

WATERVILLE URBAN AREA COMPREHENSIVE PLAN

*Town of Waterville
102 East Locust
Waterville, Washington 98858*

Adopted by Ordinance No. 03-634

In response to GMA requirements that comprehensive plans and development regulations be updated periodically, this Waterville Urban Area Comprehensive Plan was reviewed and updated by the Waterville Planning and Zoning Committee and the Waterville Town Council with assistance provided by Town Staff and Alliance Consulting Group, Inc.

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INTRODUCTION

The choices presently confronting Waterville in relation to growth and development could alter the area's character and quality of life. This Comprehensive Plan is a method of deciding between the choices, and of bringing about the kinds of changes Waterville area residents desire. The Plan rests on the belief that it is wise to look around, attempt to foresee changes, and take charge of the future. It covers decisions regarding different aspects of growth that are best made in common. These decisions include the following planning concerns: the overall land use pattern, how to serve the area with adequate housing and community facilities (such as streets, sewer and water), and how to protect natural resources. Within this guide there is still room for individual discretion.

The comprehensive plan will guide the zoning ordinance, subdivision ordinance, capital improvement and budgeting, and other legal actions that shape the physical community. Those legal instruments are required to implement this plan, and must not be inconsistent with it.

AUTHORITY TO PREPARE A PLAN

The Growth Management Act (GMA) is the enabling legislation that renders this Comprehensive Plan a legally recognized document by the State of Washington; however, it is a policy document only. The policies are required by GMA to be implemented through the use of such regulatory tools as zoning and subdivision ordinances, as well as other innovative techniques. These regulations must be developed and maintained in accordance with the goals and policies of this Comprehensive plan, as set forth in the Growth Management Act of 1990, as amended.

A POLICY PLAN

A comprehensive plan is a policy document prepared by the Planning and Zoning Committee, and Town Staff under direction of citizens of the community, members of local agencies and businesses, and the Town Council. Essentially, it is used as a guide for desired future development which presents long range objectives and goals for all activities that affect growth and development in the community. The plan allows the community to compare how an area appears now against what it could look like in the future, and what the costs of providing services to the anticipated growth will be. The plan is not a technical document, but rather a guide for the Town Council in its decisions regarding long-range development of the community, which are reviewed against the comprehensive plan to insure consistency with the plan. The purpose of the plan is to bring about coordinated land utilization in accordance with future requirements, while at the same time protecting identified resource lands and critical areas. Also, it is intended to insure efficient expenditure of public funds and to promote the general health, welfare, convenience, safety and prosperity of the area.

PURPOSE AND SCOPE

The comprehensive plan for the Town of Waterville and its Urban Growth Area consists of goals and policies which relate to the physical, economic, social and aesthetic development of the area.

The area included in this plan encompasses primarily the existing Town limits, with additional lands that are currently characterized by urban development and/or are provided with services by the Town. Located northeast of the largest urban area in Douglas County (East Wenatchee), Waterville is situated on the plateau and serves as the County seat. This plan hopes to create a balance among the interests of the community and to serve those needs on a long term approach. The plan seeks to:

- Promote development of compatible land uses.
- Guide development so that one use will not preclude a more desirable use.
- Keep public service costs down through well planned development.
- Encourage a quality environment. Encourage the preservation and conservation of resource lands and critical areas.
- Anticipate long-range problems/possibilities as well as deal with current short-range concerns.
- Aid decision makers by bringing together professional and technical knowledge.

GOALS OF THE GROWTH MANAGEMENT ACT

In 1990 the State Legislature realized the necessity for planning ahead, and enacted legislation (Growth Management Act, RCW 36.70A) that granted local governments the authority to plan for the future development of their particular jurisdiction. The primary emphasis of GMA is coordinated, cooperative planning efforts, with substantial, continuous input from all sectors of the population that will help balance the scales between economic development and environmental preservation. It also became a responsibility of local governments to follow through with the citizens' vision for their community by implementing the direction laid out in the comprehensive plan.

The following 14 goals are those broad issues that the State legislature charged local government to address, as they pertain to the particular community:

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.

TRANSPORTATION...Encourage efficient multimodal transportation systems that are based on regional priorities and coordinated with county and city comprehensive plans.

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.

PERMITS...Applications for both state and local government permits should be processed in a timely manner to ensure predictability.

ENVIRONMENT...Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.

ECONOMIC DEVELOPMENT...Encourage economic development throughout the state that is consistent with adopted comprehensive plans, promote opportunity for all citizens of this state, especially for unemployed and for disadvantaged persons, and encourage growth in areas experiencing insufficient economic growth, all within the capacities of the state's natural resources, public services, and public facilities.

PROPERTY RIGHTS...Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.

NATURAL RESOURCE INDUSTRIES...Maintain and enhance natural resource-based industries, including productive timber, agricultural, and fisheries industries. Encourage the conservation of productive forest lands and productive agricultural lands, and discourage incompatible uses.

OPEN SPACE AND RECREATION...Encourage the retention of open space and development of recreational opportunities, conserve fish and wildlife habitat, increase access to natural resource lands and water, and develop parks.

CITIZEN PARTICIPATION AND COORDINATION...Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.

PUBLIC FACILITIES AND SERVICES...Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards.

HISTORIC PRESERVATION...Identify and encourage the preservation of lands, sites, and structures, that have historical or archaeological significance.

SHORELINES...For shorelines of the state, the goals and policies of the Shoreline Management Act (RCW 90.58.020) are added as one of the goals of the GMA (RCW 36.70A.020).

On the pages that follow are listed the primary goals and policies of the citizens of Waterville that help define their priorities in dealing with each of these issues. This Plan successfully expresses the vision of the future held by the people of Waterville, within the parameters and goals of GMA.

SCOPE AND ORGANIZATION

This Comprehensive Plan is composed of five (5) required elements and six (6) additional elements, as provided for in the Growth Management Act, all of which must be closely interrelated to serve as a satisfactory guide for future development:

- The Land Use Element
- The Housing Element
- The Utilities Element
- The Capital Facilities Element
- The Transportation Element
- The Environment & Critical Areas Conservation Element
- The Historic Preservation Element
- The Economic Development Element
- The Essential Public Facilities Element
- The Implementation Strategy
- The Comprehensive Plan Amendment Process

PLAN DEVELOPMENT AND PUBLIC PARTICIPATION

As stated previously, this comprehensive plan was initially developed as part of the Growth Management Act planning program initiated by Douglas County and its communities. In October of 1990 Douglas County opted into the GMA, allowing for a head start on the planning effort which would have been mandated in April of 1991 due to a 22% increase in population between 1981 and 1991. It was agreed by the County and Cities that the County Planning staff would be responsible for ensuring all requirements of the GMA were met for all of the communities.

In the fall of 1991, an intensive "Visioning" effort was carried out involving a tabloid and survey, advertised meetings, and a display booth at the North Central Washington District Fair. The goal of these meetings was to educate the citizens of Douglas County as to the requirements and benefits of the Growth Management Act, and to allow the planning staff to see and understand the vision these people had for both their community and the County as a whole. This contact with the people of Douglas County continued through additional tabloids and display booths at the Fair, meetings with City and Town Councils and special interest groups such as the Mansfield Grange, and training programs such as the Planning Association of Washington Planning Short Course.

After completing the immediate tasks of designating, classifying and regulating resource lands and critical areas, work began on the comprehensive plans. To manage the size and scope of the County, it was separated into 4 geographic areas called Planning Units. Each Planning Unit was assigned a County staff planner who was responsible for ensuring the GMA requirements in that area were completed. Waterville is located in Planning Unit 2 along with the unincorporated community of Orondo and the surrounding rural area. Through the County's GMA Regional Council, a citizen committee was appointed, consisting of people from all parts of Planning Unit #2, including 5 people from Waterville.

Beginning in October of 1992, this committee began meeting on a monthly basis at open, advertised public meetings. Their first tasks involved getting acquainted with not only each other but also with the GMA and its requirements. There was much discussion on growth in the county: how much would there would be? How should it be dealt with? What does the future hold for Waterville? After developing some broad goal and policy statements for all of the elements, the focus of this committee shifted away from the unincorporated areas and turned more specifically toward each community. It was then decided that the people on the committee from Waterville would begin meeting regularly with their Planning and Zoning Committee to complete the community's plan. This initial effort culminated with the adoption of the first Waterville Urban Area Comprehensive Plan by the Waterville Town Council in May of 1996.

The Waterville Planning and Zoning Committee has met monthly since mid-2001 to discuss the Comprehensive Plan. In 2002, the Town received a grant from the Washington State Office of Community Development to conduct a complete review and update process for both the comprehensive plan and the development regulations implementing the comprehensive plan. As part of this grant process, there have been reviews and updates of background information and maps, as well as goals, policies and implementation strategies. The results of all this time and work is a Comprehensive Plan and implementation regulations for the Town of Waterville that are very well suited to the community's needs: simple and concise, yet complete to assist them in the orderly development of their community.

RELATIONSHIP TO COUNTY COMPREHENSIVE PLAN

One of the primary goals of the Growth Management Act (GMA) is to increase cooperation between jurisdictions and to assure consistency in the Comprehensive Plans from jurisdiction to jurisdiction and from region to region. The effort to accomplish consistency between the Cities in Douglas County and the County Plan itself was begun early in the GMA planning process by establishing a GMA Regional Council made up of elected City/Town Council and County Commission members. This coordinating body was responsible for the formation and adoption of County-wide planning policies, appointing citizens to represent all types of County interests to Planning Unit Advisory Committees, and the formation of Essential Public Facilities policies and siting criteria. In recent years, the Regional Council has expanded its scope beyond dealing with only GMA-related issues to include activities related to the distribution of the rural sales and use tax dollars ("distressed counties' funds"), prioritization of infrastructure projects related to economic development that are forwarded for inclusion on the state-wide WACERT list (Washington Community Economic Revitalization Team) hazard mitigation planning and distribution of low-income housing dollars collected on recorded documents. GMA-related issues continue to be a significant task for this group, including developing revisions in 2001 to the county-wide planning policies found in the Douglas County Regional Policy Plan, allocating updated population projections and coordinating the review of urban growth area amendments.

The Waterville Urban Area Comprehensive Plan is related to the County's comprehensive plan through provisions that encourage 1) urban development within the growth area established for Waterville, 2) the responsible provision of urban services for the projected growth over the 20 year planning period, and 3) the reduction of urban sprawl into the adjacent agricultural lands immediately outside the adopted Urban Growth Area. Other issues which were considered on a

more regional basis were resource lands that may extend from the surrounding unincorporated area into the Urban Growth Area, and geological hazard areas and other sensitive areas that cross jurisdictional boundaries.

It is intended that this Plan and the adopted County wide plan will be consistent with and complementary to each other. Each of the communities' plans has been incorporated into the County's comprehensive plan as an addendum to provide a clearing house and a compilation of all the planning documents adopted to implement the Growth Management Act. As implementation moves ahead, amendments to the communities' comprehensive plans will be submitted to the County to be included in the County Comprehensive Plan, thus providing a consistent process to assure the relationships are maintained through the planning period and beyond. This should assure the citizens of Douglas County a complete picture of how the County is expected to develop over the planning period.

LAND USE

Waterville is primarily a farming community located in the west central portion of Douglas County, along with being the County Seat. Within the town limits there are approximately 555 acres, of which 371 are platted lots with the remaining 184 acres taken up by right-of-way. In general, the Town is situated on a gently rolling basalt plateau surrounded by dryland wheat fields. It is a community that is principally dependent on this surrounding agricultural activity for its base economy.

Table #1 demonstrates the distribution of land uses throughout the community, based on a visual land use inventory conducted during the summer of 2002 by Alliance Consulting Group, Inc. This inventory is an update of the initial land use inventories conducted by Douglas County, in cooperation with the Waterville School District, in the early- and mid- 1990's. One primary function of the update conducted by ACG was to include the areas identified as being within the Town's existing UGA but outside of the corporate Town limits. The original inventory only considered properties within the Town's limits. Because the acreage sizes in the inventory are based on the County Assessor's parcel records, each category in the table was adjusted to account for right-of-way within the community by adding 15% to the total acres.

When considered together, the "Single Family", "Manufactured Home" and "Multi Family" categories account for the total acreage in the community taken up by residential uses, which is approximately 181 acres or 36%. The majority of commercial uses are concentrated in the downtown commercial core, although there are scattered commercial activities throughout the community, usually conducted out of a private residence. Included in the "Public" classification are all of the parks, municipal properties of the State, County and Town, school facilities, and any other publicly owned and used properties. Of this category, the NCW Fairgrounds and associated parking areas constitute approximately 33 acres, while the Waterville school facilities encompass nearly 9 acres.

The "Quasi-Public" category includes properties that are owned by community and/or religious entities including churches, the Masonic Hall, the Senior Center, etc. The "Industrial" category primarily consists of the ag-related industrial activities located in the north-central part of the

community, although the recently opened plastics company is also included in these figures. “Agriculture” covers acreage that is in active crop production including any fallow ground, or that has an agricultural structure on it as the primary use. The “vacant” lands inventory includes properties that are undeveloped as well as those that may be used as fenced pasture areas.

TABLE #1. 2002 EXISTING LAND USE (Adjusted to include ROW)

Land Use	Acres	% of Total	Housing Units
Single Family	158	29	352
Manufactured Home	33	6	83
Multi Family	4	1	56
Commercial	21	4	10
Industrial	13	2	1
Quasi-Public	5	1	5
Public	144	27	0
Agriculture	59	11	0
Vacant	105	19	0
Totals	542	100%	507

The following assumptions regarding growth and development were developed during the comprehensive planning process, based partially on the existing pattern and distribution of land uses, projected population growth and public facilities and utilities that are available.

1. Only average economic conditions were considered, as opposed to trying to predict the timing of any potential business cycles.
2. General lifestyles and living patterns will continue for the anticipated planning horizon of 20+ years, to the year 2022.
3. Because of the advent of telecommunications and computer technology, the accessibility of the community to larger urban areas through a public transit system (LINK), the lower cost of living (particularly housing costs), and the perceived higher quality of life in Waterville, growth is expected to slightly exceed historical trends.
4. Overall density within the community is expected to remain consistent with existing densities
5. Household size is expected to remain consistent with the existing figure of 2.673 (2000 US Census).
6. The majority of future residential development will take place within the existing Town limits through infill of existing platted lots which are either vacant or in agricultural use.
7. The existing ratio of single family units to multi family units is expected to remain consistent with the existing figure of approximately 85% single family (including manufactured homes) and 15% multi family.

8. It is expected that land in agricultural production within the Town Limits will be some of the last areas to develop because of the current profit being made off of the land.

POPULATION

The official 2000 US Census count for Waterville was 1,163, up from 995 in the 1990 Census. Of that population, 556 are male and 607 are female. The age brackets with the highest population are the 35 to 44 and 45 to 54 groups, each with 174, while the smallest age bracket is the 85+ with 31 people. The median age in Waterville is shown by the 2000 US Census to be 39.6 years, with 828 people 18 years or older.

Expected population growth for the Waterville urban growth area is shown in Table #2 below. The Growth Management Act requires that the designated urban growth area must include areas and densities sufficient to accommodate the urban growth projected to occur in the community for the next 20 years. The OFM establishes the projections for the overall County, and through the Regional Council coordination process, those numbers are divided among the communities and unincorporated areas of the County. The numbers provided in Table #2 reflect the outcome of a coordinated process between the cities/towns and the county during 2001 and 2002 where the 2000 US Census and the updated OFM high range projections were allocated to the urban and rural areas of the County.

Population analysis and forecasting was conducted using various methods. The guiding principles for allocating future population were historical growth trends, adopted county-wide planning policies in the “*Douglas County Regional Policy Plan*” and the supply of vacant, buildable land in each community. The technical methods used were both trend extrapolation and shares of the overall county population, adjusted for availability of land for development. A considerable amount of qualitative information and future assumptions on the economy, demographics and land capacity were brought into the urban area forecasting.

TABLE #2: WATERVILLE POPULATION PROJECTIONS - 2022

	2000 Census	2005 Projection	2010 Projection	2015 Projection	2022 Projection
County Total	32,603	37,915	43,227	48,539	53,850
Rural Areas	6,502	7,582	8,663	9,744	10,824
Waterville UGA	1,163	1,282	1,401	1,520	1,639
Bridgeport UGA	2,093	2,331	2,569	2,807	3,046
Mansfield UGA	329	356	383	411	438
Rock Island UGA	1,065	1,243	1,421	1,599	1,777
GEWA UGA	21,304	24,969	28,634	32,299	35,964
Coulee Dam	125	134	144	153	162

HOUSING

Based on the visual land use inventory described above the total number of housing units in Waterville is approximately 507, which compares to only 481 units identified in the 2000 US Census. In Table #3 below, a break down of these units is shown. Under the “Multi Family” category are included the duplex and apartment buildings located in Waterville. The “Accessory Units” are those units that are associated with some other primary use of the property, usually commercial. At the time of the land use inventory update, it was difficult to determine how many units were noticeably vacant. However, the 2000 US Census identified a vacancy rate of 3.8% for homeowner-occupied units and 14.9% for renter-occupied units.

It appears that there is a good ratio between single family and multi family development, and it will be important to maintain that ratio by encouraging additional multi-family units to be built, particularly those in a moderate rental rate (please see Table #4, below). Quality apartments with 2 to 4 units renting for around \$400.00 per month would probably have little trouble maintaining full occupancy.

TABLE #3. EXISTING HOUSING UNIT TYPES

TYPE	NUMBER	PERCENT
Single Family	352	70
Accessory Unit	16	3
Multi Family	56	11
Manufactured Home	83	16
Totals	507	100%

TABLE #4. EXISTING SINGLE FAMILY/MULTI FAMILY RATIO

HOUSING TYPE	NUMBER OF UNITS	PERCENT OF TOTAL
Single Family Residential ¹	435	85.8%
Multi Family Residential ²	72	14.2%
TOTAL	507	100%

¹ Includes 352 single family and 83 manufactured homes

² Includes 56 multi family and 16 accessory units.

The land use inventory conducted in 1995 involved giving each housing unit a condition rating to help determine the quality of the existing housing stock. Based on a quick visual assessment, a unit was given either a Good, Fair, or Poor designation:

- Good = No visible foundation cracks or roof sages, no peeling paint, well maintained.
- Fair = No visible foundation cracks or roof sages, some peeling paint, a few minor maintenance problems.
- Poor = Cracks in the foundation, sagging roof or porch, exposed wiring and/or plumbing, major costs to repair.

Although this same condition rating was not part of the updated land use inventory in 2002, it is save to assume that the conditions in 1995 are still relevant, primarily because the overall condition of the housing in Waterville seemed to be good, with very few units in need of major repairs, as seen in Table #5 below. This seems to indicate that the existing housing stock is capable of continuing as a viable option, and any housing shortages will need to be addressed primarily through new construction.

TABLE #5. EXISTING HOUSING CONDITIONS

CONDITION	NUMBER	PERCENT
Good	299	73%
Fair	97	23%
Poor	15	4%
Totals	411	100%

Source: Douglas County Land Services Department, Land Use Inventory Update, July 1995

The relationship between the population projections, land use designations and assumptions and projected housing units can be seen in Appendix A at the end of this document.

CAPITAL FACILITIES & UTILITIES

Waterville is a fourth class Town with a mayor-council form of government, as well as a Planning Commission. Meeting dates for the Council are the first and third Monday of every month, while the Planning & Zoning Committee (Planning Commission) meets the second Tuesday, as needed. There is also a Tree Board that meets on the second Monday of every other month. In addition to the five member council and mayor and the five member Planning and Zoning Committee, there is a Town Clerk/Treasurer and Deputy Clerk/Treasurer who serve as clerks for the Council and P & Z Committee, as well as all managing the accounts payable and receivable for all utilities that are part of the Town's public facilities. There is also an occasional receptionist to assist the Clerks' in their clerical functions. There is a Utility Superintendent who supervises a staff of 2 with duties ranging from maintenance of the sewer and water systems, to street maintenance activities such as snowplowing and pavement management work. The community contracts with a part-time

private individual for administering and enforcing building permits, with legal and other professional services, such as planning and engineering, being provided as-needed by other private firms.

Waterville provides water and sewer service to their residents. The water system consists of 7 wells and a series of water lines from 12" to 4", with the majority of lines being 6" and 8". The sewer system utilizes 8" and 10" lines leading to 2 lagoons equipped with aerators and irrigation. Power is provided to the community by the Douglas County Public Utility. Waterville owns the Town Hall and shop buildings, as well as 2 parks, including an ice-skating rink and swimming pool. The Town supports a branch of the North Central Regional Library that provides service to many residents of the "Upper County". The community participates in the Douglas County Solid Waste Advisory Committee (SWAC), and garbage pick up is provided through a contract with Consolidated Disposal, Inc of Ephrata. The Town has constructed a recycling center through a grant from the SWAC. This center is currently open 4 hours a week and is operated by volunteers for the benefit of the Town. Emergency services are primarily provided through contracts with the Douglas County Fire District #1 and the Douglas County Sheriff's Department, both of which operate out of facilities located within the Town limits. The Waterville Ambulance is staffed by volunteer EMT's and is operated through the Waterville clinic, also known as Douglas County Hospital District #2. Telephone service is provided by Verizon and cable television reception is provided by Millenium Digital. A more detailed inventory and discussion of Waterville's capital facilities and services is contained in the Capital Facilities Element of this plan.

