falls. In Colville, one spur currently serves the lumber mill. There are no spurs planned for the industrial park at this time.

5. Water Transportation

The City of Colville does not have any water transportation.

6. Air Transportation

The City of Colville presently operates the Colville Municipal Airport located on the east side of the city south of SR 20. This is a year-round, general aviation airport - no commercial service is available. The nearest commercial service is in Spokane. The airport plays a critical role in the economic vitality of the rural community of Colville. The airport management recently reported that the facility has approximately 5000 operations per year, which would average 13.7 operations per day (landings and takeoffs).

The airport site is bounded on the east by Colville High School; to the south by undeveloped land, a public golf course, residential properties, and a fairly steep bluff; to the west by a State Department of Natural Resources fire cache and operations center and a city softball complex; and to the north by SR 20 and a mixture of agricultural, commercial, and residential land uses.

Facilities at the airport include a 45-foot wide, 2,695-foot long runway with a 25-foot paved section and a 15-foot wide parallel taxiway. The primary parking apron on the east side of the facility is 95 X 600 feet. There are two additional aprons on the west side at 40 X 148 feet and 80 X 80 feet. There is an 8,000-gallon automatic card-lock fueling facility, which allows 24-hour access for pilots. There are numerous privately-owned structures on the property and one publicly-owned structure, which is the operations facility.

There has been a considerable amount of discussion about the possibility of expanding the existing airport; however, at this time it only seems feasible to relocate and construct a new airport facility capable of serving air transportation needs on a regional basis. The current airport does not meet some of the FAA standards for A-1 or B-1 (small) categories of aircraft. Agencies such as the U.S. Forest Service fire fighting program, and the regional U.S. Custom and Border Protection have expressed concerns over their inability to utilize the existing airport due to its substandard design. Tri-County Economic Development District supports a regional airport to accommodate air freight and business-class flights. The state transportation plan and some of the business community have expressed the desire and need to accommodate commercial and commuter flights; however, very significant public response indicates many in the community seek to retain the current airport without such expansion. Various options are being evaluated to determine the feasibility of such a project.

7. Electric and Hybrid Vehicles

A new era of electric and hybrid vehicles has emerged that may require consideration of providing facilities to accommodate their recharging needs. An area resident who owns such a vehicle provided some insight on what the current needs are and what is to be expected in the near future.

There are two types of vehicles available; a pure electric vehicle (EV) or plug-in hybrid vehicle (PHEV). Both of these utilize electrical charges stored in batteries in the vehicle; however, the hybrid also uses gasoline for supplemental power. The vehicles may be plugged into either a 110-volt outlet or 220-volt outlet for recharging. The higher the level of voltage available, the less time it takes to recharge their on-board battery. While these vehicles may recharge while they are parked at home, the operating range of each charge is limited. This creates a need for

access to strategically placed public recharging stations to enable them to travel longer distances. *(Electrification Roadmap, Electrification Coalition, November 2009).*

Colville does not have any public recharging stations. At this time, a couple of local businesses allow EV/PHEV users to plug into their electrical outlets; however, this is voluntary. Through public input and discussion, the Planning Commission has suggested that the city consider the installation of electric recharging stations within public parking areas.

D. Level of Service (LOS) Standards

As part of the Growth Management Act planning effort, level of service (LOS) standards must be established for evaluating the performance of existing transportation systems and planning future transportation facilities that meet future needs. In accordance with the concurrency requirement, no development order or permit may be issued if it results in a reduction of LOS below adopted standards.

Transportation engineers have established various methods for evaluating the ability of a transportation facility to carry traffic. Six categories of LOS have been established to describe the operations of a roadway facility, whether it is a freeway, rural highway, signalized intersection, non-signalized intersection, or other roadway facility. The LOS categories consider factors such as capacity, travel speed, delay, frequency of interruptions in traffic flow, relative freedom for traffic maneuvers, driving comfort and convenience, and operating cost. They do not directly assess roadway condition, but condition of the roadway is an important consideration for drivers using a road.

The six categories typically used, and used in this plan, range from LOS A to F. A roadway facility operating at LOS A has free-flowing traffic with minimal delays at intersections. A facility operating at LOS F is totally saturated with traffic, delays are long, and movement is very difficult. The levels in between reflect intermediate levels of traffic interruption, delay, and traffic demand as compared with the capacity of the facility.

The State Highway System Plan requires a LOS of “D” for all highways within communities of populations less than 200,000. This includes all side streets where they intersect with the highway.

The Growth Management Act requires that LOS standards be regionally coordinated. For Colville, coordination occurs with WSDOT and Stevens County. For non-highway roadways and intersections within Colville, a LOS standard of E has been adopted. Average delays for vehicles would be less than 60 seconds for signalized intersections and 45 seconds for non-signalized intersections.

The methodologies for evaluating levels of service for traffic patterns and circulation are most often used at signalized and non-signalized intersections. The amount of time spent waiting at the intersections is the factor used to determine the level of service. The data contained in the following Tables 5.3 and 5.4 were taken from the Highway Capacity Manual, Transportation Research Board, 1994 Edition.

Table 5.3: Level of Service Description -- Signalized Intersections	
Level of Service	**Description**
A	Operations with very low delay - less than 5 seconds per vehicle; occurs when most vehicles arrive during green phase, with most vehicles not stopping at all; short cycle lengths may contribute to low delay.
B	Operations with delay from 5.1 to 15 seconds per vehicle; occurs with good progression and/or short cycle lengths; more vehicles stop than with level of service (LOS) A.
C	Operations with delay from 15.1 to 25 seconds per vehicle; occurs with fair progression and/or longer cycle lengths; individual cycle failures may begin to appear at this level; the number of vehicles stopping is significant at this level, although many vehicles still pass through the intersection without stopping.
D	Operations with delay from 25.1 to 40 seconds per vehicle; at this LOS, the influence of congestion becomes more noticeable; longer delays result from a combination of unfavorable progression, long cycle lengths, or high volume/capacity (v/c) ratios; many vehicles stop, and the proportion of vehicles not stopping declines; individual cycle failures are noticeable.
E	Operations with a delay of 40.1 to 60 seconds per vehicle; upper limit reflects capacity of intersection; high delay indicates poor progression, long cycle lengths, and high v/c ratios; individual cycle failures are frequent.
F	Operations with delay in excess of 60 seconds per vehicle; condition occurs from oversaturation, when arrival flow rates exceed capacity of the intersection; may also occur with high v/c ratios less than 1.0 with many individual cycle failures; poor progression and long cycle lengths may also contribute to high delay.

Source: 1994 Highway Capacity Manual, p. 9-6 and 9-7 for Signalized Intersections.

Table 5.4: Level of Service Description -- Non-signalized Intersections	
Level of Service	**Description**
A	Operations with less than 5 seconds of delay per vehicle
B	Operations with between 5 and 10 seconds of delay per vehicle
C	Operations with between 10 and 20 seconds of delay per vehicle
D	Operations with between 20 and 30 seconds of delay per vehicle
E	Operations with between 30 and 45 seconds of delay per vehicle
F	Operations with more than 45 seconds of delay per vehicle

Source: 1994 Highway Capacity Manual, p. 10-12 for Non-signalized Intersections.

These LOS standards focus on a roadway's capacity to carry vehicles. Problems can arise when a facility may have adequate capacity to address the needs of adjacent development, but

the roadway components themselves may be inappropriate for the type and level of development along the roadway. An example of this conflict would be a local residential street which carries high volumes of traffic traveling through to other nearby development. Another example would be roads with poor surface conditions (potholes, etc.) where capacity might be adequate, but the condition of the facility might not meet the needs of adjacent development.

Table 5.5 shows the relationship between LOS standards and the Average Daily Traffic Volume (ADT), which is used to determine the need for upgrades or expansion when growth occurs.

