



City Hall Entrance  
Source: City of Monroe



## 8 CAPITAL FACILITIES

### Introduction

Imagine Monroe and the Guiding Principles speak to what we want to be today and who we aspire to be in the future. The Capital Facilities Element describes how the provision of capital facilities can assist in achieving that vision through delivery and coordination of essential services throughout Monroe. This includes planning and management of public service infrastructure such as water, wastewater and stormwater treatment facilities, police, fire, and municipal facilities such as City Hall and the various Public Works facilities.

This element also identifies potential funding mechanisms and available financing to pay for such services and facilities to operate in an effective and efficient manner. More detailed information may also be found in **Appendices 8-A through 8-D**. These appendices serve as the Capital Facilities Plan and inform the budget decisions for the City, in line with the Comprehensive Plan. Information for all park facilities is included in **Appendices 7-A and 7-B**, which are hereby incorporated by reference.

### Relationship to Other Plans

The Capital Facilities Element guides the management and planning of public service facilities within the Monroe City Limits (and some beyond), as required by Washington



Tester pipes  
Source: City of Monroe

State's Growth Management Act (GMA) (RCW 36.70A.070(3)).

Providing infrastructure and public services in urban growth areas is a goal of the GMA. This element (and appendices) includes:

- An inventory of existing capital facilities owned by public entities, including the location and capacity of the facilities (including green infrastructure);
- A forecast of future needs;
- The location of future needs and capital facility development; and
- A six-year plan for financing capital facilities, including a clear outline for public money allocations.



## Plans for Capital Facilities that are not owned by the City of Monroe

### School Facility Plans

- Monroe School District Capital Facilities Plan (2022-2027)
- Snohomish School District Capital Facilities Plan (2024-2029)

### Utility Facility Plans

- Puget Sound Energy (PSE) Integrated Resource Plan (see *Chapter 9: Utilities*)
- Snohomish County Public Utility District (PUD) (see *Chapter 9: Utilities*)
- City of Everett Surface Water Comprehensive Plan

### Transportation & Road Plans

- Washington Transportation Plan
- Puget Sound Regional Council (PSRC) Regional Transportation Plan (2022)
- Snohomish County Six-Year Transportation Improvement Program (TIP) (2024-2029)

Photo source: City of Monroe

GMA also states that the public entities need to work closely with county and city special purpose districts (RCW 36.70A.070 (3)). The special districts within Monroe include:

- Monroe and Snohomish School Districts
- Roosevelt Water Association
- Highline Water District
- Snohomish Regional Fire and Rescue
- Sno-Isle Library District
- French Creek Flood Control District
- East County Parks and Recreation District
- Snohomish County Public Hospital District No. 1, EvergreenHealth

It is also important that the Capital Facilities Element aligns with other elements of the 2044 Monroe Comprehensive Plan, as well as regional and county policies, such as:

- The Parks and Recreation Element;
- Master plans and other studies of the local government;
- Plans for capital facilities of state and/or regional/local significance;
- Snohomish County Countywide Planning Policies (CPPs); and
- Puget Sound Regional Council's VISION 2050.