TRANSPORTATION

Waterville not only has a series of local access and collector streets, but also a Federal Highway (2) that bisects the community. In general, all of the local streets are improved with either asphalt or gravel surfacing. There is an airport in the north east portion of Town that serves primarily private aircraft, including agricultural crop dusters. There is no rail service to the community, so truck traffic is the primary source for transporting commodities and goods into and out of Town. There is a more detailed discussion of the circulation system serving the community contained in the Capital Facilities and Transportation Elements of this comprehensive plan.

ECONOMIC BASE

In the Waterville area the primary, base economy is agriculture, primarily row crop production and livestock. The agricultural service industries and businesses in the immediate vicinity provide numerous jobs in the community, while actual agricultural workers living in the community and working in the surrounding areas is difficult to determine. However, because it is the County seat as well as being somewhat centrally located to many outlying areas, government services are also a significant factor in the economy of Waterville. The Washington State Department of Transportation, Douglas County and the Waterville School District are among the largest employers in the area.

The following list is a directory of businesses located within the community, as of June 2003.

Central Business District:

AB Dorsey & Son
Captain Hood Wood
Carol Cowling, CPA
Central Washington Grain Growers
Cordell, Neher and Company
Cornerstone Care Center
Cutting Edge Millwork
Darla's Styling Salon
Deb's Massage Therapy
Don's Small Engine Repair
Dorsey & Sutor Insurance
Douglas County Hospital District #2
Waterville Ambulance Service
Waterville Clinic
Douglas County Historical Society Thrift Shop
Eastmont Pharmacy
Etta's
Harrison/Napa Auto Parts Supply
Highway 2 Brew
Hunter Law Office
Johnson, Gaukroger & Crossland
Juxtaposed Kenner Automotive
Knemeyer's Saloon
Kopey's Restaurant
Kopey's Laundromat
Kopey's Waterville Auto
Kopey's Waterville Auto Court
Mid State Bank
Mitchell's Pharmacy, Hardware & Floral
Nifty Theater
Prouty's Repair
Sterling Savings Bank
The Rocking "B" Restaurant
Thomsen Insurance
VFH Distributing
Van Go Painting Waterville Family Grocery
Waterville Historic Hotel
Waterville Min Storages Yesteryear Antiques and Furniture Restoration

Residential Zones:

Waterville Funeral Home

Light Industrial Zones:

Bainbridge Manufacturing
Barnes Welding & Machine

Central Washington Grain Growers Elevators
Custom Muffler
Johnson Air Service & Charter
Superior Sandblasting
Waterville Parts
Western Farm Service

Highway Commercial Zone:
Whitley Fuel

Home Occupations:

Avon (Terry Conners)
C and C
Christina Avey (Cleaning Service)
Christy's Child Care
Club Paradise
D & C Construction
Dan Craig, CPR
Elaine Logan (Day Care)
Golden Bean Coffee Roaster
Kathy's Day Care
Kenner's Auto Repair
Kimmie's Day Care
L & R Services
Leslie's
Little Lady, Little Lad
Mary Kay Cosmetics (Cindy Koenig)
NW Gun & Mercantile Co.
Off the Wahl Productions
One Way Construction
Patrick's Candy Co.
Reno's Construction
River's Photography Studio
Shedd Construction
Sherri Littrell (Piano Lessons)
Signs Etcetera
Silver Linings
Sue Finkbeiner-Creative Memory
Ties That Bind Quilting
Waterville Day Care
Wishbone Catering Service

LAND USE ELEMENT INTRODUCTION

The Land Use Element of a comprehensive plan is intended to promote orderly community growth by providing for planned land use areas that consider environmental, economic and human factors. The Plan is designed to meet both the present and future needs of the community, and to serve as a guide to decision makers when presented with options for developing and redeveloping Waterville's Urban Growth Area (UGA). This Element also helps retain the basic form and pattern of the community while creating opportunities for an orderly expansion. As a portion of the Waterville Comprehensive Plan, the Land Use Element includes the Town of Waterville's twenty-year vision for land use for the planning period from 2002 through 2022.

In general, the Comprehensive Plan Land Use Designations Map included with this element shows the locations of the different land use categories, as well as the boundary which defines the UGA. These designations are intentionally non-specific in order to account for site and project specific flexibility. They are a graphic expression of the goals and policies within this document, and were based on number of factors, including:

- The unique physical factors and social/economic characteristics in the area
- The type of existing development
- Existing zoning regulations
- Ownership patterns
- The condition of existing structures
- Plans previously adopted by the Town that affect land use (i.e.. the Resource Lands and Critical Areas Policy Plan and Ordinance 92-513)

The Land Use Map and the goals and policies are meant to be used to evaluate individual land use proposals, as well as being a guide for both public and private actions affecting the growth and development in the community. The Land Use Designations Map is not a zoning map. It is intended to indicate the type of future development that is desired for an area, while at the same time allowing flexibility for previously approved development. It is important to keep in mind that this plan addresses a twenty year time period. Any changes that result from the policies in this plan will likely take place slowly, over time, and will result in incremental changes as opposed to drastic changes overnight. Table #6 shows the amount of area estimated to be within each of the different land use categories that are shown on the Land Use Designations Map and described in the policies of this element.

TABLE #6. FUTURE LAND USE DESIGNATIONS - ACREAGE

LAND USE DESIGNATION	ACRES	% OF TOTAL
Single Family Residential	371	49%
Multi Family Residential	95	13%
Central Business	24	3%
Highway Commercial	15	2%
Tourist Commercial	45	6%
Public	126	17%
Industrial	80	10%
TOTAL	756	100%

GOALS AND POLICIES

GOAL: Balance the utilization of land to provide for viable uses which do not unduly interfere with adjacent land uses.

POLICY 1: The following land use categories and their generalized characteristics and densities are to be implemented through the zoning ordinance and other implementing regulations, as necessary:

Single Family Residential..... Is to be characterized by low-density residential uses, particularly single family homes and duplex units, with appropriate standards which will maintain the quality residential environment of Waterville. The maximum density allowed is 5 units per acre. Site-specific planned developments may be allowed which exceed the maximum density, provided appropriate performance standards are applied through a public review process which maintains the character of the surrounding neighborhood.

Multi Family Residential..... Is to be characterized by higher density residential uses, including a mix and variety of single family, duplex and apartment units, as well as some limited, low-intensity commercial development which does not generate high traffic volumes nor detract from the residential character of the area, such as professional or personal service businesses or long-term residential care facilities. The maximum density allowed is 10 units per acre. Site specific planned developments may be allowed which exceed the maximum density, provided appropriate standards are applied through a public review process which maintains the character of the surrounding neighborhood.

Central Business District.....Provides the majority of commercial space within the community for present and future commercial activities. It is characterized by a concentration of general commercial uses, most commonly of a retail nature, such as grocery and hardware stores.

Highway Commercial District.....Is to be characterized by those commercial uses that cater to the traveling public such as gas/service stations, mini-marts, restaurants, etc.

Tourist Commercial District.....Is to be characterized by a mix of residential as well as commercial recreational activities that cater to both the residents of the community and to tourists and travelers. Uses may include single family residences, multi family apartments, RV parks and campgrounds, golf driving ranges, etc.

Industrial District.....Provides an area for existing and future industrial or commercial/industrial uses, such as farm implement dealers, chemical/fertilizer companies, etc. to operate without negatively impacting less intense uses.

Public District.....Is designed to maintain and enhance publicly held properties such as schools and municipal buildings and facilities.

Residential.....

GOAL: Maintain a sufficient number and variety of safe, aesthetically pleasing housing units by encouraging new and by enhancing/refurbishing existing housing in a variety of neighborhoods that are served by adequate public facilities and utilities for people of all income levels, and that does not adversely affect the surrounding agricultural area.

POLICY #1: The communities will continue their primary role in the conservation of housing by publicly investing in the infrastructure servicing the area, such as storm drainage, street paving, and recreation, and will provide zoning to help prevent incompatible land uses and depreciation of property values.

Rationale: Preservation of property values can be maintained by providing predictability in what is going to happen in surrounding areas. Zoning is one tool that addresses that issue. The Town has a program to improve infrastructure that should be continued within the Capital Facilities Plan.

POLICY #2: Encourage residential development to locate within the urban growth area, consistent with the comprehensive plan.

Rationale: Within Urban Growth Areas there will be sufficient urban-type services either already available, or at least planned for, which can handle urban densities.

POLICY #3: Encourage residential growth to occur in areas where public utilities exist or may be provided at reasonable costs.

Rationale: Development in areas where services can be easily provided will keep the costs down, making housing more affordable and keeping public expenditures to a minimum.

POLICY #4: Development proposals and public projects within the Urban Growth Area will be jointly reviewed by the county and municipality, with final approvals continuing to reside with the county for areas outside of corporate limits.

POLICY #5: Prior to annexation of new areas for residential purposes, encourage redevelopment and in-fill of existing corporate boundaries.

POLICY #6: Encourage the construction of housing on vacant property within the Town and the redevelopment of underdeveloped property within residential areas to minimize urban sprawl and associated public service costs.

Rationale: Redevelopment and in-fill of existing areas helps to lower the cost of development and provide more efficient use of existing public utilities by cutting down on the cost of providing these services. In-fill also eliminates a significant number of vacant lots that may cause fire hazards or collect junk materials that may be a detriment to surrounding property values.

POLICY #7: Within the single family residential district, allow only residential development, with the exception of home occupations, subject to the appropriate hearing procedures.

Rationale: To help preserve and enhance the quality of life in Waterville, it is important to take all possible steps to avoid incompatible uses within residential districts. By prohibiting higher intensity uses, such as commercial or industrial, in residential areas numerous conflicts should be avoided.

POLICY #8: Provide for multi-family uses near business centers that are adequately serviced by multi-modal transportation systems and utilities.

Rationale: Multi-family developments should serve as a buffer between business centers and residential neighborhoods where the largest number of residents are closest to shopping and transit to decrease motorized traffic and encourage other modes of transportation.

POLICY #9: Manufactured home parks requiring urban services/facilities should be located within urban growth areas.

Rationale: Manufactured home parks generally maintain densities that are more characteristic of urban areas than rural ones. Consequently, they need to be serviced by urban facilities and services which are to be provided only within Urban Growth Boundaries.

POLICY #10: Provide for auxiliary apartments in residential zones as long as the unit maintains the appropriate residential character and quality living environment.

Rationale: Auxiliary apartments can increase density without having a high impact to a neighborhood. It also allows for the owner to either supplement their income or to house a relative, such as an elderly parent.

POLICY #11: Disperse day care facilities throughout residential areas.

Rationale: It is increasingly necessary for households to have two incomes in order to maintain their standard of living, thereby creating a need for adequate day care facilities. Because of the convenience to working families and depending on the density of an area, day care facilities are appropriate in residential areas and should be allowed accordingly.

POLICY #12: Require the construction of sound, safe and sanitary dwelling units.

Rationale: To ensure the public health, safety and welfare are served by requiring that all dwelling units shall at a minimum meet all Uniform Building Codes.

POLICY #13: Maintain high standards for residential development, construction and maintenance. Such standards shall include a diverse choice of housing types, quantities and designs.

POLICY #14: Provide innovative and flexible development and design opportunities by establishing a process for and encouraging planned developments.

Rationale: High standards for all development will help provide long-term stability to the community by ensuring the continuance of a durable housing stock. However, such standards are not meant to preclude the development of housing units to serve all income levels and special needs populations because of higher cost. Planned developments can provide flexibility which allows the municipality to encourage the maximum use of new concepts in land development that might otherwise be inhibited by the strict application of the zoning ordinance. It can also encourage the enhancement of the natural characteristics of the land, help create permanent open space, and help utilize the public facilities requires of residential developments more efficiently.

POLICY #15: Establish criteria for housing and home sites that enhance the compatibility of residential developments.

POLICY #16: Multi-family residential housing should be subject to design criteria that relate to density, structure bulk, size and design, landscaping and neighborhood compatibility.

Rationale: Criteria helps assure that the uses and/or types of development which may have the potential to be inconsistent with residential neighborhoods are either precluded from a zoning district or are conducted in such a way as to be compatible. Construction and lot maintenance standards within the different zoning categories will reduce the chance of incompatible adjacent development or vacant lot neglect.

POLICY #17: Promote the retro-fitting and weatherization of existing housing for improved energy efficiency.

Rationale: It is important to recognize that energy efficient homes are essential, and that there is some responsibility on the part of the public sector to continue the existing programs already available to homeowners.

POLICY #18: Develop incentives that work to preserve and protect historic sites and buildings.

Rationale: Part of the quality of life of the area is expressed and promoted in the history behind the community. By preserving historic sites and buildings not only is this quality maintained, the long term viability of the community is enhanced.

POLICY #19: Provide appropriate measures to regulate the keeping of livestock and animals other than domestic pets, including performance standards for maintenance of pastures, shelters, and feeding areas.

Rationale: While domestic pets are generally not a problem within residential areas, other types of animals and livestock can be considered incompatible with residential uses and create conflicts. By considering the existing densities of residential areas and regulating the keeping and maintenance of these animals accordingly, most of the conflicts can be mitigated.

POLICY #20: Encourage owners of vacant parcels within residential districts to maintain said parcels in a manner which does not promote or create fire hazards, and which does not detract from the quality of the neighborhood.

Rationale: Because of the arid climate, vacant lots that are overgrown with weeds and brush, and buildings that are left in a dangerous state of disrepair, cause a significant fire hazard and dangerous potential accident situations, and may be a detriment to surrounding property values.

POLICY #21: Building heights for all types of structures will be limited to what is appropriate in residential areas.

Rationale: Many existing and future development sites have views of surrounding areas. While the Town may not be able to maintain totally unobstructed views, a consistent standard should be set in all zoning districts to preserve to the extent possible, the view amenity.

Commercial.....

GOAL: Preserve and maintain a commercial area that will provide the goods and services needed in the community.

POLICY #1: Promote the image of the Central Business District as a location for family-oriented business, cultural and recreation activities.

Rationale: By promoting the downtown as a center for community needs and services a strong sense of community will evolve, encouraging local shopping and serve to strengthen the high quality of life enjoyed by Waterville residents.

POLICY #2: Actively support commercial development measures that serve to revitalize and promote the growth of existing commercial locations.

POLICY #3: Promote continued use, development, revitalization and historic preservation within established commercial areas, particularly the downtown business area.

Rationale: Existing commercial areas represent a substantial public and private investment in buildings and infrastructure support. Maintaining and enhancing the vitality of these areas would serve to reduce the costs associated with development of new commercial areas. Additionally, the downtown core is a major financial and professional center with historic significance that has a major role in promoting a sense of community. This character should be retained. To promote the efficient use of utilities, existing traffic patterns and continuity of the commercial areas, incentives should be provided to upgrade and expand existing commercial areas. Commercial identity should be encouraged to be maintained and character of the area revitalized to keep the existing commercial areas vibrant.

POLICY #4: Promote improvement of the area economy through diversification.

POLICY #5: Encourage business districts in scale with the needs of the population throughout the town.

Rationale: The stability of a community can be directly tied to the viability of its commercial areas. By encouraging an inviting aesthetically pleasing commercial environment through design criteria, that stability is strengthened. The future of Waterville and the quality of life its residents enjoy can be enhanced and expressed through a quality commercial district.

POLICY #6: The expansion of commercial uses will occur adjacent to existing similarly developed areas in conformance with the comprehensive plan and in a manner sensitive to less intensive land uses, such as residential neighborhoods.

Rationale: Additional commercial development will be necessary to support population growth and accommodate economic diversification. This development should occur within and adjacent to existing commercial activities where infrastructure support is available or can be conveniently and efficiently extended and should mitigate potential adverse impacts on adjoining uses of differing intensity.

POLICY #7: Encourage that businesses will, through excellence of design and the nature of the use, provide long term benefits to the people of Waterville.

POLICY #8: Commercial land will be developed in a manner which is complimentary and compatible with adjacent land uses and the surrounding environment.

Rationale: By making adjacent land uses complimentary and compatible, the continuation of commercial uses is ensured, less resistance to additional growth will be expressed, and both land uses can co-exist without undue hardship to either.

POLICY #9: Support commercial areas with adequate streets, parking and utilities and access to public transit.

POLICY #10: Require commercial development in the Highway and Tourist Commercial Districts to provide adequate off-street parking, appropriate landscaping and setbacks.

POLICY #11: Promote development in the Central Business District that is compatible with the existing characteristics such as common-wall construction, no front yard setbacks and off-street parking that is located behind buildings.

Rationale: Commercial activities are intensive land uses generating traffic volumes and service needs greater than those in residential areas. Commercial areas should be accessed by major or secondary arterials, provide adequate parking and be supported by a full range of utilities including sanitary and storm sewage collection and disposal and water quantities adequate to provide required fire flows.

POLICY #12: Encourage adequate circulation patterns in commercial areas and provide linkages to other land use activities where practical.

POLICY #13: Recognize pedestrian needs in commercial areas by promoting a more pleasant and comfortable environment through drought tolerant landscaping, buffering vehicular traffic, and pedestrian amenities.

Rationale: To maximize the efficient utilization of commercial development by consumers, the atmosphere should be as inviting as possible, and ease in moving from one place to another is essential. The circulation patterns for not only motorized traffic, but also pedestrian and transit traffic, must provide linkages between commercial uses, and within each area as well. This is particularly important to maintaining the viability of each existing area until such a time as they can be connected to become one. Attractive, vibrant commercial areas will encourage additional merchants to locate close by, enhancing the commercial core.

POLICY #14: Maintain existing zoning for commercial uses and protect it from conversion to other uses.

POLICY #15: Prohibit the further conversion of existing commercial structures into residential uses, and limit new residential development in the commercial districts to caretaker's residences that are not located on the commercial street frontage.

Rationale: By maintaining existing commercially zoned areas, Waterville will encourage a strong downtown and promote shopping locally.

Industrial.....

GOAL: Promote industrial development that contributes to the economic diversification, growth and stability of the community without degrading its natural systems or residential living environment.

POLICY #1: Identify lands best suited for industrial activity through the development and application of location and design criteria.

Rationale: To facilitate industrial development, lands must be designated as appropriate for intensive activities including but not limited to manufacturing, wholesaling and repair. As with any use, not all areas are suitable for industrial development. This policy recognizes that some areas not now designated for industrial use may be more appropriate than those presently designated and an inventory and evaluation should be undertaken to determine needs and suitability. Locational criteria should consider present uses of the land as well as existing and developing uses of surrounding lands; the availability and suitability of land in the immediate vicinity beyond the study area boundary; the adequacy of the transportation network and supporting utilities; physical constraints; ownership patterns; and community appearance.

POLICY #2: Promote and enhance community characteristics to assist in planning industrial development.

Rationale: In the process of industrial site selection a major emphasis is placed on the characteristics of the community including appearance, environmental quality, and opportunities for housing, recreation, and education. Maintaining a high standard for each of these factors will enhance the ability of the area to attract new industries.

POLICY #3: Encourage the continued development of light industries that are agriculturally related.

Rationale: Currently, agriculture is a major industry of the area. Emphasis should be given to maintain, enhance and enlarge that industry, including processing, packing, storage and shipment of agricultural commodities.

POLICY #4: Encourage clean industrial development which is compatible with the quality of the town and natural environment (air, water, noise, visual).

Rationale: Industrial development should be compatible with the quality of the environment enjoyed by area residents. In development and operational phases industrial activities should be sensitive to the expectations of the community.

POLICY #5: Encourage small, light industries to locate in Waterville.

Rationale: Small clean industrial developments that are compatible with and do not detract from the quality of life enjoyed by the area residents are encouraged to locate in the Town of Waterville to help increase economic diversification, create jobs and promote economic stability.

POLICY #6: Encourage industrial development to locate in industrial/ business park areas adjacent to major street arterials, preferably on lands not suited for agricultural or residential uses.

Rationale: Ensure that industrial development adjacent to other land uses is compatible and will not detract from the environmental quality and sensitivity of the area. Location requirements would be based on a set of criteria that provide ease of access, adequate utilities and compatibility with adjacent land uses.

POLICY #7: Encourage, whenever possible, the extension of support facilities, infrastructure and services for industrial activity.