Table 5.5
Relationship between
LOS Standard & Average Daily Traffic Volume

Average weekday traffic on two-lane streets without turn lanes at the intersections		**Average weekday traffic on two-lane streets with turn lanes at the intersections**	
LOS Standard	**Average Daily Traffic Volume**	**LOS Standard**	**Average Daily Traffic Volume**
A	0 – 4,000	A	0 – 9,000
B	4,001 – 8,000	B	9,001 – 13,000
C	7,001 – 9,000	C	13,001 – 14,000
D	9,001 – 11,000	D	14,001 – 15,000
E	11,0001 – 13,000	E	15,001 – 16,000
F	13,001 and above	F	16,001 and above

Source: Airway Heights Transportation Element, 2006 Comprehensive Plan (referencing WSDOT data)

Where an unacceptable LOS occurs, a range of improvements may be considered, including such measures as channelization, lane use controls, sight distance improvements, or all-way stop control. The construction of adjacent parallel streets can also alter the distribution of traffic to reduce minor street LOS problems.

If LOS at any intersection drops below adopted LOS standards, a signal warrant analysis should be performed to address the need for signalization. Minimum volume warrants for signal installation are specified in the *Manual on Uniform Traffic Control Devices (MUTCD)*, Federal Highway Administration, 2009 Edition.

Transportation demand management methods can also reduce the impacts of development and help maintain LOS standards. Techniques that have been successful in alleviating some traffic congestion include carpooling for longer distance trips and improving bicycle and pedestrian facilities for shorter trips.

These options should be considered first, before roadway widening, to provide additional capacity for current or projected travel demand, because the widening improvements often have the most impacts to the adjacent lands and cost the most.

If demand for additional capacity cannot be met using any of the methods described above, the City has two options: 1) it can stop additional development which calls for more capacity, or 2) it can lower its LOS standards.

E. Current Levels of Service

As part of the planning process, the current operating conditions for the transportation system were evaluated to identify deficiencies. This evaluation focused primarily on street system operating conditions since the automobile is the dominant mode of transportation in Colville. In the City of Colville, the highways and the truck route carry the highest traffic volumes. The Average Daily Traffic Volumes (ADTs) are measured by WSDOT annually for Main Street (US 395) and 3rd Avenue (SR 20) only.

Table 5.6 compares traffic pattern changes. The ADTs for 1994 and 2007 are shown with the corresponding percentage of increase/decrease. In late 2007, the truck route was opened to redirect traffic off of Main Street. The ADTs for 2008 reflect the decrease of through traffic in the city's central business district.

Table 5.6
Comparison of Daily Traffic Volumes

Location	1994 Volume	2007 Volume	Percent Change	2008 Volume	Percent Change
Population	4,440	5,020	13%	5040	.007%
US 395 / Main Street					
South of SR 20	11,060	11,000	<.005%>	7,100	<35%>
SR 20 to 8th Ave	11,640	12,000	3%	8,400	<30%>
8th Avenue to Williams Lake Rd	10,350	14,000	35%	11,950	<15%>
North of Williams Lake Road	6,480	8,600	33%	7,900	<8%>
State Route 20 / 3rd Avenue					
Main St to Oak Street	5,500	5,400	<2%>	5,200	<4%>
Oak Street to Aladdin Road	4,770	5,500	13%	5,100	<7%>
East of Aladdin Road	2,750	4,200	53%	4,000	<5%>

1994 Data from 1996 Comprehensive Plan/2007 & 2008 Data WSDOT Trips System Annual Traffic Reports

The traffic volumes along Main Street/US 395 are a combination of vehicles traveling through the city and locally generated trips. In 2005, the ADT ranged from 10,000 just south of SR 20 to 13,000 near 8th Avenue. From 8th Avenue to Williams Lake Road the ADT dropped to 11,000. Traffic volumes measured in 2006 and 2007 increased by 1000 ADT at the locations by SR 20 and 8th Avenue, and remained the same from 8th Avenue up to Williams Lake Road.

In 2005, ADT volumes on 3rd Avenue/SR 20 ranged from about 5,400 near the intersection of Oak Street to 5,300 at Aladdin Road; then the count drops to 4,100 east of Aladdin Road. Traffic volumes measured in 2006 and 2007 remained fairly consistent with a difference of 100 less vehicles in 2006 at Oak Street, and 100 more vehicles counted in 2007 from Oak Street eastward.

Based on the criteria provided on Table 5.5 in the previous section, in 2007 the LOS for both Main Street and 3rd Avenue ranked at "B". In 2008, the ADT for Main Street averaged 8,837, with a LOS of "A". The 22% decrease of traffic on Main Street is mostly attributable to the construction of the new truck route. The traffic also decreased along 3rd Avenue; approximately 5%. With an average ADT of 4767, 3rd Avenue now ranks at a LOS of "A" also.

1. Peak Hour Traffic Patterns

In June 2008, a traffic study was conducted by Welch Comer & Associates. Based on their data, Table 5.7 shows the peak hour traffic volumes carry from 8 to 13 percent of the Average Daily Traffic Volume, for the sections of roadways described. Table 5.8 provides a breakdown from a *Vehicle Volume Summary,* prepared by Washington Department of Transportation (WSDOT) in June 2008. The summary covers peak hours for the intersection of Main Street (US 395) and 3rd Avenue (SR 20). The evening peak volumes (between 2:00 p.m. and 6:00 p.m.) were taken on Tuesday, June 3, 2008, and the morning peak volumes (between 6:00 a.m. and 10:00 a.m.) were taken Wednesday, June 4, 2008. The numbers reflect the culmination of traffic as vehicles approach each of the four borders of the intersection, including the various turning movements, based on the direction of traffic flow.

Table 5.7
Average Daily Traffic (ADT) -- Peak Volumes

Street	Location	ADT	AM Peak	Percent of ADT	PM Peak	Percent of ADT
Dominion Avenue	Oak St to Main St	1,950	169	9	198	10
Oak Street	2nd Ave to 3rd Ave	3,195	279	9	344	11
Wynne Street	2nd Ave to 3rd Ave	3,920	333	8	430	11
3rd Avenue	Washington to Lincoln	755	82	11	96	13
Railroad Street (Truck Route)	3rd Ave to 5th Ave	10,310	814	8	932	9
1st Avenue	Washington to Lincoln	2,225	219	10	257	12

Source: Welch Comer & Associates, June 2008 Traffic Study

Table 5.8
Peak Hours -- Vehicle Volume Summary

Criteria	Main Street / US 395				3rd Avenue / SR 20			
PM Peak Hours	North (3362)		South (2827)		East (1885)		West (520)	
Tues. 6/3/08	NB	SB	NB	SB	EB	WB	EB	WB
Time Frame: 2:00 – 6:00 p.m.	1993	1369	1701	1126	980	805	322	198
Highest evening peak volume was between 4:15 – 5:15 p.m.								
AM Peak Hours	North (1946)		South (1652)		East (1161)		West (283)	
Wed. 6/4/08	NB	SB	NB	SB	EB	WB	EB	WB
Time Frame: 6:00 – 10:00 a.m.	1107	839	890	762	509	652	140	143
Highest morning peak volume was between 9:00 – 10:00 a.m.								

Source: Washington Dept. of Transportation, June 2008
NB=Northbound, SB=Southbound, EB=Eastbound, WB=Westbound

2. Truck Traffic

Trucks are a major component of the highway traffic through Colville; it continues to be the primary mode of freight mobility within the region. Based on data from the *U.S. 395 Corridor Study - Spokane to Canada*, truck percentages in 1995 were about 13 percent on US 395 just south of Colville and 9 percent on SR 20 two miles east of Colville. Within Colville itself, truck

percentages are estimated to range between 10 and 15 percent on US 395 and 7 to 10 percent on SR 20.

