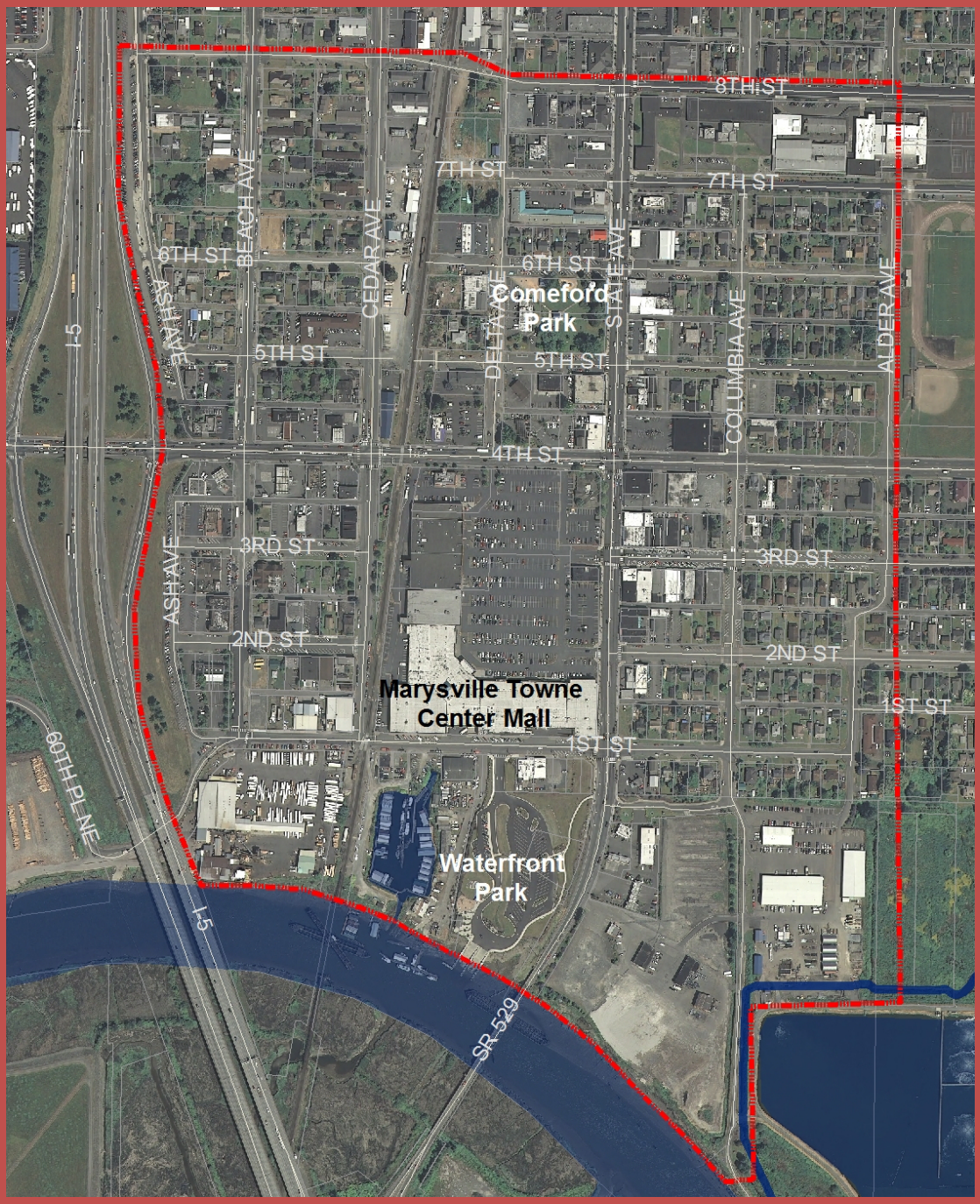
Downtown Marysville Master Plan

Draft Supplemental Environmental Impact Statement



September, 2009

Marysville Downtown
Draft Supplemental Environmental Impact Statement

Table of Contents

Chapter 1: Summary 1

1.1 Introduction 1

1.2 Planned Action Ordinance 1

1.2.1 Definition of Planned Action 1

1.2.2 Adoption of the Planned Action Ordinance 2

1.3 Proposed Action and Alternatives 2

1.3.1 Proposed Action 2

1.3.2 Site Location and Size 3

1.3.3 Objectives of the Proposal 4

1.3.4 No Action Alternative 4

1.4 Summary of Potential Impacts and Mitigation Measures 5

1.5 Areas of Controversy and Uncertainty/ Issues to be Resolved 11

1.6 Significant Unavoidable Adverse Impacts 11

Chapter 2: Description of the Alternatives 13

2.1 Introduction 13

2.2 Project Overview/Background 13

2.2.1 GMA 13

2.2.2 Comprehensive Plan and Downtown Visioning Plan 13

2.2.3 Development Regulations 16

2.2.4 Planned action process 16

2.2.5 Future development approvals 16

2.3 Action Alternative 17

2.3.1 Land use and Community Design 17

2.3.2 Downtown Development Capacity 21

2.3.3 Transportation 27

2.3.4 Utilities 30

2.3.5 Streetscape Improvements 30

2.3.6 Parks, Trails, and Open space 31

2.4 No Action 31

Chapter 3: Earth 33

3.1 Affected Environment 33

3.1.1 Geology and Soils 33

3.1.1 Geologically Hazardous Areas 35

3.1.2 Erosion Hazard Areas 35

3.1.3 Landslide and Steep Slope Hazards 35

3.1.4 Seismic Hazards 35

3.1.5 Soil Contamination 35

3.2 Environmental Impacts 37
3.2.1 Impacts Common to All Alternatives 37
3.2.2 Impacts Specific to Action Alternative 37
3.2.3 Impacts Specific to No Action Alternative 37
3.3 Mitigation Measures 38
3.3.1 Mitigation Measures Incorporated in the Master Plan 38
3.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments 38
3.4 Significant Unavoidable Adverse Impacts 38

Chapter 4: Water Resources 39
4.1 Affected Environment 39
4.1.1 Surface Water 39
4.1.2 Groundwater 40
4.2 Impacts 41
4.2.1 Impacts Common to All Alternatives 41
4.2.2 Impacts Specific to Action Alternative 42
4.2.3 Impacts Specific to No Action Alternative 43
4.3 Mitigation Measures 43
4.3.1 Mitigation Measures Incorporated in the Master Plan 44
4.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments 44
4.4 Significant Unavoidable Impacts 44

Chapter 5: Streams, Wetlands, Fish, and Wildlife 45
5.1 Affected Environment 45
5.1.1 Streams, Fish, and Wetlands 45
5.1.2 Wildlife and Wildlife Habitat 46
5.1.3 Special-Status Species and Priority Habitats 47
5.2 Impacts 48
5.2.1 Impacts Common to All Alternatives 48
5.2.2 Impacts Specific to Action Alternative 48
5.2.3 Impacts Specific to No Action Alternative 50
5.3 Mitigation Measures 50
5.3.1 Mitigation Measures Incorporated in the Master Plan 51
5.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments 51
5.4 Significant Unavoidable Impacts 51

Chapter 6: Land Use/ Population/ Housing 53
6.1 Affected Environment 53
6.1.1 Citywide Land Uses 53
6.1.2 Downtown Land Uses 55
6.1.3 Downtown Zoning 59
6.2 Impacts 61
6.2.1 Impacts Common to All Alternatives 61
6.2.2 Impacts Specific to Action Alternative 61
6.2.3 Impacts Specific to No Action Alternative 63

6.3 Mitigation Measures 64
6.3.1 Mitigation Measures Incorporated in the Master Plan 64
6.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments 64
6.4 Significant Unavoidable Adverse Impacts 64

Chapter 7: Environmental Health 65
7.1 Affected Environment 65
7.1.1 Toxic or Hazardous Materials 65
7.1.2 Noise 66
7.1.3 Air Quality 67
7.2 Impacts 68
7.2.1 Impacts Common to Both Alternatives 68
7.2.2. Impacts Specific to Action Alternative 69
7.2.3 Impacts Specific to No Action Alternative 69
7.3 Mitigation Measures 69
7.3.1 Mitigation Measures Incorporated in the Master Plan 69
7.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments 69
7.4 Significant Unavoidable Adverse Impacts 69

Chapter 8: Transportation 71
8.1 Affected Environment 71
8.1.1 Street System 71
8.1.2 Existing Traffic Volumes 73
8.1.3 Intersection Level of Service and Travel Times 74
8.1.4 Traffic Safety 76
8.1.5 Parking Inventory 78
8.1.6 Truck Routes 80
8.1.7 Transit Services 81
8.1.8 Pedestrian and Bicycle Facilities 83
8.1.9 Rail Crossings 84
8.2 Impacts 86
8.2.1 Impacts Common to Both Alternatives 86
8.2.2 Action Alternative 92
8.2.3 No Action 104
8.3 Mitigation Measures 106
8.3.1 Incorporated Plan Features 106
8.3.2 City Hall Alternative 106
8.3.3 Applicable Regulations and Commitments 106
8.4 Significant Unavoidable Adverse Impacts 107

Chapter 9: Parks and Open Spaces 109
9.1 Affected Environment 109
9.1.1 Parks and Open Space 109

9.2 Impacts 109
9.2.1 Impacts Common to Both Alternatives 109
9.2.2 Impacts Specific to Action Alternative 111
9.2.3 Impacts Specific to No Action Alternative 112
9.3 Mitigation Measures 112
9.3.1 Mitigation Measures Incorporated in the Master Plan 112
9.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments 112
9.4 Significant Unavoidable Adverse Impacts 112

Chapter 10: Public Services 113
10.1 Affected Environment 113
10.1.1 Fire Protection and Emergency Medical Services 113
10.1.2 Law Enforcement 113
10.1.3 Public Education 113
10.2 Impacts 114
10.2.1 Impacts Common to Both Alternatives 114
10.2.2 Impacts Specific to Action Alternative 114
10.2.3 Impacts Specific to No Action Alternative 114
10.3 Mitigation Measures 114
10.3.1 Mitigation Measures Incorporated in the Master Plan 114
10.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments 114
10.4 Significant Unavoidable Adverse Impacts 114

Chapter 11: Utilities 115
11.1 Affected Environment 115
11.1.1 Water 115
11.1.2 Stormwater 115
11.1.3 Sewer 115
11.1.4 Solid Waste Collection and Disposal 116
11.1.5 Power 116
11.1.6 Cable Television Communications 116
11.1.7 Telephone Communications 116
11.1.8 Natural Gas 116
11.2 Impacts 121
11.2.1 Impacts Common to Both Alternatives 121
11.2.2 Impacts Specific to Action Alternative 122
11.2.3 Impacts Specific to No Action Alternative 122
11.3 Mitigation Measures 123
11.3.1 Mitigation Measures Incorporated in the Master Plan 123
11.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments 123
11.4 Significant Unavoidable Adverse Impacts 123

Chapter 12: References 125

Fact Sheet

Project Title

City of Marysville Downtown Master Plan

Proposed Action

The proposed action is the adoption of a Master Plan and Planned Action for the Downtown Vision area, a portion of Planning Area 1 of the City's neighborhood planning areas. The Downtown Master Plan includes elements addressing development, transportation, utilities, street improvements, parks, trails, and open space, and implementation. A set of design guidelines will also be adopted as a part of the plan.

The Master Plan will be incorporated into the City of Marysville Comprehensive Plan. The Master Plan will be an integrated SEPA/GMA process pursuant to WAC 197-11-210. As such, it will combine the processes and supporting analysis required under both GMA and SEPA. Other subsequent actions may include amendments to the City's Transportation Improvement Plan, Land Use Regulations, or Capital Improvement Program.

No Action Alternative

The No Action Alternative assumes that the downtown would develop according to the current Comprehensive Plan land use designations, regulations, and related implementation actions.

Project Proponent

City of Marysville

Lead Agency

City of Marysville.

Contact Person

Gloria Hirashima
Community Development Director
80 Columbia Avenue
Marysville, WA 98270

Permits and Approvals Required

City Council adoption of the Downtown Master Plan by way of ordinance or resolution, as appropriate

Review by the Washington State Department of Community Trade and Economic Development (CTED)

SEIS Authors and Principal Contributors

Primary Author, EIS coordination, Earth, Land Use/Population/Housing, Environmental Health:
MAKERS architecture planning urban design
1904 3rd Avenue
Suite 725
Seattle, WA 98101

Transportation
The Transpo Group
11730 118th Avenue NE
Suite 600
Kirkland, WA 98034

Water Resources and Public Services and Utilities
SvR Design Company
1205 Second Avenue
Suite 200
Seattle, WA 98101

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http://marysvillewa.gov/communitydev/planning/index.html

Chapter 1: Summary

1.1 Introduction

The intent of the Downtown Master Plan is to provide infrastructure, design guidelines, and incentives to promote development envisioned by the Comprehensive Plan (2005). Since many of the actions set forth in the Master Plan are intended to mitigate the impacts of development, very few additional mitigation measures are warranted.

This chapter provides a summary of information contained in this Draft Supplemental Environmental Impact Statement (SEIS). It contains a summary of impacts from the proposed Action and No-Action Alternatives, significant impacts, mitigation measures, and significant unavoidable adverse impacts. Chapters 3-9 of this Draft SEIS include detailed information concerning the affected environment, impacts, and proposed mitigation measures for each element of the environment.

1.2 Planned Action Ordinance

1.2.1 Definition of Planned Action

The City of Marysville is utilizing the Planned Action process as defined under WAC 197-11-164 (under RCW 43.21C.031), which defines a Planned Action as having the following characteristics:

- It is designated by ordinance as a Planned Action.
- It has had significant environmental impacts addressed in an Environmental Impact Statement (EIS).
- It is prepared in conjunction with a Comprehensive Plan or Sub Area Plan; or is a fully contained community plan, master planned development, or phased project.
- It is located within an urban growth area, or is a master planned resort.
- It is not an essential public facility.
- It is consistent with an adopted Comprehensive Plan.

The Planned Action analyzed in this Draft SEIS is consistent with these guidelines. Environmental review and recommended mitigation provided in this document cover all future projects that are included as part of the Planned Action. This approach provides an alternative to requiring site specific impact analysis from each new development project at the time of permit application. Environmental review is completed earlier in the planning process, and is performed comprehensively for all projects included in the Planned Action.

1.2.2 Adoption of the Planned Action Ordinance

Following the completion of the SEIS process, the City of Marysville will designate the Planned Action by ordinance. According to WAC 197-11-168, the ordinance designating the Planned Action shall:

- Describe the type(s) of project action being designated as a Planned Action.
- Include a finding that probable significant environmental impacts of the Planned Action have been identified and adequately addressed in a SEIS.
- Identify any specific mitigation measures that must be applied to a project to qualify as part of the Planned Action.

A project can only be applied under the Planned Action umbrella when it can be reasonably shown that it is consistent with the project definitions and overall land use assumptions analyzed in the SEIS.

1.3 Proposed Action and Alternatives

1.3.1 Proposed Action

The proposed action is the adoption of the Master Plan and Planned Action for the Downtown Vision area, a portion of Planning Area 1 of the City's neighborhood planning areas. The Master Plan essentially builds on the vision and framework that were developed in the comprehensive plan – providing a greater level of detail and analysis and defining specific actions. The primary objective of the Master Plan is to identify the design guidelines, and incentives to promote development envisioned by the Comprehensive Plan. Therefore, many of the actions recommended in the Master Plan also function as mitigation measures that ultimately will enhance conditions downtown consistent with the Comprehensive Plan's vision.

For the purposes of this Draft SEIS, below is a listing of key master plan actions that define the Action Alternative:

- Development of a civic campus on and adjacent to Comeford Park.
- Crafting design guidelines for new development..
- Streetscape improvements (multiple streets).
- Ash Avenue/1st Street intersection improvements.
- Delta Avenue/4th Street intersection pedestrian signal.
- Establishing a stormwater right-of-way strategy.
- Constructing the First Avenue Bypass.
- Clean up the Marina Boat Basin.

Both the First Avenue Bypass and the Marina Boat Basin improvements will require more detailed environmental analysis once the details of those actions are further defined.

1.3.2 Site Location and Size

The Downtown Master Plan study area is the historical center of the City and bounded by 7th St to the north, Ebey Slough to the south, Alder Avenue to the east, and I-5 to the west. The study area is approximately 182 acres in size.

Figure 1. Downtown Master Plan study area.

1.3.3 Objectives of the Proposal

The purpose of the proposed Downtown Master Plan process is to implement the objectives of the Downtown Vision Plan (2004) and the City's Comprehensive Plan (adopted by City Council 2005 and integrating the goals, concepts, and actions of the Downtown Vision Plan). The master plan identifies transportation, infrastructure, and community design improvements necessary to support and encourage the amount and types of development envisioned by the comprehensive plan for downtown.

In accordance with the goals and policies established in the Comprehensive Plan, the Downtown Master Plan emphasizes five overarching objectives:

- Upgrade the character and identity of downtown as the focal point of Marysville.
- Foster the creation of sub-districts within downtown with their own focus and character.
- Enhance pedestrian and vehicular connectivity throughout downtown and to the surrounding areas.
- Promote activities and improvements that foster a sense of community.
- Promote activities and improvements that enhance Marysville's economic vitality.

1.3.4 No Action Alternative

Under the No Action Alternative, the existing Comprehensive Plan land use designations, regulations, and related implementation actions would remain. Most of the actions detailed in the Downtown Master Plan were initially recommended in the comprehensive plan. Consequently, the distinctions between the Action and No Action Alternatives are not always clear. Greater specificity on the elements of the No Action Alternative is provided in Table 1 below and Section 2.4.

1.4 Summary of Potential Impacts and Mitigation Measures

Table 1. Summary of Potential Impacts and Mitigation Measures

Impacts Common to Both Alternatives	Distinguishing Impacts of Alternatives
3. Earth	
Impacts:	
This area is built out and already highly impacted. New development will be held to higher environmental standards than existing development due to more stringent environmental standards and regulations. However: • In both alternatives, some erosion and sedimentation could result from soils exposed during construction activities, which could lead to some degradation of aquatic habitat. • The area south of 1st St is in the 100 year floodplain and is a high seismic hazard area. • Sites known to have historical contamination will have to do a soil analysis to determine if any contamination remains.	**Action Alternative:** • The streetscape improvements could result in more construction impacts that lead to erosion, sedimentation, water quality, and aquatic degradation problems downstream. However, proposed improvements will increase the amount of vegetation and pervious areas in the right-of-way, which will improve environmental conditions. • Construction of the City Hall on Comeford Park will result in a greater amount of impervious area.
Mitigation Measures:	
In the Action Alternative, the City Hall site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development. Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.	
Significant Unavoidable Adverse Impacts:	
As a result of construction and ongoing land use there could be a corresponding increase in erosion and sedimentation, which may ultimately affect water resources. Neither alternative completely restricts development in areas that have potential for seismic, landslide, or erosion hazards. Even sites that are addressed by the City's existing Critical Areas regulations may be developed to some extent. Development on sites with geologic hazards will always pose some risk, however slight.	

Impacts Common to Both Alternatives	Distinguishing Impacts of Alternatives
4. Water Resources	
Impacts:	
This area is built out and already highly impacted. New development will be held to higher environmental standards than existing development due to more stringent environmental standards and regulations. However: • Both alternatives could result in loss of vegetative cover and increase impervious surface from urban development. • Loss of vegetative cover and increases in impervious coverage could potentially result in increased surface water runoff, downstream flooding, erosion, pollutants and aquatic degradation. • Greater vehicular traffic in both alternatives could result in increased pollutant build up on roads, which could flow into aquatic resources. • Higher density development in both alternatives will likely result in some structured rather than surface parking, which will have a net positive impact on water resources.	**Action Alternative:** • The streetscape improvements could result in more construction impacts that lead to erosion, sedimentation, water quality, and aquatic degradation problems downstream. However, proposed improvements will increase the amount of vegetation and pervious areas in the right-of-way, which will likely improve environmental conditions. • Construction of the City Hall on Comeford Park will likely result in a greater amount of impervious area. • The design guidelines encourage day-lighting and restoration of portions of the creek that run under the Towne Center Mall property, which has the potential to improve water quality and provide wildlife habitat.
Mitigation:	
In the Action Alternative, the City Hall site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development. Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.	
Significant Unavoidable Adverse Impacts:	
Despite the use of required stormwater management methods for new construction, it is anticipated that there would still be some alteration in stream flow and some increase in pollution reaching the streams that drain the study area. Stormwater management proposed in the Action Alternative would mitigate more impacts than the traditional stormwater management techniques that would be used in the No Action Alternative.	

Impacts Common to Both Alternatives	Distinguishing Impacts of Alternatives
5. Streams, Wetlands, Fish, and Wildlife	
Impacts:	
This area is built out and already highly impacted. In addition, any new development will be held to higher environmental standards than existing development due to more stringent environmental standards and regulations. However: • The study area will experience urbanization and an increase in the density of development, which could have indirect impacts such as reduction in habitat quality and function due to human disturbance and activities. • Construction due to infrastructure improvements, transportation improvements, and new development has the potential to negatively impact water quality, which in turn may impact fish and fish habitat.	**Action Alternative:** • The streetscape improvements could result in more construction impacts that lead to erosion, sedimentation, water quality, and aquatic degradation problems downstream. However, proposed improvements will increase the amount of vegetation and pervious areas in the right-of-way, which will improve environmental conditions. • The proposed stormwater right-of-way strategy would result in a reduction in impervious surface area in comparison to the No Action Alternative. • Construction of the City Hall on Comeford Park will likely result in a greater amount of impervious area. • The design guidelines encourage day-lighting and restoration of portions of the creek that run under the Towne Center Mall property, which has the potential to improve water quality and provide wildlife habitat.
Mitigation:	
Stream and wetland buffers in MMC 19.24, stormwater management requirements (MMC 14.15), and construction requirements and BMPs would be implemented to maintain water quality and hydrologic function of critical areas in the study area. **In the Action Alternative**, the City Hall site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development. Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.	
Significant Unavoidable Adverse Impacts:	
Wildlife and fish habitat could be negatively impacted in function and value as a result of population growth and development within the study area under both alternatives. Because the quality of aquatic habitat is already heavily influenced by the existing land use in the study area, changes due to the proposed alternatives may be relatively subtle. The Action Alternative, with the Stormwater Right-Of-Way Strategy and LID techniques, has the potential to actually improve water quality and habitat compared to existing conditions. In addition, any new development in the study area would be required to meet a higher environmental standard than existing development due to newer, more stringent environmental regulations and standards.	

Impacts Common to Both Alternatives	Distinguishing Impacts of Alternatives
6. Land Use, Population, and Housing	
Impacts:	
Both alternatives would result in increased commercial and residential development. With infill and redevelopment, there would be an associated change in land use and visual character.	**Action Alternative:** • With the proposed civic and infrastructure improvements and other plan actions, redevelopment activity may occur sooner than in the No-Action Alternative. • Adoption of detailed design guidelines will likely improve the visual character of development downtown.
Mitigation:	
Existing development regulations and design standards will mitigate the visual impacts of development in both alternatives. The adoption of design guidelines as part of the **Action Alternative** will be more effective at mitigating the visual impacts of development and enhancing the character and identity of downtown, however.	
Significant Unavoidable Adverse Impacts:	
Under both alternatives, the current low-density suburban downtown would be replaced with an urbanized neighborhood featuring higher intensity commercial and higher density residential land uses, as well as a change in the height, bulk, and scale of development. While these changes would be significant relative to existing conditions, they would be consistent with the policies and goals established by the Comprehensive Plan.	
7. Environmental Health	
Impacts:	
Construction related air and noise impacts have the potential to occur under both alternatives. Increased vehicular traffic will create ongoing air and noise impacts. Increased commercial and residential development may create greater community noise.	**Action Alternative:** Construction of civic facilities at Comeford Park has the potential to increase vehicular and related noise activity in the area.
Mitigation:	
All infrastructure, civic, and private development activities would be required to comply with local and state regulations.	

Impacts Common to Both Alternatives	Distinguishing Impacts of Alternatives
8. Transportation	
Impacts:	
Development within the Downtown Master Plan area will likely increase local traffic volumes, pedestrian and bicycle activity, and transit demand under either alternative. Development in other parts of the City and surrounding communities also have the potential to increase traffic volumes within the Downtown Master Plan study area, especially on principal arterials such as State Avenue and 4th Street. Specific impact findings: • Significant levels of congestion on 4th Street (SR 528) east of I-5. • Several downtown streets—most notably 3rd and 2nd Streets—would be impacted by traffic diverting from 4th Street (SR 528) due to congestion. • The SR 529 Bridge over the Steamboat Slough would be over capacity (even as the currently planned 4-lane facility). • Sunnyside Boulevard would require 4 to 5 lane travel lanes between downtown Marysville to just west of 52nd Street.	**Action Alternative:** • Downtown streetscape improvements will not greatly affect traffic operations or safety but will enhance the character of downtown streets and likely increase pedestrian and bicycle activity and transit use. • Proposed 1st Street improvements will enhance the character of the street and likely increase pedestrian and bicycle activity. • Delta Avenue Woonerf: While reducing traffic volumes on this section of Delta Avenue will enhance safety and reduce conflicts, some potential safety issues could result from the mixing of traffic and non-motorized travel. • Delta/4th pedestrian signal: This improvement would enhance pedestrian access but would likely add delays to east-west travel on 4th Street. • Bicycle facilities proposed as part of the streetscape improvements downtown will improve bicycle circulation through downtown. • Transit use: Proposed streetscape improvements would likely enhance use of transit to/from Downtown Marysville. • Parking: Proposed streetscape improvements will result in about a 25% loss of parking spaces downtown. • The proposed civic campus would result in relatively nominal increases in traffic volumes at adjacent intersections.
Mitigation:	
City Comprehensive Plan addresses enhanced mobility, safety, neighborhood access, agency coordination, responsible funding, and support and encouragement of transit and non-motorized modes. The existing Transportation Element includes the transit, non-motorized, and concurrency elements that were not included in this current update. MMC Section 11.52 and MMC Title 18B establish commute trip reduction requirements and traffic impact fees and mitigation respectively. **Action Alternative:** On streets with designated bicycle routes, if angled parking is included in the road profile, the parking should be designated and enforced as back-in angled parking. Upon completion of the Delta Avenue improvements, add a pedestrian signal on 4th Street.	