Rationale: To encourage industrial development, generally a full range of utilities is necessary. Integrated capital improvement programs should be reviewed to assure timely provision of those services.

POLICY #8: Encourage variety and innovative design in industrial site development and encourage an attractive and high quality environment for industrial activities through good landscaping, parking and building design where land uses of distinct character or intensity adjoin.

Rationale: Through well designated sites, encouragement of firms to locate will be easier and promote development. Including provisions for landscaping, adequate parking and innovative building designs will decrease conflicts in land use and make industrial areas inviting to locate.

POLICY #9: Actively support economic development measures that serve to revitalize and promote the growth of existing industrial locations.

Rationale: By revitalizing existing industrial areas, efficient use of existing infrastructure can be utilized. This should promote additional expansion by attracting new business maximizing land use potential.

Agriculture.....

GOAL: Preserve and encourage agricultural land uses outside of the Urban Growth Area as a viable land use and a significant economic activity in the area.

POLICY #1: Maintain agricultural support and processing services.

Rationale: Locations of agricultural support activities should be located as conveniently as possible to the commercial farmer. By strategically locating industrial sites for such uses as storage facilities and repair businesses, the producers can be more efficient.

POLICY #2: Waterville will support land owners in developing land consistent with local land use policies.

Rationale: Within the Urban Growth Boundary, when it is demonstrated that a need exists for more land for urban development, it will be appropriate for agricultural lands to be converted to urban land uses. At that time the Town will support and encourage land owners in those areas that want to develop the land according to the designations of the comprehensive plan.

POLICY #3: Farm practices on non-commercial farms within or adjacent to the Urban Growth Area will be consistent with local agricultural husbandry practices for the industry.

Rationale: Many residents with small acreage within or on the outskirts of town conduct agricultural activities, either for their own pleasure or to supplement their income. These uses are appropriate and should be allowed to continue provided they utilize best management practices so as not to disrupt the residential neighborhoods or larger commercial operations nearby particularly in regard to pest and disease control.

POLICY #4: Ensure that public service facility expansions and non-agricultural development do not impair agricultural viability, either through increased assessment costs or adjoining development. Agricultural lands should be assessed based on the present use of the land.

Rationale: The availability of public services and facilities will promote the development of non-agricultural uses, which in turn raises the assessment of property taxes. Until it is demonstrated that the existing agricultural lands are needed for other types of development, careful review and development of appropriate utility expansions into only residentially designated areas will help preserve the agricultural areas [and keep the land from becoming unkempt vacant lots].

POLICY #5: Clustering of commercial and residential development on adjacent non-agricultural land is encouraged near the Urban Growth Area fringe. The open space in clustered development should buffer adjacent agricultural land from development.

Rationale: Open space buffers will separate land use. It will help alleviate issues associated with incompatible land uses such as spray drift, noise, dust, etc, and residential uses.

POLICY #6: Waterville will encourage the control of noxious weeds in all affected areas.

Rationale: Noxious weeds pose a threat not only to an agriculturist's productivity, but if left unattended to grow and dry out on vacant property they can also create a dangerous fire hazard.

POLICY #7: All development permits, including short and long plats, issued for development activities on or within 500 feet of a designated agricultural area should contain notice, such as a note placed on the face of the plat and the title report [or on the development permit], stating that the property is in an area that may be subject to a variety of activities associated with best management of agricultural lands, such as spray drift, noise, odors, early and late hours of operation, etc.

Rationale: Making potential property owners aware of both the existence of agricultural designations and the town's support for those activities associated with them will reduce the number of conflicts, both physical and legal, that result when these uses are in close proximity to one another.

HOUSING ELEMENT INTRODUCTION

The appeal of a community can be attributed to many factors; however, the quality of its housing stock is probably the best indicator of its viability in the long run. It is necessary therefore, to have an adequate stock of housing for all income types, while still recognizing the vitality and character of established residential neighborhoods. It is the intent of this comprehensive plan to provide for alternative housing types and the provision of affordable housing opportunities. The goals and policies contained in this section are designed to maintain the current quality of existing housing developments as well as assuring that any new development is compatible with the character of the Town of Waterville.

GOAL & POLICIES...

GOAL: Encourage housing development for all income levels by defining the different types of housing and densities allowed, and by providing a balance of those types throughout the community.

POLICY #1: Allow the construction of affordable housing.

POLICY #2: Encourage a diversification of housing types and densities that can satisfy various lifestyles and economic capabilities.

Rationale: All segments of a community's population must have adequate shelter, and by encouraging a diversification of safe, sanitary housing types, these segments can choose which one best suits their lifestyle and budget capabilities without having to compromise their safety and that of other families.

POLICY #3: Support and encourage the retention and rehabilitation of existing housing units, thereby more efficiently utilizing the older housing stock.

Rationale: Utilizing the older housing stock should preserve existing neighborhoods, as well as providing housing at a cost somewhat lower than that of new construction.

POLICY #4: Recognize that manufactured/modular homes are a viable housing option. Residential districts should allow for manufactured/modular home placements under specific conditions.

Rationale: Manufactured homes will continue to be an affordable option for people wanting to purchase instead of rent their housing accommodations. They will continue to be an important element of the Town's development, and appropriate standards should be established to assure their compatibility with existing residential development.

POLICY #5: Develop incentives that promote the construction of affordable housing to meet the needs of all segments of the population, particularly those in a moderate income range.

Rationale: It is important to recognize that there are some segments of the community who are in a low or fixed income situation whose needs should be met, as well as those in the moderate income range; but it is also important to provide incentives that make quality moderate and low income housing unit construction feasible and/or lucrative for the developer.

POLICY #6: Recognize and accommodate special needs populations, such as those requiring group home and/or foster care facilities, nursing home care, congregate care, emergency shelter, or supervised environments within the development codes.

Rationale: These populations are an increasing portion of each community's demographic "make-up". Their needs can be met within existing residential neighborhoods provided development criteria is established which protects adjacent properties' quality of life and associated values.

POLICY #7: Disperse publicly assisted housing, group homes, and quasi-residential uses such as day care centers, throughout the area, including existing residential neighborhoods.

Rationale: It is important to recognize that these uses and activities are needed within every community. By dispersing them throughout the community, they are not only more accessible to more people and areas, but there is also provided an opportunity for these special needs populations to be integrated into the mainstream, every day functioning of the community.

POLICY #8: Long-term residential foster care for youths and the elderly should be provided for in all density designations.

Rationale: Foster care that provides nurturing and sustenance to both youthful and elderly clients within a "family" setting is appropriate in all density designations and should be allowed, according to the intensity of use, within the different zoning classifications.

UTILITIES ELEMENT INTRODUCTION

For the purposes of this Comprehensive Plan, utilities will include power, telecommunications and cable/television service. All of these are similar in that they are delivered on a parcel-by-parcel basis and generally entail the payment of a monthly bill to the purveyor. They are generally provided by both public and private entities. The intent of the following goal and policies is to provide direction to decision makers involved in the process of planning for and expanding these utilities. The general theme is to 1) encourage the provision of these services at levels appropriate to the intensity and density of development in an area; and 2) encourage coordinated planning efforts between the different agencies and purveyors to more efficiently provide these services.

GOAL AND POLICIES

GOAL: Coordinate the timing, location and extension of utilities with other improvements necessary for development in a safe, efficient and cost effective manner.

POLICY #1: Promote the planned development and phasing of utility and public facility construction consistent with capital improvement programs.

Rationale: Implement capital improvement programs to ensure utilities and capital facilities are provided in a timely, coordinated and cost effective fashion.

POLICY #2: Ensure that utilities planning and programs are consistent with the comprehensive plan.

Rationale: Urban service delivery and construction of capital facilities is directly related to the growth and development of the study area.

POLICY #3: Require new development to bear the cost of on-site utilities.

Rationale: New development bears the cost of utility construction necessary for such development.

POLICY #4: Insure the adequate sizing of utility trunk lines and main lines consistent with utility plan recommendations and that development bear its share of the cost of such construction.

Rationale: Development pays its own way. Costs incurred by development are not borne by all rate payers but rather by those who benefit from development. Where utility extensions are made consistent with utility plan recommendations and the cost of installation is borne solely by the developer, a system should be established to allow cost recovery by the developer through the transfer of connection fees paid over a period of time for use of the utility extension.

POLICY #5: When conducting utility system planning activities, ensure that an on-going analysis of overall system physical condition is completed.

Rationale: This policy promotes maintenance of older infrastructure to ensure proper long-term function and to avoid unanticipated replacement costs.

POLICY #6: Encourage proposed utility installations and system upgrades or repairs to be developed in a manner sensitive to the environment and surrounding land use.

Rationale: The current practice of underground utilities and reclamation following installation along shorelines and in hillside areas should be continued.

POLICY #7: Promote utility extensions to those areas needing services within the Urban Growth Area.

Rationale: This policy promotes extension based on need and is not limited to new projects. Older areas deficient in utility systems or areas that might be environmentally sensitive should be served as soon as possible.

POLICY #8: Promote the coordinated development, review, update and implementation of Town, county, private and public utility capital improvement programs.

Rationale: Capital improvement planning and coordination of such plans allows for the coordination of scheduling and location of utilities which can result in savings, such as, planning utility line construction to coincide with street improvements. This policy stresses coordination among the various entities involved in such planning.

POLICY #9: Insure that development takes into account the timely provision of adequate and efficient utility systems.

Rationale: Utility systems meeting the needs of development should be available when development takes place.

POLICY #10: Encourage development of vacant properties within the Urban Growth Boundary and adjacent to utility systems.

Rationale: Development of land already provided with utilities and infrastructure reduces the cost of development. This policy is not directed at agricultural land or other economically productive property, but rather, focuses on vacant, unused land that has been "passed over" becoming a vacant "island" surrounded by urban development. This policy would promote development of these parcels resulting in maximum use of utilities and efficient utilization of limited developable urban land.

CAPITAL FACILITIES ELEMENT INTRODUCTION

The Capital Facilities Element (CFE) is one of the elements of Waterville's comprehensive plan required by Washington's Growth Management Act (GMA). Capital facilities and services are those things necessary to maintain the livelihood of a community. These services are, in general, provided by local government agencies and are available to all citizens of the community. Capital facilities play a large role in determining what kind, where, when and how much development will occur.

The CFP is a 6-year plan for capital improvements that supports the Town's current and future population and economy. Funding for capital improvements can be obtained from several sources including grants, loans, and current expense budgets. One of the principle criteria's for identifying needed capital improvements are standards for levels of service (LOS). The CFP contains LOS standards for each public facility, and requires that new development be served by adequate facilities that meet these established standards of service (i.e., the "concurrency" requirement). The CFP also contains goals, policies and rationales that guide and implement the provision of adequate facilities.

The purpose of the CFP is to use sound fiscal policies to provide adequate public facilities consistent with the Land Use Element and concurrent with, or prior to, the impacts of development in order to achieve and maintain adopted standards for levels of service.

Why Plan for Capital Facilities?

There are at least three reasons to plan for capital facilities: 1) growth management, 2) quality of life and 3) eligibility for grants and loans.

Capital facilities plans are required in a comprehensive plan to:

1. Provide capital facilities for land development that is envisioned or authorized by the land use element of the comprehensive plan.
2. Maintain the quality of life for existing and future development by establishing and maintaining standards for the level of service of capital facilities.
3. Coordinate and provide consistency among the many plans for capital improvements, including:
 - Other elements of the comprehensive plan (i.e., transportation and utilities elements);
 - Master plans and other studies of the local government;
 - The plans for capital facilities of state and/or regional significance;
 - The plans of other adjacent local governments; and
 - The plans of special districts.
4. Insure the timely provision of adequate facilities as required in the GMA.
5. Document all capital projects and their financing (including projects to be financed by impact fees and/or real estate excise taxes that are authorized by GMA).

The CFP is the element that makes the rest of the comprehensive plan real. By establishing levels of service as the basis for providing capital facilities and for achieving concurrency, the

CFP determines the quality of life in the community. The requirement to fully finance the CFP (or else revise the land use plan) provides a reality check on the vision set forth in the comprehensive plan. The capacity of capital facilities that are provided in the CFP affect the size and configuration of the urban growth area.

The following goal and policy statements will provide the Town of Waterville a guideline for implementing their Capital Facilities Plan. These policies should be used to provide consistent and logical decisions during the twenty-year planning period.

GOAL AND POLICIES

GOAL: Ensure that capital facilities are located, designed, and maintained to accommodate the changing needs of the area.

POLICY #1: Encourage the location and expansion of capital facilities in accordance with growth, development and the comprehensive plan.

Rationale: Facility planning is most beneficial to the community and most economical when the needs of the area are determined in order to establish facilities in the most appropriate location. Timing of expanding, improving and replacing infrastructure needs to be incorporated with projected growth to maximize the Town's ability to dedicate financial resources for utilities.

POLICY #2: Ensure that the location and design of capital facilities creates minimal adverse impacts on surrounding land use.

Rationale: To effectively support the study area population, capital facilities including but not limited to, schools, churches, medical centers and governmental uses may be located in areas that are otherwise residential in character and may create conflicts in use and intensity. The location and design of new structures and the expansion of existing facilities must address the mitigation of potentially adverse impacts of noise, traffic, aesthetics, water supply, police and fire protection, sewage disposal, drainage, light and glare that may be disruptive to surrounding activities.

POLICY #3: Encourage the use of water conservation practices for all new building construction.

Rationale: By making use of the new water conservation practices and devices for new building construction, water supplies will be maintained by helping to protect groundwater resources.

POLICY #4: Allow storm water retention areas to be used as partial fulfillment of open space requirements.

Rationale: By allowing storm water detention areas to be used as partial fulfillment of open space requirements the same benefits will be supplied to the development without over burdening the developer. This will also potentially reduce public expenditures for clean-up after storm events by providing adequate areas for storm water to be stored.

POLICY #5: Work toward the placement of educational facilities within the Town service area locations that require minimal extensions of municipal services.

Rationale: The placement of educational facilities in locations that require only minimal extensions of municipal services will help facilitate efforts to keep costs down while achieving high benefits.

POLICY #6: Encourage the continued use of the neighborhood school concept as a focal point for educational and community facilities.

Rationale: By encouraging the continued use of schools for education and community facilities a strong sense of community is maintained and capital expenditures are reduced by utilizing existing facilities.

POLICY #7: Capital facilities should provide facilities such as multi-purpose rooms, resource rooms and recreational facilities that can be operated for various community uses.

Rationale: Facility expenditures and operating costs can be reduced by sharing existing facilities, not only in building costs but also maintenance of infrastructure and emergency services.

POLICY #8: Promote the continuation of multi-jurisdictional coordination in facility planning.

Rationale: With coordination and cooperation between the respective agencies during the planning phase of providing and maintaining public facilities, such as schools, public safety, [solid waste,] etc., efficiency can be increased and duplication reduced.

POLICY #9: Require that developers participate in the provision of capital facilities and services prior to the phased schedule of the Capital Improvement Plan if the development is consistent with other goals and policies related to growth and impacts to community services can be fully mitigated.

Rationale: Should development require that services be available in an area not designated for such in the Capital Improvement Plan until a later date, the developer will bear the cost of providing those services, not the public at the expense of areas previously slated in the CIP for improvement.

POLICY #10: Develop a Capital Facilities Plan that includes information developed in the community planning process that will provide phased and orderly development of public services and facilities within the defined Urban Growth Boundary.

Rationale: By developing this Capital Facilities Plan, orderly and efficient extension of services can be planned and budgeted. Thus developments/areas can be serviced in a timely manner.

POLICY #11: Use the phasing schedule for capital facilities and services defined in the Capital Facilities Plan as a basis for land use, development approval and annexation decision.

Rationale: Consistency in growth issues can best be tied to the financial commitments of the Capital Facilities Plan when analyzing changes to land use, development approval and annexations.

POLICY #12: Promote the consideration of energy efficiency in capital facility structures remodeling and construction.

Rationale: Since maintenance costs are a large portion of the operating budgets for many facilities, the reduction of energy usage can save money and thereby increase available funds for service functions.

POLICY #13: Assure an adequate water supply and distribution system for fire protection.

Rationale: Development should be served by adequate water supply and distribution concurrently with that development as it is essential for proper protection of health, safety and welfare.

POLICY #14: Provide fire and police services and facilities adequate to ensure the safety and protection of citizens and property.

Rationale: Safety and low crime rate are important to the high quality of life Waterville residents are accustomed to. Safety and protection should be guaranteed to all residents, therefore, proper analysis of life safety provisions must be incorporated in decisions regarding capital expenditure impacts in budget considerations.

POLICY #15: Promote multi-jurisdictional cooperation for utility planning and implementation including solid waste concerns.

Rationale: Provide a coordinated and comprehensive approach to utility planning to conserve time and money and to provide services in a timely manner. Recognize that the Douglas County Solid Waste Management Planning format is a cost effective means to address regional solid waste problems.

POLICY #16: Promote the control or diversion of storm or excess waters in a cost effective manner by use of on-site diversions, curbs and gutters, collection systems, use of natural watercourses or other means. Impose the cost of the chosen methods upon those who benefit.

POLICY #17: Develop and implement land use standards to maintain natural watercourses. Require future developments to provide adequate control of excess water to protect adjacent property from storm water run-off.

Rationale: A multitude of actions may mitigate storm water damage in a cost effective manner, which may or may not include a major new storm water system. Evaluations of costs and benefits should include the cost savings of being able to fill in vacant area currently served by water and sewer services and roads if the areas are adequately protected, instead of directing development to occur where no current services are provided.

POLICY #18: Recognize and respond to the need for flood control in both new developments and on an area wide basis.

Rationale: Mitigation of flood hazards would protect life and property by reducing exposure and potential damage and would result in a savings to individuals and the public.

POLICY #19: Provide public facilities and services at levels of serve appropriate to the specific area. Where it becomes apparent that probable funding for required capital facility projects falls short, the Town should consider reassessing the land use element.

FINANCING

There are numerous potential financing options the Town of Waterville will need to consider to implement the Capital Facilities Plan. The plan presumes that funding for needed capital improvements will be obtained from a variety of sources, including private, local, state and federal agencies.

Local Funding

Local funding for projects will come primarily from the Town of Waterville's General Fund, or from specific reserves built from utility rate revenues. The Town may also need to consider bonds, levies and other revenue sources as needed for specific projects. The Town's ability to finance identified improvements through many funding sources, will depend partly on its current indebtedness. Revising the rate structures for utilities will also help provide the revenue needed to generate local match for state and/or federal dollars.

State/Federal Funding

Funding from the following sources, as well as others, may be available to provide portions of the funding necessary to implement improvements contemplated in this plan. Timely and up-front contact with the appropriate agencies should be made early in the planning process for a project. This is to determine the applicability of the proposed funding source. This plan has been prepared with the understanding that the Town will most likely be unable to finance significant infrastructure improvements without state and/or federal assistance. To obtain this type of funding it is important for the community to attempt to fund projects on its own to document the need for this assistance, as well as demonstrating an ability to at least generate some revenues for local matching funds.

AMENDMENT PROCESS

Because the CFP is not intended to be a static and unchanging document, amendments to it should occur on an annual basis in response to changing conditions within the community. The most appropriate time for it to be amended is during the Town's annual budget process, however should the need arise it can be changed at any point in time. Amendments can be in many forms, such as the addition of projects which arise as result of unique opportunities or the unexpected availability of special funding; or deleting projects that are deemed unnecessary. The amendments can be proposed by individual citizens, Town staff, the Planning Commission or Town Council, but amendments must be formally adopted by the Town Council through the same process as the initial CFP.

Each year during the budget process the Town Council should adopt a new capital budget based on their updates to the CFP. Ideally, the Council will move each year's scheduled projects ahead by one year, while also adding projects that should be completed within 5 years. This would move the second year's projects into the priority position for the coming year's budget. Regardless of the list of projects, the CFP should have an annual capital budget as well as a schedule of projects that extends over a 5 year period at a minimum.

Because there will almost always be more projects than available funding, a rating system is proposed that projects can be evaluated against in determining their priority. A project's status should be based on a combination of things, primarily the goals and policies of the comprehensive plan, identified deficiencies in the existing systems, citizen input, and the feasibility of obtaining funding. The following criteria and rating system is intended to provide at least a beginning quantification of these factors which can be used to initiate discussions on a project's merits.