The *Vehicle Volume Summary* developed in 2008, showed that the Main Street truck traffic was just below 6% during morning peak hours and just above 2.5% in the evening peak hours. The truck volumes for 3rd Avenue were approximately 11% in the mornings and between 5 to 6% in the evenings. This new study was performed to gauge the change in the amount of truck volume along Main Street since the construction of the truck route. It reflects a decrease of truck traffic through the central corridor, as anticipated. There has been as much as 7.5% less truck traffic along Main Street during peak hours and up to 4% during the evening peak times along 3rd Avenue. The morning peak hours were 1% higher than the previous study along 3rd Avenue.

3. Accident Analysis

Data obtained from WSDOT for accidents within the Colville city limits was examined for 2006, 2007, and 2008 (Table 5.9). There were 166 accidents reported during 2006 and 2007, involving 318 vehicles. About 19% percent of the accidents involved injuries, with one fatality in 2006. The remaining 80 percent were property damage only. There were 89 accidents reported for 2008 involving 176 vehicles, with no fatalities and 27 injuries.

The accident report showed seven intersections within the city that had five or more accidents during the three-year period. All of these intersections have some type of traffic control, using either a traffic signal or stop signs. The report also reflected an accident at every intersection along Main Street (US 395) from Dominion Avenue to 6th Avenue, ranging from one accident to six accidents. The opening of the new truck route in late 2007 has reduced the amount of traffic traveling through the city center, thereby reducing the potential for accidents.

Table 5.9
Vehicle Accidents Reported in 2006 - 2008

	2006	2007	2008*
Number of Incidents	88	78	89
Total Vehicles	172	145	176
Number of Injuries	22	9	27
Number of Fatalities	1	0	0
Property Damage Only	65	69	62

Source: WSDOT Collision report dated 1/13/09
** 2008 Reflects numbers after construction of the truck route*

Table 5.10
Intersections with High Incidents: Before & After Construction of Truck Route

Intersection	2006	2007	2008*	Control Type
Canning Drive & US 395	5	5	3	Traffic Signal
Wynne Street & 5th Avenue (US 395)	6	3	4	Traffic Signal
Oak Street & 3rd Avenue (SR 20)	3	6	1	Stop Sign
Oak Street & 1st Avenue	4	1	1	Stop Sign
Main Street (US 395) & 1st Avenue	5	1	0	Traffic Signal
Main Street (US 395) & Astor Avenue	0	5	1	Stop Sign
Oak Street & Astor Avenue	4	1	0	Stop Sign

Source: WSDOT Collision Reports dated 1/13/09
** 2008 Reflects numbers after construction of the truck route*

As outlined on Table 5.10, the report for 2008 did not show a significant drop in the number of accidents overall; however, it does reflect a significant reduction of accidents along Main Street (US 395). Oak Street, just east of Main Street, was included in the table since it is a main north/south corridor for Colville's downtown business district. The table indicates that the construction of the truck route was also beneficial to Oak Street congestion through a reduction of accidents.

F. Future Transportation Conditions

The original evaluation of future transportation conditions for the City of Colville was based on projected traffic volumes. These volumes were based on the land use projections and projected population growth. Under the Growth Management Act, most future growth will be directed to urban areas where infrastructure is already available to accommodate it. Since Colville is the employment center for the region, the influx of commuters from outlying areas has an impact on our transportation system.

With the limited traffic data available, the travel forecasting methodology was based solely on the projected growth for the City of Colville. In the *U.S. 395 Corridor Study - Spokane to Canada* prepared by WSDOT and finalized in July 1995, traffic volumes on the highways near Colville were projected to grow about 60 percent on both US 395 and SR 20 between 1995 and 2015. Based on the annual traffic report done by WSDOT for 2007, the actual growth has been considerably lower than anticipated. See Table 5.6 for comparisons of traffic volume.

The data acquired from WSDOT's 2007 report indicated that the highest increases were towards the outer edges of the city. The section between 8th Avenue and Williams Lake Road had increased 35% on US 395 from 1994. This would correlate with the expansion of Wal-Mart at 8th Avenue in 2002 and the construction of a new commercial park between Buena Vista Drive and Canning Drive in the late 90s and early 2000s. It appears that the highest increase, 53%, was actually east of Aladdin Road on SR 20, which occurred in relation to the construction of the new high school in this area. The area north of Williams Lake Road came in high at 33%, also reflecting probable commuter traffic.

In 2008, WSDOT's report showed a decrease in traffic volume along both Main Street and 3rd Avenue. The decrease on Main Street, due to the traffic being redirected onto the truck route, averaged 22%. (The 2008 traffic volume for the truck route registered an ADT of 10,300). The 5.3% decrease of traffic along 3rd Avenue could not be attributed to any specific action.

Since the construction of the truck route in 2008, no new issues have been identified regarding management of traffic volume. Due to the slow population growth in recent years, the major roadways are expected to be able to accommodate traffic volumes at adopted levels of service into the foreseeable future. Specific needs will be addressed through the annual review of the six-year Transportation Improvement Plan (TIP).

G. Transportation Improvement Plan (TIP)

The potential for expansion into the designated UGA exists and would necessitate providing a connecting street network. The commercial and industrial uses are primarily in the central business district, in the west side of the community, and continuing northerly along US 395 up to Williams Lake Road. The general commercial uses along Main Street/US 395 extend to the

south end of the city. The residential areas are primarily in the central to eastern sections of the city, bordering the airport and golf course.

Proposed transportation improvement options are reflected on Figure 5.1. The following list includes all potential system improvements to be considered.

- Improve 3rd Avenue (extension of SR 20), crossing the truck route and railroad tracks up to the lumber mill.
- Upgrade Washington Street between Buena Vista Road and 8th Avenue.
- Extend Evergreen Way between Hawthorne Avenue and SR 20 (east of the airport.)
- Extend Mountain View eastward to connect with Cedar Loop.
- Connect Garden Homes Drive with Cedar Loop Road (in the UGA).
- Extend Hawthorne Avenue east/northeasterly to SR 20 above the reservoir sites.
- Provide for increasing lanes/widening of US 395 within the northern commercial district.

In determining which roadway improvements should be recommended, several factors were considered. One of the key factors was maintaining a grid pattern system of development where terrain and other geographical factors allow it. Frequency of minor arterial and collector streets was also considered. If there are not enough roads which are designed to be arterials or collectors, drivers will naturally choose certain local streets and use them as arterials or collectors anyway. Connectivity was another factor considered. Arterial and collector streets need to connect different land uses and neighborhoods together. Good connectivity allows people options for the routes and modes of travel that they choose.

Construction costs for roadway improvement would be based on the approximate length and roadway design standard for its classification. These costs could include right-of-way acquisition, subsurface exploration, underground utility design or installation, engineering, construction management fees, materials, labor, and contingency fees of about 40 percent.

Efforts to preserve existing right-of-way within each corridor are an important part of controlling costs. Permitting development that could potentially block the roadway before it is completed can add to the cost. Potential alignments should be designated in order to protect the corridor and provide logical right-of-way acquisition during future development.

H. Implementation

Implementation of the transportation plan will occur by: adopting policies, programs, and ordinances; securing financing for improvements; obtaining permits and environmental clearances; and designing and building transportation projects. Through this process, the transportation improvement program serves as a guiding framework for capital expenditures during each six-year period.

The GMA formalizes the relationships between the adopted land use plan, the transportation plan, environmental compatibility, and financial feasibility. This section reviews various implementation considerations and their conformance with the provisions of the GMA.

1. Improvement Priorities

In developing the Colville transportation plan, two planning horizons were selected. The long-range plan considers transportation needs at full build-out of the Comprehensive Plan through

the year 2030. The short-term plan considers needs over a six-year horizon, corresponding to the period covered by the annual Capital Facilities Plan update.