Impacts Common to Both Alternatives	Distinguishing Impacts of Alternatives
An aggressive TDM program will help reduce trip generation impacts from employees and reduce the parking demand. To facilitate pedestrian and bicycle connections to the civic campus, the 8th Street reconstruction from Cedar Avenue to State Avenue, which will include pedestrian and bicycle facilities may be required earlier than is currently proposed in the list of improvement projects.	
Significant Unavoidable Adverse Impacts:	
Under both alternatives, there would be an increase in the intensity of development in the study area. The level of land use is anticipated and planned for in the adopted list of improvement projects in the Transportation Element. However, with increased density and increased traffic, pedestrian and bicycle volumes, some increase in accident potential might be anticipated. Most of these would be mitigated with safe roadway design and traffic management. No other significant unavoidable adverse impacts were identified.	
9. Parks and Open Space	
Impacts:	
Both alternatives increase demand for park and recreation facilities. Both alternatives call for a waterfront trail and plaza spaces associated with the Towne Center Mall redevelopment.	**Action Alternative:** • Development of civic facilities at Comeford Park will use up a portion of the parksite and has the potential to impact park facilities and activities. • The design guidelines require on-site open space associated with residential and large site commercial development. • Streetscape improvements will enhance downtown pedestrian connections.
Mitigation:	
Refer to the City's Comprehensive Plan EIS for related park and open space mitigation measures. **Action Alternative:** The new civic campus project includes funding for significant improvements to Comeford Park.	
10. Public Services	
Impacts:	
Both alternatives would contribute to demand for additional fire and EMS services, law enforcement services, and public education services. Development would likely enhance assessed valuation, tax base, and revenues available to the City which could be used to enhance public services.	**Action Alternative:** Locating a new civic facility within and adjacent to Comeford Park makes these facilities more accessible to city residents than in the No Action Alternative.
Action Alternative: The new civic campus project includes funding for significant improvements to Comeford Park.	
Mitigation: Refer to the City's Comprehensive Plan EIS for related public service mitigation measures.	

Impacts Common to Both Alternatives	Distinguishing Impacts of Alternatives
11. Utilities	
Impacts:	
Under both alternatives there will be an increase in demand for the following utilities: Water, sewer, solid waste collection and disposal, power, cable television, telephone communications, and natural gas.	**Action Alternative:** Proposed streetscape recommendations apply the use of Low Impact Development elements in the City ROW which could impact the configuration of the existing utilities.
Mitigation:	
Action Alternative: No mitigation is anticipated to maintain utility level of service. Existing systems have capacity for proposed development. Minor utility reconfiguration may be required to serve the proposed development. The Master Plan recommended streetscape improvements include use LID stormwater management. If implemented an increase in pervious surfaces and infiltration would decrease the load on the current storm drainage infrastructure within the down town study area. Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.	

1.5 Areas of Controversy and Uncertainty/ Issues to be Resolved

Both the Proposed Action and No Action Alternatives are likely to bring substantial changes to the character and environment of Downtown over the next twenty years. However, due to the combination of current conditions, existing land use regulations, and proposed actions, new development is more likely to improve both the character and environmental conditions downtown over time.

The downtown bypass is likely to be controversial due to the level of circulation changes and land use implications. The environmental impacts of the bypass will need to be reviewed as a separate project.

1.6 Significant Unavoidable Adverse Impacts

Under both the Proposed Action and No Action Alternative, the character of downtown will likely change significantly over the next 20 years. Numerous properties will likely be developed or redeveloped during this time. The density of many new developments in either alternative will likely be greater than exists today. Increases in population density as expected through either alternative will carry some level of inevitable environmental impact. Each chapter in this Draft SEIS identifies impacts that are significant, adverse, and unavoidable.

Chapter 2: Description of the Alternatives

2.1 Introduction

Two alternatives have been identified and will be evaluated in this Draft SEIS. This includes the Proposed Action and No Action Alternatives. This chapter presents the planning context for the development of the Marysville Downtown Master Plan, and provides detailed descriptions of the Proposed Action and No Action Alternatives (including key differences between the two).

2.2 Project Overview/Background

2.2.1 GMA

The Growth Management Act (GMA), adopted in 1990 by the Washington State Legislature and amended periodically thereafter, provides the framework for comprehensive management of growth and development within jurisdictions. As one of the state's largest and fastest growing areas, Snohomish County and all cities within the county are subject to the provisions of GMA.

Under the GMA, comprehensive plans for cities must include the following elements: land use (including a future land use map), housing, transportation, public facilities, and utilities. Additional elements may be added at the local jurisdiction's option. The GMA plan must provide for adequate capacity to accommodate a city's share of projected regional growth. The plan must also ensure that planned and financed infrastructure can support planned growth at a locally acceptable level of service.

2.2.2 Comprehensive Plan and Downtown Visioning Plan

The City of Marysville Comprehensive Plan (updated in 2005) and subsequent Downtown Visioning Plan (2004) provided guidance for citywide and downtown's future growth and development. Consistent with GMA requirements, the Comprehensive Plan includes land use, transportation, housing, capital facilities, utilities, and environmental elements. The comprehensive plan translates community values and vision into goals and policies that direct the quality of growth, intensity and diversity of land use, transportation modes, street planning, public facilities and services, parks and recreation, and resource lands and critical areas.

The Comprehensive Plan integrates the goals, concepts, and actions of the 2004 Downtown Visioning Plan. This project was an initial step in identifying strategies for downtown redevelopment and identified issues and ideas that citizens and businesses wished the City to pursue in the comprehensive plan update. Some of the key concepts/actions that came out of the visioning process are noted below. Notes in *italics* identify if and how these concepts and actions were carried forward by zoning regulations, the City's Capital Improvement Program, or the Downtown Master Plan:

1. Promote pedestrian-oriented redevelopment of the Towne Center Mall. *Proposed in Master Plan and addressed through the proposed design guidelines – see Figure* 6 *for illustrated development scenario of the mall site.*

2. Maintain and strengthen the "main street" character of 3rd Street between State and Columbia and State Avenue between 2nd and 4thStreets. *Proposed as part of master plan streetscape improvements.*

3. Provide a safe and attractive north-south pedestrian connection from Comeford Park (via Delta Avenue) through the Towne Center Mall site to the planned riverfront park and boat launch. *Proposed in Master Plan – see Figure* 6 *for illustrated development scenario showing Delta Avenue extension through mall site.*

4. Provide substantial landscaping and streetscape improvements on 4th Street through downtown to enhance the character and identity of downtown. *The Master Plan proposes a "High Visibility Street" designation within the Guidelines that provide for wider sidewalks and street trees.*

5. Foster a vibrant mix of uses in the southwest sector of downtown. Allow residential uses on the ground floor to complement other uses and add "around the clock" vitality to the area. *Zoning now allows for ground floor residential uses in this area. The master plan's design guidelines address site planning and building design for this area.*

6. Promote the redevelopment of the riverfront properties with a mix of waterfront-oriented retail, office, and residential uses. Develop a continuous waterfront pathway with recreational amenities and ecological restoration. *The master plan provides a greater level of detail for these improvements. See Figures* 6 *and* 11 *for example illustrations of the riverfront areas.*

7. Retain the historic residential scale and character of development in the southeastern sector of downtown east of Columbia Avenue. *Post-comprehensive plan zoning implemented some of the reduced height recommendations of the visioning plan, but not all. The Master Plan's Design Guidelines identify Columbia Avenue as a "Residential Connector Street" which emphasizes landscaped setbacks and uses oriented towards the street. Site planning and architectural scale provisions are included in the Design Guidelines, but they apply equally to all areas of downtown, except for special street types.*

8. Actively promote pedestrian-oriented mixed-use development surrounding Comeford Park. *The master plan's recommendations for a new civic campus at Comeford Park and associated street improvements in the area are intended to stimulate pedestrian-oriented mixed-use development.*

9. Actively work with Sound Transit to encourage the development of a commuter rail station within downtown. Consider sites adjacent to the Town Center or between 5th and 7th Streets. Plan for "transit-oriented uses" surrounding such a rail station (this includes high intensity residential and supporting commercial uses).

The master plan does not address the issue. It has become clear that any Sound Transit commuter rail extension to Marysville is unlikely to occur in the master plan's 20 year time horizon since it was not in Sound Transit's second phase of major transit improvements.

10. Develop design guidelines to upgrade the quality of development in the downtown area and incorporate design goals specific to individual sectors. *Design Guidelines are included in the master plan.*

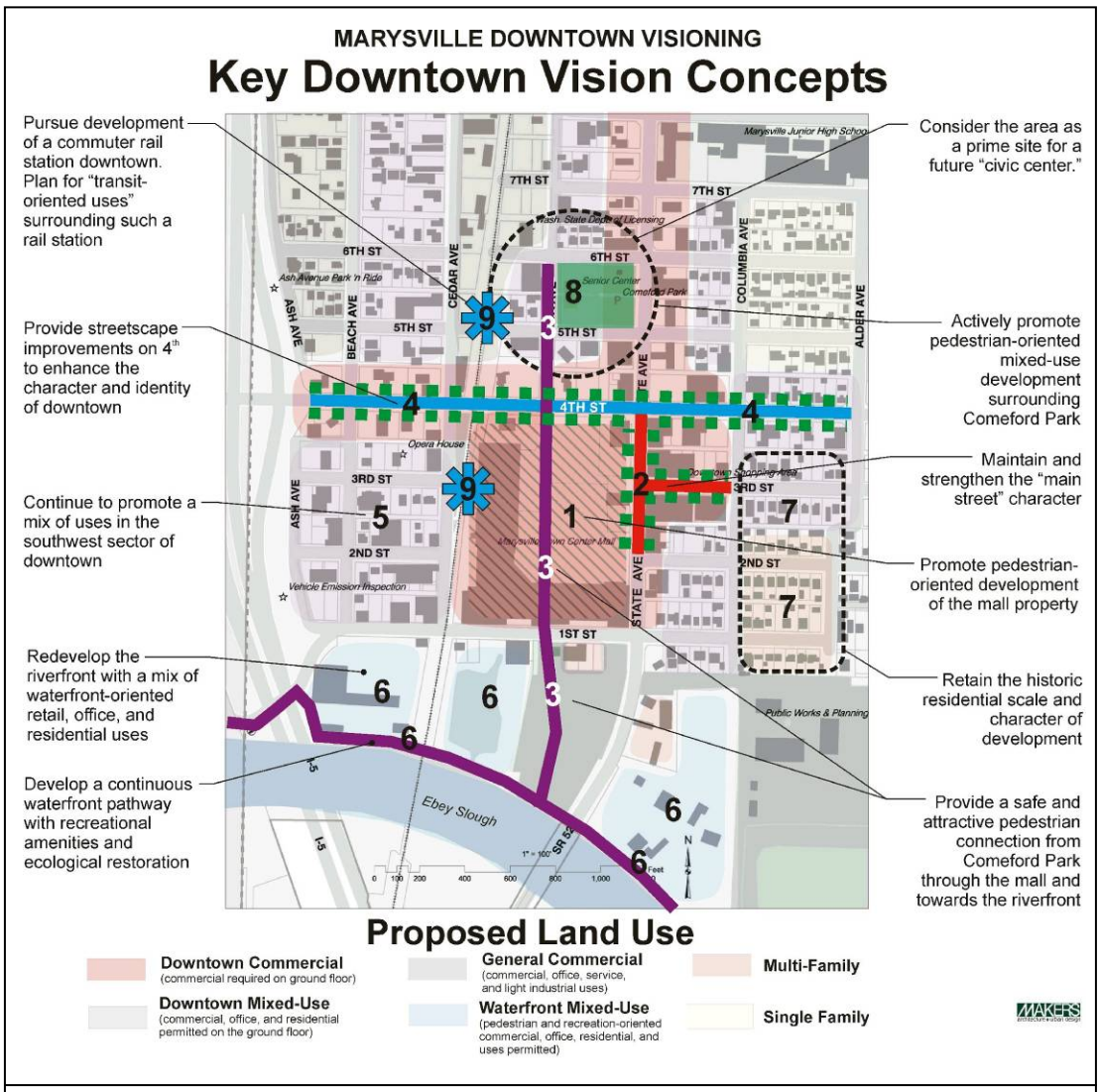


Figure 2. Key land use and design concepts described in the Downtown Visioning Plan.

2.2.3 Development Regulations

The City of Marysville Development Regulations (Title 19) provide rules relating to zoning districts, environmental regulations, property development standards, building and fire prevention standards, street and utility standards, subdivision regulations, permits, and procedures and review criteria. These regulations provide the means for implementing the policies identified in the City's Comprehensive Plan (see notes in *italics* above in Section 2.2.2 describing zoning-related implementation measures since the Comprehensive Plan was adopted).

2.2.4 Planned action process

Consistent with WAC 197-11-164, the Proposed Action involves the development of the adopted Downtown Master Plan as a Planned Action. Designating the Master Plan as a project within the Planned Action process shifts the environmental review of the project from the time that permit application is made to an earlier phase of the project.

2.2.5 Future development approvals

Subsequent to the adoption of the Planned Action ordinance by City Council, it is anticipated that future developers will submit applications for development of sites within downtown consistent with the goals, policies, and regulations put in place by the Downtown Master Plan. When a permit application is submitted for a project that is being proposed as a Planned Action project (or element of the overall development plan), the City must verify the following:

- The project meets the description of project(s) designated as a Planned Action by ordinance or resolution and/or complies with development regulations and design guidelines put in place by the Downtown Master Plan.
- That significant adverse environmental impacts were adequately addressed in the SEIS.
- The project is consistent with applicable conditions or mitigation measures outlined in this ordinance.

If the project meets these requirements, the project will qualify as a Planned Action project. Neither a threshold determination nor an EIS will be required, nor will there be administrative SEPA procedural appeal. The Planned Action project will continue through the permit process pursuant to notice and other requirements contained in the Development Regulations. Issuance of required development permits is included within the scope of environmental review for the Proposed Action.

2.3 Action Alternative

The Proposed Action Alternative is a collection of specific recommendations from the Downtown Master Plan on how to accomplish objectives established in the Comprehensive Plan. The master plan provides detailed design guidelines for new development and identifies street and circulation improvements, stormwater management improvements, utility upgrades, and the development of a new civic campus. Subsections below identify key concepts and actions from each element of the master plan:

2.3.1 Land use and Community Design

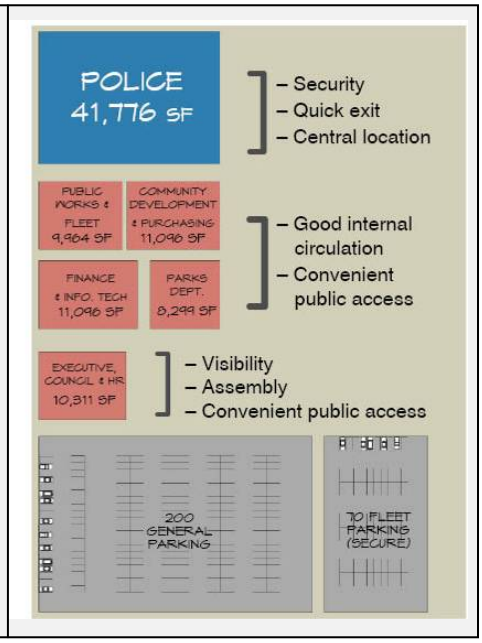
The Development Element of the master plan identifies the City's comprehensive planning context, outlines special development opportunities, and illustrates desirable development scenarios upon which to base the transportation and infrastructure needs. While the master plan does not propose new zoning changes for downtown that impact the intensity of development, there are two key recommendations that qualify as "actions" for the purpose of this Draft SEIS and will impact the mix of uses, the design of development, and possibly the speed at which development occurs: (1) The development of a centralized civic campus within and adjacent to Comeford Park; and (2) The development of design guidelines for new downtown development.

<u>Civic Campus</u>

The proposed civic campus includes a combined city hall/community center structure (51,000 square feet) located within the western portion of Comeford Park and a 42,000 square foot police station to the block to the west opposite Delta Avenue. The Comeford Park site was recommended over four other possible sites per locational criteria set forth by the City. The City Hall Site Selection Study (attached as Appendix A) summarizes the facility program, study process and selection criteria, an evaluation of alternatives and performance, and study results and recommendations.

Construction of the new city hall/community center building at the Comeford Park site would require the demolition of the much smaller existing senior center building and will reduce the overall acreage of Comeford Park. Improvements to the park are recommended as part of the campus proposal for this site, but unspecified at this time. Figures 3 and 4 on the following page illustrate the summary of facility program needs and schematic facilities layout within and adjacent to Comeford Park. Table 2 on the following page identifies the parking needs for the campus.

Figure 3. Civic campus facilities program summary. Parking facilities may vary according to alternative campus sites. See Table 2 below for parking needs associated with the Comeford Park site.



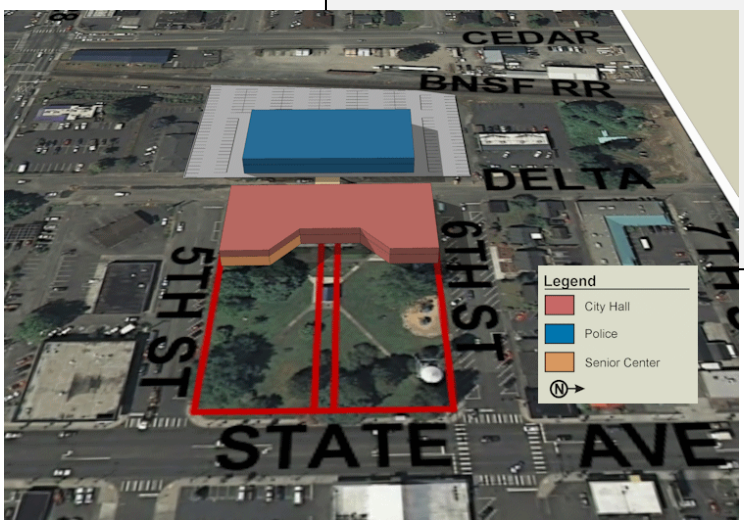


Figure 4. Schematic civic campus design program.

Table 2. Parking Needs for the Proposed Comeford Park Civic Campus

Campus Facility/Use	Parking Spaces
City Hall (without police)	158
Police Department	105
City Vehicles (some may be located off-site)	70
Park Use	Unknown
Senior Center	Unknown
Available on-street stalls within ¼ mile (assuming improvements to 5th St and Delta Ave)	Roughly 300

Design Guidelines

Detailed design guidelines were developed as part of the Downtown Master Plan. The standards and guidelines apply to new construction downtown, including external alterations of existing structures. The document includes the following chapters and *emphasis:*

- Site Planning. Emphasizes a strong building relationship with the street, enhanced internal pedestrian circulation, interior yard compatibility, and attractive street corner development.
- Pedestrian Access, Amenities, and Open Space Design. Emphasizes wide and attractive sidewalks and internal pedestrian pathways, the creation of lively pedestrian spaces in conjunction with new commercial development, and internal open space for new residential developments that provides a recreational resource for residents and enhances the setting for development.
- Vehicular Access and Parking Design. Emphasizes design treatments to reduce pedestrian/vehicular conflicts, mitigate the visual impacts of parking/vehicular access areas, and enhance environmental conditions.
- Building Design. Emphasizes the integration of human scale features into the design of buildings, façade articulation techniques to reduce the scale of large buildings and provide visual interest, the use of design details and quality building materials that enhance the pedestrian environment and the character of downtown.
- Landscaping. Emphasizes the use of landscaping for multifamily developments and large scale developments in downtown.
- Signage. Emphasizes high quality signage designed appropriate to the architecture of the building and attractive to pedestrians.
- Lighting. Emphasizes lighting that creates a comfortable and safe environment for pedestrians downtown.

The map (Figure 5) on the following page highlights priority streets downtown. The design guidelines document includes special provisions for three types of high priority streets

- Pedestrian-Oriented Streets. Emphasizing commercial storefronts.
- High-Visibility Streets. High traffic streets where safety and enhanced visual character is a high priority.
- Residential connector streets. Emphasizing landscaped front yards and pedestrian-friendly development.

Land Use Summary

While the amount of development that occurs in the Action Alternative may be similar to that in the No Action Alternative, development may occur earlier in the Action Alternative due to the development of the civic campus and other master plan actions.

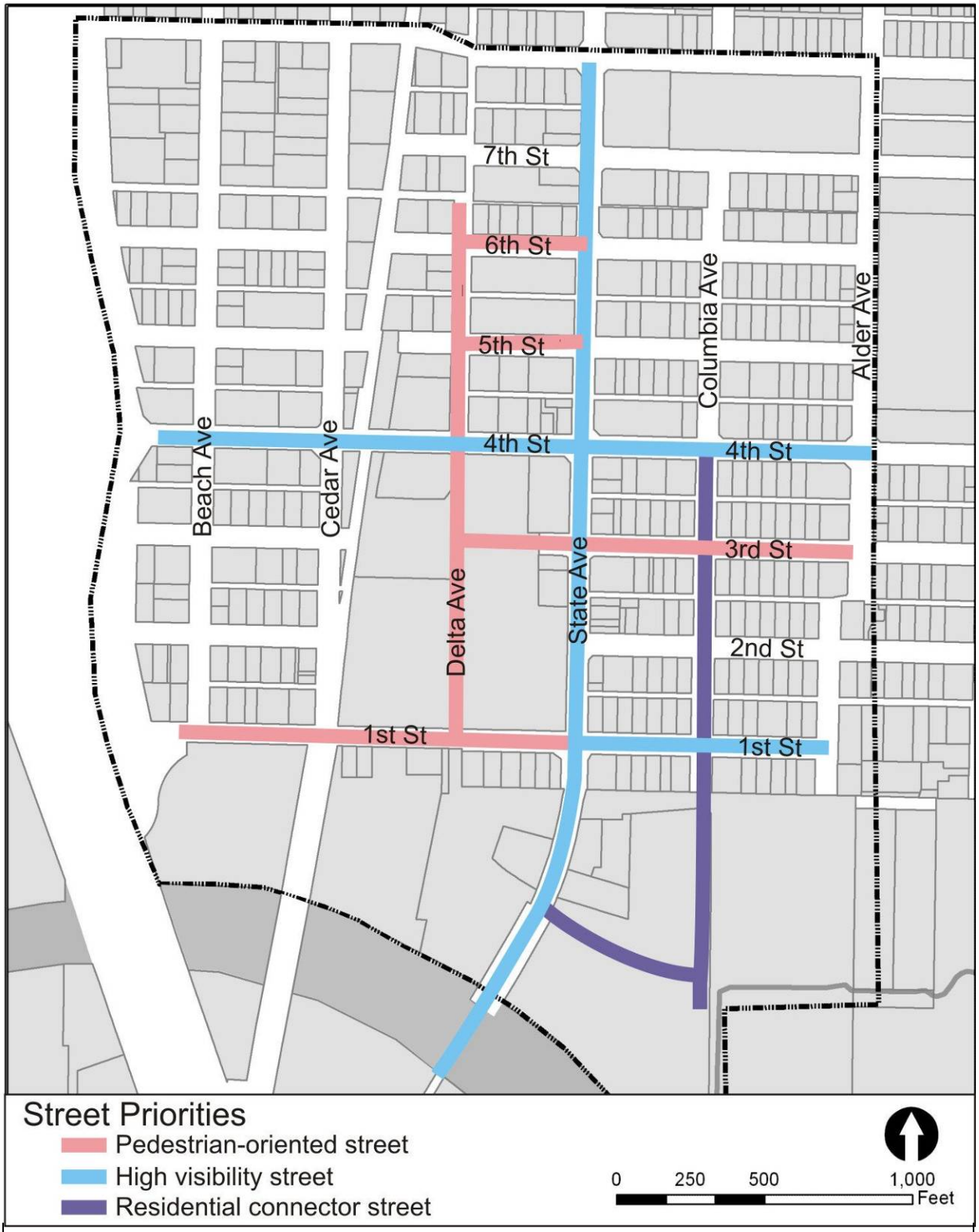


Figure 5. The Downtown Design Guidelines includes special design provisions for development on these priority street types.

2.3.2 Downtown Development Capacity

2.3.2.1 Overview

The EIS for the 2005 Marysville Comprehensive Plan (which this Supplemental EIS augments) and the 2008 Comprehensive Plan Transportation Element includes growth projections for the downtown (see Table 3 on the following page). These projections were based on Buildable Lands evaluations without the benefit of more specific site redevelopment analyses. This supplement to the 2005 EIS examines more closely projected 20-year growth figures for both the Action and No Action alternatives to better evaluate the adequacy of proposed infrastructure measures in providing necessary transportation and utility capacity. However, neither the Action nor No Action Alternatives increase development capacity within the Comprehensive Plan or development regulations.

To refine the development projections, a modified full build-out scenario was prepared to establish a theoretical maximum development. Then a site-by-site illustrated scenario was developed to explore the levels of development that might reasonably be expected if the City's objectives are reached.

While useful for analytical purposes, the modified full build-out is not a likely outcome, but was prepared to provide the top end of the range of possible growth projections. The modified full build-out capacity numbers concerning additional commercial and residential development far exceeded the capacity numbers used in the 2005 Comprehensive Plan (see Table 7 in Chapter 6) for a much larger downtown planning area, despite no changes in zoning.

The Downtown Master Plan included an illustrative development scenario that projected development in a 20-year planning horizon for the downtown planning area (see Figure 6). This scenario illustrated the upper end of what could practically be developed in the areas the City is encouraging development, and assumed structured parking with most redevelopment along with a full redevelopment of the Towne Center Mall. The numbers reflected in the master plan scenario represent the upper end of development that is expected in the next 20 years. While other parcels between 1st and 4th Streets are not illustrated in the scenario, an appropriate amount of redevelopment is reflected in Scenario 2 in Table 3 and Tables 6 and 9.

Table 3 on the following page compares the capacity projections (net increase in development) between the 2005 Comprehensive Plan (Scenario 1), the Modified Full Build-Out Scenario (Scenario 3), and the Downtown Master Plan's illustrative development scenario (Scenario 2), which is the growth scenario upon which the impacts in this Draft SEIS have been analyzed for both the Action and No Action Alternative.

Table 3. Comparing Downtown Capacity Projections (net increase). Growth calculations in Scenario #2 were used to analyze potential impacts for both the Action and No Action Alternatives for the purposes of this Draft SEIS.

	2008 Comprehensive Plan Transportation Element Projections (1)	Illustrative Development Scenario (Action and No Action Alternatives) (2)	Modified Full Build-Out (3)
Residential (DU)	79	1,108	2,680
Retail (SF)	294,700 combined	69,016	97,961
Office (SF)		267,000	439,382
Civic (SF)	0	47,538	47,538
Manuf/Warehouse (SF)	0	-43,911	-86,430

Notes:

(1) Growth projections based on the 2008 Comprehensive Plan Transportation Element's land use estimates per compilation of applicable Transportation Analysis Zones.

(a) The projections are through 2035.

(b) Growth projections are based more on Buildable Lands evaluation rather than maximum build-out per zoning.

(c) Commercial area projections are based on a conversion of employees to square feet based on the ratio of 700 square feet per employee and then divided into retail and office square footage.

(2) This refers to the illustrative development scenario for the downtown core area per Figure 6 in this Draft SEIS.

(a) The growth projections cover just the core area of the total Downtown Master Plan study area.

(b) This scenario also assumes the development of a 75-unit hotel.

(3) The modified full build-out scenario assumes same growth as the illustrative development scenario, but covers the entire Downtown Master Plan study area.

(a) This scenario also assumes the development of a 75-unit hotel.

If the proposed Downtown Master Plan is approved, supplementary environmental review would be required in order for development within the planning area to exceed the development capacity as stated in this Draft SEIS. Realistically, this will be handled in the next two decades.

2.3.2.2 Modified Full Build-Out Scenario

To establish a theoretical maximum intensity of development upper limit to the amount of development possible under current development regulations, a modified maximum build-out scenario was evaluated. This scenario does not assume an absolute build-out under zoning, but does assume that most, but not all, properties would be redeveloped, depending on current conditions and locational attributes, such as the condition of existing development, the type of use on the parcel, and the opportunities or constraints on individual sites. This scenario also assumes a combination of single- and multi-story development served by surface and above-ground structured parking facilities. Table 4 below summarizes the theoretical maximum growth allowed for different land uses in each sector of the downtown.