## Existing Public Services and Facilities

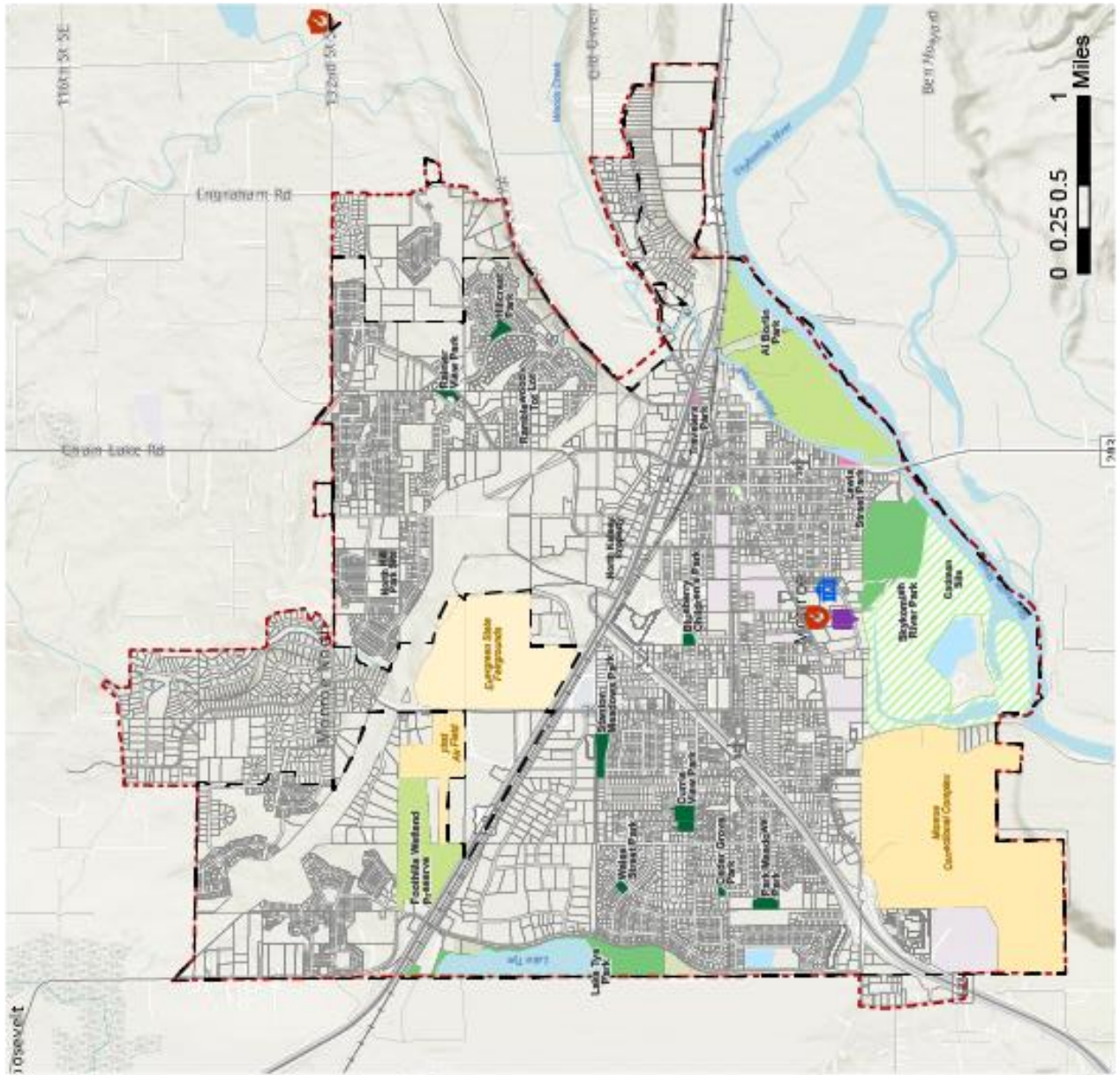
The City of Monroe provides, or partners with service districts to provide comprehensive public safety, parks and recreation, municipal,

and transportation services. Public services and facilities are summarized in **Table 8.1**. Service area boundaries vary by provider and are in **Figure 8.1**

**Table 8.1 - PUBLIC SERVICES AND FACILITIES**

Public Service Facility	Provider and Boundary Extension	Description
<b>Police</b>	City of Monroe Police Department	The City provides law enforcement in the City of Monroe. As of 2023, Monroe PD has 34 certificated officers and provides on average 1.8 FTE officers per 1,000 people.
<b>Fire Protection</b>	Snohomish Regional Fire and Rescue (SRFR)	The Snohomish Regional Fire & Rescue district consists of three previously independent fire districts, including Monroe Fire District #3. The new district covers 140 square miles, and as of 2022, has employed 252 personnel.
<b>Parks &amp; Recreation</b>	City of Monroe, East County Parks & Recreation District, Snohomish County, and State of Washington	<i>See Chapter 7: Parks, Recreation &amp; Open Space Element</i>
<b>Monroe Municipal Campus &amp; Facilities</b>	City of Monroe	There are five main components of the City campus: City Hall, the police station, the municipal community court, parks facility, and the public works facility. <b>See Appendix 8-B.</b>
<b>Library</b>	Sno-Isle Libraries, City of Monroe, and Snohomish County	Sno-Isle Libraries are part of an intercounty regional library district with branches in Arlington, Granite Falls, Monroe, and Snohomish.
<b>Transportation &amp; Roads</b>	City of Monroe, Snohomish County, and State of Washington	<i>See Chapter 4: Transportation Element</i>