Long-range versus short-range transportation improvement priorities will shift as funding becomes available. Project priorities will also shift depending on the level of growth in Colville and along US 395 and SR 20. Additional future funding will depend on receipt of grants and/or an increase in revenues.

2. Comprehensive Plan Consistency

The GMA requires that the transportation plan be consistent with other elements of the Comprehensive Plan, including the Land Use and Capital Facilities Elements. The Transportation Element must be capable of supporting the land use plan at a specified level of service. The planning process must demonstrate that capital facilities can be financed with projected revenues. Otherwise, the land use plan or the LOS standards must be adjusted to be internally consistent.

The LOS analysis for future conditions demonstrates that the future cumulative development can be accommodated with the proposed program of transportation infrastructure improvements. Financing these future improvements will depend on continued state support for improvements to US 395 and SR 20 and on new developments contributing to transportation projects within Colville.

3. Concurrency Management and Development Review

Concurrency refers to the on-going process of coordinating infrastructure needs with community development. This concept was formalized in the GMA to ensure that adequate public facilities are provided in concert with population and employment growth. For transportation facilities, the GMA requirement is fulfilled if roadway LOS standards are met concurrent with the additional travel demand generated by each succeeding development action.

Concurrency determinations for the roadway network are closely linked with development review decisions. Currently, the City performs this function under its SEPA authority. Projects that produce adverse traffic impacts are required to fund or implement mitigation measures that reduce the impact below a level of significance. Impacts and mitigation measures for large projects are typically studied in a traffic impact analysis prepared during the SEPA review.

The concurrency requirement will revise this process by formalizing the adoption of LOS standards and guidelines for the preparation of traffic impact studies and by providing for tracking or monitoring of actual transportation capacity.

In the development review process, there may be instances when a transportation improvement is required to mitigate a project-related impact in advance of its programming through the TIP. Concurrency will require that the spot improvement be completed as a permit condition or the project can be denied. If the required improvement is consistent with the transportation plan, it may be possible to credit the investment in the spot improvement against the amount to be collected in impact fees, or as a credit to the City's share of a grant-funded project.

Monitoring concurrency can be accomplished by tracking traffic counts along US 395 and SR 20 and reviewing actual population and employment growth on a periodic basis. This periodic tracking of the traffic and actual growth rates can provide the City of Colville, Stevens County,

and WSDOT with good information for keeping the transportation improvement program updated.

4. Intergovernmental Coordination

Implementation actions for transportation projects often involve several agencies, each with different responsibilities and controls. A major focus of the GMA is to establish coordination among the responsible agencies and to increase the effectiveness of intergovernmental planning efforts.

It will be important for the City of Colville to coordinate future transportation projects and planning efforts with both Stevens County and WSDOT. This coordination is very important for transportation improvements for the sections of US 395 and SR 20 in and near the city. State highway improvements in the Colville area, such as the addition of bike lanes and sidewalks, are more likely to be funded if there is broad community and inter-agency support. Likewise, Stevens County and WSDOT need to be kept informed of new development proposals in Colville that may impact the highway or county roads.

The Transportation Element will require revisions during the next 20 years because of changes in growth rates and growth patterns. Revisions may also be required because of changes in goals and policies of Colville and the region. The transportation planning process is a dynamic one, and changes in the assumptions that have been made in this study will also lead to the need for plan revisions.

The transportation plan should be reviewed on a periodic basis. The schedule for reviews should be dictated by GMA planning and funding mandates. For instance, the six-year Transportation Improvement Program (TIP) must be updated every year. The six-year TIP is dependent on annual revenues and expenditures for improvement projects in Colville and any grant moneys received for specific projects. Traffic volumes should be monitored at key intersections along the highway. In this way, individual intersection improvements can be programmed in the six-year TIP even in advance of major transportation improvements.

I. Goals & Objectives

Colville's transportation goals and objectives were developed to support and guide implementation of the City of Colville's transportation system, consistent with Colville's vision and existing and projected needs. They will enable Colville to provide a safe and convenient transportation system that meets the demand for travel in Colville, that is coordinated and consistent with regional and comprehensive plans, and that optimizes economic and fiscal resources in a timely and efficient manner.

Goal 1: Provide safe access and travel for all users, including motorists, transit vehicles and riders, bicyclists, and pedestrians.

a. Continue to improve and enhance safety and circulation on the local street system.
b. Adopt standards for street improvements, connectivity, spacing, and access management.
c. Promote the use of alternative modes of transportation (walking, bicycling, and transit) through improved access, safety, and service, including year-round maintenance of pedestrian and bicycle facilities.

d. Adhere to regulations that provide accessibility and improved visibility for all users of the non-motorized transportation system.
e. Establish and regularly contribute to a fund for a pavement preservation program to regularly maintain the roadway surfaces within the city.
f. To improve and maintain the condition of the overall transportation system as expeditiously as possible, that includes year-round access to pedestrian and bicycle facilities.

Goal 2: Provide connectivity between neighborhoods and activity centers.

a. Coordinate with local, regional, and state agencies to plan for public transit service.
b. Encourage the continued use of an efficient grid transportation system.
c. Implement the Pedestrian & Bicycle Plan, as a guide for future development.

Goal 3: Protect and enhance the Colville airport.

a. Adopt policies and ordinances to ensure the continued operational viability of the City airport. Discourage incompatible development adjacent to the airport by giving priority to large open space lands, resource lands, and recreation areas within Airport Accident Safety (Compatible Use) Zones.

Goal 4: Preserve the existing character of Colville.

a. Promote alternative modes of transportation through community awareness and education.
b. Require traffic impact studies for new development or redevelopment projects that will require more than 10 off-street parking spaces.

Goal 5: Ensure that future growth is able to be supported by the city.

a. Develop a concurrency management system and secure adequate financing for transportation to ensure that a consistent level of transportation service is provided.
b. Incorporate the transportation system improvements identified in the transportation element into the Colville capital facilities plan.

Goal 6: Develop policies consistent countywide transportation policies, statewide and regional transportation plans, and the Growth Management Act.

a. Coordinate the planning, design, and construction of transportation system improvements with other jurisdictions, as appropriate.
b. Investigate the feasibility of installing electrical recharging stations for Electric Vehicles (EVs) and Plug-in Hybrid Electric Vehicles (PHEVs) within public parking facilities.
c. Coordinate all development proposals to ensure consistency with the community's vision, the Washington State Transportation Plan, and other regional plans.
d. Coordinate the Transportation Element with the Land Use Element of Colville's Comprehensive Plan and with the transportation plans and Land Use Elements of adjacent jurisdictions.

Chapter 6

PARK & RECREATION ELEMENT

A. Introduction and Background

The City maintains seven parks which cover approximately 40 acres, and an additional three acres of open space. The City coordinates a large variety of recreational programs. The City's parks and recreation programs provide recreational opportunities for a service area population that includes residents within the city and the surrounding area. All financial support for the maintenance, operation, and improvements to the city's parks and for administration and operation of the recreation programs is from the City General Fund. This fund includes revenue received from fees for park and recreation facilities and programs, which helps to support a portion of the operating costs. The Capital Facilities Plan (CFP), currently under revision, will include a detailed list of budgetary items relating to park and recreation facilities and programs. Table 6.1 lists the parks operated and maintained by the city; Figure 6.1 shows the location of each park.

Table 6.1: Colville City Parks

Name	Location	Type	Size
1. Angus McDonald Park	Main St & 7th Ave	Neighborhood	1.7 acres
2. Downtown Park	City Hall	Neighborhood	.17 acre
3. Dominion Park	Park Dr, south of Olympic Way	Neighborhood	.76 acre
4. Heritage Court	Astor & Main St	Community	.12 acres
5. Rotary Park	Washington St & Columbia Ave	Community Ball Field	6 acres
6. Yep Kanum Park	Dominion Ave & Maple St	Community	18.12 acres
7. Dean Vaagen Memorial Park	Silke Road	Community Ball Field	13.13 acres
Source: City of Colville Staff (2011)		**Total**	**40 acres**

Facilities such as the park shelters, ball fields, swimming pool, and the Rotary pavilion are available for rent seasonally (March – October), by the general public.