The capacity numbers set forth in Table 4 represent a 56 percent increase in the amount of commercial development downtown from current conditions and more than a 1,000 percent increase in the amount of residential development. While these types of development are permitted under current zoning, build-out to these conditions is extremely unlikely within the 20-year planning horizon due to local development trends, market conditions, and development constraints.

Table 4. Downtown Development Capacity under the Modified Full Build-Out Scenario (net increase)*

Sector	**Residential** *(du)*	**Retail** *(ksf)*	**Office** *(ksf)*	**Civic** *(ksf)*
N. of 4th and W. of State	513	70.4	109.9	87
N. of 4th and E. of State	257	0	41.5	
Towne Center Mall Site	360	-59.1	168	
E. of State between 1st and 4th	629	-25.8	-9.2	
W. of railroad between 1st and 4th	273	16.9	96.8	
S. of 1st	648	95.5	72.4 (+75 room hotel)	-39,5
TOTALS	**2,680**	**98**	**439.4**	**47.5**

* *Note that approximately 86,430 square feet of existing warehousing and manufacturing uses would be displaced by other development types listed in this chart.*

Not only does the build-out scenario represent a break from current trends that is difficult to imagine, there are several factors that hinder such an aggressive scenario. First, the nationwide and region-wide economic recession and the fact that there has been almost no residential downtown development in the downtown during the last two decades means that the downtown Marysville development market is unlikely to increase dramatically in the next few years. Second, the City must develop amenities and address environmental conditions before substantial development can be expected. Third, the high water table prevents underground parking and limits other forms of development. Therefore, a more realistic growth scenario was prepared based on Comprehensive Plan goals and a site-by-site analysis of targeted parcels.

2.3.2.3 Illustrative Development Scenario for Downtown Core Area

The illustrative development scenario in the Downtown Master Plan (see Figure 6 and Tables 9 and 6) represents an ambitious level of development that might occur under favorable circumstances. The amount and configuration of development is framed by the following assumptions:

- More than 50 percent of new development would be served by structured parking.
- The "Riverfront," Towne Center Mall site, and Delta Avenue corridor would absorb most of the growth, since this is where City actions to stimulate redevelopment are directed.
- Not all development sites are shown at 100 percent build-out capacity because, in many cases, developers will opt for less intensive, but more profitable, building types. For example, for many parcels, parking configurations will determine the intensity of development.

More specifically, the illustrated scenario represents a high-end projection of what is allowed by the current land use code (No Action Alternative) rather than a market projection for the near term. That is, the development scenario illustrates what is possible to develop within current and projected constraints. As in many other situations, the parking necessary to support development, irrespective of the amount of parking required by the current code, ultimately limits the scale of development, as noted above. The illustrated scenario relies on structured parking to support a number of the more intensively developed areas. While structured parking is feasible in a number of instances, it is assumed that early development, except perhaps along the waterfront, would feature at least some surface parking. Therefore, in some cases, where the code allows a 65-foot high building, the scenario shows a 45-foot building because a 65-foot building would require a less efficient parking configuration.

The illustrated amount of new development for each area is presented in the table below.

Table 5. Illustrated Development Scenario Quantities[1]

Sector	Residential *(du)*	Retail *(ksf)*	Office *(ksf)*	Civic *(ksf)*
S. of 1st and E. of State	457	42.7	74	
S. of 1st and W. of State	202	74.3	75 rooms (hotel)	
Between 1st and 4th streets[2]	50	25	25 (+ misc. commercial)	
Towne Center Mall Site	360	216	168	
North of 4th	50	39	0	92.5
TOTALS	**1,119**	**397**	**267**	**92.5**

Notes:

(1) The numbers in this chart refer to new development only and do not incorporate existing development (dwelling units and nonresidential square footage) that would be displaced by such new development.

(2) Refers to the areas west and east of the Towne Center Mall site.

The land use diagram indicates little development in the small scale areas east and west of the Towne Center Mall site because development there is assumed to be smaller scale and is more difficult to predict. It is assumed that some of these properties would redevelop and an appropriate amount is included in the table.

The development projections in Tables 9 (new construction) and 6 (net increase/decrease in development) used for this EIS are greater than those originally calculated in the 2005 Comprehensive Plan EIS. It should also be noted that the original Comprehensive Plan figures were for a much larger area than the study area for this Draft Supplemental EIS. Therefore, neither the Downtown Master Plan nor this Draft Supplemental EIS projects a limit for development that constrains or alters the City's overall land development capacity.

Table 6. Downtown Development Capacity under the Downtown Master Plan's Illustrated Development Scenario (net increase)*

Sector	**Residential** *(du)*	**Retail** *(ksf)*	**Office** *(ksf)*	**Civic** *(ksf)*
N. of 4th and W. of State	50	8.9	0	87
N. of 4th and E. of State	0	0	0	0
Towne Center Mall Site	360	-61.1	168	0
E. of State between 1st and 4th	50	12	12	0
W. of railroad between 1st and 4th	0	13	13	0
S. of 1st	648	96.3	72.4 (+75 room hotel)	-39,5
TOTALS	**1,108**	**69.1**	**265.4** (+75 room hotel)	**47.5**

* *Note that approximately 43,911 square feet of existing warehousing and manufacturing uses would be displaced by other development types listed in this chart.*

Figure 6. Illustrated land use development scenario.

2.3.3 Transportation

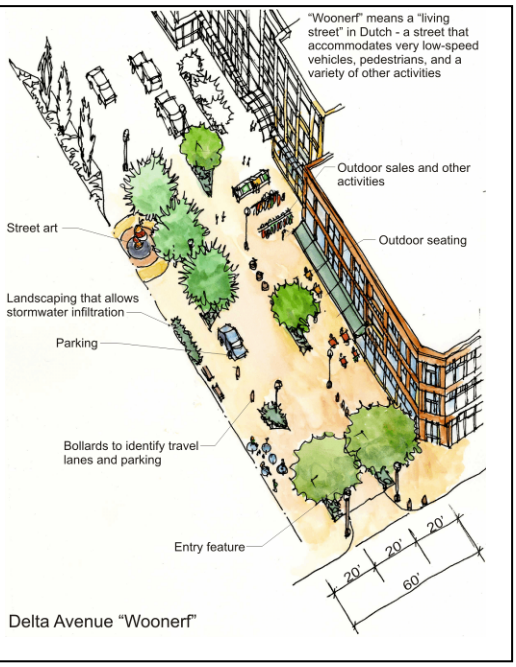
The Transportation Element identifies actions to improve circulation (for all local modes of travel), safety, and overall streetscape environment downtown amid projected growth. Like other elements in this plan, this section builds upon actions already described in the Comprehensive Plan by adding a greater level of detail and adding some new and/or refined recommendations. Below are new transportation concepts and proposals that qualify as actions for the purpose of this Draft SEIS:

- Downtown Streetscape Improvements. The master plan identifies design themes/ cross sections for all downtown streets with an emphasis on an emphasis on wide sidewalks, rain gardens or stormwater planters, on-street parking, bicycle access, and appropriate lane widths.
- Delta Avenue "Woonerf." Reconstruct Delta Avenue, between 4th and 8th Streets as a woonerf (pedestrian-oriented design with little or no curbing). See Figure 7 below for the illustrative vision for Delta Avenue.
- First Street improvements (west of State Avenue). Improvements emphasize a pedestrian-oriented design with wide sidewalks, street trees, and angled parking on one side of the road.
- Delta Avenue/4th Street pedestrian signal. Intended to facilitate better north-south pedestrian traffic between the civic campus and the core of downtown.
- Downtown Bypass via First Street' landscaped boulevard. While the bypass itself is a separate project warranting its own detailed environmental review, the master plan emphasized a landscaped median/boulevard design.
- Designate 3rd Street east of State Avenue as a "historic street." The design would include two travel lanes with angled parking on both sides of the street. Sidewalks would be separated from the parking with planters.

The transportation element identifies other improvements addressing vehicular, truck, bicycle, and transit access that qualify as mitigation measures to current problems and projected development.

The Proposed Action assumes implementation of all other transportation actions identified in the Comprehensive Plan (No Action Alternative).

Figure 7. Vision for Delta Avenue as a "Woonerf".



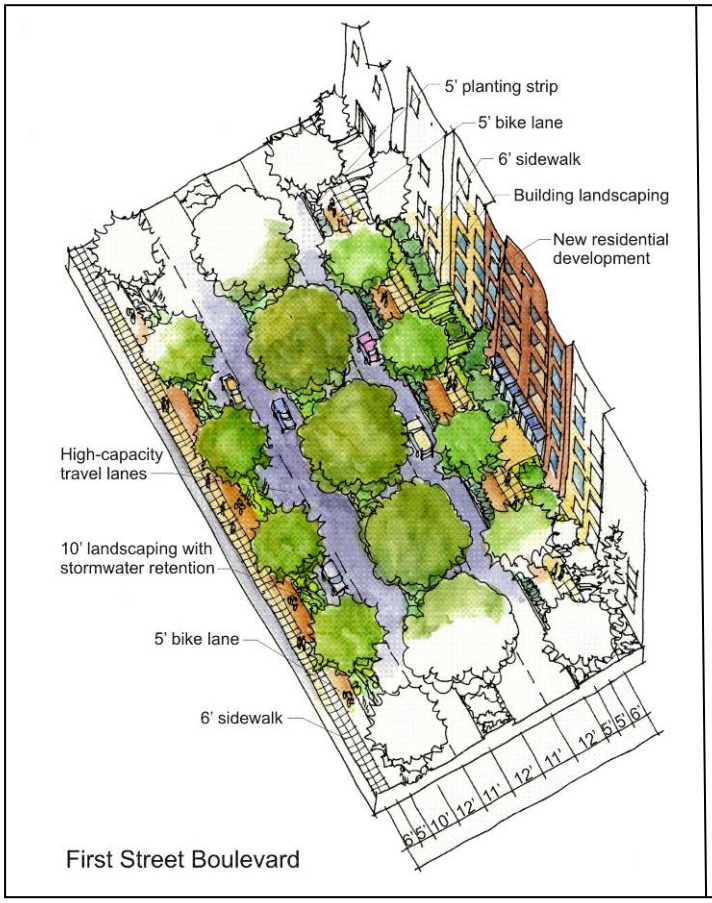


Figure 8. Vision for First Street as the downtown bypass (east of State Avenue).

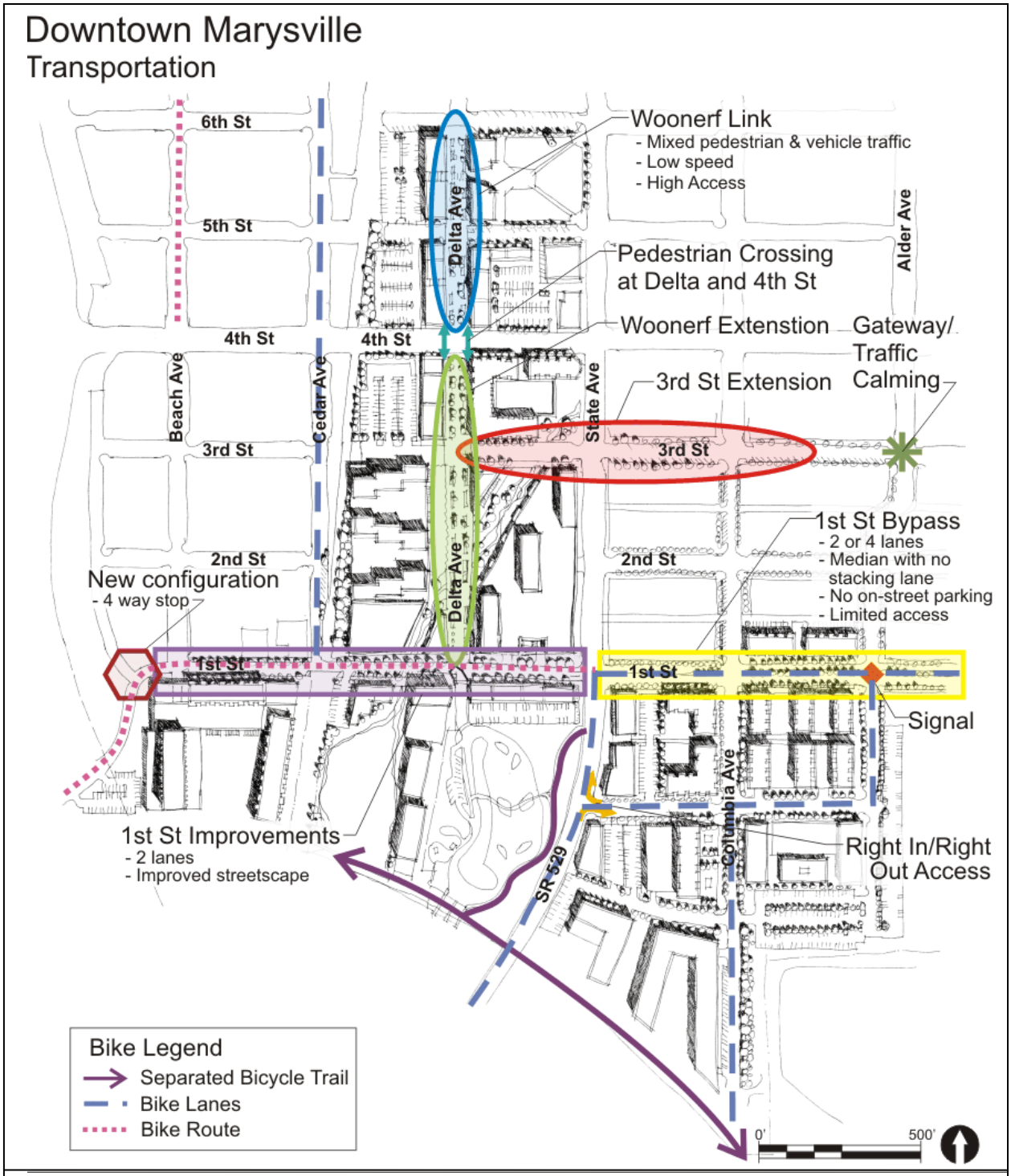


Figure 9. Downtown Master Plan recommended street improvements.

2.3.4 Utilities

The utility element focuses primarily on mitigating stormwater impacts of redevelopment activity and complying with state regulations. One recommendation qualifies as an action for the purpose of this Draft SEIS:

- Establish a stormwater right-of-way (ROW) strategy which includes partnering with the private sector to incentivize green development, maximizing the ROW's function to treat stormwater using low-impact development, and providing a flexible toolkit for Implementation. These stormwater management feature are integrated in the Streetscape Improvement chapter of the master plan and referenced in Sections 2.3.3 (Transportation) above and 2.3.5 (Streetscape) below.

The Proposed Action assumes implementation of all other utility projects proposed for downtown as identified in the Comprehensive Plan (No Action Alternative).

2.3.5 Streetscape Improvements

The Downtown Master Plan identifies streetscape improvement guidelines for the improvement of all downtown streets (also referenced in Section 2.3.3 above under Transportation). The guidelines incorporate provisions to enhance pedestrian access, streetscape character and identity, bicycle, vehicular and transit access, and water quality/environmental functions. The plan includes specific recommendations for key streets, including 1st Street (west of SR 529), Columbia Avenue, 3rd Street, Delta Avenue, and Beech Avenue.

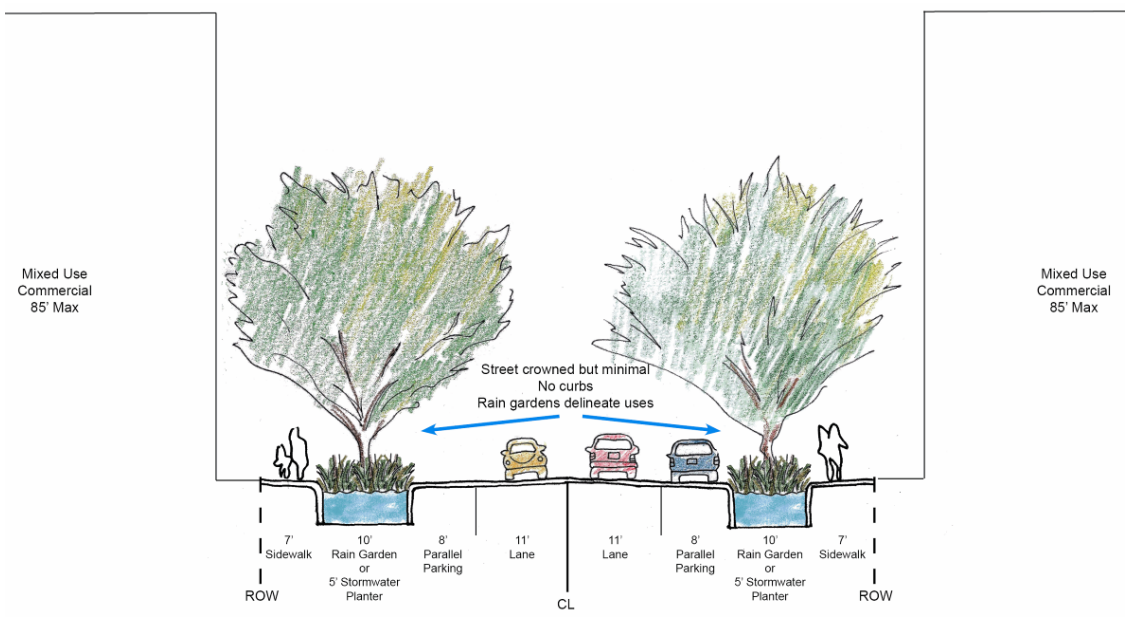


Figure 10. Standard street improvement cross section from Downtown Master Plan illustrating the use of rain gardens or stormwater planters in place of traditional planting strips.

2.3.6 Parks, Trails, and Open space

The master plan largely builds upon concepts and recommendations set forth in the Comprehensive Plan – notably the development of a waterfront trail and enhancement of surrounding shoreline areas, the improvement of downtown streetscapes, and the improvement of Comeford Park. One recommendation in this chapter qualifies as an action for the purposes of this Draft SEIS:

- Clean up the marina boat basin. This includes converting this area into an environmentally healthy and attractive amenity. The concept calls for the removal of the existing marina configuration, clean-up of water areas, construction of a shoreline trail and ancillary open space, and redevelopment of the remainder of the site to accommodate a mix of uses. This project will require its own detailed environmental review.

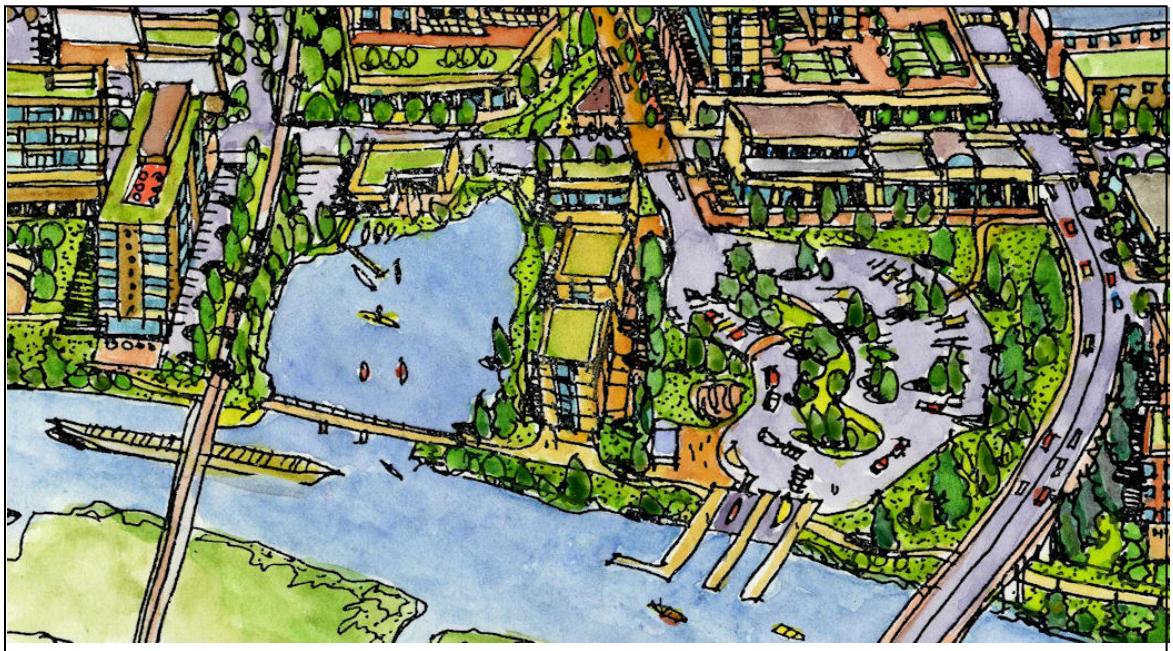


Figure 11. Master Plan conceptual sketch of the boat basin area with improvements and surrounding redevelopment.

2.4 No Action

The No-Action alternative assumes that the downtown would develop according to the current Comprehensive Plan land use designations, regulations, and related implementation actions (see Sections 2.2.2 and 2.2.3 above). Pursuant to the downtown development capacity discussion in Section 2.3.2, the No-Action Alternative assumes growth rates depicted in for the Illustrative Development Scenario as depicted in Table 3. Current land use regulations include building heights of up to 85 feet in the core areas of downtown.

Chapter 3: Earth

3.1 Affected Environment

It is important to examine geology and soil conditions to identify and characterize potential earth-related hazards and conditions associated with future redevelopment in Downtown Marysville. With this information as a base, potential adverse effects can be evaluated, and appropriate techniques can be identified to mitigate or reduce impacts.

3.1.1 Geology and Soils

The Downtown Marysville Master Plan study area contains two distinct types of soils. Sixteen percent (or 30 acres) of the study area contains Puget Silty Clay Loam and 84% (or 152 acres) of the study area contains Ragnar Fine Sandy Loam, 0 to 8 percent slopes. The location of these soils can be seen in Figure 12 on the following page.

The following information describes the soil types and is from the Soil Survey report of Snohomish County Area, Washington issued July 1983 by Alfonso Debose and Michael W. Klungland, Soil Conservation Service.

3.1.1.1 Puget Silty Clay Loam

Permeability of this Puget soil is slow. In some areas the soil is not drained and is not protected from flooding. Available water capacity is high. Runoff is slow, and the hazard of water erosion is slight. The main limitations for homesites are the hazard of flooding and seasonal soil wetness.

3.1.1.2 Ragnar Fine Sandy Loam, 0 to 8 Percent Slopes

This is a very deep, well drained soil that has moderately rapid permeability. Available water capacity is moderate. Runoff is slow, and the hazard of water erosion is slight. This unit has few limitations for homesites. The main limitation for septic tank absorption fields is seepage in the substratum.

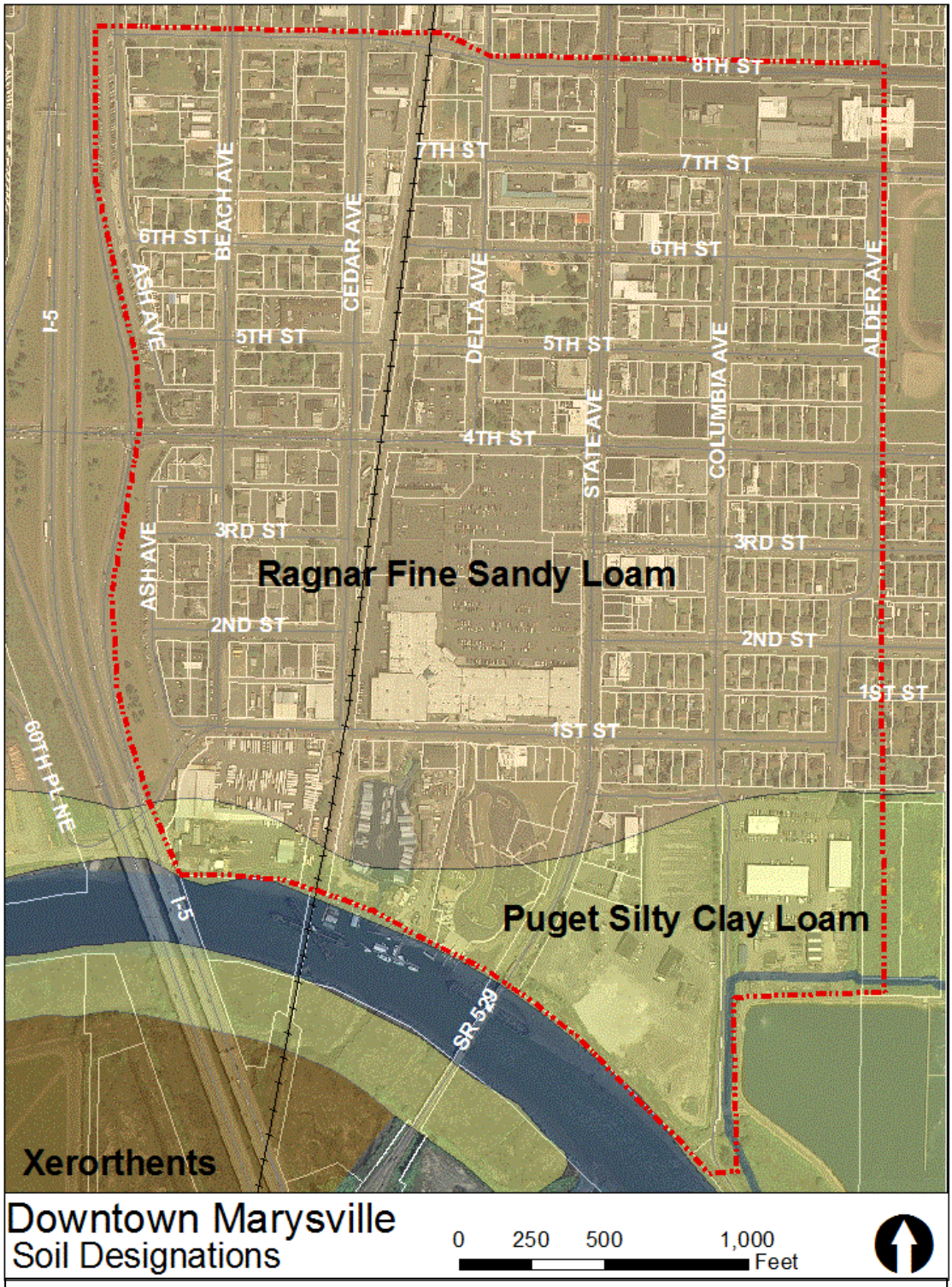


Figure 12. Downtown Marysville soils.

3.1.1 Geologically Hazardous Areas

There are no geologically hazardous areas in the Downtown Marysville study area.

3.1.2 Erosion Hazard Areas

There are no erosion hazard areas in the Downtown Marysville study area.

3.1.3 Landslide and Steep Slope Hazards

There are no steep slope hazard areas in the downtown study area.