**Figure 8.1 - SERVICE BOUNDARIES AND LOCATION:**



**City of Monroe  
2024 Comprehensive Plan Update**

- UGA
- City Limits

**Public Facilities and Service Areas**

- Municipal Buildings (City Hall, Police Station, Public Works, Municipal Community Court, and Parks Facility)
- Monroe City Library
- SRFR Fire District Stations

**Park Sites and Types**

- Neighborhood Park
- Community Park
- Nature Preserve
- Special Use Park
- Other Recreational Site
- Undeveloped Park Site



Source: United States Census Bureau, 2019.  
City of Monroe, Snohomish County, Urban Footprint, 2020.



## Essential Public Facilities

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

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

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

Essential public facilities currently located in Monroe are described in **Table 8.2** and can be seen in **Figure 8.2** and **Figure 8.3**.



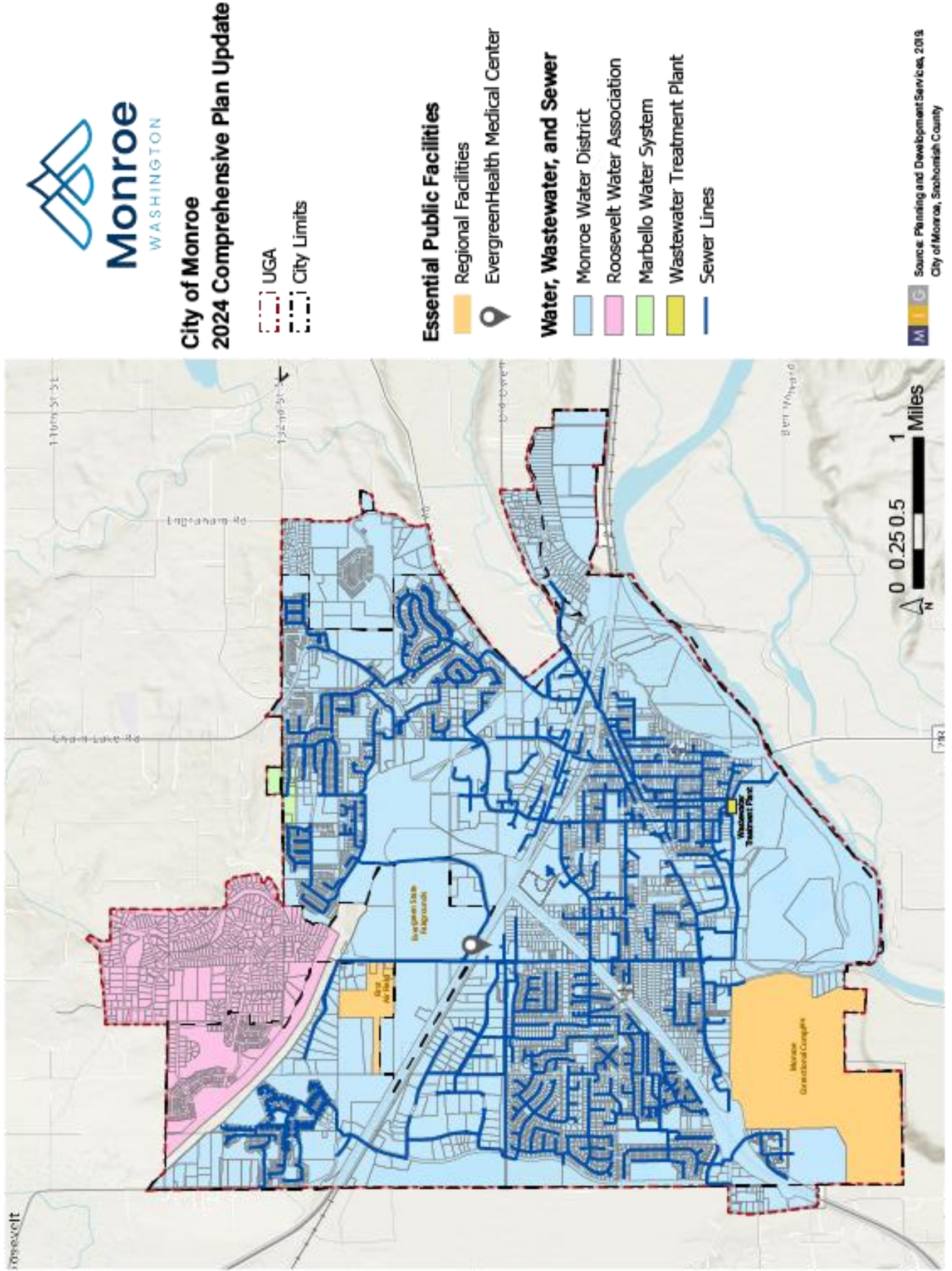
*Frank Wagner Elementary School  
Source: Studio Cascade, Inc.*