There are other facilities in the area that provide opportunities for recreation that are owned and operated by other agencies, such as the School District properties, the Stevens County Fairgrounds, an 18-hole golf course, and the Rotary Trail (which is a public community trail that forms a 2.25 mile loop around the back nine of the Dominion Meadows Golf Course).

B. Existing Need and Future Demand

1. Vision and Level of Service

The City of Colville's vision for parks and recreation is to retain an office to continue the coordination of programs and maintenance of facilities that will enhance the quality of life in this community. The intent is to service the full demographic sector by catering to people of all age groups, with a variety of interests and physical abilities.

When the Capital Facilities Plan was developed in 1995, the city adopted a level of service of 1.6 acres per every 1000 persons for neighborhood parks and 2.6 acres per every 1000 persons for community parks. Our development regulations require that all new projects be evaluated to determine the need for park space. Currently, we have 2.63 acres of neighborhood park space and 37.37 acres of community park space. Table 6.2 shows a comparison of the current park space available to what we should have. This is based on our adopted level of service for Colville's population as of April 2010.

Table 6.2: Population / Park LOS Comparison

Population (4,673*)	Neighborhood (Ratio 1.6ac/1,000)	Community (Ratio 2.6ac/1,000)
Current	2.63	37.37
**Adopted LOS	7.48	12.15
Difference	-4.85	+25.22

**OFM Population as of April 2011*
***Levels of service (LOS); adopted in 1997 (Comprehensive Plan)*

There remains an 'excess' of overall park space available; therefore, no requirements have been imposed on developers to provide open space with recent subdivision projects. The desire of the community has been, and continues to be, to increase the number of smaller neighborhood parks. As part of the non-motorized transportation system, trail heads or small park-like rest stops could be incorporated into the overall city park system for neighborhood sites.

The various recreation programs continue to experience increased participation. The table below provides an example of the types of recreation programs available to residents in our region. The programs offered may change each year and most are seasonal, usually scheduled during the Spring, Summer, or Fall.

Table 6.3: Recreation Programs

Season	Description	Age Group
Summer	Day Camps	Ages 3-10
Spring/Fall	Babysitting Classes	Ages 11 – 15
Spring	T-Ball	Ages 5-7
Spring/Summer	Fun Runs	All Ages
Spring/Summer	Tennis; Lessons, Cardio, Tournaments	Ages 5-adult
Winter/Summer/Fall	Basketball	K through Grade 6
Summer/Fall	Soccer	Age 4 - 13
Summer	Co-Ed Softball	Adult
Summer	Pool; Lessons, Meets, Open Swim, Rental	All
Summer	Tiger-Triathalon	Age 15 - Adult
Summer	Sports Camps (Cheer, Dance, Basketball, etc.)	Grades K-8

2. Coordination Opportunities

Yep Kanum Park is utilized for many of the events offered by this department. Since the park does not have the facilities needed for all of the programs offered by the Recreation Department, many programs are conducted elsewhere. For example, some of the day camps and tennis tournaments are held at the Colville High School. The basketball courts at Aster School are used for Basketball Camp; and soccer is held at Vaagen's Memorial Ball Field and Fort Colville School. Hofstetter School hosts events such as baseball and football games and cross country meets in their ball fields and playground areas.

Due to the inclement weather in our region, some of the activities are scheduled outside of the normal sports season. As an example, some of the basketball camps are held starting in Spring and into the Fall, when the actual basketball season is in the Winter. Consideration should be made to provide a community facility, possibly an indoor, multi-purpose sports complex, that would allow year-round and timely scheduling for many events. This facility could be made available for use by other agencies, as well as the general public.

As shown in Chapter 5, Transportation Element, the newly-created Pedestrian and Bicycle Plan outlines the inclusion of a Par Course, trailheads, or rest areas within the plan that may be used by the community or visitors. The establishment of walking or non-motorized trails will provide an alternative for recreation as well as improving our transportation system. However, unless designed as such, they would not provide the same level of access to open space and playground facilities.

3. Demand Forecast and Potential Expansion

The Capital Facilities and Utilities Element, Chapter 3, outlines limited financial information and demand and needs analysis for the parks and recreation. The following is a summary of the demands for park space for the current planning period based on level of service (LOS), projected population growth, and existing park facilities:

Table 6.4
Existing Park Facilities vs. Need

Year	Projected Population	LOS Demand in Acres		Existing vs. Need	
		Neighborhood (NB) 1.6ac per 1000	Community (CM) 2.6 ac per 1000	NB (2.63)	CM (37.37)
2010	4,673	7.5	12.2	+4.9	-25.2
2020	*6,004	9.6	15.6	+7.0	-21.8
2030	*6,740	10.8	17.5	+8.2	-19.9

**Population projections are based on 11.96% of OFM's Low Growth Projections for Stevens County*

Based on adopted LOS standards, there will continue to be sufficient community park space through the next 20 years. The neighborhood park space, which is already deficient, will need to be increased to meet current and projected needs. It is possible to create small, park-like rest areas along the designated routes within the Sidewalk Plan and Pedestrian & Bicycle Plan that could be used as small neighborhood parks. The land for these or other neighborhood parks could be acquired as new subdivisions are processed, by purchasing land in already developed areas, or by constructing non-motorized trails within existing city rights-of-way.

The demand for park space, based on acreage, may be calculated on adopted level of service standards. However, the need for additional recreational facilities is difficult to project, due to the use of these facilities from residents and visitors from throughout the region. It is expected that utilization of local services will increase, based on a recent trend for families to seek recreational outlets closer to home. The following is a list of facilities that have been determined to be beneficial to our community:

- ∇ Spray Park (within existing park)
- ∇ Indoor, Multi-Purpose Sports Complex
- ∇ Soccer Field Complex
- ∇ Skate Park
- ∇ Community Center
- ∇ Neighborhood Parks
- ∇ Tennis Courts (new or renovated)
- ∇ Par Course (trail/exercise stations)

Input received from the public has indicated that improved and/or additional tennis courts would be beneficial. As this sport increases in popularity, it has become apparent that the existing tennis courts are in need of repair and maintenance. It was also expressed that additional courts would provide the ability to effectively coordinate tournaments.

As much as possible, the city should strive to combine facilities for multiple functions within a common complex to allow for more cost-effective and efficient functionality. Whenever additional facilities or programs are being evaluated, the city's ability to fund the development and continued operation of them will need to be carefully considered.

C. Goals & Objectives

1. Park Facilities

Goal 1: Ensure safe, health-oriented, and well-utilized park facilities

a. Designate facilities in locations that are compatible with surrounding land uses.
b. Provide connectivity of existing or proposed pedestrian and bicycle routes with park facilities.
c. Future development should require neighborhood park space or small, park-like rest areas, if adjoining the Pedestrian and Bicycle Plan, as required by the development standards.
d. Periodically conduct needs assessment for parks to reduce overcrowding or neglect.
e. Analyze and develop plans for improvements and maintenance to existing facilities.
f. Analyze and develop plans for expansion, as existing facilities become inadequate to accommodate usage.
g. Provide park accessories such as benches, tables, and walking paths.
h. Provide adequate lighting for outdoor facilities that may be utilized after dark.
i. Strive to provide fully accessible facilities for all park visitors, per applicable regulations.
j. Develop Par Course with exercise stations around the perimeter of Yep Kanum Park.

Goal 2: Incorporate the park system as part of Colville's tourism and economic development program.

a. Offer local facilities for regional sports tournaments and other events.
b. Promote and support an indoor, multi-purpose sports complex to provide year round activities and events for the region.