3.1.4 Seismic Hazards

The area south of 1st St in Downtown Marysville in the 100 year floodplain along Ebey Slough is a high seismic hazard area. The soils in this area are fine-grained, poorly consolidated alluvial sediment with a high water table. This combination of soil characteristics increases the possibility of liquefaction during a seismic event. Seismic events also tend to cause more ground shaking in such soils than in more consolidated soils. (Shoreline Master Program Inventory 2006)

3.1.5 Soil Contamination

A number of sites within the downtown study area have historically been known to have soil contamination (see Figure 13). The Washington State Department of Ecology's (WDOE) Volunteer Cleanup Program (VCP) tracking system shows that two sites in Downtown Marysville are in the process of going through the VCP. These two sites are the Chevron located at 1206 4th St and the Texaco located at 1209 4th St. Other sites may have been cleaned-up during any type of redevelopment, but the City does not have record of these clean-ups. The following graphic shows the sites in the downtown study area that are known to have had some type of contamination in the past.

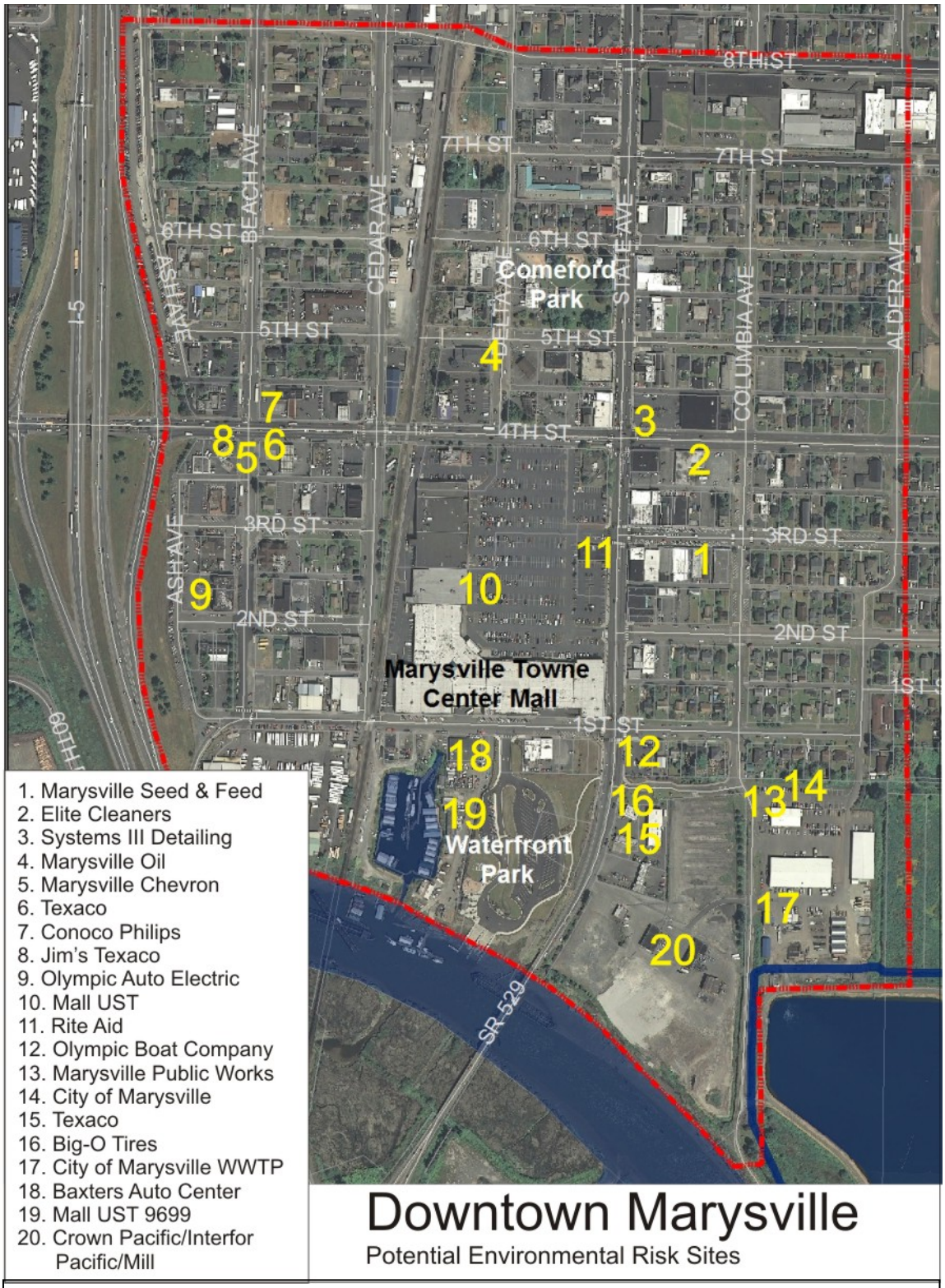


Figure 13. Soil contamination in Downtown Marysville. Source: Parametrix.

3.2 Environmental Impacts

3.2.1 Impacts Common to All Alternatives

3.2.1.1 Erosion and Sedimentation:

Some erosion and sedimentation could result from soils exposed during clearing, grading, and installation of underground utilities in both alternatives, which could result in degradation of aquatic habitat in wetlands and streams. Though soils in the study area do not have a high hazard of water erosion, the amount of erosion and sediment transport is directly related to the time of year construction occurs.

3.2.1.2 Suitability of Site Soils for Construction:

In general, the soils in the downtown study area will be suitable for construction. The Puget Silty Clay has some limitations during the wet winter months due to the hazard of flooding and seasonal soil wetness.

3.2.1.3 Seismic Hazard:

The area south of 1st St in Downtown Marysville in the 100 year floodplain along Ebey Slough is a high seismic hazard area. This hazard should be considered in both alternatives.

3.2.1.4 Soil Contamination:

Sites known to have historical contamination (as shown in Figure 13 above) will have to do a soil analysis to determine if any contamination remains on site.

3.2.2 Impacts Specific to Action Alternative

3.2.2.1 Streetscape Improvements

The streetscape improvements called for in the Downtown Master Plan could result in more construction impacts than the No Action Alternative because in some cases the entire street would need to be reconfigured and rebuilt. This could result in greater potential for erosion and degradation of aquatic habitat during construction if appropriate mitigation techniques are not utilized. The Action Alternative streetscape improvements, however, would increase the amount of vegetation and pervious surfaces in the right-of-way, therefore decreasing overall long term potential for contaminated runoff to reach the Slough.

3.2.2.2 Civic Campus

The construction of the civic campus may contribute to some erosion and sedimentation from soils exposed during construction activities, but it is not expected to have a greater impact than other development and construction activities.

3.2.3 Impacts Specific to No Action Alternative

There are no additional impacts specific to the No Action Alternative, other than those mentioned in 3.2.1 above.

3.3 Mitigation Measures

Impacts for both alternatives will be mitigated according to the City's Best Management Practices (BMPs) for soils impacts and WDOE's Best Management Practices (BMPs), including structural, physical, and managerial BMPs required as part of new development. Due to ground water levels and proposed on-site infiltration, structural fill will need to be analyzed on a site-specific basis. Adherence to standard construction practices and current building codes will mitigate risks due to seismicity. New construction will be required to clean up any soil contamination.

3.3.1 Mitigation Measures Incorporated in the Master Plan

3.3.1.1 Civic Campus

The civic campus site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development. Pollution prevention during construction by controlling soil erosion, waterway sedimentation and airborne dust is a prerequisite for LEED certification.

3.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

3.4 Significant Unavoidable Adverse Impacts

As a result of construction and ongoing land use there could be a corresponding increase in erosion and sedimentation, which may ultimately affect water resources. Neither alternative completely restricts development in areas that have potential for seismic, landslide, or erosion hazards. Even sites that are addressed by the City's existing Critical Areas regulations may be developed to some extent. Development on sites with geologic hazards will always pose some risk, however slight.

Chapter 4: Water Resources

4.1 Affected Environment

The following analysis of water resources addresses surface and groundwater resources within and adjacent to the downtown study area. It includes information regarding drainage basins and water bodies, stormwater runoff, flooding, surface water quality, aquifers and recharge areas, wells and groundwater quality.

4.1.1 Surface Water

Surface water resources within the study area are primarily located within the Snohomish watershed. The downtown study area drains to the Quilceda and Allen Creek drainage basins.

In the downtown area, water generally flows in a southwesterly direction into Ebey Slough. Marysville's downtown study area is largely built out and contains a high percentage of impervious surfaces, including parking lots, roads, sidewalks, and buildings. The high percentage of impervious surfaces leads to a high volume of stormwater runoff. High runoff volumes in turn create erosion and downcutting problems along the Slough, destroy habitat, and increase flooding during storms. The majority of development was constructed prior to adoption of state standards for stormwater treatment and flow control. As the stormwater flows through the study area pollutants can enter the groundwater and drainage system. The City's stormwater conveyance system does have catch basins that mitigate some aspects of the stormwater flows. Common urban pollutants may include pesticides, chemical fertilizers, animal wastes, oil, gasoline, heavy metals, and sediments, but testing has shown no pollutants of concern.

The stormwater drainage system for the downtown study area drains to Ebey Slough. A portion of the City property between Steamboat Slough and Ebey Slough naturally drains towards Steamboat Slough, but no stormwater facilities are located in that area. According to a recent report (Otak, Inc. 2003), the existing stormwater conveyance system for Marysville, which was adequate when much of the City was largely undeveloped agricultural land, does have limitations in its ability to serve the current level of development. (Shoreline Master Program Inventory 2006)

4.1.1.1 Soil Characteristics Affecting Stormwater Runoff and Infiltration

Ragnar soil, which comprises approximately 84% of the downtown study area, has a moderately rapid rate of permeability and the rate of runoff is slow. Puget soil, which comprises approximately 16% of the downtown study area, has a slow rate of permeability, although runoff is slow and the chance of erosion is slight.

4.1.1.2 Flooding

Ebey Slough is a distributary channel of the Snohomish River, and the floodplain for the slough is therefore the floodplain of the Snohomish River. The slough is also tidally influenced, so the tides are important factors in determining the floodplain. According to the U.S. Army Corps of Engineers (2001), tides determine the elevation of the 100-year

flood event, rather than floods from the Snohomish River. (Shoreline Master Program Inventory 2006)

4.1.1.3 Surface Water Quantity

The WDOE considers Ebey Slough to be a Flow Control Exempt-Receiving Water Body, therefore flow control measures are not required for water directly discharging into the Slough as outlined in the currently adopted WDOE Stormwater Management Manual for Western Washington.

4.1.1.4 Surface Water Quality

The City of Marysville's storm drainage system ultimately outfalls to Ebey Slough. Additional information about surface water quality can be found in the City of Marysville Integrated 2005 Comprehensive Plan and Final Environmental Impact Statement.

4.1.2 Groundwater

Groundwater is a limited and variable resource that plays an important role in the watershed. Ground water discharge to streams supports year-round flow, and ground water provides drinking water to watershed residents. The infiltration, movement and storage of ground water are controlled by the soils and geologic materials present below ground surface.

4.1.2.1 Groundwater Characteristics

Based on information from WDOE well logs, the groundwater table in Downtown Marysville is approximately 8-10 feet below surface at 4th Street and further inland. Between 4th Street and Ebey Slough, the groundwater table rises moving toward the shoreline. It lies at about 3 feet below surface at 1st Street and most likely continues to rise until it reaches the shoreline.

Additional information about groundwater characteristics in the City of Marysville can be found in the City of Marysville Integrated 2005 Comprehensive Plan and Final Environmental Impact Statement.

4.1.2.2 Aquifers and Critical Aquifer Recharge Areas

Downtown Marysville encompasses the Marysville trough aquifer. The Marysville Trough Aquifer is a large, shallow and unconfined water table aquifer. It extends from Arlington and the Stillaguamish River in the north and to Marysville and the Snohomish River in the south. The aquifer is contained within the Marysville sand recessional outwash, extending from the surface to 150 feet below the surface. The ground water generally flows in a south to southwest direction, perpendicular to the water table contours.

4.1.2.3 Groundwater Quality

Currently, there is no city-wide data related to groundwater quality. As downtown develops, testing will be done on a site-by-site basis.

4.2 Impacts

The potential impacts to water resources resulting from the proposed Downtown Marysville alternatives are discussed below.

4.2.1 Impacts Common to All Alternatives

There are several types and patterns of impacts to water resources that are common to both the Action and No Action Alternatives. These impacts typically focus on temporary construction impacts, changes in transportation patterns, and impacts related to changes in, or intensification of, current land use.

Over the next 20 years, as Downtown Marysville develops and transportation projects are completed, there is the potential for construction activities to impact water resources. If site disturbance results in off-site migration of sediment, it is likely that the sediment will follow existing topography and surface water flow patterns. Therefore, off-site migration of sediment has the potential to negatively impact aquatic resources.

Excess coarse and fine sediment input into aquatic ecosystems can result in serious ecological consequences. Excess coarse sediment can be deposited in stream channels, which can reduce channel capacity, leading to increased flooding. Excess coarse sediment can also be deposited in wetlands, reducing the overall area of wetlands, and negatively impacting wetland functions

Though the downtown area is already mostly built out, there is the potential for an increase in impervious surface area due to new higher density development proposed in both alternatives. This could result in increased peak runoff, reduced base flow, and associated water quality problems if unmitigated.

In general, both alternatives will result in greater vehicular traffic resulting from higher density development in the study area and in surrounding areas (see Chapter 8 Transportation for more details). Increased traffic will result in increased pollutant build-up on roads, such as hydrocarbons and toxic metals. Stormwater flows over these impervious surfaces, picks up pollutants, and then flows into aquatic resources.

Higher density development in both alternatives increases the likelihood of structured parking in the future. Structured parking, in the form of underground parking or parking garages, reduces the amount of contaminated impervious surfaces in surface parking lots. Water tends to be cleaner coming off the roofs of buildings and parking garages than surface parking lots, so there is the potential to positively impact water quality for both alternatives.

Increased impervious surfaces associated with new, higher-density development could locally alter groundwater regimes. The exact location and extent of this type of alteration would depend on the stormwater management system that is used.

4.2.1.1 Waterfront Trail

The Marysville Shoreline Master Program requires all new development to be set back from the shoreline at least 70 feet. In that 70 foot setback along the Ebey Slough

shoreline, the Action and No Action Alternatives both require the construction of the Waterfront Trail. (See Section 9.2.1.1 Waterfront Trail for more details). The restoration and native vegetation along Ebey Slough will have a positive impact on water quality by preventing erosion, slowing and filtering stormwater runoff, and contributing to ecosystem functions.

4.2.2 Impacts Specific to Action Alternative

4.2.2.1 Streetscape Improvement

As discussed in Section 3.2.2.1, the streetscape improvements called for in the Downtown Master Plan could result in more construction impacts than the No Action Alternative because in some cases the entire street would need to be reconfigured and rebuilt in the Action Alternative. This could result in greater potential for erosion and degradation of aquatic habitat during construction if appropriate mitigation techniques are not utilized. The Action Alternative streetscape improvements, however, would increase the amount of vegetation and pervious surfaces in the right-of-way, providing flow attenuation by decreasing rate of runoff, decreasing quantity of runoff, and increasing infiltration. This would therefore decrease the overall long term potential for contaminated runoff to reach the Slough.

4.2.2.2 Stormwater Right-of-Way Strategy

In the Action Alternative, the Downtown Master Plan recommends implementing a Stormwater Right-of-Way Strategy which includes:

- Partnering with the private sector to incentivize green development.
- Maximizing the ROW's function to treat stormwater using low-impact development.
- Providing a flexible toolkit for Implementation.

The strategy in the Downtown Master Plan recommends using rain gardens, stormwater planters, and prefabricated facilities (Filterra systems) in the public right-of-way to treat runoff from public streets and private development which would improve water quality.

If implemented, this strategy would result in a reduction in pollution generating impervious surface area, therefore potentially decreasing degradation of water resources in comparison to the No Action Alternative. This strategy would increase infiltration and groundwater recharge.

The Master Plan recommends developing a Stormwater Solution Tool Kit for developers to facilitate the implementation of the Stormwater Right-of-Way strategy. The plan also encourages the City to initiate a case study that utilizes the tool kit solutions and to initiate a stormwater filter test.

If the developer chooses not to take advantage of the Stormwater Right-of-Way Strategy, then traditional, on-site stormwater management for water quality would be implemented in accordance with the requirements set forth in the City's currently adopted version of the WDOE Stormwater Manual.

4.2.2.3 Civic Campus

The civic campus project could increase impervious surface coverage with a new surface parking lot adding 195 parking spaces off of Delta Ave between 5th St and 6th St. The new proposed building in existing Comeford Park will replace some existing vegetation with impervious surfaces. Increased impervious surfaces could result in increased peak runoff, reduced base flow, and associated water quality problems if unmitigated.

Having the new civic campus located in Downtown Marysville could increase traffic in the downtown (see Chapter 8). Increased traffic could result in increased pollutant build-up on roads, such as hydrocarbons and toxic metals. This increase in pollutants could result in increased contaminated stormwater if unmitigated and untreated.

4.2.2.4 Towne Center Mall Design

In order to help improve water quality in Downtown Marysville, a goal of the Downtown Marysville Master Plan is to "daylight" and restore portions of the creek passing through the Towne Center Mall site now in an underground pipe. The design guidelines adopted as a part of this plan require that the feasibility of such an element be evaluated in the planning process. If daylighting and restoration are not feasible, the reasons and analysis must be provided to the Director for evaluation. The City may identify an approach that solves the problems identified in the feasibility study, or it may propose other measures, including a cooperative project to achieve public objectives related to creek restoration. The creek restoration will likely include increased vegetation and pervious surfaces, which has the potential to improve overall water quality with the new development. The design guidelines also require that at least 2 percent of the total site area be provided as open space.

In addition to the potential daylighting of the creek, the redevelopment of the Towne Center Mall would replace a large surface parking lot with higher-density development and potentially structured parking. Reducing the area dedicated to surface parking lots has the potential to improve stormwater quality because stormwater will no longer flow over these impervious surfaces, but will flow over roofs of buildings which tend to be much cleaner.

4.2.3 Impacts Specific to No Action Alternative

Traditional, on-site stormwater management for water quality would be implemented as new redevelopment occurs in accordance with the requirements set forth in the City's Comprehensive Plan and the City's currently adopted WDOE Stormwater Manual. Additional information can be found in the City of Marysville's Integrated 2005 Comprehensive Plan and Environmental Impact Statement.

4.3 Mitigation Measures

Implementation of all improvements will be in accordance with Title 14 of the Marysville Municipal code and will comply with the currently adopted version of the DOE Stormwater Manual at the time of implementation.

4.3.1 Mitigation Measures Incorporated in the Master Plan

Based on the No Action Alternative and currently adopted WDOE Stormwater Manual, water quality treatment for the existing right-of-way would not be required unless the project exceeded the threshold of adding 5,000 square feet or more new impervious surface and equals 50% or more of existing impervious surface of roadway. This is unlikely since the right-of-ways are currently built out within the downtown area.

The Master Plan provides the framework and incentives for implementation of LID Stormwater Management practices within the ROW, which would provide water quality for both private developments and City ROW. Therefore, the stormwater management strategy proposed by the Streetscape Improvement portion of the Action Alternative will likely mitigate more impacts than the traditional stormwater management techniques set forth in the No Action Alternative.

4.3.1.4 Civic Campus

The civic campus site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development. While LEED does give credits for using Low Impact Development techniques, the City will require that LID techniques be incorporated into the site design of the new City Hall, including rain gardens or swales in the parking lot to help mitigate the increase in impervious surface area. Parking lot landscaping and landscaping throughout the site will also help mitigate the impacts of this new development.

4.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

4.4 Significant Unavoidable Impacts

Both the Action and No Action Alternative will increase urban density which, as discussed above, could contribute to increased runoff pollutants and affect water resources.

Chapter 5: Streams, Wetlands, Fish, and Wildlife

5.1 Affected Environment

5.1.1 Streams, Fish, and Wetlands

Ebey slough is a distributary channel of the Snohomish River, which supports chinook, coho and chum salmon, as well as cutthroat and steelhead trout. This segment has been significantly altered, with dikes along the slough, fill for both SR 529 and I-5, the construction and use of the waste water treatment plant, and a marina on Ebey Slough near Cedar Street. Historically, the area was used to process and ship lumber which was largely delivered to and stored at the site as rafts from upstream on the Snohomish, Skykomish or Snoqualmie Rivers (City of Everett and Pentec Environmental 1991). Tidal influence exists along the entire length of the segment, and prior to the alterations, this segment would have likely been entirely estuarine wetlands. (Shoreline Master Program Inventory 2006)

5.1.1.1 Streams and Fish

Ebey Slough is the main water body located in the downtown study area. There is also a small piped stream located within the downtown. According to the Comprehensive Plan, salmonids are present in Ebey Slough. Ebey and Steamboat Sloughs may also be utilized by:

- Pink Salmon (Oncorhynchus gorbuscha).
- Green Sturgeon (Acipenser medirostris).
- White Sturgeon (Acipenser transmontanus).

The *Washington State Salmon and Steelhead Stock Inventory* (SASSI) (WDF 1993) distinctly identifies four chinook, three chum, four coho, two pink, and six steelhead stocks as spawning in the Snohomish River basin. In addition, anadromous bull trout have been identified as inhabiting the basin (WDFW 1998), and the basin is used by sea-run coastal cutthroat trout as well. Since all of the fish comprising these anadromous stocks must pass through the Snohomish River estuary at least twice to successfully complete their life cycles, a portion of them would pass through and make use of Ebey and Steamboat Sloughs in and near the City, since these sloughs are primary features of the estuary. (Shoreline Master Program Inventory 2006)

Coho salmon are relatively abundant in the Snohomish River basin, with the basin producing more coho spawners than any watershed on the west coast. The Skykomish population has the highest chinook recovery target set in Puget Sound and the Snoqualmie population has the third-highest target (Snohomish Basin Salmon Recovery Forum 2004). (Shoreline Master Program Inventory 2006)

Although no bald eagle nests are mapped or known in the Marysville shoreline areas, they are likely to occasionally forage in portions of the Quilceda Creek corridor and in Ebey and Steamboat Sloughs. Bald eagles are likely to prey on adult salmonids, as well as concentrations of waterfowl. (Shoreline Master Program Inventory 2006)

5.1.1.2 Wetlands

Wetlands on the north side of Ebey Slough in this segment consist primarily of a narrow band of estuarine emergent communities on the waterward side of the berm, as well as a restored area in Ebey Waterfront Park. Much of the shoreline area between Ebey and Steamboat Sloughs is mapped from aerial photograph interpretation as emergent and scrub-shrub wetland, except for areas filled for road construction or the concrete plant facility. These wetlands are primarily vegetated by cattail, Lyngby's sedge, and hardstem bulrush (Jones & Stokes 2003; Pentec Environmental 2003). Pacific silverweed, small spike-rush, western lilaeopsis, and non-native reed canarygrass are also likely present in the emergent areas. Patches of scrub-shrub wetland in this segment likely include some red alder, twinberry, spiraea, Nootka rose and Hooker willow (Jones & Stokes 2003; Pentec Environmental 2003).

Ebey Waterfront Park includes wetland restoration sites.

5.1.2 Wildlife and Wildlife Habitat

Significant habitat in the study area is limited to the tidally influenced estuarine communities between Ebey and Steamboat Sloughs. These wetlands provide important rearing habitats for juvenile salmonids, as well as foraging and nesting opportunities for a variety of bird species such as waterfowl, herons, sandpipers, kingfishers, osprey, bald eagle, other raptors, red-winged blackbirds, wrens, songbirds, and swallows, among others (Jones & Stokes 2003). Black-tailed deer, coyote, and harbor seals have also been observed in Ebey Slough and the associated estuarine wetlands (Jones & Stokes 2003).

The Snohomish estuary, including Ebey Slough, provides essential ecological functions for anadromous salmonids, including rearing, migration, cover for predator avoidance, and an adaptation zone between fresh and salt water (City of Everett and Pentec Environmental 1991). Adult and juvenile salmonids are generally able to freely migrate upstream and downstream through these sloughs; however, access to historic estuarine and floodplain wetlands and some smaller tributaries and estuarine sloughs has been compromised or precluded by an extensive network of dikes, levees, and associated tidegates/floodgates extending from the mouth upstream to near Monroe. Large areas of tidal habitat once accessible to salmonid fish in the Snohomish River estuary were lost due, primarily, to agricultural development, but also due to industrial and other urban uses as well. The City of Everett and Pentec Environmental (2001) applied a model to assess existing estuarine/marine nearshore habitat conditions and associated habitat functions. The largest concentration of remaining high-quality habitats was found to be along the eastern distributary channels, Ebey-Steamboat Sloughs. Log raft storage has been and continues to be the major industrial use in this area; however, recent declines in timber harvest have substantially reduced the intensity of log raft storage over the estuarine delta in this area. Estimated salmonid habitat benefits associated with the restoration of estuarine connectivity to the historic Snohomish River estuarine/floodplain wetlands are identified in the Salmon Overlay to the Snohomish Estuary Wetland Integration Plan (City of Everett and Pentec Environmental 2001).

The estuarine habitats of the Snohomish River, including those shoreline areas adjoining the City of Marysville, are critically important for salmonids originating from the Snohomish River watershed, and also for some juvenile salmonids originating from other WRIAs in Puget Sound. These fish include juvenile chinook that are listed as Threatened under the Endangered Species Act. However, the habitat quality and natural physical processes of these estuarine environments have been severely impacted. Estuaries provide critical rearing and transition habitat for salmonids as they move as juveniles from fresh to saltwater, and as adults from the marine environment back to freshwater. Analysis suggests that limited rearing habitat in the estuary may constrain chinook and coho salmon production in WRIA 7 (Haas and Collins 2001). Much of the historic estuary is diked, and existing land uses in diked areas may limit potential for tidal and floodplain restoration. Acquisition of historic diked floodplain areas, where possible, is likely necessary to facilitate tidal habitat restoration.

Disconnection and destruction of off-channel habitat is believed to have eliminated approximately 95 percent of chinook salmon rearing capacity and coho salmon smolt production capacity in the Snohomish River floodplain. Potential pre-smolt chinook rearing capacity in the floodplain is estimated to have decreased from approximately 1.2 million in the mid-19th century to 36,000 in 1998. The Snohomish River estuary is believed to commonly be a bottleneck to chinook production, with chinook experiencing density-dependent production constraints 45-78 percent of the time during the period 1968-1999. Similar reductions in production potential for coho salmon due to diking and the loss of tidal channel have also been estimated (Haas and Collins 2001). Though some uncertainty remains regarding these estimates of reduced production, there is general agreement that estuarine habitat is critically important, that it has been extensively altered since historic times, and that preservation and restoration of estuarine habitats will be important factors for rebuilding salmonid populations (WSCC 2002).

Since the mid-1800s, the lower Snohomish River and estuary have undergone major alterations; Bortleson et al. (1980, as cited in Golder Associates 2001) estimated a 32 percent loss of intertidal wetlands. Intertidal areas were also impacted by dredging and removal of LWD to enhance navigation, and by diking and filling of side channels. Because much of this area was simply diked for agricultural use, the soils and topography behind the dikes are largely intact over large areas (City of Everett and Pentec Environmental 2001). Other reductions in habitat function have also resulted from human-induced impacts which can be reversed. As such, the Snohomish River estuary, including those portions within the shoreline areas of the City of Marysville, has substantial potential for successful restoration of salmonid habitat function (Shoreline Master Program Inventory 2006).