Table #8: Decision Checklist

Key/Rating	Criteria	Explanation
Life, Health & Safety 5	Is the proposed improvement needed to protect public health, safety and welfare?	This criterion should be considered one of the most important since one of the basic functions of government is to protect the public health, safety and welfare.
Legal Mandate 5	Is the proposed improvement required to comply with a legal mandate?	Compliance with legal mandates is often a prerequisite to obtaining state or federal funding assistance needed for utility improvements and failure to comply can result in severe penalties to the Town.
Tax Base 4	Does the proposed improvement contribute to or directly improve the community's tax base?	It is important to judge a proposed improvement's impact on the local tax base. For example, an improvement which extends water service to an area outside the corporate limits in most circumstances does little to improve the Town's tax base while upgrading services to an area within the corporate limits that would allow for more commercial or industrial development would.
Funding Available 4	Is funding available?	It is important to separate improvements that have an identifiable and available source of funding from those that require applications for funding, bond issues or other financing mechanisms that may or may not be approved. For example, an improvement which could be directly budgeted out of the Town Current Expense or General Fund would rate higher than one which required a lengthy grant or loan application and approval process.

Key/Rating	Criteria	Explanation
Revenue Generation 4	Is the proposed improvement part of a service that generates revenue?	Improvements to revenue-generating utilities (water and wastewater) are better able to pay for themselves or at least generate matching dollars for loans/grants.
Maintenance 4	Does the proposed improvement have a clearly identified source of revenue for ongoing maintenance and operation?	It is important to provide an opportunity to incorporate a project's long term maintenance needs into the prioritization process. A project with high maintenance costs and no identified funding source for maintenance would rate low, while a project with a clear source of maintenance funds would rate high.
Cost Effective Service 4	Will the proposed improvement result in cost effective service delivery?	There should be some consideration of the proposed improvement's long term impact on the Town's financial situation. For example, an improvement which corrects an existing maintenance problem or a project which results in an improvement with low maintenance requirements should rate better than an improvement which does not correct an existing maintenance or will result in higher maintenance costs.
Coordination 4	Is the proposed improvement a part of another project?	This criterion gives projects that, considered alone would not rate well, a chance to be given a higher priority because it is part of another improvement. For example a street is scheduled for an overlay and there are water and/or sewer lines under the street that are not planned to be upgraded for several more years. These water and/or sewer lines should be upgraded prior to the street overlay and thus become part of that project

Key/Rating	Criteria	Explanation
Partnership 3	Does the proposed improvement create opportunities for public/private partnerships, intergovernmental cooperation or further existing commitments to private or public parties.	Improvements that involve other private or public entities are important. For example, a developer is extending a Town water main to serve a new private development in an area that is presently undeserved. The partnership in this instance could be that the Town would participate in increasing the size of the line over that required for the new development as a means of improving service to existing customers.
Consistency 3	Is the proposed improvement consistent with the elements of the comprehensive plan, including the goals and policies of the capital facilities element?	Planned improvements, particularly utility upgrades and expansions, must be consistent with the comprehensive plan. The issue of consistency also comes into play if the Town seeks outside funding for all or parts of planned improvements.
Level of Service 3	Will the proposed improvement enhance the provision of that service for existing residents?	This criterion is used to determine a project's impact on the current residents of Waterville.
Forecast Demand 2	Is the proposed improvement needed to help meet forecasted demand?	This criterion is used to determine a project's impact on forecasted demand.

WATER SYSTEM

General Information

The Town of Waterville is presently supplied water from six wells, three of which are located within the corporate Town limits, with the other three located just outside of the corporate limits. Of these wells, #5 is located to the south, #7 is located northeast of Town and #8 is located to the northwest of Town. The water system maps are on file at the Waterville Town Hall.

Water storage is provided by four water reservoirs that are located in and around the Town limits of Waterville. Two of the water reservoirs were constructed in 1941 and have a capacity of 300,000 gallons each. They are underground reinforced concrete storage reservoirs, located in a field northwest of the Town corporate limits. The two reservoirs that are located in the northeastern portion of Waterville have a storage capacity of 235,000 gallons each and are constructed above ground.

The water distribution system consists of 6 inch through 12 inch diameter lines. The original distribution pipelines were reportedly installed in the 1800's of wood construction. These lines were subsequently replaced in the 1920's and 1930's with steel pipelines. Portions of the steel lines have been replaced and added to through the years. The present system consists of steel, asbestos cement (AC) and PVC pipe materials. An inventory of the existing distribution system is summarized below:

<u>Sizes:</u>	12" diameter	320 L.F.
	10" diameter	4,450 L.F.
	8" diameter	7,780 L.F.
	6" diameter	<u>48,620 L.F.</u>
		61170 L.F. = 11.5 miles

<u>Materials:</u>	A.C.	31,160 L.F. or 51%
	OD Steel	23,400 L.F. or 38%
	PVC	<u>6,290 L.F.</u> or 11%
		60,850 L.F.

Valves & Hydrants: 167 valves
49 fire hydrants (36 @ 4"; 13 @ 6")

Booster Pump Station: Located near Birch St. & Edison Avenue, it serves 4 residential customers and the size and condition are unknown.

Water Supply Evaluation

The Town has experienced severe water shortages due to insufficient and apparent declining water supply capacities. On several occasions, during the peak summer demand period, the

combined water sources were unable to keep up with system demands. The water storage reservoirs were entirely depleted and emergency rationing of water was implemented.

An in-depth water supply analysis including an evaluation of each individual source and potential future sources was conducted in 1991 by Golder Associates, Inc. of Redmond, Washington, as a sub-consultant to Varela and Associates, Inc. resulting in the development of the 1991 Water System Preliminary Engineering Report and Capital Improvements Plan. The groundwater resources available in the area were inventoried and potential water supply options evaluated. The scope of work included

- Inventory of each well source and compiling all existing data, operational information, equipment, and water quality data for each source.
- Identification of present and potential problems and deficiencies for each source related to well construction, water quality, sand pumping, declining water levels, well maintenance and aquifer depletion.
- Identification of well improvement and rehabilitation options, costs, risks, and additional investigations.

The following paragraphs are summaries for each water supply and for potential new water supplies as compiled from the referenced report.

Well #1 - Fairgrounds Well

- Shallow hand dug well; susceptible to contamination
- Capacity 25 to 40 gpm; long recovery periods required
- Nitrates reported 7.7 and 6.0 mg/L (MCL=10.0 mg/L)
- Well may be subject to Surface Water Treatment Rule (SWTR)
- No improvements recommended
- Continue to use; monitor nitrates quarterly for next year
- Monitor water level, flow rate and quantity pumped
- Potential future problems: possible increased nitrates. Solution: blend with other sources; regulate land use; non-potable uses only; or abandon
- Has been moved to emergency status and is not connected physically to the water system at this time

Well #2 - Gun Club Well

- Emergency status only, high nitrates (20ppm) requires it to no longer be in use
- Depth = 675 feet (6" to 8"); Capacity = 215 gpm
- Nitrates at 16.0 Mg/L (MCL = 10.0 MG/L) and carbon tetrachloride reported at 4.7 MG/L (MCL =5.0 MG/L)
- Contamination suspected in overburden zone; lack of surface seal suspected

- Recommended: Install 2 monitoring wells near existing well (at 50 foot and 150 foot depths); Monitoring of nitrates and carbon tetrachloride
- Potential future problems: Continued and possible increasing concentration of contaminants; decreasing well performance.
- Solutions: install well seal; identify & remove source of contaminants; intercept contaminants; blend with other sources; or abandon well. For decreasing performance, possible redevelop using surfactant and acid.
- Monitor water level, flow rate and quantity pumped
- Anticipated future improvement to include removing existing 90 feet of 8 inch casing; ream to 12 inch and provide surface seal. Potential risk of loosing well during surface seal operation.

Well #3 - Northwest Well

- Second most important supply well for the Town
- Depth = 616 feet (8" - 12" - 16"); Capacity = 135 gpm
- Nitrates reported 6.4 mg/L (MCL = 10.0 mg/L)
- No improvements recommended at this time
- Recommended quarterly monitoring for nitrates, iron and manganese
- Monitor water level, flow rate and quantity pumped
- Potential future problems: possible increased nitrates; decreasing well performance. Solutions: install well seal; blending with other sources; or abandon well.
- Recommended consideration of Well #3 for redevelopment "test case" to attempt to increase capacity: Conduct pump test "as is"; -Redevelop using surfactants, mechanical action, and possibly acid; Conduct pump test to quantify results; Low risk of damaging well

Well #4B - Baseball Field

- Low capacity well
- Depth = 750 feet; 16 inch diameter from 0 to 40 feet, 12 inch diameter from +2 to 285 feet; capacity = 35 gpm
- Well #4B was drilled to replace the previous Well #4.

Well #5 - Hinderer's Pasture

- Depth = 375 feet in 1969 and deepened to 615 feet in 1973 (diameter = 6" to 8")
- Capacity is at 200 gpm or less
- Main problem is sand production which is detrimental to pumps and metering equipment. However, the Town has found that by reducing the pumping rate they were able to eliminate the sand problem. Well is only pumped at 200 gpm to keep from pumping sand.

- Recommend: Do pump test “as is” condition; If well is capable of 350 gpm, then drill new, larger diameter, properly constructed and gravel packed well adjacent to existing well; If not 350 gpm, consider continued use of well with present sand condition; Use during peak summer demand periods.

Well #6 - Fairgrounds Well (North of #1)

- Emergency status, nitrates at 10+ ppm
- Low capacity, good water quality
- Depth = 346 feet; 8 inch diameter; capacity = 60 gpm
- Main problem is declining performance. Possible solution, redevelopment using surfactant and acid
- Monitor water level, flow rate and quantity pumped
- Recommend no action at this time; dependent on results of other work
- Has been moved to emergency status and is connected to the water system at this time.

Well #7 - Airport Well

- Depth = 1,086 feet; 100 gpm, loss of water in this well lowers pumping capabilities
- Cased 12 inch diameter to 410 feet, 10 inch diameter

Well #8

- Good capacity
- Depth = 331 feet; 400 gpm, drought years reduces pumping to 280 gpm
- Cased 12 inch diameter 0 to 152 feet, 10 inch diameter to 294 feet, 9 inch diameter to 331 feet; 9 inch stainless steel screen from 295 feet to 325 feet

SEWER COLLECTION AND TREATMENT SYSTEM

General Information

The Town of Waterville’s wastewater collection system is located entirely within the corporate limits, with the wastewater treatment portion of the system located approximately 1 mile south of town within the Corbaley Creek drainage area. At the present time, the Waterville Wastewater Collection System has approximately 425 residential connections and 88 commercial connections. The original design of the sewer system was estimated to accommodate a population of 1,150 residents, which Waterville was forecasted to reach by the year 2000. With the current population of 1,175 residents, improvement to the wastewater system will need to be conducted to adequately serve the present population and future growth of the Town of Waterville.

The entire sewer system is comprised of five different components that work together in caring and treating the Town's wastewater products:

- Collection System
- Parshall Flume
- Treatment Lagoons
- Irrigation Pump Station
- Irrigation Sprayfield System

Collection System

The collection system carries the wastewater from the waste generating source to the sewage lagoons for treatment. The collection system is made up of three types of sewer lines. The first is the laterals, which carry the effluent to pump station source main. The pump station source main then pumps the effluent to gravity main, which in turn carries the effluent to the treatment facilities. The collection system currently contains approximately 44,650 feet of laterals that consist of line sizes that vary from 6 inches to 12 inches. (Please see sewer collection system map located at the end of this chapter.)

The majority of the sewer collection system was constructed in two phases. The sewers east of Chelan Avenue were constructed in the early 1940's and the sewers west of Chelan Street were constructed in the mid 1950's. The construction materials of these sewer lines were vitrified clay pipes with cement joints and concrete pipes with cement and oakum joints.

There is one small lift station on Jefferson Street that was installed in 1955. The station has two pumps that operate at 200 gpm. This station was fully rebuilt and updated.

The main sewer lines located in the two major drainage's east and west of Chelan Avenue consist of gravity lines that converge into a single gravity sewer trunk at a point approximately 1/2 mile south of the Town limits, with the exception of the aforementioned force main. This gravity trunk continues for approximately 1/2 mile to the sewage treatment plant. (See below, T.V. and cleaned)

Parshall Flume

The Parshall Flume is a monitoring point that is located between the gravity trunk main and the sewage treatment ponds. The parshall flume will enable the operator to monitor the inflow to the treatment lagoon and make projections as to the amounts of water which will be available for disposal on the irrigation sprayfield. By comparing the inflow to the treatment lagoon, evaporation data, and the flow from the irrigation pump station, the operator is able to determine the seepage rates from the lagoons. A new flow recorder was installed in October 2002.

Treatment Lagoons

The Waterville treatment lagoon was constructed in 1954 within the Corbely Creek drainage. The 10 acre, single cell lagoon was initially designed to accommodate 1,000 people and treat approximately 150,000 gallons of effluent per day. However, this lagoon was unable to treat the excessive flows that occurred between the months of February and June. To alleviate this, a storage lagoon was constructed in 1980. This was to supplement the storage capacity of the treatment lagoon. The new 6.5 acre lagoon was constructed directly east of the treatment lagoon and was designed to store approximately 12.7 million gallons of effluent during the high flow months. (See below, monitoring wells installed.)

Irrigation Pump Station

The irrigation pump station, which is located at the southeast corner of the treatment lagoon dike, lifts the wastewater from the lagoon to be applied to the irrigation sprayfield for livestock grazing or seed crop production. The pump stations include a 75 horsepower pump capable of delivering a flow rate of 500 gpm. The pump station is also equipped with a gage board to monitor the level of the treatment lagoon.

Irrigation Sprayfield

The sprayfield is located on the hilltop southeast of the storage lagoon and is presently a cultivated field supporting a crop of spring wheat. The sprayfield has been recently expanded to 38 acres from the original 18 acre field. The irrigation system is a wheel line system that extends the full width of the field. The Town expanded the sprayfield by 40 acres in 2002, added one new wheel line and updated three other wheel lines with new mowers and 7" wheels.

PUBLIC WORKS EQUIPMENT

Currently, the Town of Waterville employs three public works employees on a full time basis. The titles of these positions are as follows: Town Superintendent, Street/Utilities Foreman, Park/Pool Maintenance and a Utilities Maintenance Position.

The Town's current policy on upgrading and replacing maintenance equipment consists of replacing any particular piece of Town-owned equipment once repairs of that equipment reaches 30% of the equipment's worth in any one year. This policy keeps equipment that is dependable and cost effective in service and removes that equipment which can become financially burdensome to the Town.

After discussions with Town personnel, there does not appear to be any need for new equipment purchases. However, the Town should maintain its present policy of upgrading their maintenance equipment in order to maintain dependable and cost effective service to the citizens of Waterville.

The following, is a list of the existing maintenance equipment owned by the Town of Waterville:

Pick-Ups

#102 - 1992 Chevy Fleetside
#103 - 1994 Ford F150
1996 Ford F350 4x4

Tractors

#901 - Allis Chamers (w/sweeper)
#902 - 1991 Park Tractor (w/blade & mower)

Ladder Trucks

#301 - 1963 GMC

Backhoe

#601 - 1978 Case 580

Grader

#801 - 1967 Gallion T-500

Fork Lift

#3000 - 1946 Toyota G20

Dump Trucks

#202 - 1972 Ford F600
#203 - 1985 Ford L900
#204 - 1936 Chevy Fire Truck

Sweeper

#501 - 1986 Mobil

Loader

#701 - 1968 Caterpillar 950

Sewer Jet

#1000 - 1985 FMC Bean Pumping & Spraying Equipment

TRANSPORTATION SYSTEM

The existing circulation pattern in Waterville is oriented around State Highway 2, which bisects the town from the southwest to the northeast through the downtown commercial core. The state highway travels along Central Avenue, taking a right on to Locust Street, turning left on Chelan Avenue and then turns right onto Popular Street as it runs out of town to the East.

The network of secondary roads follows the section and quarter section lines of the township grid. The streets are spaced between 250 and 550 feet apart in both directions, with alleys occurring in half intervals. Established right-of-ways for most streets are between 80 and 100 feet, with the majority being 80 feet in width. This may allow for a great deal of flexibility in vehicular circulation, but is not an efficient use of land. 28% of the land area in Waterville is taken up by streets and alley's, compared to the average 20% criteria used in land subdivisions. The street generally consists of 30 feet of bituminous surfacing with 2 foot shoulders on either side. Table #9 is a detailed inventory of the existing circulation system in Waterville. (Please see the transportation system map at the end of the Transportation Element.)

The Town of Waterville is provided public transit by LINK, which operates a scheduled bus service on a four trips per day schedule Monday through Saturday with the last bus leaving Waterville around 6:30 PM. Link also provides early morning and late evening express routes for area commuters. This service provides Waterville a valuable link to the Greater Wenatchee Valley as more residents are able to commute for work, shopping, other necessary activities that otherwise might not be feasible.

TABLE #9: WATERVILLE STREET PROFILE

STREET NAME	R-O-W WIDTH	LENGTH	SURFACE	CONDITION
East/West Streets				
Alder	80 Feet	Not Built		
Ash	80 Feet	4,600 L.F.	ACP	Good
Beech	75 Feet	1,550 L.F.	Bituminous	Fair
Birch	75/80 Feet	4,650 L.F.	Bituminous	Fair
Elm	70 Feet	2,450 L.F.	Bituminous	Fair
First	80 Feet	3,250 L.F.	Bituminous	Poor
Fourth	40/80 Feet	Not Built		
Locust	80/100 Feet	5,250 L.F.	ACP	Good
Maple	75 Feet	1,550 L.F.	Bituminous	Fair
Pine	80 Feet	600 L.F.	Dirt/Gravel	Fair
Poplar	80 Feet	5,250 L.F.	Bituminous	Fair
Second	80 Feet	3,000 L.F.	Bituminous	Fair
Third	80 Feet	3,000 L.F.	Bituminous	Fair
Walnut	80/100 Feet	3,250 L.F.	Bituminous	Fair
Willow	80 Feet	Not Built		
North/South Streets				
Adams	70 Feet	3,900 L.F.	ACP	Good
Baker	80 Feet	2,550 L.F.	Bituminous	Good
Central	100 Feet	3,400 L.F.	Bituminous	Good
Chelan	100 Feet	3,900 L.F.	Bituminous	Good
Columbia	80 Feet	3,900 L.F.	ACP	Good
Edison	30 Feet	Not Built		
Franklin	80 Feet	2,300 L.F.	Bituminous	Good
Green	80 Feet	1,700 L.F.	Bituminous	Fair
Harrison	80 Feet	950 L.F.	Bituminous	Good
Jackson	40 Feet	3,900 L.F.	BITUM./DIRT	Fair
Jackson	80 Feet	Not Built		
Jefferson	80 Feet	1,900 L.F.	Bituminous	Fair
Marion	80 Feet	Not Built		
Monroe	80 Feet	3,200 L.F.	ACP	Good
Rainer	80 Feet	3,950 L.F.	Bituminous	Good
Warren	80 Feet	700 L.F.	Bituminous	Poor
TOTAL		79,320 L.F.		

ELECTRICAL SYSTEM

All public electric power is provided by the Douglas County Public Utility District #1 (PUD), a special purpose public agency which is governed by an elected board of Commissioners. The PUD, as a public utility is required to provide service to everyone in its service area. According

to the PUD, there is ample capacity to meet existing demand for both the incorporated areas of the County as well as the rural areas. The Town of Waterville sold their system to Douglas County PUD in August of 1997. The Town felt they could not compete in a deregulated market. The system was in dire need of repair and certified operators and electricians were difficult to hire. This combined with the fact that electric rates decreased approximately \$0.01 per kwh made franchising the electric system the most prudent course for the community.

PARKS

The Town of Waterville currently provides two public parks located towards the center of the community, with the school grounds also providing for the general public recreational use. These parks provide several different types of recreational opportunities for the citizens of Waterville. The following is a list of the current park facilities within the Town of Waterville:

1. Pioneer Park - 2.5 acres
 - *Small soccer field
 - *Horse-shoe pits
 - *Picnic shelter
 - *Picnic tables
 - *Playground equipment
 - *Tennis court
 - *Bar-b-que pit
 - *Restrooms

2. Pool/Park - 1.5 acres
 - *Outdoor swimming pool
 - *Playground equipment
 - *BMX track
 - *Outdoor basketball courts
 - *Picnic tables

3. Waterville School Grounds - 3 acre (approximate)
 - *Football/Soccer field
 - *Baseball/Softball field
 - *Playground equipment

Although 7 acres of parks is a very good ratio of recreational facilities per capita, the locations of these parks are clustered in the same part of the community. The two parks and the school grounds are all located within a seven hundred foot radius of one another in the south-central part of the Town.

EDUCATIONAL FACILITIES

The Town of Waterville's public education is served by the Waterville School District. The district operates a kindergarten through twelfth grade school system with a current enrollment of 336 students. According to School District officials, the school system will grow approximately eight to twelve students per year within the next ten years. At this time, there is enough classroom space to adequately house the growing student population for the ensuing twenty year growth period.