2. Recreation Programs

Goal 1: Provide a wide variety of recreation opportunities for all ages.

a. Provide active play areas such as basketball and tennis courts, playgrounds, ball fields, swimming pool, spray park, and skate park.
b. Provide park accessories such as benches, tables, and walking paths.
c. Provide organized active recreational opportunities for all ages, such as walking events, classes, or sessions relating to arts and crafts, music, nature, or babysitting; and movie/concert nights for families or specific age groups.
d. Provide aquatic activities such as swim tournaments, swim lessons, kid's triathlons, open swim times, family nights, lifeguard training, aquatic fitness, teen nights, and other activities.
e. Strive to provide full accessibility for all program participants, per applicable regulations.

Goal 2: Optimize recreational opportunities for residents in service area with minimum expense.

a. Effectively promote and publicize area recreation programs and events, utilizing local media, internet website(s), and distribution of publications.
b. Coordinate activities with other agencies, to provide options of recreational activities on a frequent basis.
c. Provide connectivity of existing or proposed pedestrian and bicycle routes with recreational facilities.
d. Work closely with the school districts in an effort to make the best use of all existing facilities.
e. Implement sufficient marketing and promotion to achieve cost-effective participation rates in all programs offered.

Goal 3: Incorporate recreation programs as part of Colville's tourism and economic development program.

a. Plan and coordinate recreational programs as Facilitator, Co-Sponsor, or Direct Sponsor.
b. Coordinate events with the local Chamber of Commerce, tourism agencies, and school district.

Chapter 7

HISTORIC PRESERVATION ELEMENT

A. Introduction

Many of the historic structures from the early days of Colville are still standing, adding character and charm to the community. There is a reflection of the diversity of the individuals that give Colville its stronghold; a variety of architecture that illustrates a collection of styles imported from various places of the world, just as many of our forefathers. Even in the district that provides a look at post World War II housing for returning soldiers, we see individuality in each home and not 'cookie-cutter' tract housing.

Being a community of visionaries, the early residents established the first Civic Center within the State of Washington. At the intersection of Astor Avenue and Oak Street, there are three government agencies represented; City Hall (local), the Colville Public Library (local and county), the Stevens County Courthouse (county), and the U.S. Post Office (federal). All of these buildings were constructed between 1932 and 1938, using a simple, yet classic, "art deco moderne" style of architecture. Each of these buildings has additional embellishments or artwork handcrafted by local artists.

During 1996, the City formed the Historic Preservation Commission (HPC). This commission has established the current inventory of Historic Properties, as noted below, and awarded these sites with a copper plaque that displays the year the structure was built. A self-guided tour has been created and revised on a couple of occasions. It is now available in two forms; a single sheet, double-sided brochure, or a several-page booklet that includes photographs of each site. The commission was also instrumental in assisting Barman's (Rickey Block) with receiving a 10-year property tax credit for the extensive renovations done on the property.

B. Vision

In addition to the City of Colville's vision, the Historic Preservation Commission (HPC) has developed their own vision to "Safeguard our historic resources through advocacy, education, and collaboration".

The primary functions of the HPC is to monitor and update the inventory of historic resources; designate historic district(s) to monitor construction activity and perform design review on building permit applications; and review applications from historic properties for special tax status.

The HPC continues to solicit public participation to provide direction. The commission participates in monthly open meetings at City Hall. In September 2007, an Open House was conducted to obtain input from the community to gauge their current level of interest in local preservation. The HPC has attended a couple of Chamber of Commerce meetings in recent years to obtain feedback from Colville's business sector. Since the consensus indicated positive support for historic

preservation, efforts have been made to increase the public's recognition of the program. It is agreed that this will promote tourism in the area as well as identify potential sites for recognition.

Historic districts are in the process of being evaluated; none have been formally adopted at this time.

C. Historic Resources

Figure 7.1 shows the location of historic sites within the city. These properties are either listed on the National Register (NR), on the Washington Heritage Register (WHR), are local plaque recipients by the City (LPR); or a combination of these. The sites listed below (Table 7.1) are listed in the order shown on a local self-guided tour brochure and booklet, prepared and maintained by the Historic Preservation Commission.

Table 7.1
Historic Properties in Colville

Description	Address	Year Built	NR	WHR	LPR
*Stevens County Courthouse	215 S. Oak Street	1938			X
*Colville Public Library	195 S. Oak Street	1932			X
*Colville City Hall	170 S. Oak Street	1937			X
*United States Post Office	204 S. Oak Street	1938	X	X	X
Rickey Block/Barman's	230 S. Main Street	1892	X	X	X
Acorn Saloon	262 S. Main Street	1903			X
Douglas/Skidmore Building	226 S. Main Street	1903			X
Collins Building	200 S. Main Street	1937	X	X	X
Bank of Colville/Hallmark	173 S. Main Street	1907			X
Wolff/Bair Building	115 S. Main Street	1885/1922			X
Alpine Theater	112 N. Main Street	1936			X
IOOF Lodge/Opera House	151 W. 1st Avenue	1911	X	X	X
Colville Flour Mills	466 W. 1st Avenue	1905	X	X	X
Keller House/Museum	700 N. Wynne Street	1910	X	X	X
American Legion, Frank Starr Post 47	103 E. 6th Avenue	1934			X
W. Diffenbacher House	145 E. 6th Avenue	1907			X
Charles Mantz House	408 N. Main Street	1899			X
Robert E. Lee House	357 N. Elm Street	1890			X
O.F. Vinson House	510 N. Maple Street	1918			X
Lon Johnson House	462 N. Maple Street	1928			X
E.M. Heifner House	459 N. Maple Street	1890			X
M.A. Rodman House	404 N. Maple Street	1900			X
Earl Strong House	443 E. 4th Avenue	1916			X
M.R. Strong House	449 E. 4th Avenue	1904			X
Boyd House	512 E. 2nd Avenue	1900			X
Colburn T. Winslow House	458 E. 2nd Avenue	1906	X	X	X
James Stitzel House	416 E. 1st Avenue	1899			X
Warren B. Lane House	453 E. Astor Avenue	1914			X
W.H. Bronson House	615 S. Cedar Street	1910			X
Dupuis House	300 E. Birch Avenue	1897			X
Rusch Bros. Brickyard	Golf Course, 9th Tee	1893			X

Source: Colville Historic Preservation Commission, 2011
** Intersection of Astor Avenue & Oak Street is the first known "Civic Center" in the state of Washington*
Key: NR=National Register; WHR=Washington Heritage Register; LPR=Local Plaque Recipient

The Stevens County Historical Museum in Colville maintains an extensive reference library and sells a variety of books, maps and pamphlets that describe the history of the area and lists historic resources open to the public. They have an impressive display of artifacts and goods depicted within exhibits that give the museum patrons a glimpse of Colville's progression over time.

The Heritage Network is a group of individuals representing personal or organizational interests that were successful in obtaining national historic recognition for our region. Stevens County was designated as a Preserve America Community in 2007, a program championed by former First Lady Laura Bush. This recognition will put northeast Washington 'on the map' for those who pursue historic interests. It will also enable the network to seek funding in the areas of research, interpretation, marketing, planning, and training. Members of the Heritage Network promptly began the task of enhancing the regional archives through expansion, reproduction, publicizing, and protection of historical documentation.

During the planning process, Colville residents and members of the Colville Planning Commission identified preservation of the historic lands, sites, and structures as a goal.

D. Goals & Objectives

Goal 1: Develop and enhance, but not stifle, the central business district to retain its historic character.

a. Preserve the Civic Center (the United States Post Office, the Stevens County Courthouse, Colville City Hall, and the Library) at the intersection of Oak Street and Astor Avenue as a historic site by retaining the government agencies at their respective locations.
b. Retain the historic appearance of the community, encouraging businesses to take pride in their own and the city's history.