5.1.3 Special-Status Species and Priority Habitats

All game and food fishes, including salmon, trout, and char, are considered to be Priority Species by the WDFW. In addition, Coastal-Puget Sound bull trout are listed as threatened by the USFWS and Puget Sound chinook salmon are listed as threatened by NOAA Fisheries. (Shoreline Master Program Inventory 2006).

5.2 Impacts

5.2.1 Impacts Common to All Alternatives

This area is built out and already highly impacted. In addition, any new development will be held to higher environmental standards than existing development due to more stringent environmental standards and regulations.

The Study Area will experience urbanization and an increase in the density of development, which could have indirect impacts such as reduction in habitat quality and function due to human disturbance and activities.

Construction due to infrastructure improvements, transportation improvements, and new development has the potential to negatively impact water quality, which in turn may impact fish and fish habitat. As discussed in Sections 4.2.1, off-site migration of sediment has significant potential to negatively impact aquatic resources, including wetlands, streams, and Ebey Slough. Excess fine sediment loading to aquatic systems can result in elevated turbidity during storm events. Elevated turbidity can reduce fish usage and can increase predatory success. It can also result in gill abrasion in juvenile fish.

5.2.1.1 Waterfront Trail

The Marysville Shoreline Master Program requires all new development to be set back from the shoreline at least 70 feet. In that 70 foot setback along the Ebey Slough shoreline, the Action and No Action Alternatives both require the construction of the Waterfront Trail (See Section 9.2.1.1 Waterfront Trail for more details).

The restoration and native vegetation along Ebey Slough will help improve water quality (as discussed in 4.2.1.1) and improve fish and wildlife habitat on the waterfront by preventing erosion, slowing and filtering stormwater runoff, and contributing to ecosystem functions.

5.2.2 Impacts Specific to Action Alternative

5.2.2.1 Streetscape Improvements

As discussed in Section 3.2.2.1, the streetscape improvements called for in the Downtown Master Plan could result in more construction impacts than the No Action Alternative because in some cases the entire street would need to be reconfigured and rebuilt, whereas the streetscape improvements in the No Action Alternative would likely be smaller scale and incremental. Although the streetscape improvements recommended in the Action Alternative may have more construction impacts than the No Action Alternative, the Action Alternative streetscape improvements would increase the amount of vegetation and pervious surfaces in the right-of-way, therefore decreasing overall potential for contaminated runoff to reach the Slough.

5.2.2.2 Stormwater Right-of-Way Strategy

In the Action Alternative, the Downtown Master Plan recommends implementing a Stormwater Right-of-Way Strategy which includes:

- Partnering with the private sector to incentivize green development.
- Maximizing the ROW's function to treat stormwater using low-impact development.
- Providing a flexible toolkit for Implementation.

This strategy incorporates low-impact development (LID). LID is a stormwater management and land development strategy that reduces runoff and pollution loads by managing stormwater as close to its source as possible in order to mimic pre-development hydrologic function. The strategy in the Downtown Master Plan recommends using rain gardens and stormwater planters (Filterra systems) in the public right-of-way to treat runoff from public streets and private development which would improve water quality. This strategy would result in a reduction in impervious surface area in comparison to the No Action Alternative. A reduction in impervious surface area would result in a reduction in pollution generation in the project area and therefore potentially decreased degradation of surface waters in comparison to the No Action Alternative. These improvements also provide flow attenuation by increasing the pervious surface area in the right-of-way. This strategy can be implemented in conjunction with new private development, as a part of public-initiated improvements, or by individual property owners.

The Master Plan also recommends developing a Stormwater Solution Tool Kit for developers to facilitate the implementation of the Stormwater Right-of-Way strategy. The plan also encourages the City to initiate a case study that utilizes the tool kit solutions and to initiate a stormwater filter test.

5.2.2.3 Civic Campus

The proposed civic campus project in the Action Alternative could have some impacts on streams, wetlands, fish, and wildlife. The construction of this site may negatively impact water quality, which in turn may impact fish and fish habitat. As discussed in Sections 4.2.1, off-site migration of sediment from construction has the potential to negatively impact aquatic resources, including wetlands and Ebey Slough. Excess fine sediment loading to aquatic systems can result in elevated turbidity during storm events. Elevated turbidity can reduce fish usage and can increase predatory success. It can also result in gill abrasion in juvenile fish.

The civic campus project will increase impervious surface coverage with a new surface parking lot adding 195 parking spaces off of Delta Ave between 5th St and 6th St. The new parking lot, which replaces an existing smaller parking lot, could result in increased pollutant build-up, such as nutrients and toxic metals, which would result in an increase in contaminated stormwater.

The proposed building in Comeford Park will also replace some existing vegetation with impervious surfaces. Increased impervious surfaces could result in increased peak runoff, reduced base flow, and associated water quality problems if unmitigated. Increased peak stream flow can result in bank erosion, increased scour, increased turbidity, and pool

filling, all of which are detrimental to maintaining fish habitat. Where peak flows are increased, base flows may be reduced, resulting in decreased water depth, higher stream temperatures, and reduced dissolved oxygen during low flow periods.

As discussed in Chapter 8, the new civic campus could increase traffic in downtown. Increased traffic could result in increased pollutant build-up on roads, such as hydrocarbons and toxic metals. This increase in pollutants could result in increased contaminated stormwater if unmitigated and untreated, which could impact streams and wildlife.

5.2.2.4 Towne Center Mall Design

As described in 4.2.2.4, a goal of the Downtown Marysville Master Plan is to "daylight" and restore portions of the creek passing through the Towne Center Mall site now in an underground pipe in order to help improve water quality. The design guidelines adopted as a part of this plan require that the feasibility of such an element be evaluated in the planning process. If daylighting and restoration are not feasible, the reasons and analysis must be provided to the Director for evaluation. The City may identify an approach that solves the problems identified in the feasibility study, or it may propose other measures, including a cooperative project to achieve public objectives related to creek restoration. The creek restoration will likely include increased vegetation and pervious surfaces, which has the potential to improve overall water quality with the new development. The design guidelines also require that at least 2 percent of the total site area be provided as open space.

In addition to the potential daylighting of the creek, the redevelopment of the Towne Center Mall would replace a large surface parking lot with higher-density development and potentially structured parking. Reducing the area dedicated to surface parking lots has the potential to improve stormwater quality because stormwater will no longer flow over these impervious surfaces, but will flow over roofs of buildings which tend to be much cleaner.

5.2.3 Impacts Specific to No Action Alternative

The No Action Alternative will not contribute to additional impacts other than those discussed above in 5.2.1.

5.3 Mitigation Measures

Stream buffers, setbacks, building requirements (including the use of erosion and sediment control BMPs during construction), and stormwater control can mitigate impacts to fish and wildlife if properly implemented. As development projects are implemented, project level impacts will be mitigated through regulations pertinent to the development, including the use of BMPs and through project level stormwater management.

This area is built out and already highly impacted. In addition, any new development will be held to higher environmental standards than existing development due to more stringent environmental regulations.

5.3.1 Mitigation Measures Incorporated in the Master Plan

5.3.1.4 Civic Campus

The civic campus site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development. While LEED does give credits for using Low Impact Development techniques, the City will require that LID techniques be incorporated into the site design of the new civic campus, including rain gardens or swales in the parking lot to help mitigate the increase in impervious surface area. Parking lot landscaping and landscaping throughout the site will also help mitigate the impacts of this new development.

5.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

5.4 Significant Unavoidable Impacts

Wildlife and fish habitat could be negatively impacted in function and value as a result of population growth and development within the study area under both alternatives. Because the quality of aquatic habitat is already heavily influenced by the existing land use in the Study Area, changes due to the proposed alternatives may be relatively subtle. The Action Alternative, with the Stormwater Right-Of-Way Strategy and LID techniques, has the potential to actually improve water quality and habitat compared to existing conditions. In addition, any new development in the Study area would be required to meet a higher environmental standard than existing development due to newer, more stringent environmental regulations and standards.

Chapter 6: Land Use/ Population/ Housing

6.1 Affected Environment

This section describes the existing land use patterns within the 182 acre downtown study area, which lies within the boundaries of the Downtown Neighborhood Planning Area, as defined in the Marysville Comprehensive Plan. This section also describes the land use distribution and capacity in the city as a whole. Existing plans, documents, maps, and city data were reviewed to determine existing land uses, goals, and policies for downtown. Field visits helped to confirm existing land use conditions.

6.1.1 Citywide Land Uses

The City of Marysville Comprehensive Plan includes an inventory of existing land uses, the city's capacity for growth, and goals and policies for applicable land use categories within the City. Figure 14 below identifies the proportion of each land use category citywide. Single family development represents the most predominate existing land use.

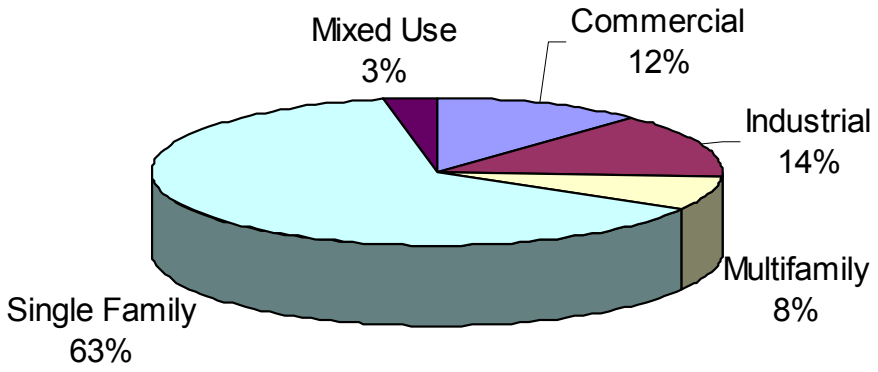


Figure 14. Citywide land use (acres by percent).

The Comprehensive Plan sets an objective for the city to create an urban center with a future 2025 population of approximately 80,000 people. Although the major residential expansion will be to the north, east, and southeast, the concentration of higher density retail and commercial uses will be in Downtown Marysville and along State Avenue generally continuing up to Smokey Point— the western portion of the urbanized area. The mix of proposed land uses described in the Comprehensive Plan provides for adequate residential expansion and balanced growth of retail, office, commercial, and manufacturing uses. Figure 15 on the following page illustrate the citywide land use designations.

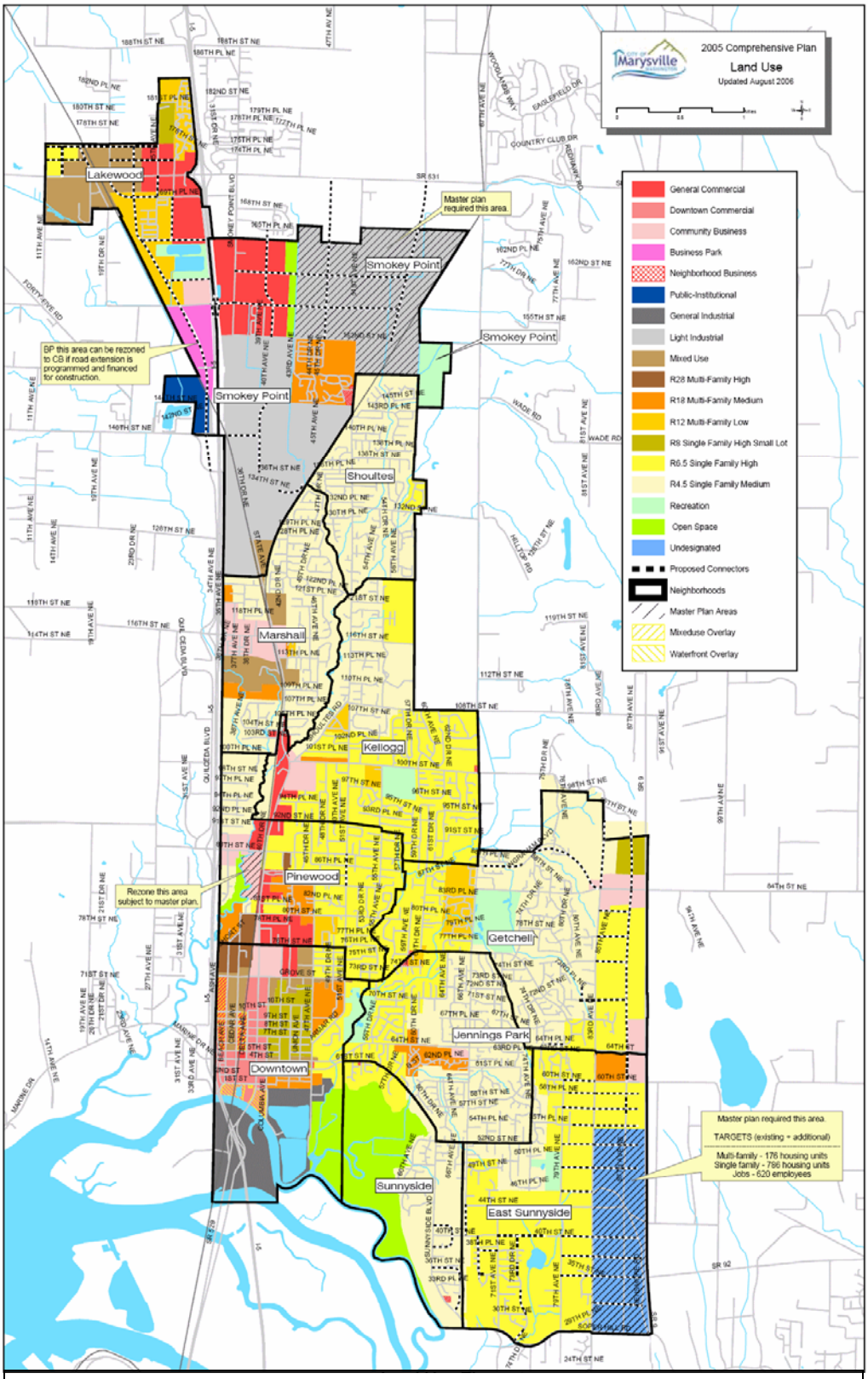


Figure 15. Citywide Land Use Designation Map. Note that the study area boundaries of downtown in the Comprehensive Plan are larger than those in the Downtown Master Plan.

6.1.2 Downtown Land Uses

Downtown was the site of the original founding of the City. It also presents the effects of three of the most important growth periods in Marysville's history. First was the founding and original platting of the city, beginning on the waterfront and moving east to Allen Creek and north to 8th or 10th Street. Next was the construction of Highway 99 which reoriented business downtown from the waterfront to this roadway. Finally, was the building of I-5 followed by the construction of the mall; both signaled the importance of the automobile. As a result, 4th Street became an equally important thoroughfare as Highway 99.

While the city around it has grown dramatically in the past two decades, downtown has seen very little private investment during that time. Heavy through traffic, a railroad line, Interstate 5, and perhaps the outside growth itself are some of the factors that may have contributed to this lack of private investment in downtown.

Table 7 below and Figure 16 illustrate the current mix and uses in the downtown planning area.

Table 7. Current Land Uses in Downtown by Sector*

Sector	**Residential** *(du)*	**Retail** *(ksf)*	**Office** *(ksf)*	**Manufacturing/ Warehouse**	**civic/ assembly** *(ksf)*
N. of 4th and W. of State	95	99.6	47.3	29.3	15.5
N. of 4th and E. of State	73	48.5	3.3	8.2	83.2
Shopping Center Site	0	275.1	0	0	0
E. of State between 1st and 4th	57	108.6	15.8	2.7	6.9
W. of railroad between 1st and 4th	10	85.5	9.3	9.5	11.5
S. of 1st	11	21.5	1.6	43.9	39.5
TOTALS	**246**	**638.9**	**77.3**	**93.6**	**156.6**

* *Land use estimates are based on the City's current geographic information system.*

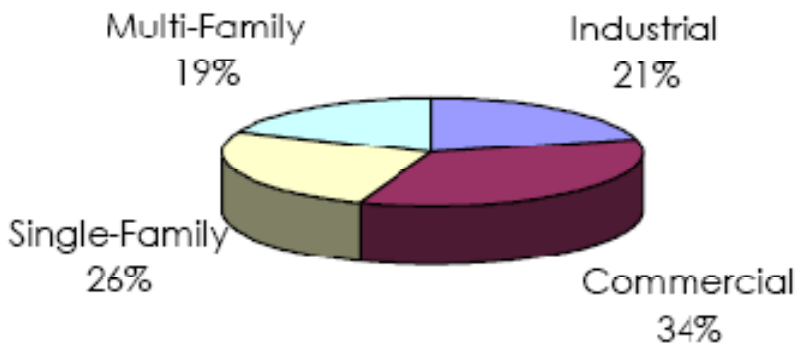


Figure 16. Downtown neighborhood land use (per the 2005 Comprehensive Plan's larger downtown study area).

Land uses adjacent to the downtown study area include single and multi-family housing to the east and a mixture of commercial and residential uses to the north. Ebey Slough, City sewage treatment facilities, the Snohomish River, and wetland areas are predominate features south of downtown. Across Interstate 5 to the west is the Tulalip Tribe's Reservation, which includes some commercial uses immediately west of I-5.

As recognition of the strategic importance of the downtown in establishing Marysville's image and identity, the City completed a Downtown "Visioning" Plan in the spring/summer of 2004 that is the basis for this Master Plan. The efforts of the citizen & business participants are reflected in the pursuant goals, policies and development standards, which have been integrated into the Comprehensive Plan.

Figure 17 on the following page illustrates Comprehensive Plan land use designations for the entire Downtown Neighborhood Planning Area, which includes the downtown study area.

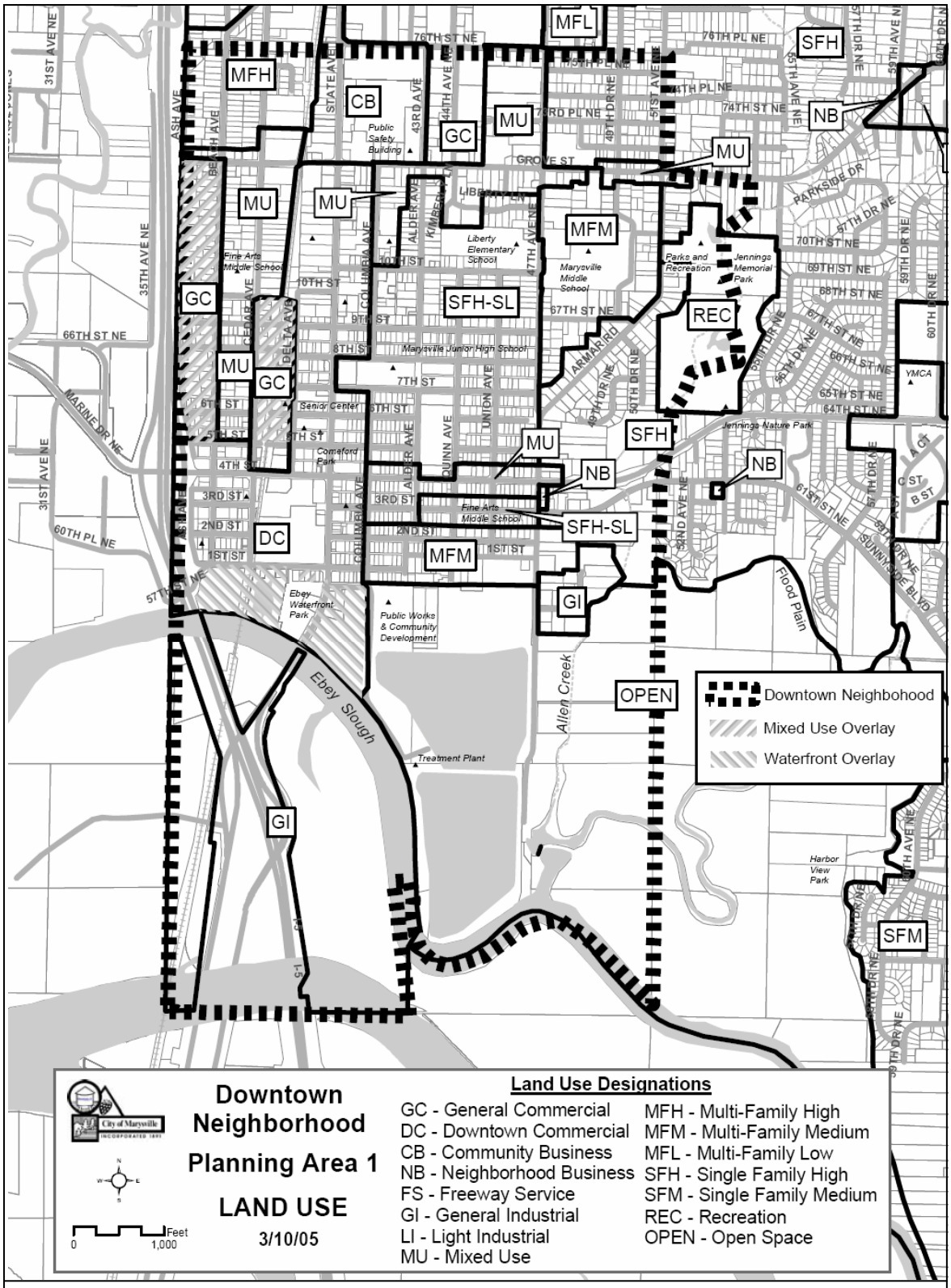


Figure 17. Downtown Land Use Designations in the Comprehensive Plan. Again, the study area boundaries of downtown in the Comprehensive Plan are much larger than those in this Downtown Master Plan.

Table 8 below identifies the housing and employment capacity of the Downtown Neighborhood Planning Area (as identified in the Comprehensive Plan). Note that this planning area is 968 acres and much larger than the 182 acre study area defined for this Master Plan. These projections were based on buildable lands evaluations and current trends without the benefit of more specific site redevelopment analyses per current zoning capacity.

Table 8. Downtown Subarea, Land Capacity, 2005-2025. *Note that these capacity numbers reflect study area boundaries that are much larger than in the Downtown Master Plan.*

Land Use Designa-tion	GI	GC	CB	DC	NB	MU	MFM	MFH	SFH-SL	SFH	OS	REC	Pub	Total
Gross Buildable Acres	138.7	49.7	30.6	101.3	0.5	82.1	51.5	28.1	70.1	98.9	71.6	18.9	224.2	968.0
Builable Acres	1.4	49.7	30.6	78.9	0.5	84	51.5	28.1	70.1	75.2	0	9.3	51.5	530.7
Existing DU's	1	142	76	180	0	546	379	199	435	373	3	0	0	2334
Existing Pop.	44	360	154	447	0	1373	900	467	1260	1044	9	0	0	6059
Existing Employees	249	705	397	1699	8	593	0	18	0	139	10	15	443	4276
Additional DU's	0	0	0	0	0	133	112	152	11	16	0	0	0	424
Additional Pop.	0	0	0	0	0	266	224	304	32	46	0	0	0	872
Additional Employees	9	99	29	179	0	49	0	0	0	0	0	0	0	365
Total DU's	1	142	76	180	0	679	491	351	446	389	3	0	0	2758
Total Population	44	360	154	447	0	1625	1124	771	1292	1091	9	0	0	6931
Total Employees	258	804	426	1878	8	642	0	18	0	139	10	15	443	4641

Table 9 on the following page provides land use and development projections for the study area in a 20-year planning horizon per the Downtown Master Plan (see Figure 6 in Chapter 2 for an illustration). This scenario illustrated the upper end of what could practically be developed in the areas the City is encouraging development, and assumed structured parking with most redevelopment along with a full redevelopment of the Towne Center Mall.

Table 9. Illustrated Development Scenario Quantities[1]

Sector	Residential *(du)*	Retail *(ksf)*	Office *(ksf)*	Civic *(ksf)*
S. of 1st and E. of State	457	42.7	74	
S. of 1st and W. of State	202	74.3	75 rooms (hotel)	
Between 1st and 4th streets[2]	50	25	25 (+ misc. commercial)	
Towne Center Mall Site	360	216	168	
North of 4th	50	39	0	92.5
TOTALS	**1,119**	**397**	**267**	**92.5**

Notes:

(1) The numbers in this chart refer to new development only and do not incorporate existing development (dwelling units and nonresidential square footage) that would be displaced by such new development.

(2) Refers to the areas west and east of the Towne Center Mall site.

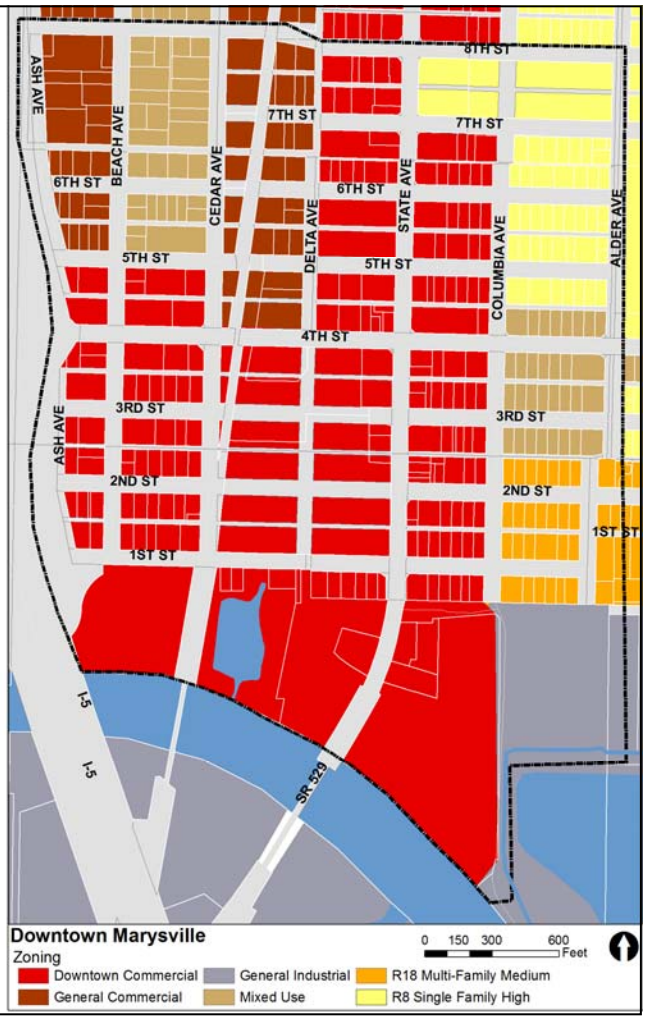
6.1.3 Downtown Zoning

Downtown zoning classifications are shown in Figure 18. The zones present in the downtown study area include:

- Downtown Commercial - broadest mix of comparison retail, service and recreation/cultural uses with higher density residential uses, serving regional market areas and offering significant employment.
- General Commercial - broadest mix of commercial, wholesale, service and recreation/cultural uses with compatible storage and fabrication uses, serving regional market areas and offering significant employment.
- General Industrial - location and grouping of industrial enterprises and activities involving manufacturing, assembly, fabrication, processing, bulk handling and storage, research facilities, warehousing and heavy trucking and equipment but also for commercial uses. It is also a purpose of this zone to protect the industrial land base for industrial economic development and employment opportunities.
- Mixed Use - pedestrian and transit-oriented high-density employment uses together with limited complementary retail and higher density residential development in locations within activity centers where the full range of commercial activities is not desirable.
- R18 Multi-family Medium - implement comprehensive plan goals and policies for housing quality, diversity and affordability, and to efficiently use residential land, public services and energy. Consists of a mix of predominantly apartment and townhome dwelling units and other development types, with a variety of densities and sizes in locations appropriate for urban densities.