Waterville School District officials do have some concern over providing adequate athletic facilities for students and the general population in the future. Currently, the school district is

finishing a remodeling project on the gymnasium that expands it's current size to provide a better facility for physical education classes and sporting events. However, improvements to the football and baseball fields are also needed. To achieve these improvements in a cost effective manner the Town and the School District should work to co-fund the improvements for equal benefits for both entities. These fields can serve dual purposes including little league, youth soccer and other similar functions for the Town as well as outdoor recreational classes and sporting events for the School District.

FIRE PROTECTION AND EMERGENCY MEDICAL SERVICES

Currently, fire services are provided through a contract with Douglas County Fire District # 1. The response times are more than adequate with the fire station located on Chelan Avenue adjacent to the downtown commercial core. Emergency medical services are provided through Waterville Ambulance which operates through the Douglas County Hospital District #2.

POLICE PROTECTION

Police protection is currently provided through a contract with the Douglas County Sheriff's office. The Town of Waterville receives the same police coverage as Douglas County in whole. The Sheriff's Department routinely patrols the community and at this time police response times are adequate.

There are some concerns of inadequate crime prevention in the Town of Waterville. This can be improved by promoting crime prevention and neighborhood watch groups, as well as encourage citizens to participate in a citizen crime prevention patrol unit. The Douglas County Sheriff's Office can help in organizing these volunteer programs and training the volunteers in how to patrol and how to educate the public in crime prevention.

SOLID WASTE AND RECYCLING FACILITIES

The Town of Waterville has recently completed its Solid Waste and Recycling Plan in conjunction with Douglas County and the Solid Waste Advisory Committee. Through this plan, Waterville has constructed a recycling center that is located north of the community. The Town will sponsor community cleanup days throughout the year that will allow residents to drop off materials such as white goods and other awkward recyclables as an alternative to the high costs of hauling these materials to the East Wenatchee area.

Normal solid waste services for Waterville will be provided by Consolidated Disposal of Ephrata. The services that are provided are by contracts with private landowners for solid waste pick up and disposal.

In 2002, a junk/abandoned vehicle clean-up was sponsored by the Town through the efforts of Douglas County Solid Waste. The Town will attempt to offer this service on a biannual basis in the future.

SUMMARY OF PROPOSED IMPROVEMENTS

Water System

The Water System Preliminary Engineering Report and Capital Improvements Plan, that was prepared in June of 1991 by Varela & Associates, Inc. in association with Golder Associates, shows a very detailed study of the existing capacity of the Waterville water system. This study also shows a detailed account of both long and short term improvements that should be completed to accommodate the future growth of Waterville. The Town of Waterville has made the recommended improvements and now should monitor the improvements to ensure that the water system is providing adequate service to the Town throughout the twenty-year planning period.

The Town will need to acquire more water in the future to support growth. Water quality and quantity are lacking in several wells. If trend continues supply will not be adequate for population now service without severe reductions in usage.

Waste Water Treatment and Collection System

The Waterville Sewage Collection System is near capacity in the winter months. At this point, expansion of the treatment ponds is imperative for the Town of Waterville if it wants to continue to grow in a responsible manner. A consultant has been obtained to begin preliminary work in developing a sewage treatment plan that will accommodate the growth for at least the next twenty years. Septic systems should continue to be allowed until such time expansion of the treatment plant is feasible, but the septic systems should be encouraged to hook up to sewer at such time it is available.

In 1997 & 1998, the Town undertook a comprehensive sewer plan and treatment facility engineering study to review, update and modify the Operation & Maintenance Manual and Sprayfield Management Plan. This was funded through a Department of Ecology Referendum 26 Centennial Clean Water Fund grant of \$37,000 and Department of Ecology State Revolving Loan Fund loan for \$45,000 which is now aid in full. The actual construction phase, which was concluded as of June 30, 2002, included sprayfield irrigation equipment upgrade, installing two groundwater monitoring wells and water quality testing at the lagoon, cleaning, T.V. inspection of the collection system and developing a priority sewer Operating & Maintenance Manual. This was also funded by a DOE grant/loan in the amount of \$62,316.83. This will be paid in full in 2007.

Public Works Equipment

The Town needs to replace a snowplow in the near future with a one ton truck with snow plowing capabilities equipped with a dump bed for gravel and sand.

Transportation System

The primary transportation improvements consist of repair and maintenance of existing roads (i.e. "sealcoating"). A detailed list of the scheduled road maintenance and improvements needed

within the Town of Waterville are listed on the six year transportation improvement program that is adopted annually by Waterville. The six year transportation improvement program is on file at the Waterville Town Hall for review.

Parks

As the population grows in the ensuing twenty year planning horizon, the community of Waterville should look into and invest in additional land for development into parks and recreation. The area of the community that should be targeted for an additional park should be in the northwest portion. The future park can be as small as 1/4 acre in size providing playground equipment, shade trees and benches. It should also be encouraged that a trail system that is pedestrian friendly (i.e. tree-scaped sidewalks) be incorporated to connect the parks and the school grounds. This can achieve a route for school aged children to safely walk to school as well as a path for exercise and convenience serving the older population of Waterville.

TABLE #10 CAPITAL FACILITIES SIX-YEAR PROJECT LIST – 2003 THROUGH 2008

Department	Time Frame	Estimated Cost	Potential Funding
Water-Sewer System Projects			
Loop 3 Dead end 8" main line on Central, 3 rd , 2 nd Streets	2003-2004	\$45,000	Water-Sewer Cumulative Reserve
Water Filtration System – Well #8	2005	\$250,000	PWTF / SRF / Water-Sewer Cumulative Reserve
Replace aging sewer lines on Chelan Street (1000' of 10" line)	2005	\$10,000	Water-Sewer Cumulative Reserve / Ref. 26 / SRF
Street Projects			
Sidewalk Replacement Project: Curb, Gutter & Sidewalk on Chelan & Locust Street	2003	\$104,514	TIB (\$99,288) / Street Fund (5,226)
Pavement Management Program	2003-2007	\$20,000	Street Fund / SCP Grants
Reconstruct Storm Sewer System	2006-2007	\$500,000	DOE SRF / Ref. 26 / Street Fund
Parks Projects			
Install Underground Sprinkler System at Pool/Park	2005	\$10,000	Park & Pool Capital Outlay / Capital Improvement Fund
Construct four (4) Picnic Tables for Pool & Park	2004	\$800	Park & Pool Capital Outlay
Replace Underwater Pool Lighting	2004	\$15,000	Park & Pool Capital Outlay / Private Grant
Resurface Tennis Court	2006	\$10,000	Park & Pool Capital Outlay / IAC Grant / Capital Improv. Reserve

Department	Time Frame	Estimated Cost	Potential Funding
Public Works Equipment			
Replace Backhoe	2006	\$60,000	Streets Fund
Replace Pick-up	2005	\$30,000	Streets Fund
Replace Snow Plow	2007	\$45,000	Streets Fund
Public Buildings/Town Hall Equipment			
Replace 4 Automatic Garage Doors in Shop	2003-2004	\$16,000	Private Grant / Capital Improvement Reserve
Overlay East Approach to Shop	2005	\$10,000	Current Expense Fund
Update Computer Software w/ Receipting System	2004	\$7,000	Current Expense Fund
Public Safety Projects			
Replace Waste Oil Furnace in Shop	2007	\$20,000	DOE Grant / Current Expense
Solid Waste Projects			
Add Restroom to Recycle Center	2005	\$10,000	DOE Grant / Capital Improvement Reserve
Fence North Lot Adjacent to Recycle Center	2006	\$35,000	DOE Grant / Capital Improvement Reserve

Capital Facilities Twenty Year Project List...

Sewer System Projects

Wastewater Facilities Plan

Replace aging sewer lines throughout the entire sewer system with 10" mains

Water System Projects

Update Water Comprehensive Plan pursuant to RCW time line

Ion exchange for nitrate removal – Well #2

Streets

Reconstruct East Birch Street from Central to Jefferson replacing sidewalks, curb, gutters and storm drainage

Reconstruct West First Street from Chelan to Jackson

Parks

Repaint pool
Repair, replace and upgrade the pool mechanical room
Cover swimming pool for winter use
Replace underwater pool lights
Repair concrete cracks in/around pool area

Public Works Equipment

Replace front-end loader
Replace snow plow

Public Buildings / Town Hall Equipment

Add 30'X60' addition to south end of Town Hall
Pave adjacent parking lot on east side of Town Hall

The capital facilities 6-year financial analysis is attached to the comprehensive plan as Appendix B.

TRANSPORTATION ELEMENT INTRODUCTION

This Transportation Element has been developed to address the motorized and non-motorized transportation needs of Waterville, and it represents the community's policy plan for the next twenty years.

This element contains the Town's plan to provide transportation service in a timely manner. The existing levels of service provided throughout the community will be maintained through upkeep of the existing circulation system and expansion of transportation services where needed. The process of establishing LOS standards requires the Town to make quality of service decisions explicit. As specified in the Growth Management Act new developments will be prohibited unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development. Such improvements and strategies will be in place or financially planned for within six years of development use.

The type and availability of transportation resources are major factors in the development of land use patterns, while conversely, the way land is used greatly influences the need and location for new transportation. The relationship between transportation and land use is one of continuous interaction and their planning must be coordinated. The future Land Use Map, the Land Use Element and the Transportation Element are highly dependent on each other and need to be carefully coordinated.

GOAL AND POLICIES

GOAL: Provide and maintain a multimodal transportation system that safely, effectively and efficiently serves the movement of goods, services and people of the area. Emphasis should be placed on improving existing transportation networks and providing all weather transportation surfaces for farm to market movement of goods, commerce, emergency services and public transit.

POLICY #1: State and County roads that help transport people and goods into the communities should be improved to adequately handle circulation, either through design, load capacities and weight limits, or through total re-alignment.

POLICY #2: Support expansion of public transit service within Waterville and to surrounding communities and employment centers.

POLICY #3: Provide for an intermodal transportation infrastructure that ensures adequate and safe access to property via a variety of travel modes; and adopt levels of service for said infrastructure that reflects the preference and needs of the community.

POLICY #4: Encourage the development of a road classification system as a means of providing for the orderly and efficient flow of vehicular traffic, and as an aide in continuous evaluation and modification of the circulation systems in response to the current needs and desires of the public.

Rationale: It is important to the vitality of a community to have a transportation infrastructure that at least addresses the minimum requirements of that community, including the provision of alternate modes of travel. A classification system helps in identifying existing and future travel needs within the area, while a level of service standard establishes the communities' wishes regarding the performance of that system. These two organizational tools aide in monitoring and measuring the circulation system, and provide a consistent data base from which decisions can be made regarding expansions, improvements, etc.

POLICY #5: Economic and residential growth decisions should be tied to the ability of the existing transportation system to accommodate the increased demand, or new transportation facilities should be provided concurrently with the proposed development.

POLICY #6: During the review of land use proposals, provisions for adequate walkways and rights-of-way, as well as a full range of improvements to serve the area, should be considered and appropriate installations made.

POLICY #7: Ensure that any transportation improvements or strategies required to mitigate impacts are constructed or financed concurrent with development.

POLICY #8: The cost of on-site transportation improvements or site preparation for developments, such as road access and improvements, sidewalks, curbs and gutters, should be the responsibility of private enterprise whenever possible.

POLICY #9: Develop an incentive program to reward developments for significant contributions to maintaining the operation of the existing circulation system(s).

Rationale: The orderly growth and expansion of a community depends on the logical, adequate provision of transportation corridors, at or prior to further development. To foster this development it is necessary to evaluate each development on a site specific basis, as well as on an area-wide basis, prior to granting approval of said, development. Because the primary beneficiary of the needed improvements is the development, it is appropriate that the development bear the cost of the improvements. However, to ensure that this cost doesn't prohibit new development, incentive programs should be developed that provide flexibility and bonuses to those projects that significantly improve the existing systems.

POLICY #10: Coordinate with all service providers the location of major utility and transportation corridors and the construction of roadway improvements.

POLICY #11: Coordinate planning, expansion, location, construction, and operations of major utility and transportation corridors, as well as improvements to existing facilities, between all service purveyors.

POLICY #12: Work with other area jurisdictions to plan and coordinate joint road projects, and to develop a funding base to support transportation projects of mutual benefit.

Rationale: Coordination helps support and complement the transportation functions of the State, Counties, neighboring cities, LINK, and other entities responsible for transportation facilities and services. The increased communication that results from cooperative planning for new systems as well as improvements to existing ones promotes efficiency and decreases public expenditures. It also expands the funding base for mutual projects by combining the resources of the different agencies into one effort.

POLICY #13: Design transportation facilities within the Urban Growth Area to minimize adverse environmental impacts resulting from both their construction and operation; and ensure that said facilities are compatible with and minimize potential conflicts between adjacent land uses.

POLICY #14: Streets and roads should be well-designed, and should consider terrain as well as connections to existing street systems and/or adjacent sites.

POLICY #15: Ensure that the circulation system is safe and convenient to special mobility needs.

POLICY #16: Control the location and spacing of commercial driveways and the design of parking lots to avoid traffic and pedestrian conflicts and confusing circulation patterns.

POLICY #17: Promote safety by encouraging street design that provides adequate sight distance, channelization, separation of vehicles and pedestrian/non-motorized traffic, and avoids difficult turning and merging patterns.

Rationale: Careful consideration of environmental and natural factors, the existing system, and adequate safety features provides a comprehensive look at the impacts of needed transportation facilities. This all-encompassing review helps decision makers reach the most agreeable decision for all interested agencies and individuals regarding the location of these facilities.

POLICY #18: Provide a safe, coordinated system of bikeways, walkways, and trails, including through-routes, to meet existing and anticipated needs for non-motorized traffic.

POLICY #19: Encourage accommodations for transit, such as providing park-and-ride facilities, shelters, benches, and turnout lanes, particularly when high levels of ridership are evident.

POLICY #20: Encourage the development of beautification programs along major and minor arterials, including Town, county and state routes, to promote the quality of the area.

Rationale: The above policies reflect the desire of the citizens of Waterville to expand and enhance their existing circulation system. By making the existing facilities more

aesthetically pleasing, and by providing multi-modal alternatives, the overall viability and appeal of the Waterville area is supported and enhanced.

POLICY #21: The following road classification system, and subsequent street designations as seen on the Transportation System & Street Classifications Map, are adopted to aide in the evaluation and provision of orderly and efficient traffic flow:

Arterial Streets...are designed to carry a high proportion of the total urban area traffic, and usually either serves traffic going from the central business district to outlying residential areas, or traffic entering and leaving the urban area. They also provide a connection to collector streets, and provide intra-community continuity while maintaining identifiable neighborhoods.

Collector Streets...are designed to provide access service and traffic circulation within residential neighborhoods and commercial/industrial areas. They differ from the above arterials in that they may penetrate residential neighborhoods, distributing traffic from arterials to the ultimate destination or vice-versa.

Local Streets...have a primary function of providing access to abutting land and to collector and arterial streets. They offer the lowest level of mobility and through traffic in residential neighborhoods should be deliberately discouraged.

POLICY #22: The Town will coordinate with the North Central Washington Regional Transportation Planning Organization (RTPO) to ensure consistency and compatibility between County and Town transportation plans.

POLICY #23: Provide for the continued support and expansion of the Waterville Airport as a vital part of the Waterville area and protect the airport from incompatible and encroaching land uses and ensuring the public health, safety, and welfare of the community. Coordinate with the Washington State Department of Transportation Aviation Division in future airport planning and implementation activities.

POLICY #24: Minimize residential land uses to avoid conflicts with air traffic within the approach, clear zone and noise contour areas surrounding the airport.

Rationale: Both for safety of residents near the airport, and to protect the operations of the airport, surrounding land uses need to be restricted to very low densities. If conflicting land uses such as residential is allowed, the potential for public expenditure to purchase conflicting uses is increased.

POLICY #25: Encourage adoption of an airport impact zone which would encourage land uses compatible with airport operations.

Rationale: The identification of areas to be protected and implementing ordinances to provide necessary safeguards for the airport would ensure the continuation and growth for the airport. Without special regulations the potential for expansion would be limited.

POLICY #26: Encourage cooperation among the affected jurisdictions when reviewing any land use developments within or near the airport.

Rationale: To most efficiently use the public land at the airport, all interested agencies should work together to be sure the operation of the airport and airport lands are coordinated. Efficient expansions of services would then happen in a timely fashion.

POLICY #27: Coordinate the Town’s planning efforts with on-going state-wide and regional transportation planning efforts by identifying these facilities and recognizing the established levels of service.

POLICY #28: US Highway 2 is recognized as a “Highway of Statewide Significance”, as identified by the Washington State Department of Transportation. This facility is shown on the Transportation Map included in this Comprehensive Plan.

POLICY #29: The level of service standard for this facility is LOC C, as established by the Washington State Department of Transportation.

ENVIRONMENT AND CRITICAL AREAS ELEMENT INTRODUCTION

The Environment and Critical Areas Element emphasizes maintaining our natural environment and protecting people's lives and properties through responsible land use management. The prevention of environmental problems is stressed in order to avoid long-term costs associated with correcting these problems.

The quality of life of different communities is directly related to the quality of environmental factors, such as air and water quality and the natural resources base of the area. Many times the subtle and prolonged degradation of these things can undermine the community's appeal and viability. The following goals and policies are intended to provide some measure of protection to the environmental elements that contribute to the quality of life in Waterville without being prohibitive as to development potential and private property rights. In reviewing and updating these goals and policies, the best available science was considered in order to protect the functions and values of critical areas.

GOALS & POLICIES...

General.....

GOAL: Preserve and protect the quality of the area's natural features while maintaining a harmonious relationship between the man-made community and the natural environment.

POLICY #1: Protect environmentally sensitive natural areas and the functions they perform by the careful and considerate regulation of development.

POLICY #2: Coordinate conservation strategies and efforts with appropriate state and federal agencies and private conservation organizations to take advantage of both technical and financial assistance and to avoid duplication of efforts.

POLICY #3: Encourage the development of an education program that promotes Waterville's value of conservation areas and that promotes private stewardship of these lands.

POLICY #4: Promote the recycling of all usable materials and alternative disposal methods.

POLICY #5: Assure the reclamation of land for redevelopment after the completion of gravel and mineral extraction and discourage new extractions from taking place within the Urban Growth Area.

Rationale: The above policies express the desire of the citizens of Waterville to recognize the importance of our natural resource and conservation areas. By coordinating the conservation efforts, as well as educating each other on the value of these lands, the possibility for compromise when potential conflicts arise is strengthened. Through these joint efforts to conserve resources, the positive results can be more readily measured, thereby encouraging continued undertakings.

POLICY #6: Agricultural activities, including commercial and hobby farms, are encouraged to incorporate best management practices concerning animal keeping, animal waste disposal, fertilizer use, pesticide use, and stream corridor management.

POLICY #7: Fertilizer and pesticide management practices of schools, parks, and other non-residential facilities that maintain large landscaped areas should be evaluated in relation to best management practices as recommended by the Cooperative Extension Service, or a licensed chemical applicator.

Rationale: Best management practices for fertilizer and pesticide applications as well as for animal waste disposal are necessary to protect against ground water contamination. These techniques are not only necessary for agricultural activities, but also for other facilities that utilize possible contaminants in larger quantities than those typical to residential areas.

POLICY #8: Recognize the importance of mineral resource areas that provide vitally needed construction materials for all types of developments.

Rationale: Sand and gravel operations are essential to the Town of Waterville from the standpoint of providing vitally important construction materials. Economic development in the Waterville area is dependent on the increase in not only business and job opportunities and access to regional markets, but also in the available stock of housing in the area. Residential, commercial and industrial construction, as well as road construction and repair, depend on a stable, low-cost source of sand and gravel.

Wetlands...

POLICY #9: Provide reasonable protection from encroachment of changes in land use that would diminish the diversity of values or degrade the quality of wetlands located in the urban area.

Rationale: There are some wetland areas immediately outside of the UGA and surrounding the Town's well on the northeast edge of Town. Future development in this area will be limited because of the existing public ownership, however, as it may occur, potential negative impacts will be mitigated. For the majority of the Waterville area where there are no identified wetlands, it is possible that development could negatively impact the quality of any intermittent wetland areas. It is important to, at a minimum, recognize wetlands as an important resource, and mitigate, when feasible, significant impacts from new development. Any wetlands that are identified in the future will be delineated and rated according to the Wetlands Rating System for Eastern Washington, as amended.

Aquifer Recharge Areas...

POLICY #10: Identify, map, and maintain critical ground water and/or aquifer recharge supply areas and areas with a high groundwater table or unconfined aquifers used for potable water. Minimally, recognize the wellhead protection areas identified in the Town's Water System Plan as designated aquifer recharge areas.

POLICY #11: The Town should prohibit the installation of underground fuel or storage tanks within critical recharge areas unless appropriate protection measures and groundwater monitoring provisions are provided assure continued acceptable groundwater quality. All state, local and federal regulations will apply.