**Table 8.2 - ESSENTIAL PUBLIC SERVICES AND FACILITIES**

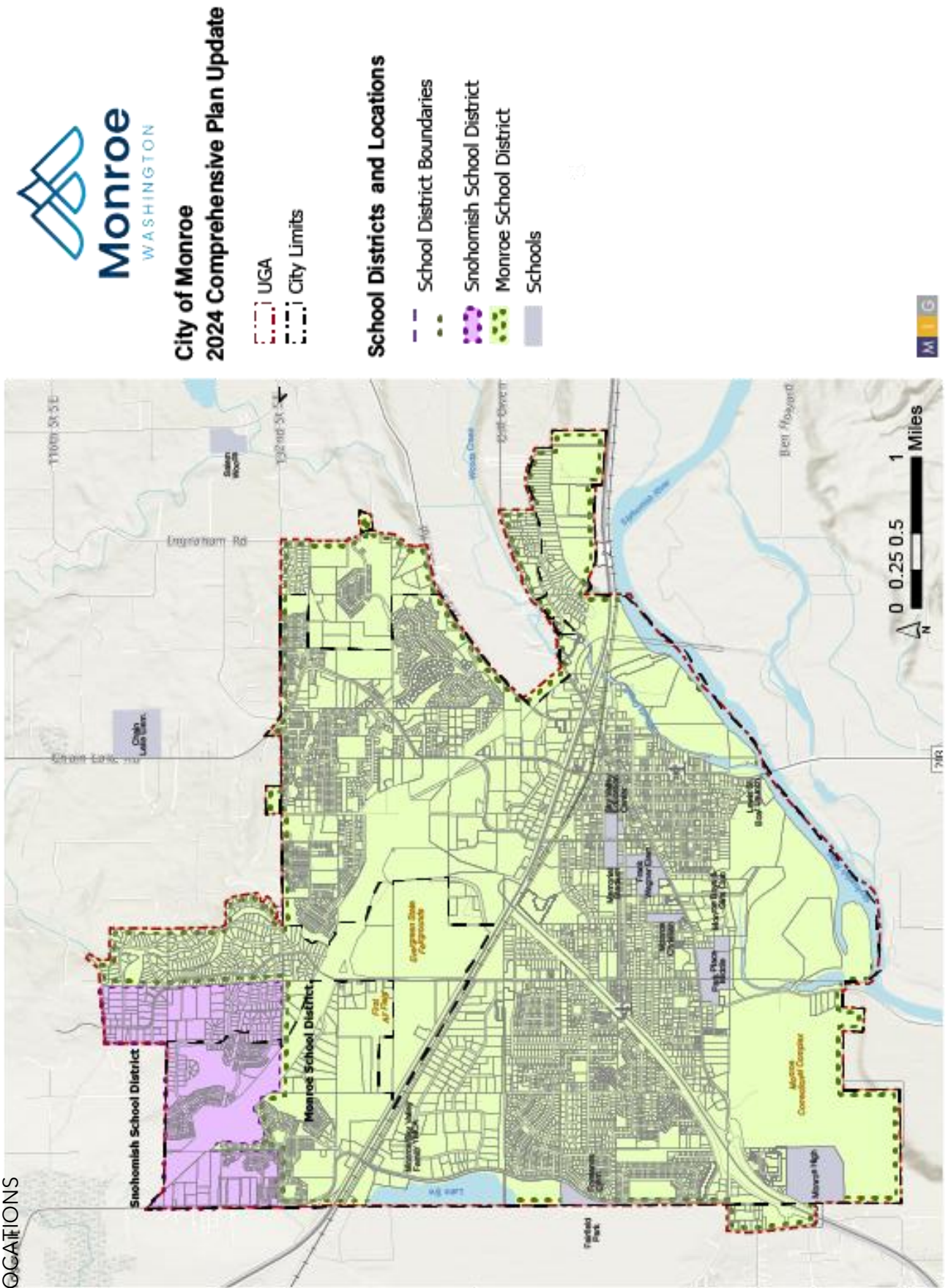
Public Service Facility	Provider and Boundary Extension	Description
<b>Monroe Correctional Complex</b>	Washington State Department of Corrections (DOC)	According to the DOC, the capacity for the complex is 2,436 incarcerated adults but averaged 2,467 adults between 2015 and 2020. That number decreased to approximately 1,500 inmates in 2022.
<b>Water</b>	City of Monroe, Roosevelt Water Association, and Highline Water District	The City of Monroe Public Works Operations and Maintenance Division (OMD) owns and operates the Monroe Water System. Some of the major capital improvements that serve the City include Ingraham Hill, Department of Corrections (DOC), North Hill, and Trombley Hill Reservoirs, pump stations, and a water distribution system. There are also two private water providers within the City of Monroe and UGA. See <b>Appendix 8-C</b> .
<b>Wastewater Treatment Plan</b>	City of Monroe	The City of Monroe Public Works Wastewater Treatment Plant (WTP) Division employs seven FTEs to operate the plant.
<b>Sewer</b>	City of Monroe	The City of Monroe Public Works Operations & Maintenance Division (OMD) owns and operates the Monroe sewer collection system. Monroe Municipal Code (amended in 2019) restricts sewer service to within City Limits, unless newly annexed land requires sewer services. See <b>Appendix 8-C</b> .
<b>Stormwater</b>	City of Monroe	The City of Monroe Public Works Department owns and maintains a majority of the stormwater system; however, privately owned and maintained systems also exist within City Limits. See <b>Appendix 8-C</b> .
<b>Evergreen Health Monroe Hospital</b>	Snohomish County Public Hospital District No. 1 (SCPHD)	EvergreenHealth is a public hospital district with locations in Kirkland and Monroe, Washington. The EvergreenHealth Monroe hospital consists of 72 licensed beds and a 40-bed alcohol and drug rehabilitation facility.