- R8 Single Family High Small Lot - implement comprehensive plan goals and policies for housing quality, diversity and affordability, and to efficiently use residential land, public services and energy. Consists of a mix of predominantly single detached dwelling units and other development types, with a variety of densities and sizes in locations appropriate for urban densities.

Figure 18. Current zoning for the downtown study area.



6.2 Impacts

6.2.1 Impacts Common to All Alternatives

The land use alternatives for the Action Alternative and the No Action Alternative both implement the Downtown Marysville's Vision Plan (2004) and the goals and policies from the City's Comprehensive Plan (2005). The projected growth and land use changes for both alternatives include a combination of retail, office, commercial, and residential uses. Current vacant and under-developed property may convert to higher intensity urban land uses, including some residential uses served by structured parking. Downtown Marysville has several unique redevelopment opportunities, including the riverfront area with a number of vacant parcels, the areas east and west of the Towne Center Mall, the blocks surrounding Comeford Park, and finally the Towne Center Mall.

Conversion from vacant or less dense/intense current land uses to higher intensity urban land uses would occur over the 20-year planning period. Direct construction-related impacts would include dust, traffic delays, noise, and surface water runoff. With infill and redevelopment, there would be an associated change in land use and visual character. As new development is occupied, it would result in higher levels of pedestrian and vehicular activity in the surrounding area. With a broad mix of uses anticipated in both alternatives, these impacts could be experienced at any time during the week.

Both alternatives call for pedestrian-oriented redevelopment on the Towne Center Mall site, including better circulation with the extension of 3rd Street and Delta Avenue and new plaza spaces. Much of the waterfront areas will be redeveloped into a mix of pedestrian-friendly uses served by a waterfront trail and open spaces.

Both alternatives expect the same amount of growth at the same intensity, but one of the primary goals of the Downtown Master Plan (and thus the Action Alternative) is to spur redevelopment activity sooner than under the No Action Alternative. Key actions that may accomplish this include a new civic campus at Comeford Park and streetscape improvements along Delta Avenue.

6.2.2 Impacts Specific to Action Alternative

As mentioned above, the scale and intensity of development in the Action and No Action Alternatives are expected to be the same. The Action Alternative, however, may spur redevelopment at a faster rate than the No Action Alternative because of investments in the civic campus and streetscape improvements. Stormwater management incentives and design guidelines may also be helpful in spurring redevelopment activity. The stormwater incentives provide options for developers and may save on construction costs since they allow developers to use portions of the public right-of-way rather than expensive on-site systems to manage stormwater. The design guidelines ensure a minimum quality in future redevelopment downtown and thus provide a level of predictability to developers in the types of development that can be expected to occur within the area.

The combination of civic, streetscape, and circulation improvements together with the design guidelines will make downtown more attractive to both retail, office, and residential developers, tenants, and residents. This in turn will create additional pedestrian activity throughout downtown, which will have an influence in the types of businesses that locate there.

While there are some current design guidelines in place under the No Action Alternative, the design guidelines in the Action Alternative provide much greater specificity in the design of street frontages, open space, and building design.

The design guidelines will have substantial impact in the uses and character downtown as redevelopment occurs over the planning horizon and beyond. Perhaps the greatest impact will be along the designated pedestrian-oriented streets such as First Street and Delta Avenue. The standards require storefronts adjacent to sidewalks on these streets, with parking areas to the rear or within buildings. Site design provisions for designated "high visibility" streets such as 4th and State Streets will enhance the character and safety of those streets by adding landscaping elements, attractive building facades, and minimizing driveways and vehicular impacts. The standards and guidelines also provide for "residential connector" streets which intend to enhance the pedestrian environment along Columbia Avenue and providing a stronger connection to the waterfront areas.

The standards also provide for open space associated with residential uses and large site commercial development (sites larger than 2 acres). The document contains specific standards and guidelines for the redevelopment of the Towne Center Mall addressing internal pedestrian and vehicular circulation, creek day-lighting, and minimizing the use of surface parking. The standards and guidelines will also enhance the quality of buildings *(through better façade articulation, use of attractive detailing, prohibiting untreated blank walls, and promoting the use of high quality/low maintenance building materials)*, landscaping, signage, and lighting.

The design guidelines may result in some increases in the cost of construction over that of the No Action Alternative. However, since the standards often provide optional ways to meet the requirements – including many cost-effective design treatments, the overall cost increases will likely not be significant. Based on experience with other communities implementing similar downtown design guidelines, any increase in the cost of development will likely be returned in the form of great rents and/or sales prices for development over the 20-year planning horizon due to the higher quality in design.

While the design guidelines will limit the flexibility in building and parking area locations and orientation, its provisions generally will not by themselves increase the cost of construction. These strict provisions will likely have an impact, however, on the types of businesses that choose to locate downtown. For example, large scale retail users who rely on plenty of visible surface parking will have a much harder time configuring their buildings and parking areas to meet the design guidelines. Rather than changing their prototype design formulas, some businesses may choose to locate elsewhere. At the same time, many other businesses will choose to locate here because of the design provisions emphasized in the standards.

Figure 19 below shows an illustration of downtown consistent with the Downtown Master Plan by the end of the planning horizon. While this image does not project full build-out under zoning, it is an ambitious scenario in terms of the scale of development considering market conditions, parking, and on-site development constraints.

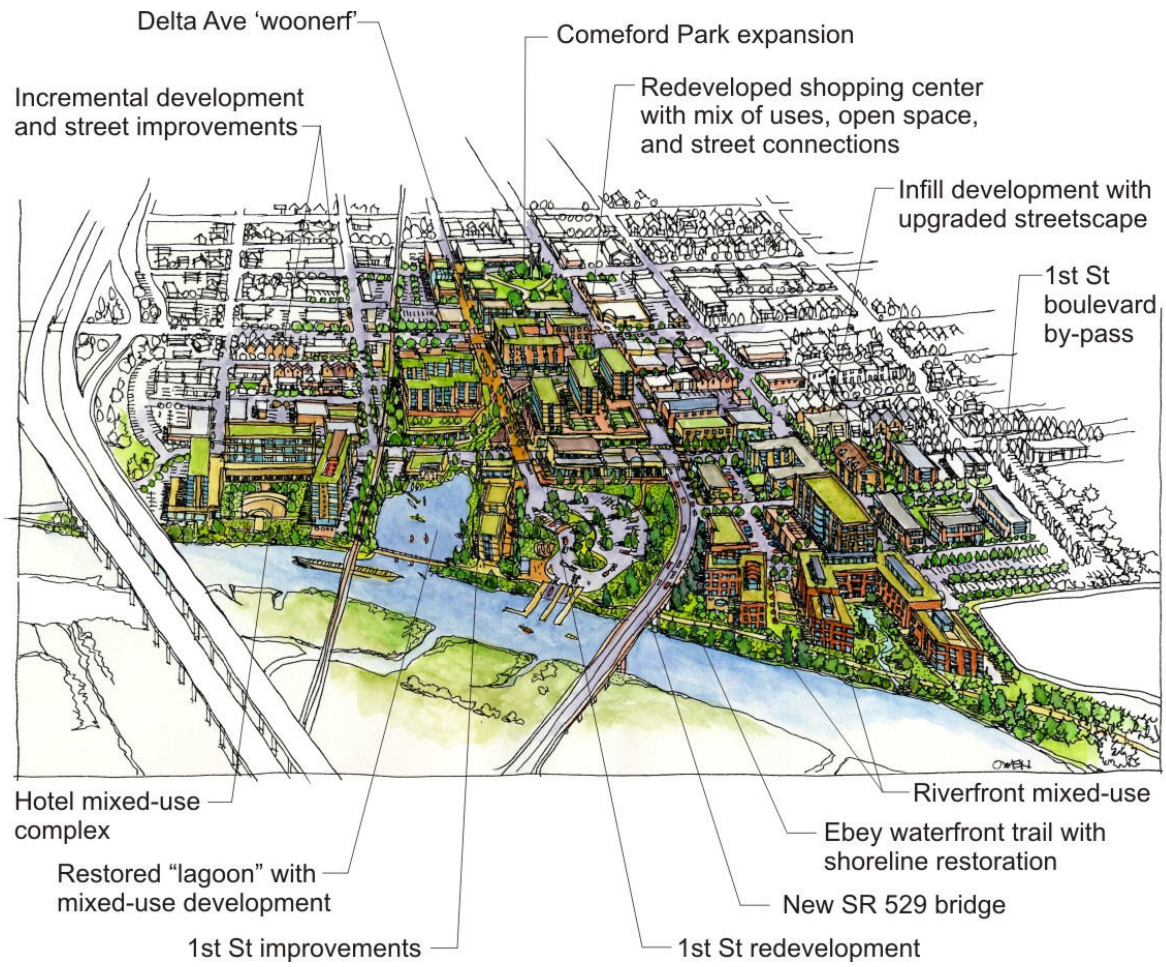


Figure 19. 20-year vision for planning area from the Downtown Master Plan.

6.2.3 Impacts Specific to No Action Alternative

The No Action Alternative would not cause any additional impacts other than those mentioned in Section 6.2.1 above.

6.3 Mitigation Measures

6.3.1 Mitigation Measures Incorporated in the Master Plan

The Downtown Design Guidelines:

While the design guidelines are included as an "action" for the purposes of this SEIS, its provisions also mitigate visual impacts of new development that can occur under existing zoning through the following elements:

- Site design guidelines (ensuring that development is oriented to the street).
- Pedestrian Access, amenities, and open space design (providing for enhanced pedestrian access and providing people friendly spaces).
- Vehicular access and parking design (enhancing circulation while minimizing impacts to the pedestrian environment).
- Building design (reducing the perceived scale of large buildings and adding visual interest).
- Landscaping (mitigating the visual impacts of vehicular access areas and screening blank walls and service elements).

These design guidelines will address any potential adverse impacts from future development to ensure Downtown Marysville will develop into a vibrant, pedestrian-friendly mixed-use center that includes an accessible and revitalized waterfront, active core, and enhanced design and landscaped setting. More specifically, the purpose of these guidelines are to ensure attractive, functional development, promote social and economic vitality, and foster safety, comfort, and visual interest downtown.

6.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

6.4 Significant Unavoidable Adverse Impacts

Under both alternatives, land use in Downtown Marysville would significantly change over the next 20 years as the sub-area develops. The current low-density suburban downtown would be replaced with an urbanized neighborhood featuring higher intensity commercial and higher density residential land uses, as well as a change in the height, bulk, and scale of development. While these changes would be significant relative to existing conditions, they would be consistent with the policies and goals established by the Downtown Marysville's Vision Plan (2004) and the goals and policies from the updated Comprehensive Plan (2005). Given this consistency, the proposed action would not be considered adverse from a land use perspective.

Chapter 7: Environmental Health

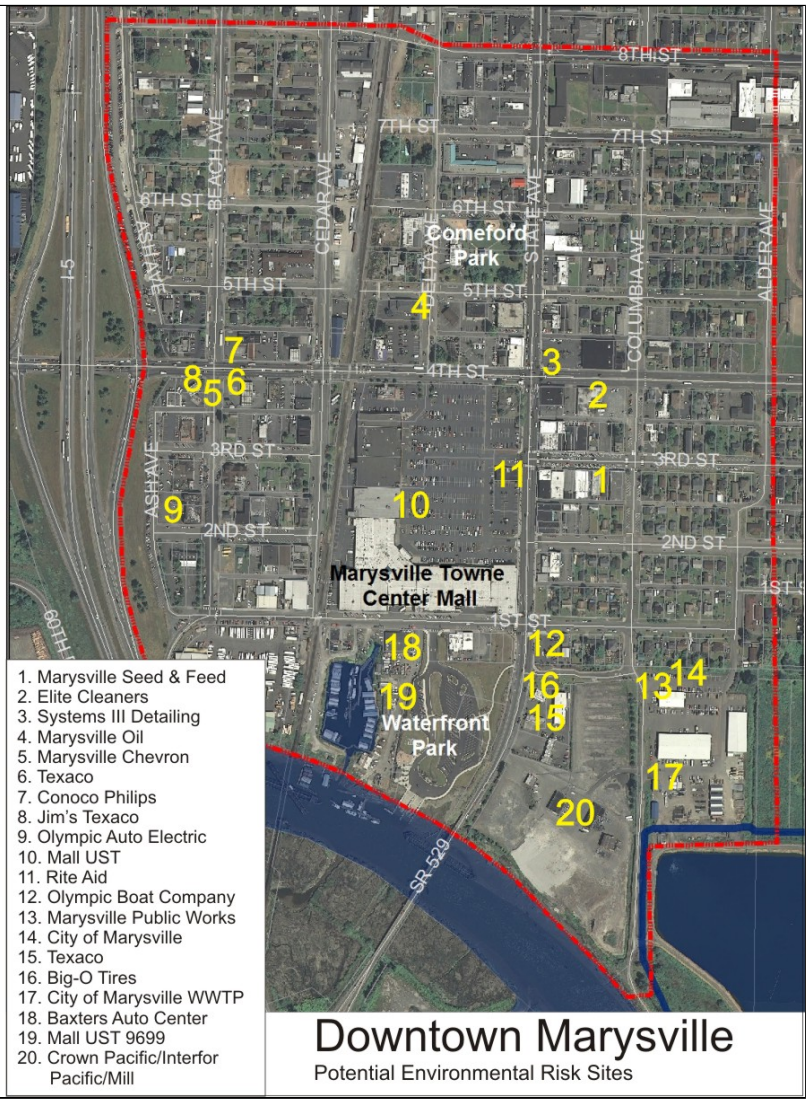
7.1 Affected Environment

This section discusses the existing environmental health conditions within the study area, including toxic chemicals or hazardous waste, noise, and air quality. This section also discusses the agencies and regulations that govern environmental health in the study area.

7.1.1 Toxic or Hazardous Materials

A number of sites within the Downtown study area historically are known to have contaminated soils. The WDOE's Volunteer Cleanup Program (VCP) tracking system shows that two sites in Downtown Marysville are in the process of going through the VCP. These two sites are the Chevron located at 1206 4th St and the Texaco located at 1209 4th St. Other sites may have already been cleaned up, but there is no city-wide record of this information.

Figure 20. Potential environmental risk sites.



7.1.2 Noise

Several noise-sensitive uses are located in the Downtown Marysville study area, including residences, parks and churches.

When sounds are unpleasant or disturbingly loud, they are usually considered "noise." Sound is any change in air pressure that the human ear can detect. Sound ranges from barely perceptible to levels that cause hearing damage. In general, the greater the change in air pressure, the louder the sound. Sound is measured in terms of loudness and frequency. The unit used to measure the loudness of sound is called a decibel (dB). A range from 0 to 120 dB is the typical range of human hearing. To account for the human ear's sensitivity to different sound frequencies, the dB measurement scale is adjusted to provide an accurate measure of what the human ear can actually hear. When the adjusted dB scale is used, these measures are referred to as the A-weighted decibel scale, or dBA.

Primary sources of community noise include road, rail, and air traffic; industries; construction and public work; and the neighborhood. In general, residential land uses do not create an excessive amount of noise. Commercial and industrial activities can sometimes produce a significant amount of noise.

The Washington Administrative Code (WAC) noise regulations establish limits for sound levels that cross property lines, but the regulations also include exemptions for noise from construction activities between the hours of 7:00 a.m. and 10:00 p.m. As shown in Table 10, residential areas have the lowest permissible noise levels, and the allowable nighttime levels are 10 dBA lower than the daytime levels. For weekdays the WAC defines nighttime as 10:00 p.m. to 7:00 a.m.

Table 10. Permissible noise levels per the WAC

	Type of Receiving Property		
Type of Noise Source	*Residential Day/Night*	*Commercial*	*Industrial*
Residential	55/45	57	60
Commercial	57/47	60	65
Industrial	60/50	65	70

Source: WAC 173-60-040

The Marysville Municipal Code (MMC) Chapter 6.76.060 addresses public nuisance and disturbance noises. The code states that it is unlawful for any person to cause sound that is a public nuisance.

Within the Downtown Marysville study area, the primary sources of noise are associated with transportation. Traffic along I-5 and SR 529, particularly during rush hour, creates noise within the study area. The BNR line also causes significant noise in the study area. There may be additional noise associated with trucks going to and from the industrial areas. Boat engines in this area may also contribute noise.

7.1.3 Air Quality

The main sources of air pollution in the Puget Sound region are vehicular and marine traffic, industrial emissions, wood stoves and fireplaces, outdoor burning, and other sources such as lawnmowers, aircraft, trains, and other recreational vehicles. Motor vehicles contribute approximately 57% of the air pollution in the state of Washington. The primary pollutants are PM10/PM2.5 (particulate matter), carbon monoxide, nitrogen dioxide, ozone, sulfer dioxide, and lead.

The Puget Sound Clean Air Agency (the Agency) works with the WDOE to monitor air quality in King, Kitsap, Pierce, and Snohomish counties. The Agency has issued an air quality data summary report almost every year for over 30 years. The purpose of this report has been to summarize regional air quality by presenting air monitoring results for six criteria air pollutants. The U.S. Environmental Protection Agency (EPA) sets national ambient air quality standards (NAAQS) for these pollutants. These criteria air pollutants are:

- Particulate Matter (10 micrometers and 2.5 micrometers in diameter)
- Ozone
- Nitrogen Dioxide
- Carbon Monoxide
- Sulfur Dioxide
- Lead

Beginning in 2004, the Agency added additional information on air toxics to the Air Quality Summary. Air toxics are pollutants beyond the six criteria air pollutants and are broadly defined by the Agency as a category that covers over 400 air pollutants. These pollutants are associated with a broad range of adverse health effects, including cancer.

The following information is summarized from the Puget Sound Clean Air Agency's 2006 Air Quality Data Summary report.

Levels of carbon monoxide, sulfur dioxide, lead, and nitrogen dioxide are not at levels of concern in Snohomish County's airshed. PM2.5 levels at monitors in Snohomish County are very close to the standard. Efforts to reduce fine particulate emissions will work to reduce wood smoke emissions, as the highest PM2.5 levels occur in heating months, when wood stoves and fireplaces contribute the majority of PM2.5. Beyond federal standards, PM2.5 levels at monitors in Snohomish County continue to exceed the Agency's local health goal of 25 µg/m3 not to be exceeded, which is even lower than the federal standard to protect health. (From PSCAA 2006 report)

In addition to fine particulate matter, ozone levels remain a concern in Snohomish County. Ozone concentrations have not dropped as significantly as its precursor pollutants, volatile organic compounds and nitrogen oxides. In 2006, peak ozone concentrations were higher than the region had seen since 1998; however, the average ozone levels have remained fairly stable over the last several years. EPA proposed a new standard for June 2006 and will likely adopt the new stricter standard in March 2008. Ozone levels in Snohomish County will potentially violate this standard.

Air toxics are also present in our airshed at levels that pose adverse health effects. These health effects include but are not limited to increased cancer risk and respiratory, cardiovascular, and neurological effects.

7.2 Impacts

7.2.1 Impacts Common to Both Alternatives

7.2.1.1 Toxic or Hazardous Materials Impacts

As development occurs in either alternative, owners of properties with known contamination (according to the map above or DOE designation) will be required to address the contamination according to state and federal laws.

7.2.1.2 Noise Impacts

Both the Action and No Action Alternatives would create temporary construction related noise impacts, which could extend over the 20-year planning horizon. Construction of individual components of any adopted alternative would vary temporally and geographically, with noise impacts to any one portion of the downtown or adjacent areas occurring over a portion (or portions) of the 20-year planning period. In general, it is expected that the greatest amount of noise would be produced during earthmoving and excavation stages of any construction activity, when heavy equipment (dozers, backhoes, etc.) and heavy trucks would be used. Diesel-powered construction equipment typically makes more noise compared to gasoline-powered vehicles. The low frequency noise of diesel engines travels farther and can impact older homes with less insulation and single-pane windows. Additionally, chains, metal truck beds, and vehicles rattling may temporarily create metal-to-metal noise.

Noise related to traffic along I-5 and SR 529 will likely increase in both alternatives because both alternatives anticipate an increase in the number of cars driving on these highways. Noise associated with the BNR line, truck traffic, and boat engines will also likely be the same for both alternatives.

7.2.1.2 Air Impacts

Both the Action and No Action Alternatives would create construction related air impacts, which could extend periodically throughout the 20-year planning horizon. Construction of individual components of any adopted alternative would vary temporally and geographically, with air impacts to any one portion of the Town Center or adjacent areas occurring over a portion (or portions) of the 20-year period. In general, it is expected that the greatest amount of air impacts would be produced during earthmoving and excavation stages of any construction activity, when heavy equipment (dozers, backhoes, etc.) and heavy trucks would be used. Diesel-powered construction equipment emits particulate pollutants to the air, affecting both a project site and project vicinity. Other project vehicles can release carbon monoxide, a green house gas, into the atmosphere. Additionally, earth moving, clearing, and grading activities can result in dust being released to the air, affecting both a project site and the project vicinity.

7.2.2. Impacts Specific to Action Alternative

7.2.2.1 Civic Campus

The new civic campus is anticipated to create more traffic (see Chapter 8) on the streets within Downtown Marysville and therefore could contribute to increased noise and to higher vehicular carbon monoxide emissions in the downtown area. Even though traffic is likely to increase, the central location of the new civic campus will allow it to be highly accessible to non-motorized transportation. Existing and planned sidewalks and bike facilities in the Downtown Master Plan will improve access to the civic campus. The Delta Ave 'woonerf' will also provide additional pedestrian connections. The central location also allows the civic campus to be accessible by transit. Several transit routes would serve the site with stops along State Avenue, Cedar Avenue, Beach Avenue, and 4th Street (SR 528).

7.2.3 Impacts Specific to No Action Alternative

The No Action Alternative may experience less traffic than the Action Alternative because the civic campus will not be located in the downtown, meaning there could be less noise associated with traffic and less vehicular carbon monoxide emissions.

7.3 Mitigation Measures

All infrastructure, civic, and private development activities would be required to comply with local and state regulations.

7.3.1 Mitigation Measures Incorporated in the Master Plan

There are no specific mitigation measures incorporated into the Master Plan.

7.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments

MMC 6.76 regulates noise within City limits.

7.4 Significant Unavoidable Adverse Impacts

No significant unavoidable adverse impacts are expected to result from any of the proposed alternatives. Either alternative would require associated development to comply with all local and state regulations.

Chapter 8: Transportation

8.1 Affected Environment

The following provides a summary of existing transportation conditions within the Downtown Marysville Master Plan study area. The review includes a description of the street network, average daily traffic volumes, intersection levels of service and travel times, traffic safety, truck routes, transit services, pedestrian/bicycle facilities and rail crossings.

8.1.1 Street System

Vehicular access and circulation in the downtown area is provided through I-5 and a network of arterials and local streets as illustrated on Figure 21. I-5 is the principal north-south freeway in the Puget Sound region and serves downtown Marysville with a full interchange at 4th Street. This classification is as adopted in the Transportation Element of the Comprehensive Plan (2008).

Principal arterials within the downtown area include 4th Street (SR 528) and State Avenue (SR 529). Both facilities have five general-purpose lanes. Within the study area, 4th Street has four signalized intersections: I-5 northbound and southbound ramps, Cedar Avenue and State Avenue intersections. State Avenue also has four signalized intersections: 1st Street, 3rd Street, 4th Street and 6th Street intersections.

Minor arterials include, Cedar Avenue and 1st Street between Cedar Avenue and State Avenue. These facilities have two general-purpose lanes, except the section of Cedar Avenue north of 4th Street which has four general-purpose lanes.

Collector arterials include 1st Street west of Cedar Avenue, 2nd Street and 3rd Street between State Street and 47th Avenue NE, 5th Street west of Cedar Avenue, 8th Street, Beach Avenue and Ash Avenue. These facilities have two general-purpose lanes.

Local access streets complete the street system and provide direct access to abutting properties.

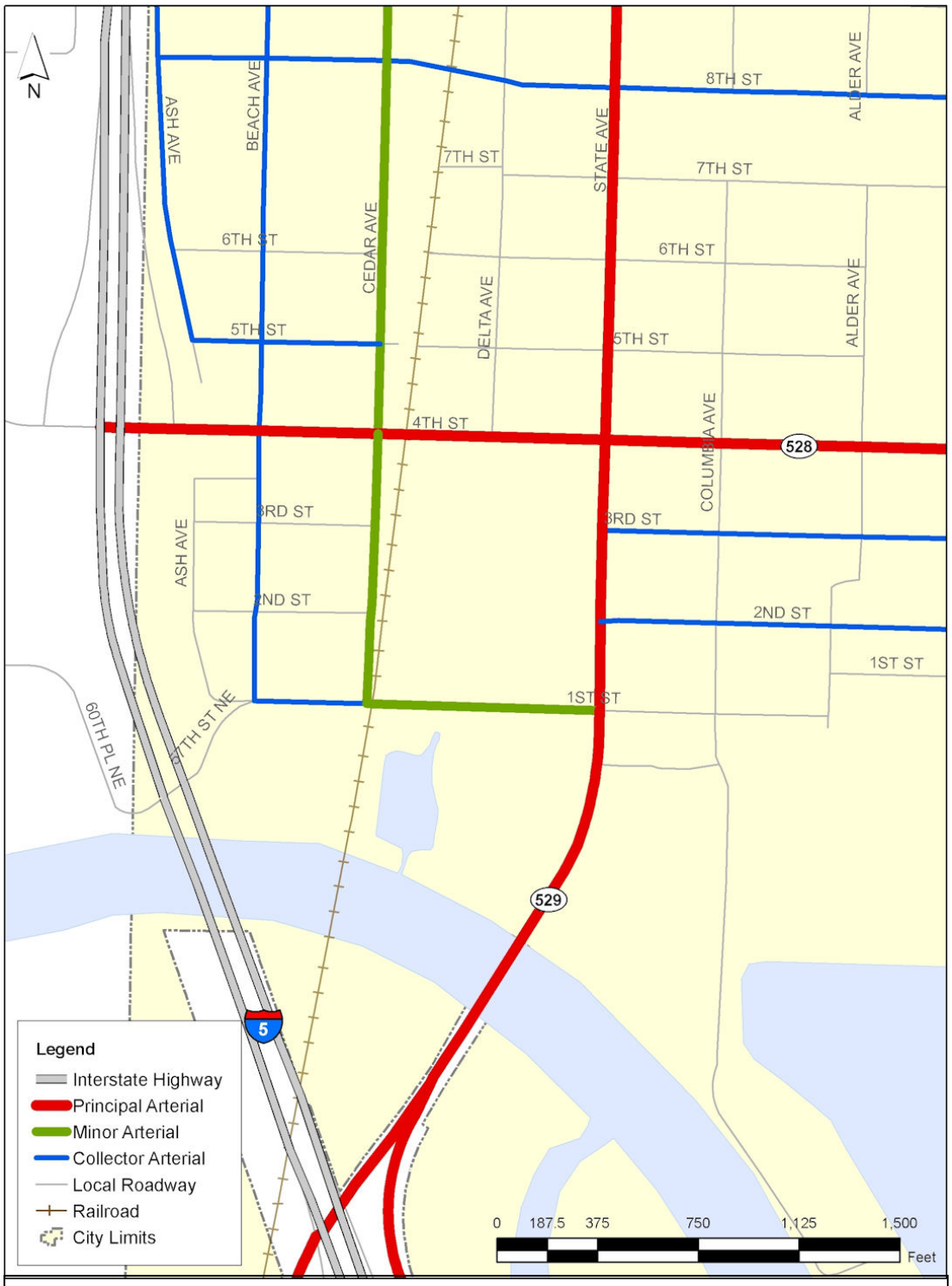


Figure 21. Roadway functional classification.