POLICY #12: The Town should prohibit the disposal of hazardous materials within an Aquifer Recharge Area.

Rationale: Contamination of potable water sources is becoming an increasing problem in many areas, primarily from on-site septic systems, underground fuel/storage tanks, and hazardous waste disposal methods. Identifying the critical aquifers and their recharge areas can help in developing appropriate, site specific requirements for maintaining the supply areas, and can help reduce the possibility of costly clean up projects.

POLICY #13: Encourage the establishment of land use intensity limitations, particularly residential, in accordance with the availability of sanitary sewers. Cluster development is also encouraged.

POLICY #14: Upon completion of the study and subsequent upgrade of the sewage treatment facility, all proposed developments that are either within the Town limits or above a critical aquifer recharge area will be required to connect to the Town's sanitary sewer system. On a temporary basis, developments may be allowed to use on-site disposal and treatment, provided they are not located above an aquifer recharge area, and with the encouragement to install dryline sewer connections for future use. These and other existing facilities currently utilizing on-site sewage treatment systems will be required to connect to the Town's sanitary sewer system when their system fails, and they are encouraged to connect prior to that when feasible.

POLICY #15: Within Aquifer Recharge Areas, subdivisions, short plats and other divisions of land should be evaluated for their impacts on groundwater quality.

POLICY #16: It is the responsibility of the developer(s) to prove that their proposal would not adversely affect the recharge of an aquifer.

Rationale: The provision of sanitary, public sewer systems, as opposed to individual, on-site septic systems, can greatly reduce the possibilities of contaminating critical aquifers and their recharge areas. Therefore, the progression of development into undeveloped areas should be coordinated with and timed such that the provision of public, sanitary sewer systems is possible.

Frequently Flooded and Natural Drainage Areas...

The Town of Waterville has areas within the community that are subject to periodic flooding, particularly from spring runoff. Through a reference map, this Comprehensive Plan attempts to provide information to the residents of the community as to the location of these potential flood hazards. This map is not intended to represent an engineered study of the precise location of these areas. However, the community has chosen to identify them in order to begin to alleviate the potential for public and private costs associated with flooding situations. Potential protection measures will be developed in the implementation ordinances of the community, with the Frequently Flooded and Natural Drainage Areas Reference Map serving as the guide for either requiring the application of these measures or requiring that an engineering report be completed by the applicant for a project to determine the exact nature of the potential flood hazard area. This map should be updated as any engineering reports are completed, and at such time as flooding occurs which can be documented.

POLICY #17: Allocate frequently flooded areas to the uses for which they are best suited and discourage obstructions to flood-flows and uses which pollute or deteriorate natural waters and water courses. This includes, but is not limited to, filling, dumping, storage of materials, structures, buildings, and any other works which, when acting alone or in combination with other existing or future uses, would cause damaging flood heights and velocities by obstructing flows.

POLICY #18: Promote the preservation of the remaining, significant natural drainage areas that are an important part of the storm water drainage system, particularly those areas identified in the Capital Facilities Plan.

POLICY #19: Prevent the development of structures in areas unfit for human usage by reason of danger from flooding, unsanitary conditions, or other hazards. Utilize the Uniform Building Code provisions addressing hydro testing soils to determine foundation and structure design requirements where structures are proposed in areas known to be occasionally inundated for a brief period of time.

POLICY #20: Reduce danger to health by protecting surface and ground water supplies from the impairment which results from incompatible land uses and by providing safe and sanitary drainage.

POLICY #21: Avoid fast runoff of surface waters from developed areas to prevent pollution materials such as motor oils, paper, sand, salt and other debris, garbage, and foreign materials from being carried directly into the nearest public waters.

Rationale: Areas with a history of flooding are important to preserve not only for their benefits to the overall stormwater drainage system, but also to prevent large public and private expenditures associated with damage from flood waters. Because of their interconnectedness with the overall hydrological system, it is also very important to ensure against contamination of these areas through proper management of surface water and storm water runoff. The policies above demonstrate that Waterville recognizes the

importance of preserving these frequently flooded areas, and utilizing them, in their natural state, as part of their overall stormwater drainage system.

Erosion And Geologically Hazardous Areas...

POLICY #22: Minimize the negative impacts of wind and water erosion resulting from development and construction on erosion hazard areas.

POLICY #23: On lands being used for agricultural purposes, encourage the use of conservation techniques to reduce the amount of wind erosion.

POLICY #24: An erosion control plan should be submitted by the applicant for a development, prior to approval of the proposal. Further, to minimize blowing soil during development, appropriate water and/or mulch material should be applied to any areas without a vegetative cover.

Rationale: Because of the nature of the soils in the Waterville area, erosion can be a significant problem, particularly wind erosion when clearing and grading take place. By requiring an erosion control plan prior to development, the Town will have some means to monitor and respond to dust complaints during construction, and the applicant will be apprised of possible techniques available for lessening wind and water erosion problems.

POLICY #25: Reduce the threat posed to the health and safety of citizens when commercial, residential, or industrial development is sited in areas of significant geologic hazard, including but not limited to landslide, seismic, mine and volcanic hazard areas.

POLICY #26: All proposed development projects should be evaluated to determine whether the project is proposed to be located in a Geologic Hazard Area, its potential impacts on the hazard area, and the potential impact of geologic hazards on the proposed project.

POLICY #27: All proposed development projects located within a Geologic Hazard Area, or which have the potential to adversely affect the stability of one of these areas, should be required to conduct a technical study by a qualified consultant to evaluate the actual presence of geologic conditions giving rise to the geologic hazard.

POLICY #28: Any new residential subdivision or short plat that is determined to be in a Geologically Hazardous Area should have a note placed on the face of the plat and on the title report stating that the hazard is present.

Rationale: Although there are no defined geologic hazards known to be within the Waterville area, there is always a possibility that further study and investigation may reveal the presence of one. These policies strive to protect the health and safety of the residents of Waterville, should a hazard be found to be present, by requiring development projects to first consider the possibility of the hazard existing, then to provide protection from and knowledge of the hazard to prospective buyers.

Habitat Areas...

POLICY #29: Recognize the importance of protecting wildlife habitat conservation areas, and encourage the protection and enhancement of these areas.

POLICY #30: Identify and map critical wildlife habitat conservation areas within the area between the Town limits and the Urban Growth Boundary.

POLICY #31: The Town encourages the preservation of blocks of habitat and the connections between them.

POLICY #32: Promote landscape buffering between districts of different intensity, and recognize the importance of providing greenery linkages throughout the urban area.

Rationale: By defining habitat areas in the portions of the community not already developed, the Town recognizes the importance of this resource, and can inform prospective developers where potential habitat areas may be located. This allows the community and developers the opportunity to provide some consideration and mitigation of these areas during the planning stages of new developments.

Waterville Watershed Management and Stewardship Plan...

The Town of Waterville owns 180 acres of timbered land located 5 miles south of Waterville, which also contains the Town's watershed. The timber stand consists primarily of Ponderosa Pine, with some Douglas Fir interspersed. Because of its importance to the community, the Town has developed a management and stewardship plan which seeks to accomplish the following mission by the stated objectives:

The Town of Waterville hereby commits resources to manage this forest unit in a manner which allows economic utilization for the community while maintaining the forest structure, species composition, wildlife habitat, biodiversity, scenic and recreational values and watershed protection.

Objectives:

The health of the stand will be maintained by the following means:

- Select cut or thinning sales to remove diseased or insect trees
- Thinning of naturally regenerated seedlings for proper spacing to promote optimum growth
- Periodic monitoring for insects and disease
- Selection of healthy, compatible seedlings for regeneration
- Reduction of ground fuels to decrease severity of damage due to possible wild fire
- Care and maintenance of planted seedlings to insure higher survival rate and more vigorous growth.

The diversity of the stand will be accomplished by the following means:

- Introduction of new species, size and location of planted seedlings
- Recognize importance of natural habitat and retain needed cover and where possible improve forage and cover conditions
- Retention of some dead trees for cavity nesting birds and animals
- Removal of hazard trees when found.

Conclusion:

It is important to realize that this plan is only the first of many steps in the management of this stand.

The timber sale in 1993 harvested 775 MBF of mature and overstocked timber (55-60% of the stand). Remaining is 500 – 600 MBF of healthy overstory trees with a spacing of 80 – 120 trees/acre. New trees and other vegetation (grass and shrubs) are established in the openings created.

A goal of this plan is to help provide for future revenues for the community and at the same time do so in a responsible manner.

The recent timber sale provides an excellent opportunity for implementation of some common sense management principles used to maintain the viability of the remaining trees, and to encourage vigorous growth of a new generation of trees through natural and artificial regeneration.

A stewardship policy will address the health of the stand in respect to the growth and diversity of plants and animals living in and adjacent to it and the conditions necessary to maintain their habitat consistent with their needs and with respect to the management plan for future timber harvests.

Adjacent land owners should be encouraged to formulate and implement their own plans because the insect, disease and wild fire issues recognize no boundaries and will adversely affect us all and the health of the forest as a whole. Through cooperation with the other land owners, we should be able to put in place a comprehensive plan that will benefit all concerned.

Wildlife: In the unit there are deer, chipmunks, squirrels, and grouse. The recent wet springs have negatively affected the hatch of the grouse. The number of deer present in the unit or passing through daily is between 50 – 100. The number of other small animals and birds are plentiful.

ECONOMIC DEVELOPMENT ELEMENT INTRODUCTION

Under the Growth Management Act (GMA) all elements of the plan should be undertaken with the goal of economic development in mind. This Economic Development Element encourages development that is consistent with the objectives, principles and standards of the comprehensive plan. It promotes the cultivation of additional economic opportunities for citizens of the Waterville area, and encourages growth within the capacity of natural resources and public services and facilities to sustain it. Economic development is not a spontaneous event, nor does it stand alone as an isolated discipline. Today, economic development is part of the larger area of community development. Economic development can create opportunities for recreation, housing and public facilities and services. Further, the economic health of the community fosters a climate where historic preservation and environmental protection are valued.

GOAL AND POLICIES

GOAL: Establish a multi-use land development strategy to attract and support local economic growth while enhancing, maintaining and protecting the integrity of the community, residential neighborhoods and the natural environment.

POLICY #1: Recognize future potential for development of economic resources while still maintaining the viability of the existing resources.

POLICY #2: Encourage coordination among the Town and area banks and lending institutions to form a database of information including land inventories, development processes, funding, technical assistance, loans and grants, and venture capital sources.

POLICY #3: Provide guidelines and a framework for development which recognizes that the quality of the environment makes an important contribution to economic value.

Rationale: By recognizing the potential for future economic development and providing a guide and framework within which development will be considered, the Town will be providing predictability to all types of industry considering Mansfield for a location.

POLICY #4: Encourage the location of business and industry that provide family-wage jobs for local residents.

POLICY #5: Actively support efforts to promote trade and tourism by participating in local and regional economic development programs. Continue to support the efforts and promoting the high quality of life in the Town of Waterville through the following organizations: Waterville Chamber of Commerce, Waterville Tree Board, Waterville Takes Action, Badger Mountain Masonic Lodge #57, Douglas County Historical Society, Waterville Philomathic Club, PEO Chapter Z, Harmony chapter #56 OES, Waterville Rebekah Lodge,

Lion's Club, Eagles Club & Auxillary, Friends of the Library and Waterville Together for Drug-Free Youth.

POLICY #6: Pursue an active and aggressive recruitment program to induce a variety of commercial and industrial enterprises to settle in the area.

POLICY #7: Attract new commerce and industry which have employment that provide livable wages and produce disposable incomes that will diversify and vitalize the local economy and create supportive conditions where rural economies can prosper.

POLICY #8: Promote the growth of tourism-related businesses and services, particularly for recreational-type uses that capitalize on the natural amenities of the area, while still recognizing the importance of diversification to the stability of the economy of the community.

Rationale: The competition for new types of industry, as well as expansion of the agricultural industry, can be very intense. It is therefore very important to Waterville to be involved in economic development at a regional level to stay current on who has expressed an interest in the region. Outside of the agricultural industry, tourism is the most likely area of economic development available to Waterville. However, it should be recognized that the tourist industry can, at times, be unstable and unpredictable. Additionally, the overuse of an amenity can sometimes destroy the very qualities that make it a desirable thing. Given these factors, other types of industry should be actively pursued when the opportunity arises.

POLICY #9: Develop and maintain an attractive and high quality environment for economic activities through good design, landscaping, and control of impacts which detract from the environment or which create hazards. The possibility of creating a "theme" for the downtown area should be actively pursued.

POLICY #10: Create and encourage partnerships between government and business to deal with business issues at all levels and sizes.

POLICY #11: The Town and County should work together to improve communication in the area of permits, signage, zoning and the processing of paperwork.

POLICY #12: Establish standards for site planning and design that provide for efficient and safe function while contributing to an aesthetically pleasing development.

POLICY #13: A variety of buffering techniques, including landscaping, fencing, and berming, should be employed to protect the integrity of areas of less intensive land uses.

Rationale: Industrial and commercial developments which are designed in aesthetically pleasing, high quality environments will have a tendency to attract further developments. By assuring this high quality through design standards, Waterville will be creating an environment that will help it compete more aggressively with other communities that may

be under consideration by a company for location. This quality design will also lessen any impacts that may be associated with existing, adjacent land uses.

POLICY #14: Allocate land for commercial and industrial uses based on appropriate site characteristics, market demand, community need, adequacy of facilities and services, and proximity to housing, consistent with the Comprehensive Plan.

POLICY #15: Assure that adequate infrastructure is provided to accommodate economic growth.

POLICY #16: Special development permit review and approval should be required for all commercial and industrial development to promote uniformity and consistency within the community, and to assure adequate infrastructure availability.

Rationale: Prior to allocating land for commercial and industrial uses, extensive review and study takes place as to what makes an area appropriate for certain uses. By providing this initial research, and by developing a review process that reflects and considers all the important factors involved in the research, the potential development is provided some measure of predictability. If a developer knows what to expect as far as land and utility availability and permitting processes, Waterville will be more appealing than a community without those things.

POLICY #17: Commercial and industrial development should be designed to enhance vehicular circulation and pedestrian safety to provide a quality living environment for the shopper and nearby residents.

POLICY #18: Continue the vitalization of Waterville's pedestrian friendly Central Business District and coordinate with commercial development in outlying areas.

POLICY #19: Interior and exterior parking lots should be landscaped to break up large expanses of paved areas, reduce thermal heating by shading pavement, and reduce negative visual impacts.

POLICY #20: Orient buildings to encourage pedestrian circulation, enhance the appearance of buildings, and provide unified design elements to offset architectural styles.

POLICY #21: Interior and exterior parking lots should be landscaped in order to breakup large expanses of paved areas, reduce thermal heating by shading pavement, and reduce negative visual impacts.

Rationale: Because of the need for energy conservation measures throughout the United States, the trend toward more transit and pedestrian-oriented activities has increased. To remain competitive in the search for new industry, this trend should be recognized and accommodated. Waterville is still of a size to be able to promote efficient pedestrian and transit circulation, as well as encouraging strategically placed, aesthetically pleasing parking facilities to service the traveling public.

ESSENTIAL PUBLIC FACILITIES ELEMENT INTRODUCTION

GMA states that the comprehensive plan for each county and Town planning under the Act shall include a process for identifying and siting essential public facilities. Such facilities are typically difficult to site and the GMA further indicates that no local comprehensive plan or development regulations may preclude the siting of essential public facilities. For Douglas County and the Communities within it, the decision was made by the Regional Council to address the issue of siting essential public facilities in a County-wide, coordinated effort.

Essential public facilities (EPF) of a countywide or a statewide nature are those that have inherent characteristics that make them difficult to site. These characteristics may include facility size, land consumption uses, traffic impacts, noise, odor, safety concerns and utility needs. As a result of these characteristics, many EPF are considered “locally unwanted land uses” or LULU’s, while still other types of EPF may be desirable.

Multiple permit processes are acknowledged as being confusing to applicants for EPF and to citizens that have an interest in the siting process. It is the desire of the county and the cities/towns that plans and regulations address EPF in a consistent and coordinated manner. Therefore, this comprehensive plan and the subsequent implementing development regulations establish the following policies that are consistent with the Douglas County Regional Policy Plan adopted by Douglas County and ratified by each community.

POLICY #1: The Town of Waterville recognizes the following as essential public facilities: airports, state education facilities, state or regional transportation facilities, state and local correction facilities, solid waste handling facilities, secure community transition facilities, and in-patient facilities including substance abuse facilities, mental health facilities, and group homes.

POLICY #2: The Town of Waterville comprehensive plan and development regulations will not preclude the siting of essential public facilities.

POLICY #3: The Town of Waterville recognizes the following criteria as applicable to the siting of essential public facilities:

- EPF shall be served by a full range of services necessary to support the use;
- EPF located outside of an urban growth area must be self-contained or shall have extended services in a manner that does not promote additional development or premature conversion of lands to other uses;
- State-mandated siting criteria be incorporated where applicable;
- EPF shall not be located on resource lands or critical areas if incompatible.

POLICY #4: A single local decision-making processes for EPF environmental review and permitting should be established where practical. To that end, Waterville supports the development of cooperative agreements among the county, cities, towns and the health district, the central components of which are the incorporation of standards from the various agencies with jurisdiction and one decision-making process.

POLICY #5: It is acknowledged that the county, cities and towns do not have authority over activities within the jurisdiction of the Washington State Energy Facility Siting Evaluation Council. However, the siting of major energy facilities in Waterville that are designed to extract, store, transport, process or refine fossil fuels should not be permitted without extensive preliminary environmental and public review. Nuclear power generating facilities should also be prohibited from locating in Waterville until all environmental risks associated with the production, storage, disposal, and long-term liability of radioactive or hazardous wastes can be eliminated.

Siting issues for all energy facilities that should be reviewed include, but are not limited to: placement of short-term construction employees, placement of long-term employees, types of facilities necessary, directing impacts towards enhancement of existing facilities, and utilization of best available contract technology to preserve physical and social environmental quality.

POLICY #6: Waterville supports the role of the Regional Council to periodically monitor the establishment of essential public facilities to assure that jurisdictions are not receiving a disproportionate share of EPF.

IMPLEMENTATION STRATEGY INTRODUCTION

The Comprehensive Plan is an expression of how the Town should grow and develop, and serves as a guide for future development and redevelopment. Therefore, the goals and policies of the Plan are general guidelines, not regulations. The Growth Management Act of 1990, as amended, states at Section 36.70A.120 "...[E]ach county and Town that is required or chooses to plan under RCW 36.70A.040 shall enact development regulations that are consistent with and implement the comprehensive plan." The following ordinances, codes and programs have been developed, will be amended, or will be prepared as the primary means to implement the goals and policies of this Comprehensive Plan.

ZONING

Zoning is the most important legal tool which can be used to implement the Plan. The basic purpose of zoning is to promote the Town's public health, safety, and welfare, and to assist in the implementation of the comprehensive plan. In a zoning ordinance the Town is divided into zoning districts, with types of uses, permit requirements and other land use regulations defined for each district. The most basic regulations pertain to:

- The height and bulk of buildings;
- The percentage of the lot which may be occupied and the size of required yards;
- The density of population; and
- The use of buildings and land for residential, commercial, industrial, and other purposes.

It is also possible to develop performance standards and criteria to further define the characteristics of the different zoning categories, such as:

- Building materials and construction standards or attributes;
- The ability and/or criteria for keeping both domestic pets and livestock; and
- Any buffering, landscaping, parking or other similar standards.

SUBDIVISION

Subdivision regulations are intended to regulate the manner in which land may be divided and prepared for development. They apply whenever land is divided for purposes of sale, lease or transfer. State law specifies that any subdivision of land which results in the creation of a parcel of less than 5 acres in size must comply, at a minimum, with state subdivision requirements, as well as with any local subdivision regulations.

There are two basic forms of subdivision including long plats, which contain 5 or more lots, and short plats, which contain four or fewer lots. Regulations pertaining to both types of subdivisions are adopted and enforced at the local level in accordance with provisions and statutory authority contained in state law.

The regulations specify methods of subdivision procedures for the developer and the Town, minimum improvements (streets, utilities, etc.) to be provided by the developer, and design standards for streets, lots, and blocks. Subdivision regulations are intended to encourage the orderly development and redevelopment of large tracts within and around the community.

PLANNED DEVELOPMENTS

Planned development regulations are intended to provide an alternative method for land development which:

- Encourages flexibility in the design of land use activities so that they are conducive to a more creative approach to development which will result in a more efficient, aesthetic and environmentally responsive use of the land;
- Permits creativity in the design and placement of buildings, use of required open spaces, provisions of on-site circulation facilities, off-street parking, and other site design elements that better utilize the potential of special features such as geography, topography, vegetation, drainage, and property size and shape;
- Facilitates the provision of economical and adequate public improvements such as sewer, water, and streets; and
- Minimizes and/or mitigates the impacts of development on valuable natural resources and unique cultural, historic, or natural features such as agricultural lands, steep slopes and floodplain and shoreline areas.