<b>Schools</b>	Monroe School District (MSD) & Snohomish School District (SSD)	SD employed 337 classroom teachers and had an average class size of 18.6 students (2022-2023 school year). The district has five elementary schools, two middle schools, one high school, and two individualized programs. SSD provides public education to students within Snohomish County. The district has one high school, two middle schools, 10 elementary schools, and a preschool. SSD employed 548 classroom teachers for the 2022-2023 school year, with an average class size of 19.3 students. For school district CFPs, see <b>Appendix 8-D</b> .
<b>First Airfield airport</b>	Privately-owned	Adjacent to the Evergreen State Fairgrounds and available for public use. WSDOT classifies the First Airfield as a Community Airport.

**Figure 8.2 - WATER AND SEWER**





**Figure 8.3 - SCHOOL DISTRICT BOUNDARIES AND LOCATIONS**





## Concurrency

The GMA requires certain public facilities and services to keep pace with development. This principle, known as concurrency, is central to the GMA.

Concurrency mandates that these facilities have enough capacity to meet demand without lowering established Levels Of Service (LOS) per RCW 36.70A.070 (6). The Transportation Element (chapter 4) identifies these LOS standards for multimodal mobility.

While the GMA requires concurrency only for transportation facilities, it requires all other public facilities to be “adequate.” The Washington State Department of Commerce also recommends concurrency for water and sewer systems as well. As part of the Monroe 2044 Comprehensive Plan, the City has updated its transportation, wastewater, water, stormwater (which are described in each utility plan as part of the appendices) and parks, recreation, and open space and trails plans to meet growth targets and concurrency assumptions.