8.1.2 Existing Traffic Volumes

Recent PM peak hour traffic volumes were provided by the City of Marysville, Washington State Department of Transportation (WSDOT), and new traffic counts collected as part of the Comprehensive Plan update to perform the intersection operations analysis.

Figure 22 shows the existing daily volumes and PM peak hour volumes at all locations were daily and PM peak hour counts were available. Estimated total 24 hour volumes are also included, the estimate based on an assumption that total peak hour volumes for both directions constitute approximately ten-percent of daily roadway volumes.

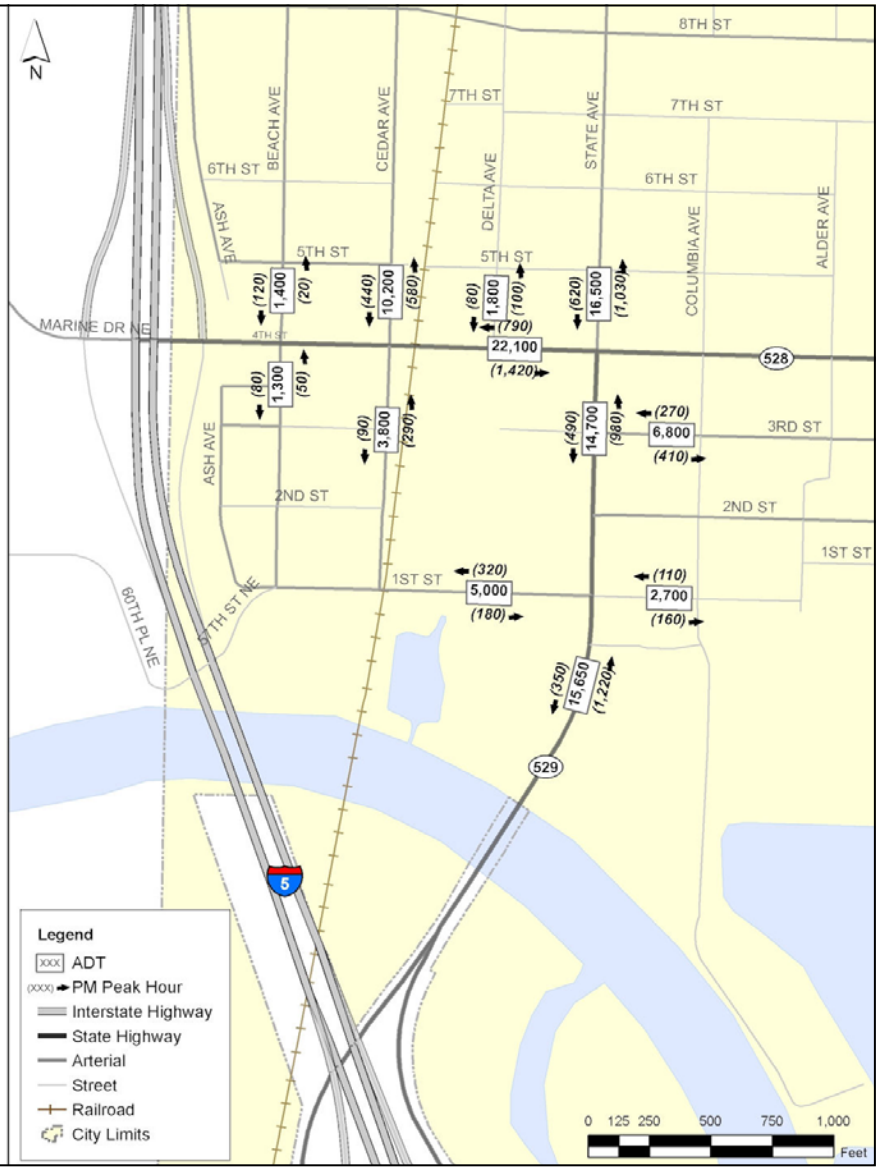


Figure 22. 2007 directional average daily and PM peak traffic volumes.

8.1.3 Intersection Level of Service and Travel Times

Intersection levels of service at the key intersections were evaluated based on methodologies presented in the Highway Capacity Manual (Transportation Research Board, 2000). The traffic operations analysis focused on the weekday PM peak hour. Intersection LOS results are presented on Table 11.

Table 11. PM Peak Hour Intersection Levels of Service

EW Street	NS Street	Control Type	LOS[1]	Delay[2]	V/C or WM[3, 4]
SR 528 (4th Street)	I-5 northbound ramp	Signal	C	32	0.76
SR 528 (4th Street)	Beach Avenue	TWSC	C	24	NB
SR 528 (4th Street)	Cedar Avenue	Signal	C	24	0.7
SR 528 (4th Street)	State Avenue	Signal	C	31	0.71
1st Street	SR 529 (State Avenue)	Signal	B	18	0.52
3rd Street	SR 529 (State Avenue)	Signal	D	37	0.63
6th Street	SR 529 (State Avenue)	Signal	A	10	0.49

Notes:
Level of service, based on 2000 Highway Capacity Manual methodology.
Average delay in seconds per vehicle.
Volume-to-capacity ratio reported for signalized intersections.
Worst movement reported for unsignalized intersections.

There are a number of locations within the study area with complex and closely spaced intersections. At these locations, the HCM methodology does not entirely reflect the interactions between intersections, with queues of vehicles extending from one intersection to another and creating additional delays. Because of the close spacing of the intersections along 4th Street, severe congestion does occur.

Travel time studies were conducted to assemble additional information on current traffic conditions during the PM peak hour. Travel times collected along 4th Street (eastbound and westbound) indicated average traveling speeds of 8 to 10 mph through the study area, with excessive queuing conditions occurring at the I-5 ramp intersection and the State Avenue intersection.

Travel times collected along State Avenue (northbound and southbound) indicated average traveling speeds of 14 to 16 mph through the study area, with excessive queuing conditions occurring at the 4th Street intersection.

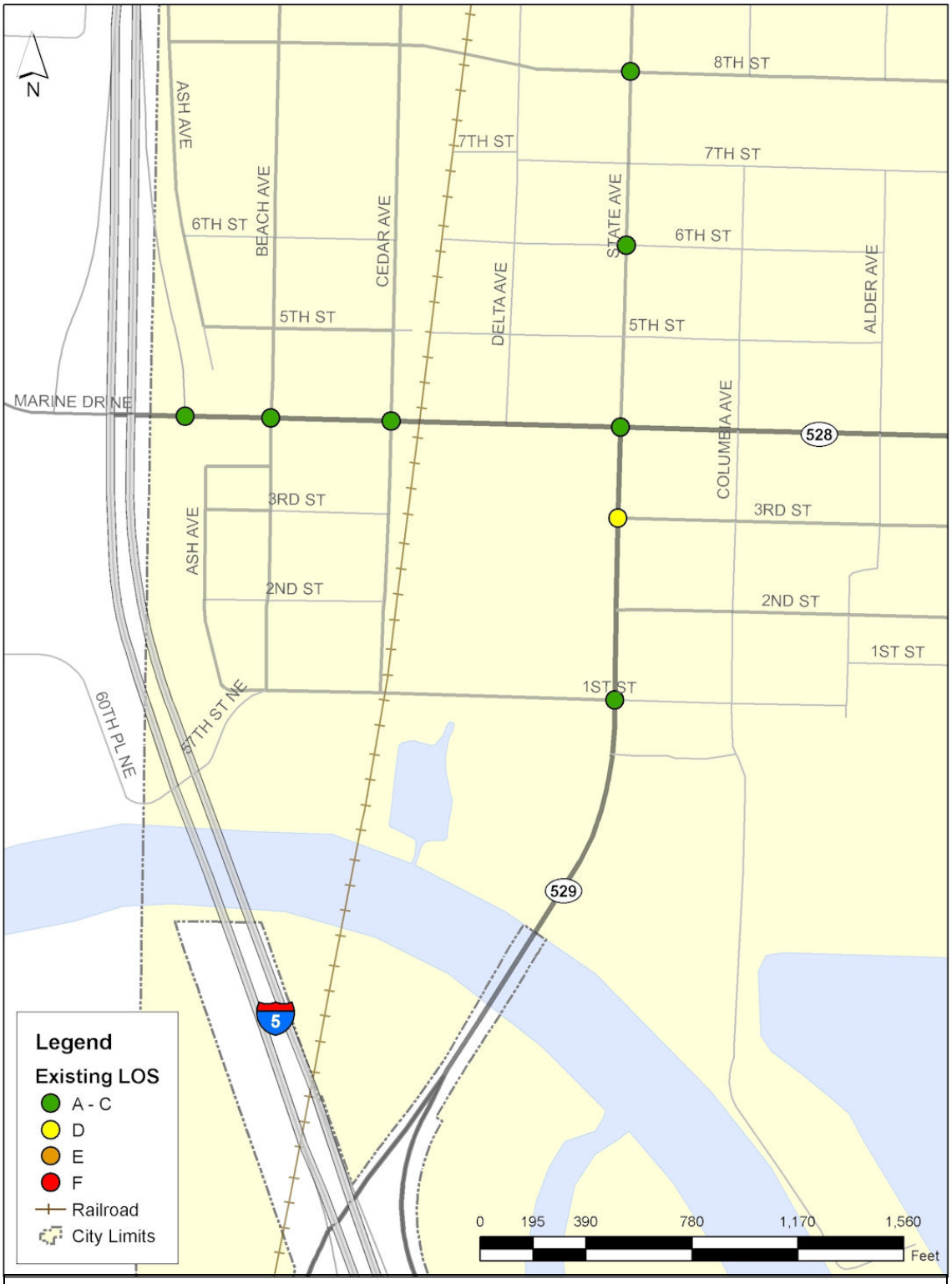


Figure 23. 2007 PM peak hour existing intersection levels of service.

8.1.4 Traffic Safety

WSDOT has identified 4th Street (SR 528) as a High Accident Location (HAL) on the section between I-5 and Quinn Avenue based on accidents reported in 2006. The majority of the reported accidents are rear-end collisions resulting from congestion. No HAL conditions were identified along State Avenue.

Historical accident data was provided by the City for the period from 2004 to 2006. The summary of reported intersection accidents within the study area is shown in Table 12. Typically, any intersection with an accident rate greater than one accident per million entering vehicles (MEV) should be monitored to determine if improvements could be made to increase safety. None of the intersections located within the downtown area reach this threshold level.

Table 12. 2004-2006 Intersection Accident History

Intersection	Average Accidents per Year	Daily Total Entering Vehicles1	Accidents per MEV2	Accident Type (Majority)
State Ave / 4th St	16.3	62,900	0.71	Left turn-T-bone
State Ave / 3rd St	6.7	45,000	0.41	T-bone
State Ave / 1st St	4.0	46,600	0.24	N/A
Cedar Ave / 4th Street	4.7	60,700	0.21	Rear-end

Source: Marysville historical accident records (2004 to 2006)

Notes:

1. Based on 2007 turning movement counts
2. Accidents per million entering vehicles

Average accident rates were analyzed along major roadway corridors to identify roadway segments with potential safety problems. To provide meaningful comparisons, accidents along roadway segments are typically analyzed in terms of accidents per million vehicle miles (acc/mvm) traveled. No universally accepted guidelines exist for identifying hazards based on accident rates for roadway segments alone; however, WSDOT publishes average accident rates for state highways by roadway classification. Based on 2005 WSDOT reports, these rates range from 2.77 to 3.88 acc/mvm for arterial highways. Another comparison can be made by examining the average accident rates found throughout the City and identify those segments that exceed the average rate for the City.

Based on City data, the average for all of the analyzed roadway segments was 1.61 (excluding intersection related accidents). Three roadway segments within the study area exceed this average value for the City. These include:

- 4th Street (SR 528) between 33rd Avenue NE (west of I-5) and State Avenue
- 3rd Street between State Avenue and Sunnyside Boulevard
- State Avenue between 1st Street and 136th Street NE.
- Two of the road segments with the higher than average accident rates are also corridors with the highest traffic volumes. State Avenue and 4th Street (SR 528).

Additional information on pedestrian collisions and bicycle collisions is provided on Figure 24. The map shows the location of all reported collisions involving pedestrians and bicycles within the study area between 2002 and 2007. There were a total of 4 bicycle collisions and 18 pedestrian collisions reported within the 6-year period. A high percentage of the reported collisions occurred along 4th Street (12 collisions out of 22). Along 4th Street, most of the pedestrian collisions occurred near unsignalized intersections (at Beach Avenue, Delta Avenue and Columbia Avenue).

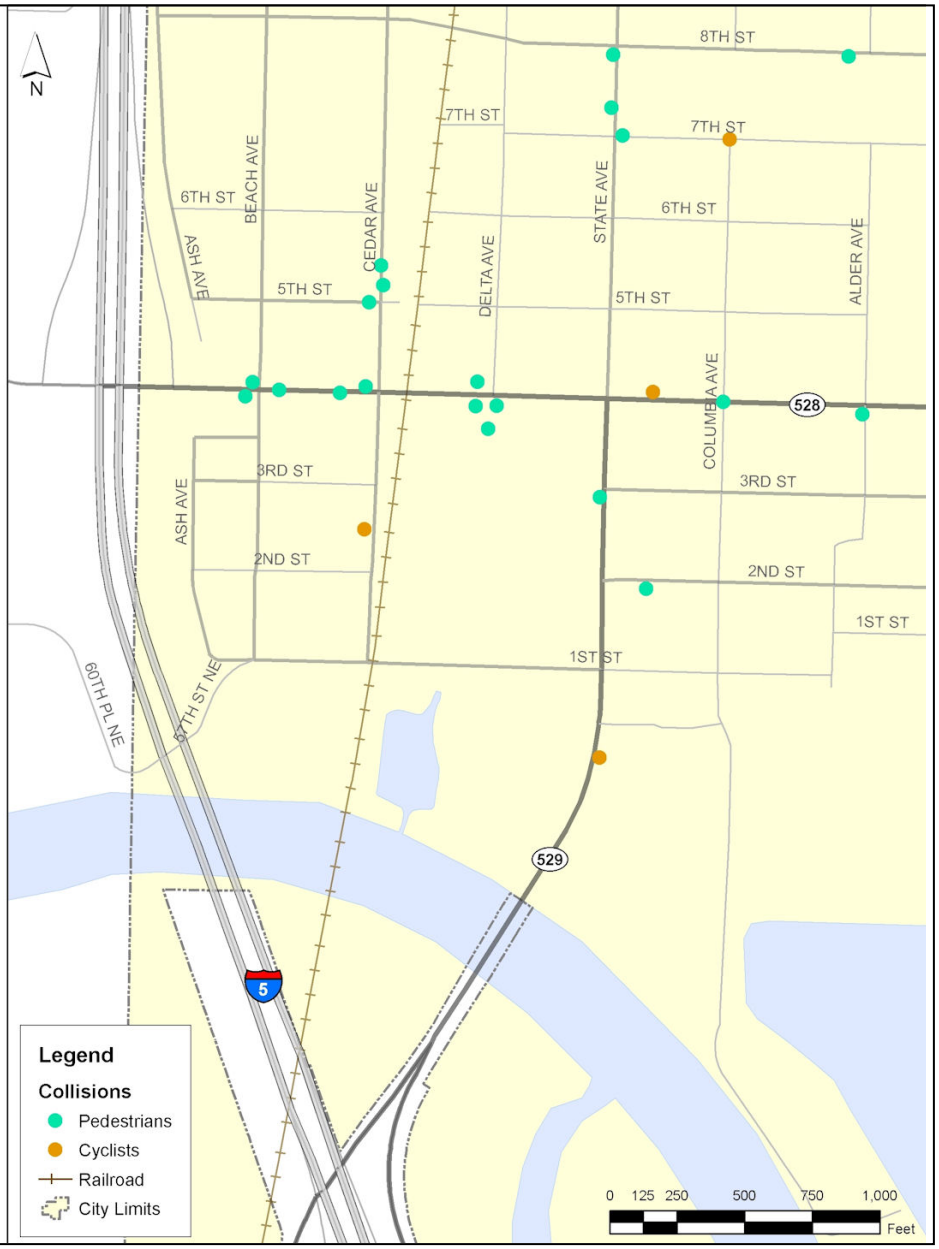


Figure 24. 2002-2007 pedestrian and bicycle collisions.

8.1.5 Parking Inventory

On-street parking within the study area is shown on Figure 25. The information is based on a parking study conducted by the City in 2007. The goal of the study was to determine the characteristics and utilization of parking within the downtown core.

The parking study areas consisted of:

- 1st to 4th Street from Ash to State Avenue
- 4th to Grove Street from Ash Avenue to the Railroad
- 4th to Grove Street from Railroad to State Avenue
- 4th to Grove Street from State to Columbia Avenue
- 1st to 4th Street from State to Columbia Avenue

Key findings included:

- The 2002 study estimated 1,150 on-street parking spaces in the study area. The 2007 updates include an expanded study area at 1st to 4th St from State to Columbia and Ash Ave from 9th to Grove St. The Park and Rides on Ash Ave, completed in 2003, was also added. Because of this addition there are closer to 1429 parking stalls in the study area.
- On average, 54% of those spaces are occupied. This is an increase from the 40% occupancy from the 2003/04 study.
- In most locations, 12:30 p.m. sees the highest rate of parking space occupancy on any given day.
- Out of the approximately 289 spaces within park and rides, 87% of the spaces were occupied on average. This is an increase from 69% occupancy in the 2003/04 study.
- Parking in commercial areas is often used by business owners and employees; however, there appears to be sufficient parking remaining to accommodate additional demand.
- Although some road segments have seen substantial increases or decreases in the number of cars parked along them since the 2002 and 2003/04 parking studies, the overall parking situation in the downtown core has remained relatively stable in that parking demand still does not appear to be an issue.

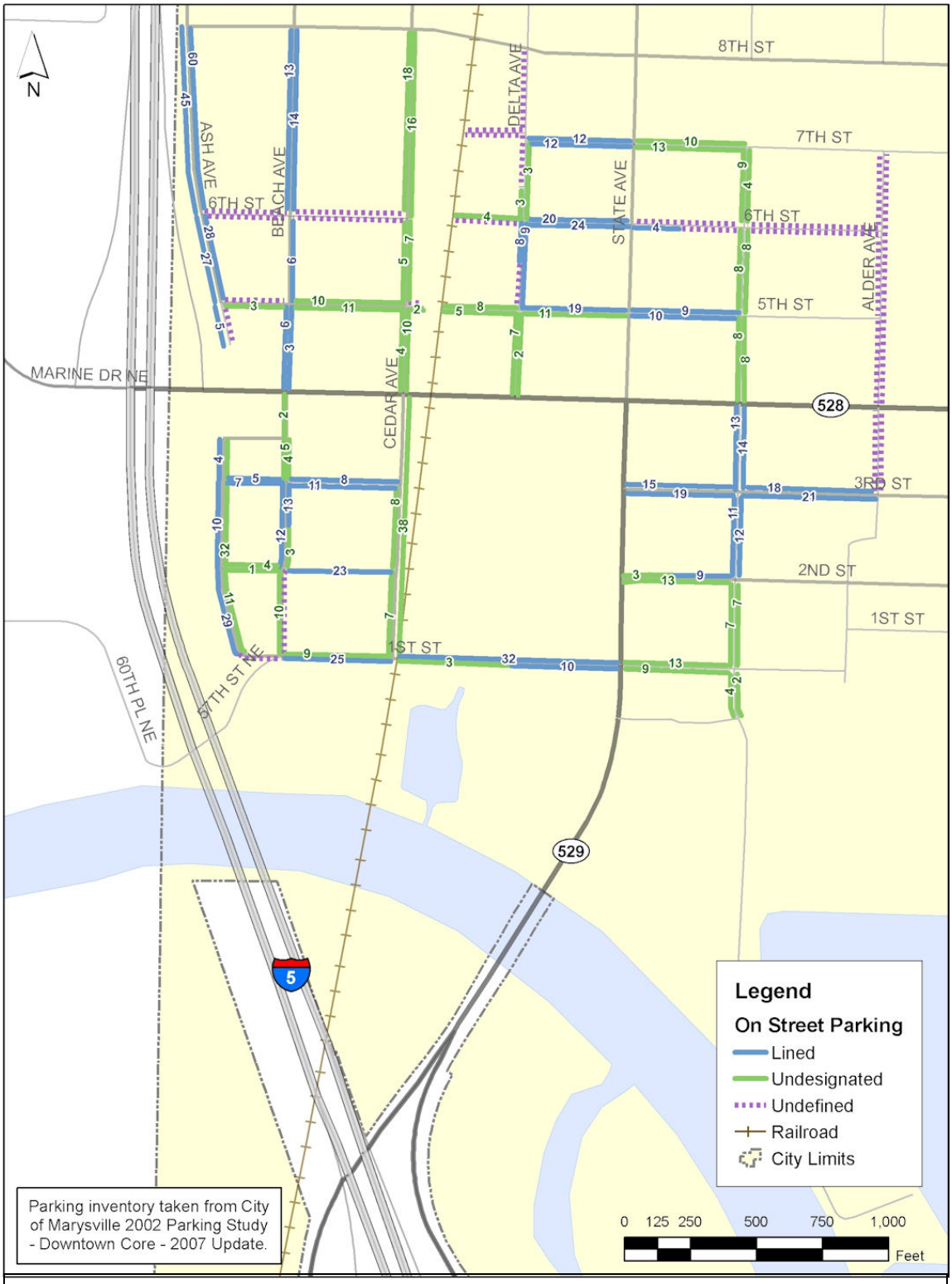


Figure 25. 2007 on-street parking inventory.

8.1.6 Truck Routes

The City of Marysville has designated a number of streets and avenues as exclusive truck routes. Within the study area, the designated truck routes include:

- Cedar Avenue north of 1st Street;
- State Avenue between the southern city limit and 2nd Street;
- 4th Street throughout the study area (with no turns permitted onto State Avenue);
- 2nd Street east of State Avenue;
- 1st Street between State Avenue and west city limit.

Figure 26 shows the designated truck routes within the study area. Note that the section of State Street between Grove and 2nd Street is not included in the truck route. This is due to physical constraints.

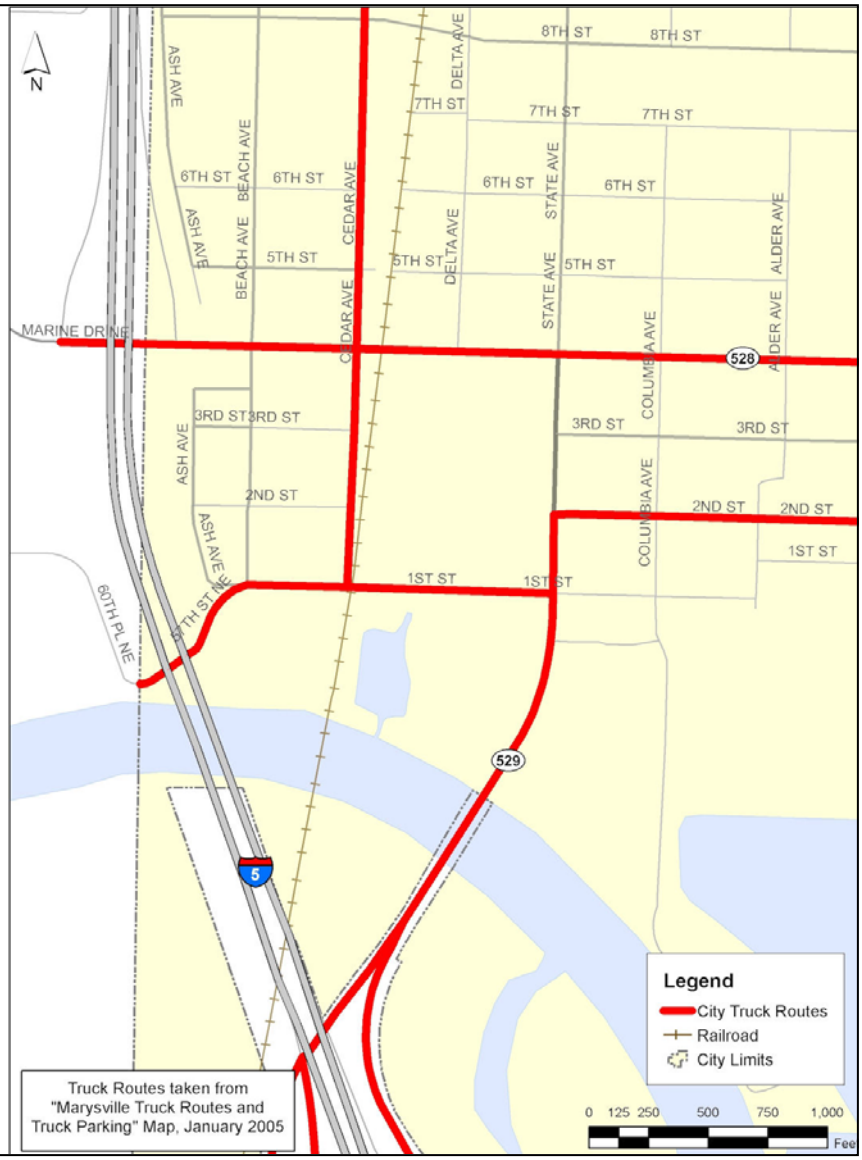


Figure 26. Truck routes.

8.1.7 Transit Services

Community Transit operates seven routes serving the study area, including four fixed local routes, and three Inter-County commuter routes. Local routes serve origins and destinations within Snohomish County as well as the Boeing Everett plant. Inter-County commuter routes serve King County employment destinations, primarily in the Seattle Central Business District on weekdays. Figure 27 shows the transit routes and Table 13 provides additional information including service summary and average boardings and alightings in 2007.

Table 13. Transit Route Description

Route Number	Route Description	Weekday Service	Weekend Service	Average Weekday Boardings (2007)
201	Fixed local route including the Lynnwood TC, Ash Way P&R, Mariner P&R, Everett Station, Marysville, and Stillaguamish SC.	Yes	Saturday & Sunday	1,824
202	Fixed local route including Everett Station, Marysville, Smokey Point Mall, and Stillaguamish SC.	Yes	Saturday & Sunday	727
207	Fixed local route including Smokey Point Mall, Marysville, and Boeing.	Yes	No	51
247	Fixed local route including Stanwood, Marysville, and Boeing.	Yes	No	216
421	Inter-County commuter route including Marysville and the Seattle CBD.	Yes	No	471
422	Inter-County commuter route including Stanwood, Marysville, and the Seattle CBD.	Yes	No	177
821	Commuter route including Marysville and the University District.	Yes	No	116

Route data and descriptions from the Community Transit System Performance Report – August 2007 Executive Summary

Two park-and-ride lots are located within the study area, as shown on Figure 27. The Marysville Ash Avenue park-and-ride lot located at 6th Street and Ash Avenue has a capacity of about 200 stalls. It serves routes 207 and 421. The Marysville I park-and-ride lot is located at 2nd Street and Ash Avenue and has a capacity of 74 stalls. It serves route 821. Community Transit is currently working on designing a new park-and-ride lot at the corner of Cedar Avenue and Grove Street, just north of the study area. The new facility is expected to open in 2009 and would have a capacity of over 200 vehicles.