Goal 2: Identify and encourage the preservation of lands, sites, and structures that have historical or archaeological significance.

a. Promote the restoration of historically significant structures within the community whenever possible, as opposed to demolition.
b. Establish historic district(s) that encompass a large number of potential sites to provide monitoring of construction activity and assistance in restoration and preservation.
c. Recognize and preserve the historic elements of the community, i.e. cemeteries, buildings, trees, and relevant sites; including the diverse trades and cultures that contributed to Colville's identity.
d. Promote the recognition of local artists and artisans by preserving architectural embellishments and commissioned artwork within the community.
e. Review land use and building permit applications relating to recognized sites. Enforce historic property maintenance and construction standards, per the Secretary of the Interior's "Standards and Guidelines for Archaeology and Historic Preservation." Issue a Certificate of Appropriateness or provide a response outlining reason(s) for denial of a certificate.

Goal 3: Maintain an inventory of historic resources, including architectural styles, continually striving to expand the data available and validate its accuracy for the benefit of the community.

a. Work with property owners, government agencies, and other resources, as available, to identify, document, restore, and preserve historic resources.
b. Provide access to historic information for the benefit of the public through various resources.
c. Continue in the acquisition of data and accumulation of collections that have relevance to our local heritage.
d. Establish archives of data and photos of pieces crafted by local artists and artisans for historical information and collections.
e. Provide a contact list of resources for city residents to use in researching historical data for their properties.

Goal 4: Become an integral part of the government's course of business to promote consideration of historical issues in their decisions.

a. Provide regional support of other like-organizations; recognizing that Colville is a part of a broader realm of historical relevance.
b. Provide public awareness and education relating to the functions of the commission through participation in local events.

Chapter 8

ANNEXATION & INCORPORATION ELEMENT

A. Introduction and Background

As explained in Chapter 1, Introduction, the City of Colville has determined that projected growth cannot be accommodated within the existing city boundary. The Urban Growth Area (Figure 8.1) provides an area outside of the city limits that is expected to be annexed into the city as growth occurs throughout the life of this plan. Table 8.1 shows the existing acreage by land use category within Colville, the acreage needed to accommodate expected growth, and the acreage within the proposed urban growth area. The urban growth area was established based on the following assumptions:

- Minimum lot sizes for residential development will range from 5,000 square feet in the older parts of town that are already platted, to one acre lots in outlying areas where steeper slopes and presence of sensitive resources will limit density. The average lot size will be 10,000 square feet.
- Industrial development will average 4 employees per acre, based on existing industrial development.
- Commercial development will average 10 employees per acre.
- Provision of roads, utilities, and other infrastructure will reduce the achievable density or intensity of development by 35 percent.
- Extension of city services (water and sewer) would be contingent on annexation to the city, unless necessary to protect health and safety.

Table 8.1
Land Needed For Projected Growth
2030 Population Estimate of 6740*

Land Use Type	Existing in City	Existing UGA Only	Total Combined	Needed for Growth	Difference
Residential	785.73	1226.9	2012.63	982.13	(1030.5)
Commercial	357.33	111.4	468.73	446.66	(22.07)
Industrial	117.30	140.3	257.60	146.63	(110.97)
Public / Open Space	527.53	189.8	717.33	659.41	(57.92)
Total	**1787.89**	**1668.4**	**3456.29**	**2234.83**	**(1221.46)**

Source: City of Colville Staff, Stevens County Staff, and Office of Financial Management (OFM), (2011)
There is total of 144.2 acres from the 1997 estimates that are considered undefined and are not included.
** Using 2007 OFM Low Growth Projections for Stevens County; 11.96% for Colville*

The urban growth area was drawn to include those parcels that can be served by City services, (particularly water and wastewater), and whose owners indicated that they wish to develop their property with urban uses. Colville wants to avoid illogical, sprawling boundaries that lead to a

higher cost of providing utilities, police, and fire protection. Trying to serve such areas can cost the City more than it receives in taxes from the area.

The area outside the city boundary, but within the Urban Growth Area, is under the jurisdiction of Stevens County. Both the County and the City recognize a need to cooperate in managing growth in that boundary. For that reason, Policy 2.3 of the Countywide Planning Policies, adopted on May 22, 1995, encourages joint planning for urban growth areas, and the area beyond that growth area where development could directly affect the city or city services (for example, critical aquifer recharge areas for the city's water supply, major transportation corridors and facilities, etc.)

The Urban Growth Area has been drawn to hold twenty years of development. The challenge for Colville and Stevens County officials will be to manage growth within that area so that it occurs in a sequence that does not increase the overall cost of providing service, or result in leapfrog development. The goals and policies are intended to achieve this goal.

The City of Colville has annexation policies that were outlined and adopted through Resolution No. 2-88. The Goals and Objectives stated within this resolution are more specifically defined; whereas, the Goals and Objectives shown below are guidelines for the administration of the annexation policy.

B. Goals & Objectives

Colville intends to promote cost-effective growth patterns to protect the existing quality of life in the region by implementing the following goals and objectives.

Goal 1: Accommodate a fair share of regional growth within the City of Colville in a manner that is consistent with the existing character and quality of life of the community.

a. Identify and reserve areas for open space, as appropriate, within newly-annexed lands.
b. Applicants for annexation should pay their fair share of the cost of any utility and service extensions, based on their percentage of land ownership within the annexation area.
c. Utilities, roads, and services within the Urban Growth Area should be built to city standards.

Goal 2: Cooperate with Stevens County to plan for and manage development in the unincorporated portions of the Urban Growth Area in a consistent manner, at the least cost to both jurisdictions and to property owners, and in such a way as to ensure that the goals of the other elements of this plan are achieved.

a. Participate in joint planning for the designated Urban Growth Area, and the area beyond that where development would directly affect Colville, including the critical aquifer recharge area.
b. Prior to any annexation, the City will confer with affected special districts and the County to assess the impact of the annexation. Where possible, boundaries should be mutually resolved by the jurisdictions before taking action on the annexation petition.
c. Phase urban-density land uses into the unincorporated Urban Growth Area in an organized and timely manner.

d. Cooperate with county officials to transfer responsibility for operation and maintenance of county facilities located within the Urban Growth Area to the city, where such transfer makes economic and administrative sense.

Goal 3: Encourage annexations that create documented boundaries, that can be served economically, and would enhance the character of the community.

a. Annex only areas where the City has the capacity to provide services and is able to maintain adopted levels of service.
b. Extension of city services shall be contingent on annexation or the recording of a waiver of non-remonstrance. Recipients of city services must agree to annex into the city when they are included within the boundaries of any petition for annexation.
c. Require the entire boundary for proposed annexations be documented by a record of survey performed by a registered land surveyor. Existing legal surveys may be accepted if deemed valid.

Goal 4: Provide public information related to the subject of annexation and benefits of living within the city.

a. Maintain a positive public image that is conducive to annexation.
b. Provide for the opportunity for public participation in the annexation process.

APPENDICES:

Appendix A: **Figures for each Chapter**

Appendix B: **Glossary**

Appendix C: **Countywide Planning Policies**

Appendix D: **Executive Summary for the Capital Facilities & Utilities Element**

APPENDIX A:

FIGURES FOR EACH CHAPTER

APPENDIX B:

GLOSSARY

GLOSSARY

Achievable density - the density of residential development (usually expressed as number of dwelling units per acre) that can actually be built, taking into consideration the required street dedications, setbacks, parking, and environmental constraints such as slopes, wetlands, etc.

Acre, gross - An acre of land measured including all land uses (i.e., streets, sidewalks, utility easements as well as buildable lots).

Acre, net - An acre of land calculated excluding all unusable spaces (i.e., streets, sidewalks, utility easements, drainage channels, etc.)