The City of Monroe has adopted minimum LOS standards for city-owned and non-city owned capital facilities and services referenced by plan. These standards are described in **Table 8.3**.

**Table 8.3 - PUBLIC SERVICES, LEVEL OF SERVICE (LOS) STANDARDS**

Public Service	Description
<b>Police Services</b>	Response time of three minutes or less for an “in progress” request for service within the urban growth area.
<b>Schools</b>	<p>Monroe School District states a maximum of 20 students in a K-3 classroom, 26 students for grades 4 and 5, and 28 students for grades 6 and above.</p> <p>Snohomish School District states a maximum 18 students in a K-3 classroom, 27 students for grades 4-6, 28 students for grades 7-8, and 30 students for grades 9-12.</p>
<b>Parks &amp; Recreation Services</b>	A level of service of 4.75 acres per 1,000 residents for parks and one mile of trail per 1,000 residents has been adopted (see Chapter 7).
<b>Transportation &amp; Roads</b>	Minimum LOS standard of “D” for all non-state arterial intersections; and a minimum LOS standard of “D” for state highway segments, including intersections with city streets or private driveways (see Chapter 4 for more information).

Source: Snohomish County, 2022  
City of Monroe



Snohomish Regional Fire & Rescue Station #31 Building  
Source: Snohomish Regional Fire & Rescue (SRFR)

While there is no LOS required for Fire and Emergency Services, SRFR has adopted standards based on an evaluation of the current community risk and performance recommendations from the Commission on Fire Accreditation International (CFAI). The City of Monroe is considered to be an urban jurisdiction, so the last measured response times were as follows:

- Fire response times at 8:49 minutes compared to benchmarks of 7:56;
- EMS response times of 8 minutes compared to benchmarks of 7:12; and
- Hazardous materials response times of 10:21 minutes, as compared to the 9:18 benchmark.

SRFR responds to an average of 17,000 emergencies annually.

## Capital Facilities Financing

The City uses a variety of funding and financing mechanisms to support improvements and maintain existing capital facilities, including fees, taxes, and grants. This ensures that infrastructure is not only maintained and upgraded but also adequately serves the greater needs of residents. GMA requires capital facilities elements to contain finance plans that match future capital facilities needs with projected revenue capacities.

The six-year and 20-year capital facilities programs identify the improvements intended to be addressed in accordance with the Comprehensive Plan and their potential funding sources (**Appendix 8-A: Capital Improvement Plan**). Some funding sources are local in nature, while others draw from state or federal sources. Funding sources generally fall into one of two categories:

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

The City employs a number of these funding approaches, including the charging of impact fees for parks and the assessment of a real estate excise tax. The appendices to this chapter list the full range of funding sources and how these revenue streams have



Monroe Public Library  
Source: Sno-Isle Libraries

contributed to the City's budgets over the past five years.

## Capital Improvement Organization

The Capital Facilities Plan provides a 20-year vision for capital facilities and services that meet the needs and capacity of the growth allocations for the City.