Planned development regulations may be incorporated into the Town's zoning ordinance or developed as a separate ordinance. It is also possible for the Town to use the planned development process for certain uses which, due to their nature, may be more appropriately reviewed under such regulations.

BINDING SITE PLAN

The binding site plan is another different method of dividing property for commercial and industrial purposes, and in some cases for residential uses such as manufactured home and recreational vehicle parks where the individual parcels are not to be sold. This method for regulating development is intended to provide a flexible alternative to developers, and requires that a specific site plan be developed which shows the layout of streets and roads and the location of utilities required to serve the property. The binding site plan is a legally enforceable document which, when required, can be amended to reflect changing conditions. The plan also must be reviewed to ensure that the cost of providing basic services and the maintenance of those services does not represent an unreasonable burden on the residents of the Town.

STATE ENVIRONMENTAL POLICY ACT

SEPA directs decision makers to consider the environmental consequences of their actions. The SEPA process starts when someone submits a permit application to the Town, or when the Town proposes to take some official action. An Environmental Checklist is used to determine whether the project or action is significant enough to require an environmental impact statement (EIS). While an EIS is commonly not required, certain conditions may be included in a determination of non-significance that are intended to minimize environmental impacts. Regardless, a threshold determination must be made on all permit applications unless they are specifically exempted by SEPA.

CRITICAL AREAS ORDINANCE

The Growth Management Act of 1990 (amended 1991) requires that Cities and Counties use the best available science to classify, designate and protect critical areas such as wetlands, aquifer recharge areas, frequently flooded areas, geologically hazardous areas, and fish and wildlife habitat conservation areas. One avenue for protection is a critical areas ordinance which is consistent with the comprehensive plan. This ordinance may preclude any development that is incompatible with the critical areas, but usually it will provide for mitigation measures to be applied to alleviate the negative impacts of development on a critical area.

CITIZEN PARTICIPATION ELEMENT INTRODUCTION

Because of the dynamic nature of growth and change in a developing community, it is imperative that the comprehensive plan as well as its implementing ordinances/regulations be continuously evaluated and reviewed for their applicability. As situations and technology change, the comprehensive plan needs to be able to accommodate those changes, as determined by the citizen process.

On the other side, however, it is important to maintain the integrity of the comprehensive plan as well as the citizen process involved in its development. The Growth Management Act requires, at section 36.70A.130 RCW, that each Town and county “establish procedures whereby proposed amendments or revisions of the comprehensive plan are considered by the governing body ... no more frequently than once every year.” This allows for the accumulative effects of all proposed amendments to be considered at one time, providing an overall picture of benefits and/or impacts of the changes. There is an opportunity provided in GMA for cities and counties to amend or revise the comprehensive plan whenever an emergency exists.

Public participation was included to a great extent in the initial preparation of the entire plan. It is a document that has been developed by and for the citizens of the Waterville area. It was the intent that this not only meet the requirements and goals of the Growth Management Act, but more importantly it would be a pro-active, workable plan that truly reflects the desires of the community. The Plan needs to remain a reflection of the community's desires over time, including the continuous involvement of the residents in this on-going process of long range planning. The following goal and policies are intended to guide the comprehensive plan amendment process to ensure the continued involvement of any and all residents of Waterville who wish to be a part of it.

GOAL AND POLICIES

GOAL: Ensure that continued public participation is utilized in decision making that directly affects policy related to the comprehensive plan or the implementation of that plan.

POLICY #1: Encourage citizens of all ages to attend meetings/hearings, and to comment on all issues of concern.

POLICY #2: Encourage all citizens to participate on volunteer boards, such as special committees or task forces and/or the planning commission.

POLICY #3: Support volunteer committees that strive to improve the town and/or the quality of life in the area of Waterville (i.e. citizens advisory committees, the downtown revitalization committee, etc.).

POLICY #4: Maintain the existing system for notifying residents of upcoming meetings, hearings, etc.

POLICY #5: Post notices pertaining to upcoming meetings and their agendas on at least a monthly basis in public buildings within the Urban Growth Boundary.

POLICY #6: Consider placing a suggestion box in the Town Hall.

PROCESS AND TIME FRAMES

It is the intent of the comprehensive plan to establish an annual review process that allows not only for proposed land use changes to be considered at one time, but also to include revisions to any capital projects as well. Along with any specific land use designation changes, whether sponsored by the Town or by individuals, the amendments will include, at a minimum, the revisions to the Six Year Street Program and the project schedule for the Capital Facilities Plan of the Town. While these processes have been available for public scrutiny before, including them in the comprehensive plan and its review process will make them more visible and accessible for comment by the public.

To maintain the successful citizen participation process established during the development of this comprehensive plan, the process for amending the plan will closely resemble that effort. In general, the Planning and Zoning Commission (Planning Commission) will hold meetings and/or workshops to initially review the proposed amendments. The Planning and Zoning Commission will then hold at least one public hearing on the amendments before forwarding a recommendation to the Town Council. Individual requests and Town-sponsored amendments must be applied for at Town Hall by September 1 of each year. The month of September and early October will be used as staff review, and the Planning and Zoning Commission will hold its first public meeting or hearing at its first meeting in October. If needed the Planning and Zoning Commission will hold subsequent meetings/hearings within a timeframe to allow the Town Council to hear and act on the amendment requests before the end of the year.

Appendix A: Land Use Analysis

Based on the assumptions for growth and development found in Chapter I: Introduction, the following is an analysis of future land uses within the Waterville UGA.

Population Projection and Allocation...

	2000 Census	2005 Projection	2010 Projection	2015 Projection	2022 Projection
County Total	32,603	37,915	43,227	48,539	53,850
Rural Areas	6,502	7,582	8,663	9,744	10,824
GEWA UGA	21,304	24,969	28,634	32,299	35,964
Bridgeport UGA	2,903	2,331	2,569	2,807	3,046
Coulee Dam UGA	125	134	144	153	162
Mansfield UGA	329	356	383	411	438
Rock Island UGA	1,065	1,243	1,421	1,599	1,777
Waterville UGA	1,163	1,282	1,401	1,520	1,639

Projected Housing Units...

Jurisdiction	2000 Census Persons per Household	2000 Census Housing Units	2005 - Total Projected Housing Units	2010 - Total Projected Housing Units	2015 - Total Projected Housing Units	2020 - Total Projected Housing Units	2022 - Total Projected Housing Units	Increase In Housing Units: 2000 - 2022
Douglas County	2.76	11,726	14,086	15,686	17,423	19,026	19,511	7,785
East Wenatchee UGA	2.756	8,166	9,212	10,258	11,394	12,442	12,759	4,593
Bridgeport UGA	2.064	777	1,205	1,343	1,491	1,628	1,670	893
Coulee Dam UGA	2.601	59	59	-	-	-	-	-
Mansfield UGA	2.226	174	175	195	216	236	242	68
Rock Island UGA	3.066	355	418	466	518	565	580	225
Waterville UGA	2.673	481	524	583	648	707	725	244

The 2000 Census for the Waterville Urban Area indicates there are only 481 housing units, however the detailed land use inventory that was conducted by ACG, Inc during the spring and summer of 2002 identified 507 housing units. This is a discrepancy of 26 units, which constitutes 5% of the total housing units identified in the detailed land use inventory. If this same 5% were added to the total housing units needed in 2022, Waterville could expect 761 housing units or 36 more than the 725 identified. However, a conservative approach is appropriate, and therefore the number of housing units Waterville is planning for in the year 2022 is 751, which adds the 26 unidentified units to the total projected housing units (725) for 2022.

2002 Existing Land Use and Housing Units (Adjusted to include ROW)...

Land Use	Acres	% of Total	Housing Units
Single Family	158	29	352
Manufacture Home	33	6	83
Multi Family	4	1	56
Commercial	21	4	10
Industrial	13	2	1
Quasi-Public	5	1	5
Public	144	27	0
Agriculture	59	11	0
Vacant	105	19	0
Totals	542	100%	507

2002 Existing Housing Unit Types...

TYPE	NUMBER	PERCENT
Single Family	352	70
Accessory Unit	16	3
Multi Family	56	11
Manufactured Home	83	16
Totals	507	100%

Waterville’s existing ratio of single family to multi family residential units is approximately 85%/15%. Assuming this same ratio, of the 751 total housing units in Waterville, 638 will be single family and 113 will be multi family. Of the projected new housing units (751 – 507 = 244), this same ratio would mean that 207 units will be single family while 37 will be multi family.

Assessment of Urban Services Capacity...

Sewer...The Town of Waterville recognizes that, during the winter months when irrigation is unavailable because of frozen ground, the wastewater treatment lagoons reach capacity (there are no problems with capacity during the spring, summer and fall). Recent updates, as well as an on-going engineering study that is in process to address this issue, have made progress toward addressing this issue. Given a slow, but steady growth rate, as well as completing the projects that are identified in the 6-year project list for the wastewater treatment system, it is the position of the Town of Waterville that sewer capacity is available, or will be available, to support the identified growth and development anticipated over the 20-year planning horizon.

Water...The Town of Waterville's water system (physical components) has the capability of easily serving new development, however it is recognized that additional water will be necessary to serve anticipated growth and development over the 20-year planning horizon, particularly if recent drought conditions continue into this time frame. Because the issue is being pursued in a proactive manner through engineering studies and increasing conservation techniques, the Town believes that domestic water will be available as needed for future development. If on-going and/or future engineering studies indicate that additional water is unavailable, immediate action will be taken to begin revisions to the comprehensive plan to reflect the known limitations for the provision of domestic water.

Transportation...The Town of Waterville is fortunate to have a well-maintained circulation system currently in place, including the necessary right-of-way corridors to accommodate future development. After the recent adoption of standardized street standards, as new development occurs, the streets necessary to serve that new development will be required of the project proponent. Additionally, the Town has been fortunate enough to have taken advantage of the Washington State Department of Transportation's Small Cities Pavement Preservation program, and it expects to continue a regular program of pavement preservation on the existing streets within the community.

Police...The Town of Waterville contracts with the Douglas County Sheriff's Department for law enforcement services. As the Sheriff's Department continues to request increases in payment for services, the community will continue to evaluate their available revenue and the corresponding level of service for law enforcement.

Fire...Similar to law enforcement services, the Town of Waterville is served by Douglas County Fire District #1, and as increases in costs are necessary, the Town will evaluate available revenue and a corresponding level of service for fire department services.

Schools...The Town of Waterville actively participates with the School District, and will continue to encourage and provide information to the School District regarding growth and development to assist them in their capital facility planning.

Land Use Ratios...

LAND USE DESIGNATION	ACRES	% OF TOTAL
Single Family Residential	371	49%
Multi Family Residential	95	13%
Central Business	24	3%
Highway Commercial	15	2%
Tourist Commercial	45	6%
Public	126	17%
Industrial	80	10%
TOTAL	756	100%

Vacant Land Determination...

Land Use Designation	Vacant Acres	Percent of Total Vacant Land
Residential Single Family	55	65%
Residential Multi Family	6	7%
Central Business	1	1%
Tourist Commercial	13	16%
Highway Commercial	0	0
Industrial	7	8%
Public Use	2	3%
Total...	84	100%

Agricultural Land Determination...

Land Use Designation	Acres in Ag	Percent of Total Ag Land
Residential Single Family	84	46%
Residential Multi Family	11	6%
Central Business	0	0
Tourist Commercial	27	14%
Highway Commercial	10	5%
Industrial	55	29%
Public Use	0	0
Total...	187	100%

According to the tables above, in the Residential Single Family, Residential Multi Family and Tourist Commercial areas approximately 65 acres of vacant land are available for residential development (assuming 25% of Tourist Commercial will be used for residential uses, 75% for recreational and/or commercial uses), while 102 acres of agricultural land are available.

Residential Density Determination...

The proposed densities within the comprehensive plan are a maximum of 5 units per acre in the Residential Single Family areas and a maximum of 10 units per acre in the Residential Multi Family areas. The Tourist Commercial is available for the 10 units per acre maximum, however only a small portion of these areas are expected to be used for residences. Currently, the overall density of housing units in the areas used for residential purposes is 2.8 units per acre, although the density of existing multi family uses is closer to 18 units per acre. The multi family development density is higher than projected because a number of the existing units are located in commercial buildings in the central business area.

The average density assumed for future single family development is 3 units per acre for the following reasons:

- The historical, existing pattern of development is 2.8 units per acre;
- At least 50% of the area designated for residential single family is currently platted; and
- Of the area not platted, a significant portion is currently being actively farmed (both inside and outside of existing city limits) and is therefore not anticipated to convert to residential use as quickly.

The average density assumed for future multi family development is 8 units per acre for the following reasons:

- A large number of the existing multi family units are currently located in commercial buildings within the central business district;
- Future residential uses in the central business district will not be allowed; and
- Not all of the areas designated for residential multi family will be used for multi family residences.

Analysis of Land Necessary for Residential Growth...

Using the projected new housing units identified above (207 single family units, 37 multi family units), and the assumed future density of residential development, a determination of the land necessary for residential development can be calculated. For 207 single family dwelling units, at a density of 3 units per acre, approximately 69 acres is needed. For 37 multi family dwelling units, at a density of 8 units per acre, approximately 5 acres is needed. To these basic numbers a market factor (25%) is added to ensure that an adequate supply of land is available; and a right-of-way factor (25%) is added to accommodate for necessary streets and other infrastructure to support the development. The market factor of 25% is assumed as a means of ensuring that

housing remains affordable, by the Town of Waterville’s standards, by not over-inflating land costs due to limited supply. The right-of-way factor of 25% is assumed for Waterville because a large share of the existing, platted community currently has street right-of-ways that are 80 feet wide or more, which exceeds the current standards for new residential development. Using these factors, the following land is necessary for residential growth in Waterville for the planning horizon:

RSF: 67 acres + 25% = 84 acres + 25% =	105 acres
RMF: 5 acres + 25% = 6 acres + 25% =	<u>8 acres</u>
Total =	113 acres

Assessment of Vacant residential land capacity in current UGA...

In analyzing the land available for residential development, the following assumptions are made with regard to the rate of conversion from vacant and agricultural land:

- 90% of vacant land in residential designations will be available for residential development;
- 60% of agricultural land in residential designation will be available for residential development;
- Within the Tourist Commercial areas, 25% of the area available for development will be used for residential uses, with the remaining area developing into recreational/commercial uses.

Using these assumptions and the information in the tables above, the following land base is projected as being available within the UGA for residential development:

• RSF: (55-10%=) 50 acres (vacant) + (84-40%=) 50 acres (ag) =	100 acres
• RMF: (6-10%=) 5 acres (vacant) + (11-40%=) 7 acres (ag) =	12 acres
• TC: (13-10%=12-75%=) 3 acres (vacant) + (27-50%=14-75%=) 3 acres (ag) =	<u>6 acres</u>
Total =	126 acres

Assessment of Land Use Ratios...

In reviewing the analysis provided above, it appears that Waterville has an appropriate amount of land designated for residential development for the planning horizon. In addition to the residential designations, Waterville has provided areas for increased commercial and industrial development in an effort to increase the potential for economic development. While preserving the unique historical characteristics of the downtown area, additional land has been identified adjacent to the US 2 highway corridor in an attempt to encourage development that will serve people traveling through the community. The ratio of land designated for industrial development is consistent with the Town’s goal of providing area for agriculturally-related industrial uses, as well as other activities that support family-wage jobs. For these reasons the Town believes the land use designations are supportive of the goals and policies in the comprehensive plan.

UGA Location...

It is the position of the Town of Waterville that the UGA identified in the comprehensive plan is consistent with the Growth Management Act and the Douglas County Regional Policy Plan. The UGA is located in such a manner that it encompasses the existing city limits and existing urban development. The undeveloped areas that are identified as part of the UGA are immediately adjacent to the existing city limits in areas that can be served by public facilities and services as the need arises. The UGA, as proposed by Waterville, does include approximately 60 acres that have been designated as dryland agriculture by Douglas County, and there is approximately 50 acres designated as rural resource 5. However, all of these areas are immediately adjacent to existing city limits and/or the UGA that was adopted by Douglas County for Waterville in 1996, and represent logical, even boundaries to accommodate projected future growth.

Without knowing the specific criteria that was used by Douglas County to classify the existing agricultural lands of commercial significance that are proposed for inclusion into the Waterville Urban Growth Area, the Town believes there is support for changing the designation of this 60 acres. The purpose of including these two areas in the UGA is to provide an adequate land base for future residential and industrial land uses. The area designated for residential development south of Highway 2 and east of the existing city limits is immediately adjacent to existing water and sewer facilities {WAC 365-190-050(1)(d)}, and the existing public water system is in the immediate vicinity of the designation {WAC 365-190-050(1)(a)}. For these reasons, the Town does not believe it is inconsistent with Douglas County's criteria for designating agricultural land of long term commercial significance to include these 60 acres into the Waterville UGA.

Appendix B Capital Facilities Financial Analysis...

This analysis is based on actual revenues and expenditures from 1997 through 2002 and on the 2003 budget. The analysis looks at the patterns in the various accounts and attempts to discern trends in the revenues generated and expenses paid. The budget for the Town of Waterville changed significantly in 2003 due to the passage of Initiative 695 and the end of MVET backfill money. Although the initiative was overturned by the state Supreme Court, the legislature and governor enacted the lower vehicle license fees set by the initiative. The impact of this decrease in revenues was dramatic for Waterville, and is most evident in the current expense fund. The loss in revenues were somewhat offset through MVET Backfill funds. These funds were apportioned by the state as a measure to mitigate the impacts of Initiative 695 on cities. However they were no longer anticipated after 2002.

In November 2000, Washington voters approved another initiative that limits property taxes and other local taxes and fees. A court injunction prevented the original Initiative 722 from taking effect. However, the legislature took action that adopts some of the initiative's functions into law, 1% property tax increase limit. The property taxes are assigned to the different funds, based on needs, so the impact will be noticeable in all funds.

For the most part, this analysis follows the basic assumptions based on the projection factors listed below:

Projection Factors

1. Property Taxes, 1%. This projection is based on the restrictions resulting from the passage of Initiative 722. Property taxes in the period analyzed for this report typically grew at rates between 1% and 10%, but the Town cannot count on those revenues in future years.
2. Sales and Use Taxes, 0.5%. This was the figure used by many other entities and due to the fact that sales fluctuate throughout the years.
3. Inflation, 2%. This projection factor is based on multiple fluctuations and trends. The average of previous years was used to determine the percent to use.
4. Investment Interest, 1%. Basically, as beginning balance grows or declines, investment interest changes accordingly. Because we are not anticipating beginning balances for this analysis we are basing the information on an increase of 1% over the previous years, hoping for an ending balance for each year.
5. Salary Adjustments, 3%. This figure is based on the average increase per year. It applies to all salaries and benefits in each fund.
6. Fixed Revenues & Expenditures, Flat Rate. These are items that are unlikely to change much in the coming six years. This includes fees and rates charged for services that were affected by initiatives 695 & 722.
7. State Shared Revenue/Entitlements, 1%. This is a rate applied to some of the state shared revenues and entitlements that are expected to see some growth. Other entitlements/shared revenues have flat projection factors.

8. Other 1%. This is a projection category created for miscellaneous revenues and expenditures with an estimated growth rate of 1% that did not fit into other categories.

Projection factors are assigned to each item in a fund in the Excel spreadsheets that generated this analysis.

Due to careful budgeting over many years, the Town of Waterville has maintained stable accounts. Though recent changes in state law have caused budgeting difficulties, the Town is able to absorb some of the impacts in the Current Expense, Town Street, Parks, Garbage and Sewer-Water funds. This is due to the fact that the funds have maintained positive balances and been able to generate interest income. Additionally, the Town has remained relatively debt-free. Existing debts are contained in reserve accounts and do not impact the Current Expense account. Because the Town has operated in the black and carries only small debts, it maintains good bonding capacity. This helps ensure that emergency needs can be met even if funds are not available from general or reserve accounts.

Current Expense Fund...

The current expense fund is a large and complex account. Revenues come from several sources and support a wide variety of the Town's operating expenses. This fund is severely impacted by decreases in motor vehicle excise taxes and sales tax equalization monies. MVET backfill monies have softened that impact for the last couple of years. The Town will begin to see a sharp decline in revenues in 2004 unless some local or state measure is enacted to fill the gap.