Affordable housing - Housing is considered affordable to a household if it costs no more than 30 percent of gross monthly income for rent or mortgage payments, or up to 3.0 times annual income for purchasing a home. This is the standard used by the federal and state government and the majority of lending institutions.

Arterial - a major street carrying the traffic of local and collector streets to and from freeways and other major streets. Arterials generally have traffic signals at intersections and may have limits on driveway spacing and street intersection spacing.

Average Daily Traffic - the weighted 24 hour total of all vehicle trips to and from a site Monday through Friday.

Built-out - Having no remaining vacant land; fully developed to the maximum permitted by adopted plans and zoning.

Capital Facilities Program, Capital Facilities Plan (CFP) - A program administered by a city or county government and reviewed by its Planning Commission, which schedules permanent improvements, usually for six years in the future to fit the projected fiscal capability of the jurisdiction. The program is generally reviewed annually, for conformance to and consistency with the adopted Comprehensive Plan.

Cluster development - Development in which a number of dwelling units are placed in closer proximity than usual, or are attached, with the purpose of retaining an open space area.

Collector - A street for traffic moving between major or arterial streets and local streets. Collectors generally provide direct access to properties, although they may have limitations on driveway spacing.

Comprehensive Plan - A document consisting of maps, charts, and text which contains the adopting city or county's policies regarding long-term development. A comprehensive plan is a legal document required of each local government by the State of Washington. The required content of the comprehensive plan is described in RCW 36.70 and 36.70A, and 36.70B, and 36.70C.

Concurrency - Occurring at the same time. The Growth Management Act requires that adequate public services and facilities such as water, sewer, storm drainage, and transportation infrastructure must be available at the time that new development is occupied and that the level of service for that infrastructure must meet standards set by the city or county.

Critical Areas - Includes wetlands, sensitive fish and wildlife habitat areas, critical recharge areas for groundwater aquifers, and geologically hazardous areas (such as landslide areas, earthquake fault zones, and steep slopes).

Density - For residential development, density means the number of housing units per acre. For population, density means the number of people per acre or square mile.

Density, gross - Density calculations based on the overall acreage of an area, including streets, roads, easements, rights-of-way, parks, open space, and sometimes, other land uses.

Density, net - Density calculations based on the actual area of land used, exclusive of streets, roads, rights-of-way, easements, parks and open space.

Developable land - Land that is suitable as a location for structures because it is free of hazards (flood, fire, geological, etc.), has access to services (water, sewer, storm drainage, and transportation), and will not disrupt or adversely affect natural resource areas.

Element - A component or chapter of the comprehensive plan. State law requires each city's comprehensive plan to include six elements. Counties must also prepare a rural element. In addition, elements addressing recreation, historic preservation, and economic development may be included at the option of the local jurisdiction.

Flood hazard area - A lowland or relatively flat area adjoining inland or coastal waters that is subject to a one percent or greater chance of flooding in any given year (also known as the 100-year flood area).

Floor area ratio (FAR) - The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals to one or two places. For example, on a site with 10,000 net square feet of land area, a Floor Area Ratio of 1.0 to 1.0 will allow a maximum of 10,000 square feet of building area to be built. On the same site, a FAR of 1.5 to 1.0 would allow 15,000 square feet of building to be constructed.

Growth management - The use by a community of a wide range of techniques in combination to determine the amount, type, and rate of development desired by the community and to channel that growth to into designated areas.

Growth Management Act (GMA) – Washington State House Bill 2929 which was adopted in 1990 and amended by House Bill 1025 in 1991.

High Occupancy Vehicle (HOV) - A vehicle carrying more than two people; a carpool.

Household - All persons living in a dwelling unit, whether or not they are related. Both a single person living in an apartment and a family in a house are considered a "household".

Household Income - The total of all the incomes of all the people living in a household. Households are usually described as very low income, low income, moderate income, and upper income. The federal government defines these categories as follows:

- Very low income = households earning less than 50 percent of the countywide median income.
- Low income = households earning between 51 percent and 80 percent of the countywide median income.

- Moderate income = households earning between 81 and 95 percent of the countywide median income.
- Middle income = households earning between 95 and 120 percent of the countywide median income.
- Upper income = households earning over 120 percent of the countywide median income.

Impact fee - A fee levied on the developer of a project by a city, county, or special district as compensation for the expected effects of that development. The Growth Management Act authorizes imposition of impact fees on new development and sets the conditions under which they may be imposed.

Implementation measure - An action, procedure, program or technique that carries out comprehensive plan policy.

Infrastructure - The physical systems and services which support development and people, such as streets and highways, transit services, water and sewer systems, storm drainage systems, airports, and the like.

Landscaping - Planting (including trees, shrubs, and ground covers) suitably designed and installed and maintained to enhance a site or roadway permanently.

Ldn (Low density noise) - Day-night average sound level. The A-weighted average sound level for a given area (measured in decibels) during a 24-hour period with a 10 dB weighting applied to night-time sound levels. The Ldn is approximately numerically equivalent to the community noise equivalence levels (CNEL) for most environmental settings.

Level of Service (LOS) - A method of measuring and defining the type and quality of particular public service such as transportation, fire protection, police protection, library service, schools/education, etc. Transportation levels of service are designated “A” through “F”, from best to worst. LOS A describes free flowing conditions; LOS E describes conditions approaching and at capacity; LOS F describes system failure or gridlock.

Open space - Any parcel or area of land or water that is essentially unimproved and devoted to an open space use such as preservation of natural resources, outdoor recreation not requiring development of play fields or structures, or public health and safety (flood control). This does not necessarily reflect properties situated in the OS (Open Space) zoning district.

Planning Commission - A group of people appointed by the City Council or County Commission to administer planning and land use regulations for the jurisdiction. State regulations governing the powers and activities of the Planning Commission are contained in the Revised Code of Washington (RCW).

Resource lands - Lands which may be used for commercial forest, agriculture, or mineral extraction industries. Cities and counties must identify these lands and develop policies to protect them as a part of growth management planning.

Revised Code of Washington (RCW) – The compilation of state laws currently in effect.

State Route (SR) – Designated state highways.

State Environmental Policy Act (SEPA) – Requires that each city or county consider the environmental impacts of a proposed development before approval and incorporate measures to mitigate any expected negative impacts as conditions of approval.

Transfer of Development Rights (TDR) – A program that permits a property owner or developer to relocate development potential from areas where proposed land use or environmental impacts are considered undesirable to another site which can accommodate increased development beyond that for which it was zoned.

Transportation Improvement Plan (TIP) – An annual report that forecasts over a six-year horizon for capital expenditures related to the city's transportation.

Urban Growth Areas (UGA) - Areas where urban growth will be encouraged. Counties and cities planning under the Growth Management Act of 1990 (RCW 36.70A) must cooperatively establish the Urban Growth Areas and cities must be located inside Urban Growth Areas. Once established, cities cannot annex land outside the Urban Growth Area. Growth outside of Urban Growth Areas must be rural in character.

Vehicle Miles Traveled - The average number of miles traveled by a vehicle in a given area. This is both a measure of trip length and of dependency on private vehicles.

Washington Administrative Code (WAC) – Codes provided to guide the administration of current laws within the RCWs, to ensure compliance.

Washington State Department of Transportation (WSDOT) – The state's agency that is responsible for building, maintaining, and operating the state highway system and state ferry system. They also work in conjunction with other agencies to plan and coordinate systems for local roads, railroads, airports, and alternate forms of non-motorized transportation.

Zoning - A map and ordinance text which divides a city or county into land use "zones" or "districts" and specifies the land uses and size restrictions for buildings within that zone.

APPENDIX C:

COUNTYWIDE PLANNING POLICIES

APPENDIX D:

EXECUTIVE SUMMARY

Addendum to Chapter 3
Capital Facilities & Utilities Element

This section is intended to contain
the most recent version of the summary.