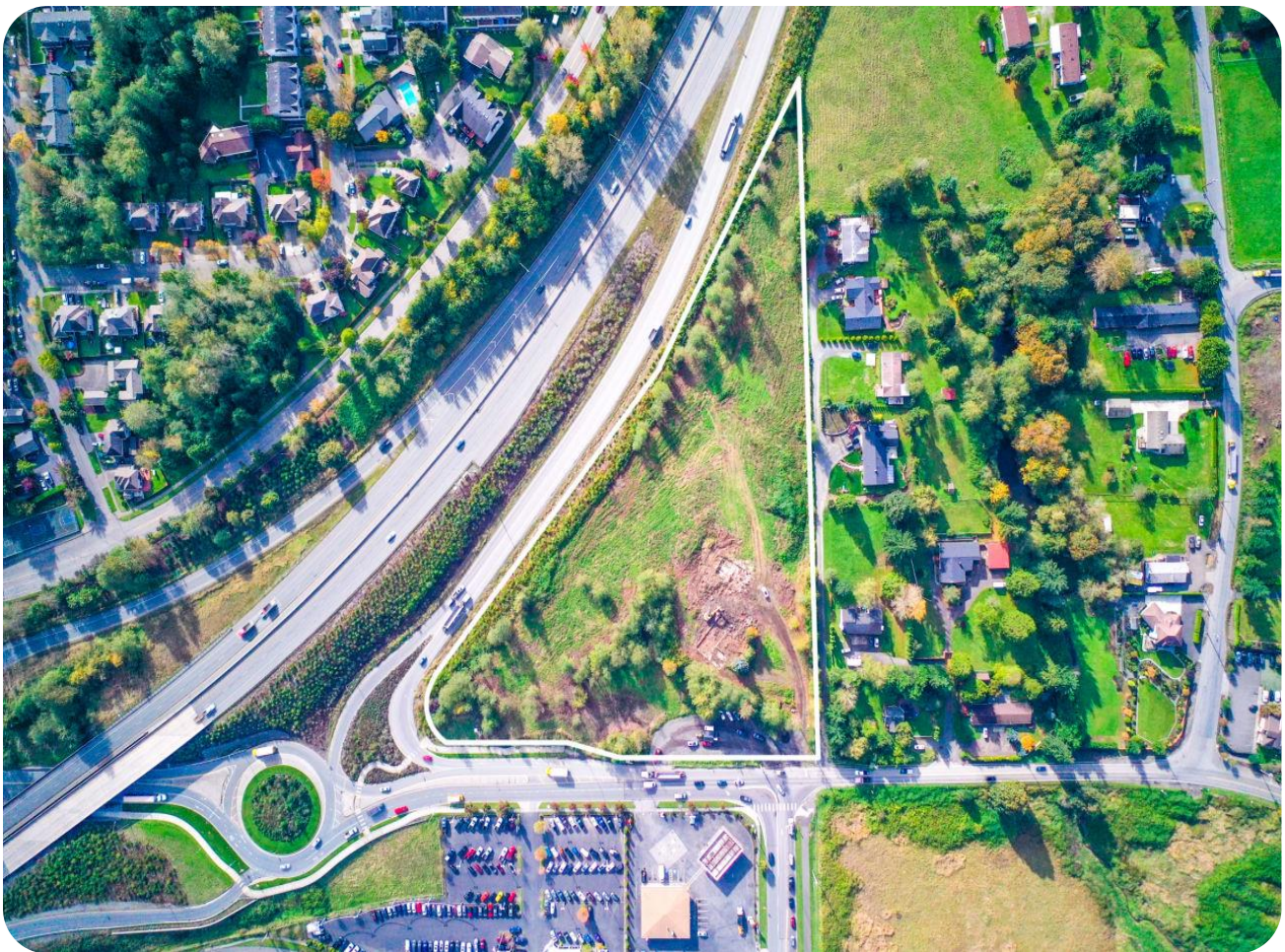
The six-year Capital Improvement Program (CIP) is prepared by the City to coincide with the adoption of the budget. It considers the Comprehensive Plan's listed projects, the needs of the City, and the capacity of City staff. This aligns with the long-term 20-year Capital Facilities Plan (CFP).

These plan and program lists include both capital and non-capital projects and include a prioritized plan for City expenditures to implement the Monroe 2044 Comprehensive Plan. These individualized plans can be found in **Appendix 8-A through Appendix 8-D**.



## Goals, Policies, and Action Items

Capital facilities goals, policies and actions are essential for achieving Monroe’s goals by focusing investments on priorities established through the Imagine Monroe vision and the Monroe 2044 Comprehensive Plan. The following policies and actions reflect how public facilities and public services are provided to maintain level of service standards and support the future growth of Monroe.



*Aerial view of Gateways in Monroe*

*Source: The Remlinger Group (<https://remlingergroup.com/properties/monroe-gateway>)*



Photo Source: Snohomish Regional Fire and Rescue (SRFR)

## Goal 8.1

Provide and maintain public services and facilities that support Monroe’s growth projections through 2044 by maximizing safety and maintenance of existing facilities, utilizing financing efficiently, and increasing well-being and health of all residents.