Current Expense Fund Revenues

Item	1997	1998	1999	2000	2001	2002
Beginning fund balance	15,360	46,654	80,202	104,257	152,197	195,234
Taxes	103,104	122,737	117,975	122,907	135,931	128,244
Licenses & Permits	6,954	13,395	11,317	11,723	33,946	13,343
Intergovernmental	97,212	84,755	81,785	83,060	70,626	51,757
Charges for service	1,679	1,157	1,524	1,372	2,055	1,427
Miscellaneous revenues	14,154	6,260	5,684	12,206	12,527	9,405
Total Actual Revenue	223,103	228,304	218,285	231,268	255,085	204,073
Total Resources (Beginning balance plus revenues)	238,463	274,958	298,487	335,525	407,282	399,307

Current Expense Fund Revenue Projections

Item	2003	2004	2005	2006	2007	2008
Beginning fund balance	188,500	123,107	68,041	0	0	0
Taxes	127,324	128,949	130,601	132,281	133,988	135,724
Licenses & Permits	9,439	9,540	9,645	9,751	9,861	9,973
Intergovernmental	27,534	28,208	28,700	29,512	30,042	30,593
Charges for service	1,100	1,100	1,100	1,100	1,100	1,100
Miscellaneous revenues	7,640	7,973	8,006	8,039	8,073	8,108
Total Projected Revenue	173,036	175,770	178,052	180,683	183,064	185,497
Total Projected Resources	361,536	298,878	246,094	180,683	183,064	185,497

Observations/Assumptions

Taxes: Overall this portion of the current expense fund has tended to grow at an average of 2% per year. Waterville includes only 40% of property taxes in the general fund with the remaining amounts in Streets (34%) and Parks (26%). Of the sources in this category one is assumed to remain flat. Sales tax is given a projection factor of .5%. Taxes result in the largest share of current expense fund revenues.

Licenses & Permits: This portion of the fund fluctuates greatly depending on the number of licenses sought in any given year. Because there is no way to predict growth in the licenses and permits, the assumption is that revenues will not substantially change. Building permits are totally based on projects and needs and because construction also fluctuates widely, this analysis assigns a projection factor of 2%. Cable franchise fees are anticipated to grow at a rate of 3% and will continue to grow as the Town grows.

Intergovernmental: This is where the bulk of impacts from Initiative 695 is shown. The Camper excise tax has generally grown from year to year, however it too was eliminated by initiatives. The PUD Privilege tax is assumed to grow at the inflation rate of 3%, though it also has fluctuated over the period analyzed. Overall, this section of the general fund has grown from year to year. However, the passage of Initiative 695 essentially eliminates the sales & use equalization tax included in this group. This represents the largest single loss in the current expense fund. Beginning in 2000, the state compensated 95% of the loss to the cities and towns. However it only assisted the cities until 2002. The Liquor Excise Tax and Liquor profits can be projected to rise at 1% per year, but because they are small sums, they do not compensate for the loss of revenue from sales & use equalization. Other sources are expected to remain flat.

Charges for services: These sources of revenue tend to fluctuate from year to year. Therefore, this analysis assumes revenues from most services will remain the same.

Miscellaneous revenues: This category includes a variety of revenue sources. The interest amounts are projected to grow at 1 %, while other items are expected to largely remain flat. As revenues decline due to the impacts of 695 & 722, the Town will likely accumulate less interest based on investments.

Total Actual Revenue: This line refers solely to revenues collected during the fiscal year. Overall actual revenues show fluctuation from 1997 to 2002. The projections show declines based on the loss of revenues from motor vehicle excise taxes, sales & use equalization taxes, and other funds affected by the passage of Initiative 695.

Total Fund Resources: This line includes the beginning balance, non-revenues, and revenues to show the total amount of resources in the account.

Current Expense Fund Expenditures

Item	1997	1998	1999	2000	2001	2002
Legislative	14,210	15,587	12,768	14,550	15,296	16,135
Financial & Administrative	46,064	38,610	41,190	28,025	26,327	26,406
Non-Departmental	13,074	17,000	12,557	11,008	14,686	12,715
General Government	19,814	13,867	11,195	10,941	11,318	13,444
Security Persons/Property	74,487	79,778	83,668	84,182	86,518	89,493
Physical Environment	5,319	5,100	5,557	5,367	5,533	6,086
Economic Environment	14,413	23,353	23,625	23,696	38,279	39,932
Community Services	4,482	4,837	4,285	4,427	4,574	5,496
Miscellaneous	99	180	104	2,096	10,496	1,005
<i>Non Expenditures</i>	770,602	1,123,632	1,578,350	2,222,873	3,618,064	4,192,541
Total Expenditures	191,863	198,132	194,845	184,238	212,860	210,613
Actual Revenue minus Actual Expenditures	31,240	30,172	23,440	47,030	42,225	(6,540)
Cumulative Balance	46,654	80,287	103,820	152,197	195,439	188,500

Current Expense Fund Expenditure Projections

Item	2003	2004	2005	2006	2007	2008
Legislative	21,401	19,937	21,474	20,012	21,550	20,089
Financial & Administrative	28,142	28,626	29,125	29,638	30,166	30,710
Non-Departmental	13,242	13,266	13,291	13,316	13,342	13,368
General Government	16,200	16,200	16,200	16,200	16,200	16,200
Security Persons/Property	92,183	94,797	97,500	100,296	103,187	106,179
Physical Environment	6,329	6,583	6,849	7,120	7,405	7,771
Economic Environment	45,030	45,527	46,039	46,566	47,109	47,668
Community Services	5,000	5,000	5,000	5,000	5,000	5,000
Miscellaneous	10,900	900	10,900	900	10,900	900
Projects	0	7,000	10,000	0	0	0
Total Expenditures	238,429	237,836	256,374	239,046	254,858	247,815
Actual Revenue minus Actual Expenditures	(65,392)	(62,066)	(78,322)	(58,363)	(71,794)	(62,317)
Cumulative Balance	123,107	61,041	(10,280)	(58,363)	(71,794)	(62,317)

Observations/Assumptions

Government Services: In the legislative sector of the local government, expenses were fairly stable over the period analyzed. The Financial/Administrative showed a decrease in expenditures over the period based on redirecting expenses and being conservative. The projected budget assigns a constant projection factor to all salary adjustments. The portions of this fund associated with salaries, benefits, services is expected to grow at an average of 3% per year for the projected period. The remaining expenditures are generally assumed to remain flat or based on a percent as shown throughout the years.

Security: This category includes law enforcement and fire services. Projections are based on the 2002 figures, with an annual increase of 3% as shown in the history.

Physical Environment: This category includes expenses associated with animal control. Overall, these expenses grew at a rate of 4%.

Economic Environment: This category includes expenses associated with Planning and Building permit and review. Expenditures in this category fluctuated somewhat. Projections are based on 2002 figures with the assumption that they will primarily remain flat.

Community Service: This category is a stable category and is projected to remain level.

Total Other/Capital: This is also a stable category; however it does include the audit costs which are every other year.

Non Expenditures: This category includes various transfers to other accounts. These transfers are not included in the projections.

Analysis

Due to loss of revenues from Initiative 695, the Town of Waterville faces a trimmer budget in the future. MVET Backfill revenues did serve to keep the Current Expense Fund fairly stable. However, it does not fully replace the MVET or sales and use tax equalization revenues from previous years. The Town is clearly making an effort to restructure and compensate for losses. As mentioned in the introduction, the fact that Waterville has maintain efficient budgets and consistently transferred monies into reserve funds means that although times are tough, certain essential projects can be accomplished over the coming six years.

With MVET Backfill monies received, the Town was able to balance expenditures and revenues through 2002. Projected revenues are less than the expenditures by approximately \$60,000 or more for those projected years. With no backfill monies appearing after 2002, and the Town begins to move towards a negative balances. The carry over balance from previous years serves to prevent the budget from going into negative numbers until 2004. To maintain a positive balance between revenues and expenditures, the Town will need MVET backfill funds to continue or other budgetary measures to compensate for shortfalls.

Town Street Fund...

The Town Street Fund generates the bulk of its revenue from property and fuel taxes. The fund ensures that streets are maintained, and provides funds for storm drainage, traffic control, snow removal, and street cleaning.

Street Fund Revenues

Item	1997	1998	1999	2000	2001	2002*
Beginning fund balance	156,598	79,010	100,555	119,146	181,830	194,729
Taxes	12,259	22,917	26,855	29,718	67,298	53,785
Intergovernmental revenue	27,298	60,244	63,837	73,256	116,731	46,367
Miscellaneous revenues	9,609	24,542	12,830	9,723	10,484	6,620
Total Actual Revenue	49,166	107,703	103,522	113,442	194,670	107,098
Total Fund Resources	205,764	186,713	204,077	232,588	376,500	301,827

Street Fund Revenue Projections

Item	2003	2004	2005	2006	2007	2008
Beginning Balance	261,801	376,700	417,478	459,151	501,735	545,248
Taxes	55,000	55,480	55,964	56,453	56,947	57,445
Intergovernmental revenue	32,893	33,880	34,896	35,943	37,022	38,132
Miscellaneous revenues	3,957	3,995	4,034	4,073	4,113	4,153
Grants/Loans/Bonds	119,288	20,000	20,000	120,000	420,000	0
Total Revenue	211,138	113,355	114,895	216,470	518,082	99,730
Total Resources	472,938	415,055	457,373	570,621	854,816	434,978

Observations/Assumptions

Taxes: The Town apportions property taxes to the street fund. Over the period covered in this analysis, total tax revenues have grown an average of 10% or more each year. However, the passage of Initiative 722 will likely result in limits on property tax increases. Therefore, tax revenues are expected to grow at not more than 1% per year.

Intergovernmental revenue: Revenues in this category include local vehicle license fee and motor vehicle fuel taxes. These tended to grow over the period analyzed and are assumed to grow at 3% in coming years.

Miscellaneous revenues: This category includes investment revenue and other undefined revenue. Investment revenues are projected to grow at 1%.

Street Fund Expenditures

Item	1997	1998	1999	2000	2001	2002*
Street Maintenance	33,132	34,466	29,488	28,772	26,403	21,786
Street Administration	33,008	26,408	21,685	17,590	24,101	18,240
Capital Outlay	60,612	25,284	33,758	4,396	131,270	0
Total Expenditures	126,752	86,158	84,931	50,758	181,774	40,026
Revenue minus Expenditures	(77,586)	21,545	19,131	62,684	12,896	67,072
Ending Balance	79,012	100,555	119,146	181,830	194,729	261,801

Street Fund Expenditure Projections

Item	2003	2004	2005	2006	2007	2008
Street Maintenance	30,021	30,276	30,540	30,811	31,090	31,378
Street Administration	21,929	22,301	22,683	23,075	23,478	23,893
<i>Capital Projects</i>	119,514	20,000	50,000	180,000	465,000	0
Total Expenditures	171,238	72,577	103,223	233,886	519,569	55,271
Projected Revenue minus Expenditures	39,000	40,778	11,672	(17,416)	(1,487)	44,460
Ending Balance	301,700	342,478	354,151	336,735	335,248	379,708

Observations/Assumptions

In the Town Street Fund, all salary and benefit costs are expected to grow at 3%. Most other expenditures are expected to remain flat. The Six-Year List shows the Town's proposed projects and revenue sources. Overall, the Town Street fund is fairly stable.

Parks Department Fund...

Parks Department Fund Revenues

Item	1997	1998	1999	2000	2001	2002*
Beginning Fund Balance	16,910	17,045	22,869	57,177	115,659	116,087
Taxes	47,970	48,926	54,248	56,315	37,500	39,365
Grants/Loans	0	0	0	161	2,696	10,000
Intergovernmental	5,782	7,830	11,821	13,791	11,391	4,097
Charge for Service	10,133	9,674	10,759	10,957	11,792	10,595
Miscellaneous Revenue	1,000	1,256	23,701	42,466	5,301	2,875
Total Revenues	64,885	67,686	100,529	124,012	74,072	86,931
Total Fund Resources	81,815	84,931	123,442	180,949	184,159	183,412

Parks Department Fund Revenue Projections

Item	2003	2004	2005	2006	2007	2008
Beginning Fund Balance	100,888	84,944	52,255	29,386	10,499	0
Taxes	42,294	42,662	43,034	43,410	43,789	44,172
Grants/Loans	0	0	0	10,000	0	0
Intergovernmental	0	0	0	0	0	0
Charge for Service	10,967	11,206	11,452	11,706	11,967	12,236
Miscellaneous Revenue	2,138	2,198	2,260	2,323	2,389	2,456
Total Revenues	55,398	56,066	56,746	67,439	85,145	58,864
Total Fund Resources	156,286	141,010	109,002	96,825	68,644	58,864

Observations/Assumptions

The vast bulk of revenues in this fund come taxes and user fees. Both I-695 and I-722 were intended to require voter approval for fee increases, these measures were declared unconstitutional. However, the legislature may choose to enact a similar measure that could impact the Town's ability to increase fees. For purpose of projecting that increase, this analysis uses a figure of 3%.

Parks Department Fund Expenditures

Item	1997	1998	1999	2000	2001	2002*
Swimming Pool	35,180	37,952	33,752	40,137	36,187	37,276
Parks	23,626	23,910	32,693	25,472	23,892	33,651
Projects	5,964	23	1,059	6,908	0	11,597
Total Expenditures	58,806	61,862	66,265	65,609	60,076	82,524
Revenue minus Expenditure	6,079	5,824	34,264	58,081	8,601	(15,944)
Ending Balance	81,815	84,731	123,442	180,946	184,159	183,412

Parks Department Fund Projected Expenditures

Item	2003	2004	2005	2006	2007	2008
Swimming Pool	36,048	36,767	37,507	38,269	39,053	39,860
Parks	35,294	36,188	37,109	38,057	39,034	40,040
Projects	0	15,800	5,000	10,000	0	0
Total Expenditures	71,342	88,755	79,616	86,326	78,086	79,900
Revenues minus Expenditures	(15,944)	(32,689)	(22,869)	(18,887)	(19,942)	(21,036)
Ending Balance	84,944	52,255	29,386	10,499	(9,442)	(21,036)

Analysis

The Town needs to find a way to generate more revenue in this fund to continue the use of the pool and maintenance of the parks. The increase of user fees, limiting expenditures and finding grants could assist in a positive ending balance year to year.

Water-Sewer Department Fund...

The water and sewer fund is a proprietary fund which means it is allowed to generate the revenues in user fees to cover the normal costs for maintenance and debt service. Therefore, this fund is made up entirely of user fees and connection costs to balance their fund.

Water-Sewer Fund Revenues

Item	1997	1998	1999	2000	2001	2002
Beginning Fund Balance	217,352	211,592	217,128	221,430	232,069	213,869
Franchises	3,111	4,750	3,924	3,874	0	0
Grants/Loans	74,351	7,649	17,874	53,387	1,702	41,372
Charge for Service	249,445	268,453	291,299	312,379	312,601	310,038
Miscellaneous Revenue	11,622	10,752	10,035	16,942	10,784	3,652
Non-revenues	0	205	661	10,543	10,000	10,772
Total Revenues	338,529	291,604	232,132	397,125	335,087	365,835
Total Fund Resources	555,881	503,401	540,921	618,555	567,156	579,704

Water-Sewer Fund Revenue Projections

Item	2003	2004	2005	2006	2007	2008
Beginning Fund Balance	216,246	233,690	256,104	280,473	291,785	304,924
Grants/Loans	0	0	260,000	0	0	0
Charge for Service	315,963	322,260	328,684	335,236	341,919	348,735
Miscellaneous Revenue	3,689	3,726	3,763	3,800	3,838	3,877
Non-revenues	19,348	14,358	14,363	14,368	7,449	530
Total Revenues	338,999	340,344	606,809	353,404	353,206	353,142
Total Projected Resources	555,245	574,034	862,914	633,878	644,991	658,066

Observations/Assumptions

As noted above, the vast bulk of revenues in this fund come water and sewer hookups and utility fees. For this analysis, it is recommended that the Town anticipates a 2% increase in user fees each year to maintain costs of operation.

Water-Sewer Fund Expenditures

Item	1997	1998	1999	2000	2001	2002*
Water Utilities	82,891	83,206	94,484	95,194	98,459	89,881
Sewer Utilities	134,441	82,835	96,051	137,271	85,588	126,007
Transfers/Debt Service	103,840	113,231	128,659	151,040	151,157	147,569
Projects	23,117	7,001	297	2,981	18,027	0
Total Expenditures	344,289	286,273	319,491	386,486	353,231	363,458
Revenue minus Expenditure	(5,760)	5,331	3,641	10,639	(18,144)	2,377
Ending Balance	211,592	217,128	221,430	232,069	213,925	216,246

Water-Sewer Fund Projected Expenditures

Item	2003	2004	2005	2006	2007	2008
Water Utilities	99,021	103,297	105,649	108,080	110,693	113,291
Sewer Utilities	91,638	93,736	95,895	98,117	100,403	102,755
Transfers/Debt Service	130,896	120,896	120,896	135,896	128,972	129,602
Projects	0	0	260,000	0	0	0
Total Expenditures	321,555	317,929	582,440	342,093	340,067	345,648
Revenue minus Expenditure	17,444	22,414	24,369	11,312	13,139	7,494
Ending Balance	233,690	256,104	280,473	291,785	304,924	312,418

Analysis

The assumptions for this fund are the same as with above accounts. With a yearly fee increase, the Town should be able to maintain positive balances in the fund as well as transfer funds to the Water-Sewer Reserve Fund. As projected, the account can absorb the expense of these projects without negative impacts.

Garbage Department Fund...

The Town of Waterville contracts with Consolidated Disposal, Inc. to provide garbage service to the town. They contract only allows for a cost of living increase biannually. This is anticipated to happen in 2003. This fund is difficult to budget for based on the needs of the community. Therefore the projections are based on 1% increase in the odd year and 2% in the even year.

Garbage Fund Revenues

Item	1997	1998	1999	2000	2001	2002
Beginning Fund Balance	5,470	5,576	9,110	14,306	21,480	23,650
Collection Fees	71,111	90,351	96,950	99,196	104,920	109,365
Miscellaneous Revenue	276	660	858	1,251	1,993	573
Non-revenues	2,362	3,093	3,330	3,378	3,652	3,783
Total Revenues	71,387	91,011	97,808	100,447	106,913	109,938
Total Fund Resources	79,219	99,680	110,248	118,197	132,045	137,372

Garbage Fund Revenue Projections

Item	2003	2004	2005	2006	2007	2008
Beginning Fund Balance	29,672	29,712	29,795	29,865	29,920	29,960
Collection Services	111,667	114,957	116,121	117,297	118,487	121,981
Grant/Loans	0	0	35,000	0	0	0
Miscellaneous Revenue	590	608	626	645	664	684
Non-revenues	3,780	3,893	3,932	3,972	4,011	4,132
Total Revenues	112,257	115,565	116,747	117,942	119,151	122,665
Total Projected Resources	145,709	149,170	185,474	151,779	153,082	156,757

Observations/Assumptions

This fund is built on collection fees to cover the cost of the contract. The expenses incurred are still more than the dollars received. The Town needs to find ways to cover the costs of events and other means of revenue with grants or increased rates.

Garbage Fund Expenditures

Item	1997	1998	1999	2000	2001	2002
Taxes	3,577	4,704	4,661	4,814	5,263	5,249
Contractual Services	64,835	81,507	85,202	86,218	95,538	95,859
Recycling Events	454	146	919	544	758	1,037
Administrative	4,777	4,214	5,160	5,141	6,837	5,556
Projects	0	0	0	0	0	0
Total Expenditures	71,225	87,325	92,652	93,319	104,681	103,995
Revenue minus Expenditure	162	3,686	5,156	7,128	2,232	5,943
Ending Balance	5,576	9,110	14,306	21,480	23,649	29,672

Garbage Fund Projected Expenditures

Item	2003	2004	2005	2006	2007	2008
Taxes	6,372	6,564	6,629	6,695	6,762	6,965
Contractual Services	102,600	105,678	106,735	107,802	108,880	112,147
Administrative	6,025	6,134	6,245	6,361	6,480	6,603
Projects	0	0	35,000	0	0	0
Total Expenditures	111,677	114,925	151,115	117,319	118,538	121,992
Revenue minus Expenditure	580	639	632	623	613	674
Ending Balance	29,712	29,95	29,865	29,920	29,960	30,044

Analysis

This fund is continuing to stay up with contract fees by maintaining sufficient user fees to cover those costs. If this fund intends to have any addition projects, the Town will need to find funding for those projects. Otherwise, the fund sustains a positive balance.

REFERENCES

- Bridgeport Urban Area 1994 Comprehensive Plan, as amended
- Douglas County 1995 Comprehensive Plan
- Douglas County Regional Policy Plan
- Mansfield Urban Area 1994 Comprehensive Plan
- Rock Island Urban Area Comprehensive Plan
- Waterville Resource Lands & Critical Areas Policy Plan
- 1988 Greater East Wenatchee Area Comprehensive Plan
- Water System Preliminary Engineering Report and Capital Improvements Plan, by Varela & Associates, Inc. in association with Golder Associates