Policy	Action Item	
8.1.1		Collaborate with special purpose districts, including water and fire districts, to coordinate planning efforts, agree on optimal ways to provide efficient service, and support consolidations that would improve service to the public
8.1.2		Update and review the six-year Capital Improvement Program (CIP) with the budget process to ensure that forecasted projects, funding sources, and expenditures are accounted for and equitably distributed.
	<b>8.1.2.1</b>	<i>Encourage active community member participation in developing the CIP to reflect the priorities and needs of the community.</i>
	<b>8.1.2.2</b>	<i>Monitor and evaluate growth trends and community priorities to inform CIP updates.</i>
	<b>8.1.2.3</b>	<i>Prioritize infrastructure and services that encourage multi-modal access to living wage jobs, economic growth, and access to amenities.</i>



8.1.3		Prioritize investments that provide affordable and equitable access to public services, especially to historically underserved communities.
8.1.4		Manage services and facilities through demand management techniques, programs, and educational outreach prior to developing new facilities.
8.1.5		Identify and collaborate with departments to ensure that efforts and resources are optimized, and that facilities are up-to-date and efficient in meeting the needs of the community.
	<b>8.1.5.1</b>	<i>Support the proposed improvements for SRRF District Station 31 as it pertains to operating more efficiently, meeting design and safety standards, providing equitable access, and withstanding natural hazard events.</i>
	<b>8.1.5.2</b>	<i>Support the Fire District in efforts to develop additional facilities that will enhance emergency services and public safety throughout the city, especially north of the BNSF railroad tracks.</i>
	<b>8.1.5.3</b>	<i>Support efforts to update the Police Station to meet ASCE 41 seismic evaluation levels, fire safety goals, and ADA compliance code standards.</i>
	<b>8.1.5.4</b>	<i>Encourage the shared use and development of community facilities such as parks, libraries, and schools to maximize resources.</i>
8.1.6		Incorporate Low Impact Design (LID) standards and operational strategies into relevant capital projects and ongoing maintenance.
8.1.7		Incorporate and encourage climate friendly design and strategies when developing new facilities, as applicable.



Photo Source: Ryan Berry - The Herald

## Goal 8.2

Ensure that public services are distributed equitably to meet the current and future growth of the community.



Policy	Action Item	
8.2.1		Prioritize investments that address disparities in access to public services, especially to historically underserved communities.
	<b>8.2.1.1</b>	<i>Periodically review level of service (LOS) standards for capital facilities. Plan or prioritize location of facilities to meet those standards.</i>
8.2.2		Site or expand regional capital facilities in a manner that reduces adverse social, environmental, and economic impacts, especially on historically marginalized communities.
	<b>8.2.2.1</b>	<i>Develop and maintain an emergency response plan to ensure the delivery of efficient and quality services to the community. This should include coordination, design, and a plan for public safety services and programs, including emergency management. The plan should also include clear staff roles and responsibilities to ensure the City capabilities to prepare for, withstand, and rapidly recover from natural and manmade disasters.</i>





Photo Source: The City of Monroe

## Goal 8.3

Manage financial resources to ensure sufficient and appropriate funding allocations for capital facilities projects.



Policy	Action Item	
8.3.1		Align the Capital Facilities element with land use and economic development policies to locate appropriate facilities and services for future commercial and industrial development.
	<b>8.3.1.1</b>	<i>Consider using special assessment (local improvement districts), revenue and other self-supporting bonds and impact fees instead of tax-supported obligations, provided they do not adversely affect marginalized communities.</i>
	<b>8.3.1.2</b>	<i>Develop and adopt new or refine existing GMA-compliant impact fees as part of financing public facilities, balancing between impact fees and other sources of public funds.</i>
	<b>8.3.1.3</b>	<i>Require development proponents to mitigate service and utility impacts, ensuring that proportional costs are borne by new development rather than current residents and ratepayers, and that level of service standards are not degraded.</i>
8.3.2		Ensure Monroe’s Capital Facilities element and land use element are consistent with one another.



	<b>8.3.2.1</b>	<i>Reassess the City of Monroe’s Land Use Element periodically to ensure that capital facility’s needs and financing levels are consistent.</i>
	<b>8.3.2.2</b>	<i>Review and update the Capital Facilities Element and the Land Use Element (as required) if probable funding falls short of meeting the identified needs, including a reassessment of the improvement needs, priorities, level of service standards, and revenue sources.</i>



Wastewater Treatment Plant  
Source: City of Monroe