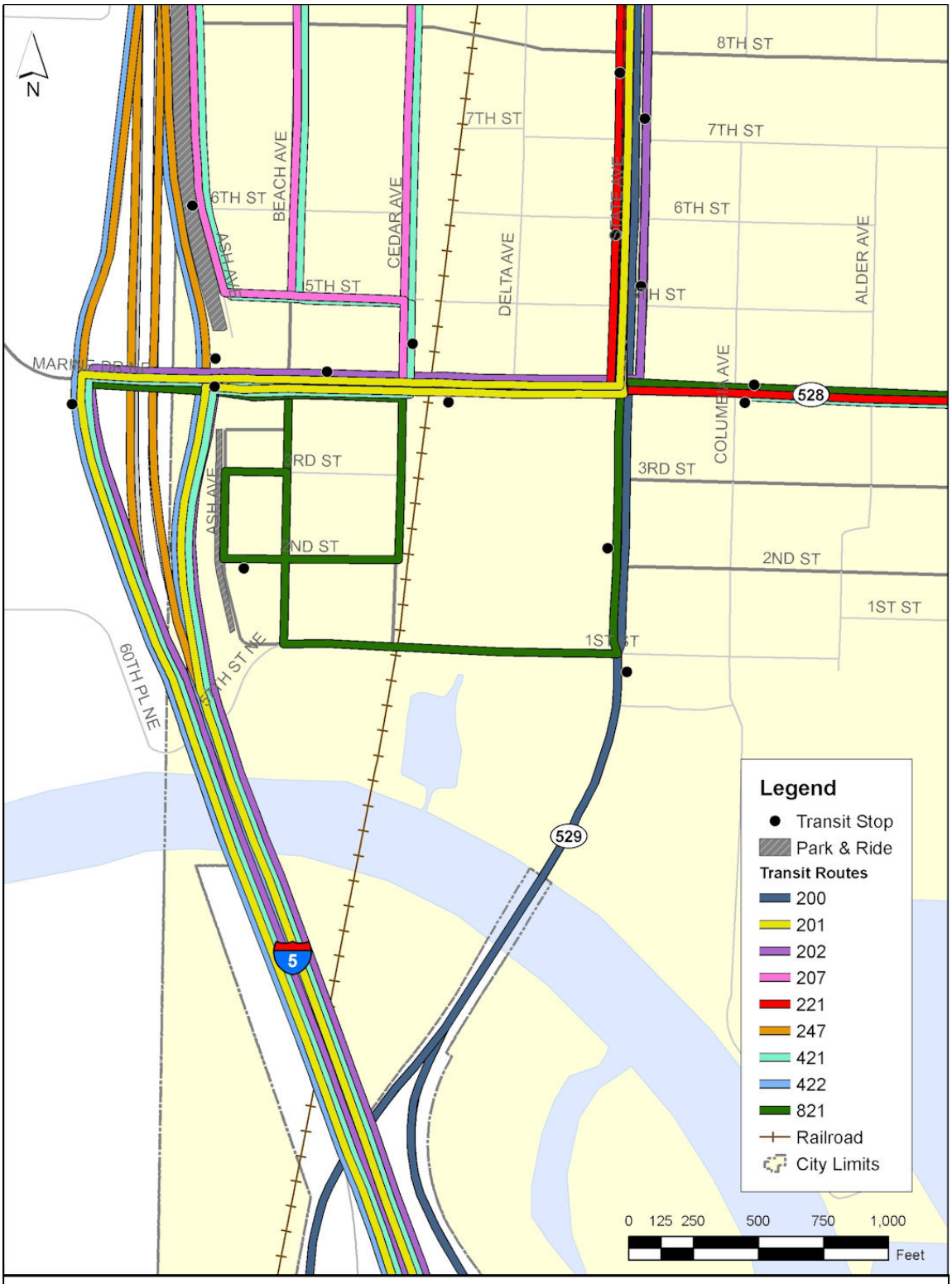


Figure 27. Transit routes and major stops.

8.1.8 Pedestrian and Bicycle Facilities

Non-motorized facilities include pedestrian walkways, bicycle paths, and trails. Sidewalks are available on a majority of streets within the downtown area, as illustrated on Figure 28. With the exception of the lone uncontrolled pedestrian crossing of 4th Street at Columbia Avenue, all pedestrian crossings of 4th Street and State Avenue are intended to be at traffic signals within the study area. Traffic signals are shown on Figure 28.

Within the study area, bicycle lanes are available on Beach Avenue north of 4th Street. Future bicycle lanes are planned as shown on Figure 29.

There are no existing trails located within the study area. Currently there is no pedestrian access to Ebey Slough Waterfront. Consequently, Marysville does not have walking or cycling trails on the shoreline of Ebey Waterfront.

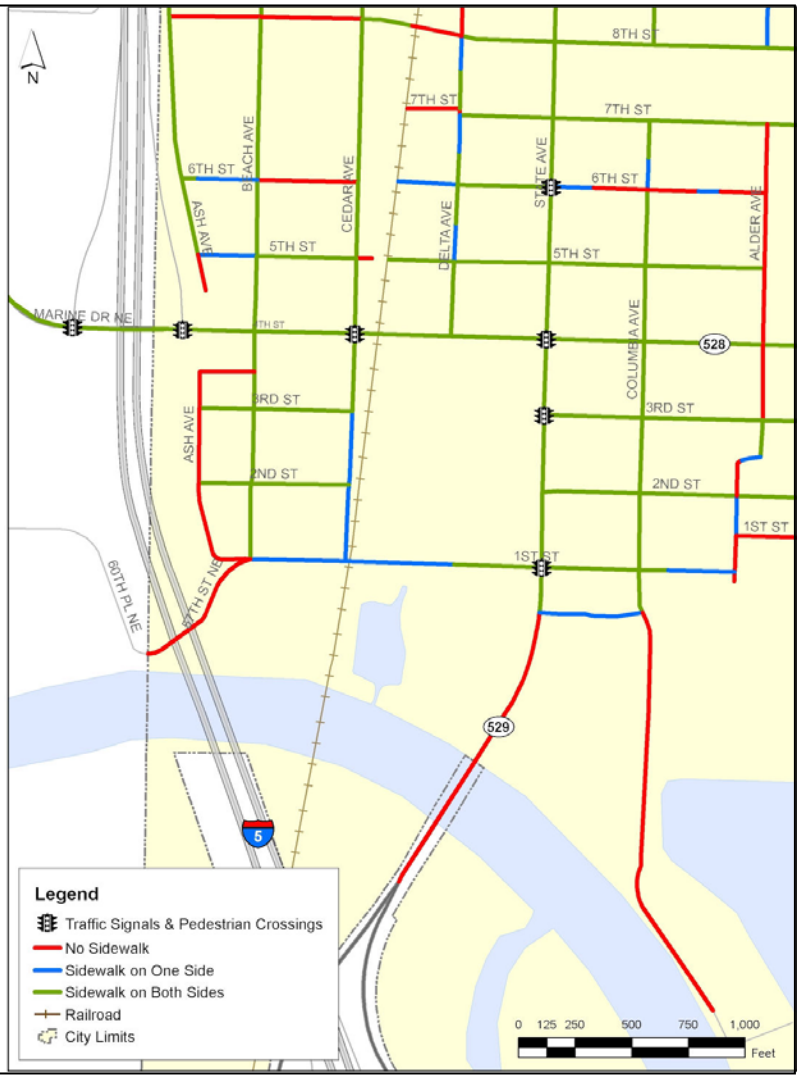


Figure 28. Sidewalk inventory

Note: Pedestrian crossings on 4th Street & State Avenue are only allowed at signalized intersections (except at 4th & Columbia).

Figure 29. Existing bicycle routes.

8.1.9 Rail Crossings

There are three at-grade railroad crossings within the study area, along the BNSF mainline at 1st Street and 4th Street and 8th Street.

The United States Department of Transportation (USDOT) reports that approximately 19 trains use the BNSF mainline every day with Amtrak offering an average of one passenger train service per day.

Table 14 provides additional information on the rail crossings, including safety data. The crossing at 4th Street had one property damage only collision in the last 10 years. Crash reports compiled by USDOT show that the collision was a result of motorists ignoring the gates and flashing beacons and attempting to cross the railway in spite of the warning.

Table 14. BNSF Mainline Rail Crossings

USDOT Crossing Number	Crossing Type	Street or Road Name	Traffic Control Devices	Cross Surface	Cross Speed (mph)	10 Year Accident Summary[1]
084630B	Public at Grade	1st St	Gates and Flashing Lights	Asphalt	0-30	0
084640G	Public at Grade	SR 528 (4th St)	Gates and Flashing Lights	Rubber	0-30	1 PDO
084644J	Public at Grade	8th Street	Gates and Flashing lights	Asphalt	0-30	0

Source: USDOT – Crossing Inventory Information

Notes:

1. PDO = Property Damage Only

Figure 30. Railroad and crossings.

8.2 Impacts

8.2.1 Impacts Common to Both Alternatives

In November 2008, the City of Marysville adopted an update to the Transportation Element of its Comprehensive Plan. The Comprehensive Plan Transportation Element update evaluated transportation system needs based on adopted land use plans, zoning, and growth forecasts within the City and surrounding communities. The Comprehensive Plan Transportation Element update accounted for some growth in the downtown area. However, the potential conversion of vacant or less dense current land uses in the downtown area into higher intensity urban land uses (as defined by the Illustrative Development Scenario in Section 2.3.2) was not fully accounted for in the 2008 Transportation Element. The Illustrative Development Scenario (also see Table 3 and Figure 6) represents approximately 1,000 more multi-family dwelling units in the downtown core area than were incorporated in the 2008 Transportation Element. This additional growth would occur under either the No Action or Action Alternatives. Although based on the same basic land use assumptions and zoning capacity, the Action Alternative is intended to spur development in the downtown area through infrastructure investments and refinements in plan policies.

Development within the Downtown Master Plan area will increase local traffic volumes under either alternative. Development in other parts of the City and surrounding communities also will increase traffic volumes within the Downtown Master Plan study area, especially on principal arterials such as State Avenue and 4th Street.

The adopted Comprehensive Plan Transportation Element identifies roadway and intersection improvements for the downtown area. It also establishes bicycle and pedestrian system routes within and connecting to/from downtown Marysville. The potential traffic volume and operations impacts of the additional 1,000 dwelling units in the downtown core area compared to the assumptions in the 2008 Transportation Element are presented first. These are not an impact of the Downtown Master Plan, but an assessment of transportation impacts of a somewhat higher growth scenario for the City's downtown core.

8.2.1.1 Forecast Traffic Volume Changes.

The Comprehensive Plan Transportation Element is based on 2035 traffic volume forecasts with approximately 1,000 fewer dwelling units in the downtown core than identified in the capacity projections for the Downtown Master Plan. In order to assess the potential impacts of that additional level of development, the City's travel demand model was updated and rerun to update the 2035 volumes assuming the higher residential development based on the Downtown Master Plan capacity projections. The revised forecasts were prepared assuming completion of the transportation improvements identified in the 2008 Transportation Element, as discussed in Sections 8.2.1.4 and 8.2.1.5. The forecasts based on the Downtown Master Plan capacity projections were compared to the forecasts from the 2008 Transportation Element to identify the order of magnitude differences at intersections in and around the downtown core. Table 15 compares the 2035 PM peak hour traffic volume forecasts based on the capacity projections for the updated Downtown Master Plan and the 2008 Comprehensive Plan Transportation Element forecasts for the 2035 horizon year.

Table 15. Comparison of 2035 PM Peak Hour Traffic Volumes with Downtown Master Plan Capacity Projections versus Transportation Element

Intersection	Downtown Master Plan Capacity Projections 2035 PM Peak Hour Total Entering Volume (TEV)	2008 Transportation Element 2035 PM Peak Hour Traffic Entering Volume(TEV)	Percent Change
State Avenue/88th Street	5,270	5,320	0.9%
State Avenue/Grove Street	3,450	3,465	0.4%
State Avenue/8th Street	2,545	2,605	2.4%
State Avenue/6th Street	2,225	2,295	3.1%
State Avenue/4th Street (SR 528)	3,850	3,960	2.9%
State Avenue (SR529)/3rd Street	2,420	2,565	6.0%
State Avenue (SR529)/ 1st Street	4,580	4,755	3.8%
4th Street (SR528)/Delta Avenue	2,725	2,775	1.8%
4th Street (SR528)/Cedar Avenue	3,915	3,960	1.1%
4th Street (SR528)/Beach Avenue	3,875	3,915	1.0%
4th Street (SR528)/I-5 Northbound Ramps	3,270	3,305	1.1%
4th Street (SR528)/I-5 Southbound Ramps	4,440	4,475	0.8%

As shown in Table 15, the largest percent impact on forecast traffic volumes based on the Downtown Master Plan capacity projections would occur along State Avenue, especially south of 4th Street (SR 528). Additional development capacity is identified in the southeast part of the downtown core, near the proposed downtown bypass road and potential redevelopment of the shopping center at 3rd Street/State Avenue. The 2035 PM peak hour traffic forecasts at the intersection of State Avenue/4th Street (SR 528) would increase by approximately 110 vehicles compared to the Transportation Element. This represents an increase of 2.9 percent. The intersections of 6th Street/State Avenue and 8th Street/State Avenue also see increases in the 2035 PM peak hour traffic forecasts of approximately 3 percent compared to the 2035 PM peak hour forecasts from the Transportation Element. This is due to the overall lower forecast volumes at these intersections, which have fairly low levels of traffic from the respective side streets. Forecast 2035 PM peak hour volumes at the key intersection of State Avenue/88th Street, north of the downtown core, are forecast to be less than 1 percent higher than those in the Transportation Element.

Forecast 2035 PM peak hour traffic volumes on 4th Street (SR 528) are forecast to be approximately 35 to 50 vehicles higher than the prior Transportation Element forecasts based on the Downtown Master Plan capacity projections. These increases translate into a 1.8 percent increase in forecast PM peak hour volumes at the intersection of 4th Street (SR 528)/Delta Avenue and a 0.8 percent increase at the 4th Street (SR 528)/I-5 Southbound Ramp intersection.

8.2.1.2 Forecast Traffic Operations.

The revised 2035 PM peak hour traffic forecasts based on the Downtown Master Plan capacity projections were used to update the level of service analyses for intersections in and around the downtown core area. The level of service analysis assumed the intersection and roadway improvements per the adopted Transportation Element.

The increase in 2035 forecast traffic volumes presented in Table 15 could result in decreases in level of service (LOS) at two of the study intersections. The increase of 175 PM peak hour vehicles at State Avenue/1st Street is forecast to result in LOS D during the 2035 PM peak hour with the Downtown Master Plan capacity projections. This compares to LOS C reported in the Transportation Element. LOS D would meet the City's LOS E or better standard for intersections along State Avenue.

The level of service at the unsignalized intersection of 4th Street (SR 528)/Beach Avenue is forecast to decline from LOS E to LOS F with the slightly higher traffic volumes. The LOS F would not meet the City's LOS E standard for 4th Street (SR 528).The increase in northbound traffic associated with the increased development capacity projections for the Downtown Master Plan results in higher average delays per vehicles, resulting in the decline in level of service. This intersection is currently restricted to right-in/right-out access, so the delays only affect traffic making the north-to-east right turn. If delays become excessive, drivers may divert to other corridors, such as Cedar Avenue, to access 4th Street (SR 528). The 4th Street (SR 528)/Cedar Avenue intersection is forecast to operate at LOS C and would readily be able to accommodate any diversion of traffic from Beach Avenue. As discussed below, the City is working with WSDOT to identify potential transportation strategies to improve access to/from downtown Marysville. These potential improvements, which have not been assumed in the level of service analyses, will likely resolve the LOS F condition.

8.2.1.3 City Center Access.

The Comprehensive Plan Transportation Element notes that the City is working with WSDOT and other stakeholders to identify potential capacity and operational improvements to improve access to/from the City Center area of downtown. The study is still in process and will include recommendations that will need to be incorporated into the Transportation Element of the Comprehensive Plan in the future. The "City Center Access Study" is evaluating improvements to the I-5/SR 528 (4th Street) interchange, as well as a potential option for adding ramps to/from the north connecting SR 529 (State Avenue) with I-5. Spot intersection and other roadway improvements may be identified that may affect travel patterns and traffic volumes, under either alternative. While specific City Center Access improvements are not identified in the adopted Comprehensive Plan Transportation Element, the Plan does identify potential locations for these improvements. Currently, the identified improvements that are moving forward include:

- An added east and west bound lane at the undercrossing of 4th at I-5
- An added eastbound right turn lane for the northbound on ramp
- An added lane for the I-5 southbound off-ramp
- Modifications to signal (left-turn phasing changes) to signal at 4th Street and State
- Extension of the eastbound left-turn-lane along 4th Street at State Avenue, prohibiting eastbound left-turns at Delta and 4th Street.

The Transportation Element also includes an allowance for some potential costs to cover these future improvements.

8.2.1.4 Transportation Improvements.

Under either Downtown Master Plan alternative, the Transportation Element of the Comprehensive Plan identifies several transportation improvement projects in or adjacent to the downtown area. These include:

- SR 528 (State Avenue) Bridge Replacement:
  - WSDOT to replace and widen bridge to 4 lanes with pedestrian and bicycle facilities
- Cedar Avenue (1st Street to 80th Street):
  - Convert from 4 lanes to 3 lanes and restripe to include bicycle facilities
- Grove Street/Alder Avenue
  - Install traffic signal
- State Avenue/1st Street
  - Construct turn lane(s) and modify traffic signal
- Beach Avenue (Grove Street to Cedar Avenue)
  - Reconstruct and widen to 2/3 lane arterial including bicycle and pedestrian facilities
- 1st Street (State Avenue to Ash Avenue)
  - Provide pedestrian and bicycle improvements
- Grove Street (State Avenue to Ash Avenue)
  - Provide pedestrian and bicycle facilities
- 8th Street (Cedar Avenue to State Avenue)
  - Reconstruct and widen to 2/3 lane arterial including bicycle and bicycle facilities
- Cedar/Grove Park-and-Ride Lot
  - Construct new 250 to 350 space park-and-ride lot

8.2.1.5 Downtown Bypass.

An analysis of 2035 PM peak hour traffic volumes showed that 80 percent of the vehicle miles traveled within the downtown area were due to through traffic. Following the evaluation of a range of transportation system improvement strategies, the Comprehensive Plan Transportation Element recommended construction of a downtown bypass route connecting 1st Street/State Avenue with 47th Avenue/Sunnyside Boulevard. The bypass is described as a 4/5 lane arterial with pedestrian facilities. A specific alignment has not been defined for the bypass which would be subject to its own environmental review and design studies.

The bypass could carry 20,000 to 25,000 vehicles per day (vpd) by 2035. The bypass corridor would reduce traffic volumes and congestion on 4th Street (SR 528) within the downtown area. The reduction in traffic on 4th Street also reduces the volume of traffic diversion onto other downtown streets including 3rd Street, 2nd Street, Cedar Avenue, and State Avenue.

Traffic forecasts on 1st Street, west of State Avenue, would be in the range of 13,000 to 15,000 vpd. This volume of traffic further supports the need to improve non-motorized facilities on 1st Street, west of State Avenue, as recommended in the Transportation Element.

It is intended that this bypass route also be designated as a major truck route. By designing this route to accommodate trucks, fewer trucks would need to go through the study area, via Cedar Avenue, as is currently the case.

Figure 31 shows the resulting 2035 traffic volumes based on the Comprehensive Plan Transportation Element, including the proposed improvements and bypass. As described above, these would be slightly higher based on the capacity projections for the Downtown Master Plan, however the figure is consistent with the volumes from the Comprehensive Plan.

Figure 31. 2035 traffic volumes.

8.2.1.6 Non-Motorized Transportation System.

The Comprehensive Plan Transportation Element also included an update to the City's pedestrian and bicycle systems plans in the downtown study area. Overall, the plan calls for pedestrian facilities on all streets within the downtown study area. Upgrades to the existing facilities and construction of missing links (e.g. where sidewalks currently exist on only one side of a street) could be done as part of City capital improvements or maintenance. The Transportation element notes that development projects also will be required to construct sidewalks within their project and on adjacent frontages.

Within the downtown study area, the Transportation Element identifies existing bicycle facilities on Beach Avenue. Potential future bicycle facilities in or serving the downtown study area would be on:

- 1st Street (West of I-5 to State Avenue).
- SR 529 (South of 1st Street).
- Cedar Avenue (1st Street to 80th Street/State Avenue).
- 8th Street (Cedar Avenue to State Avenue).
- Grove Street (Beach Avenue to State Avenue).
- Downtown bypass (State Avenue to Sunnyside Blvd) – subject to future design and environmental studies.
- 2nd Street (State to 47th Avenue).
- 3rd Street (State to 47th Avenue).
- State Avenue (3rd Street to 1st Street).

The 1st Street bicycle route would provide an alternative to crossing I-5 at the 4th street interchange. This would allow bicyclists to connect to Cedar Avenue to travel to/from the north, to continue east/west on the bypass, or connect to Everett via the widened SR 529 bride over the Ebey Slough.

8.2.1.7 Transit Service.

Community Transit has an adopted six-year Transit Development Plan (TDP) for the period 2008 to 2013. The TDP provides a framework to guide Community Transit's service delivery through the next six years. The City should continue to work with Community Transit to improve transit services and develop a convenient, integrated and efficient transit system that supports future growth.

As part of Community Transit's 6 year TDP, the City of Marysville received analysis for possible service improvements. In the TDP, the Marysville area is slated for increased transit frequency and span of service during 2009 and a possible new route in 2011 to 2013. The new route would be focused on improving service between downtown Marysville and the Mariner park and ride lot in south Everett. The route restructuring planned during the 2011 time period would provide better service connections for riders in south County areas and improve running times by serving areas with high transit ridership and minimizing unproductive service hours.

A new park and ride lot is identified near Cedar Avenue and Grove Street.

The Transportation Element of the Comprehensive Plan recommends that the City work with transit providers to establish a local circulator service to provide intra-community transit service.

8.2.2 Action Alternative

The scale and intensity of development in the Action and No Action are expected to be the same. However, it is the intent of the Action Alternative to spur redevelopment at a faster rate than in the No Action Alternative. This is in part due to the proposed transportation system changes under the Action Alternative. This includes the development of a new civic campus within and adjacent to Comeford Park. The impacts of the transportation and land use changes in the transportation system under the Action Alternative are described below.

Impacts of Transportation System Changes

8.2.2.1. Streetscape Improvements.

The Downtown Master Plan would incorporate specific design themes to roadways within the study area. These themes would modify the specific roadway cross-section and treatment of non-motorized facilities. The ultimate designs would meet traffic safety and operational needs and therefore, would not have an adverse impact on transportation. The design themes would likely increase the use of alternative travel modes including walking, bicycling, and transit by enhancing the environment compared to a generic roadway design.

8.2.2.2 Downtown Bypass.

Although the downtown bypass will be a separate project and will undergo its own environmental review, the Downtown Master Plan recommends consideration of a median boulevard for the corridor. A tree-lined median boulevard would reduce traffic conflicts by directing left-turns on other access to specific intersections. This would improve overall traffic flow and safety. A potential new signalized intersection in the vicinity of 1st Street/Alder Avenue would provide primary access/egress location for development along the corridor. The design concept also would likely enhance pedestrian and bicycle facilities in the corridor by separating these modes from automobile traffic. The downtown bypass will also serve as the major truck route, connecting communities east of downtown to the SR529 bridge.

8.2.2.3 1st Street West of State Avenue.

Under the Action Alternative, 1st Street West of State Avenue would be redeveloped as a new “main street”. This design concept would include two travel lanes with angled parking on one side of the roadway. Wider sidewalks separated from the travel lanes would enhance pedestrian travel. Bicyclists would potentially share the travel lanes with automobile traffic.

Some congestion or operation impacts may result unless left-turn lanes are incorporated into the roadway at major intersections such as Cedar Avenue or access to the waterfront park. Bicyclists sharing the travel lanes also could adversely affect traffic operations, safety, and bicycle use.

8.2.2.4 Delta Avenue.

The Downtown master Plan calls for Delta Avenue to be reconfigured as a woonerf between 4th and 8th streets. No curbs are included in a woonerf design and vehicular traffic shares the space with bicyclists and pedestrians. A fire lane would be delineated through pavement markings or other treatments.

In 2007, Delta Avenue carried approximately 175 vehicles per hour (vph) during the PM peak hour, under the 2035 Transportation Element, the volumes are projected to double. The higher traffic volumes in the future are primarily related to diverting from 4th Street to avoid delays at the State Avenue intersection.

With the woonerf design, the east-to-north left turn from 4th Street to Delta would be eliminated, greatly reducing traffic demand along the corridor. These trips would shift back to Cedar Avenue or continue to State Avenue. These intersections would be able to accommodate the increased turns, based on the forecast 2035 levels of service reported in the Transportation Element with the No Action Improvements. The City is planning on lengthening the east-to-north left-turn lane on 4th Street to extend west of Delta Avenue when the eastbound left turn access from 4th Street to Delta Avenue is closed. Note that the extended eastbound left turn lane at State, which would result in the prohibition of east-to-north left turns on 4th Street may be adopted under the no-action alternative as well, as stated earlier.

While reducing traffic volumes on this section of Delta Avenue will enhance safety and reduce conflicts, some potential safety issues could result from the mixing of traffic and non-motorized travel. Planters would be provided to separate the ‘travel lanes” from the wide sidewalk/flexible space. This design concept would reduce the potential for safety hazards to develop the slow speeds for vehicles in this area also would help minimize safety issues.

The woonerf design would provide a benefit for pedestrians and bicyclists through reduced traffic volumes and travel speeds. The corridor also would provide a new, improved connection to/from Comeford Park and the proposed civic campus

8.2.2.5 Delta Avenue/4th Street.

A pedestrian signal would be considered at 4th Street/Delta Avenue to facilitate crossing of the state highway. More detailed design and operation studies would need to be completed, including approval of a permit from WSDOT. The proposed pedestrian signal would provide gaps in the traffic flow to allow pedestrians to connect from the north and south sides of 4th Street (SR 528). This would reduce the travel distance for pedestrians, which otherwise would be directed to cross at the signalized intersections of 4th Street at Cedar Avenue or State Avenue. The added crossing would provide more “grid” for non-motorized travel in the downtown.

The addition of a pedestrian signal would likely add delays to east-west travel on 4th Street. The signal would need to be coordinated with the adjacent traffic signals to reduce the potential delays to traffic. Potential safety issues could also develop with the new pedestrian crossing. Designs and markings would be needed to clearly delineate the crossing.

8.2.2.6 3rd Street.

Under the Action Alternative, 3rd Street east of State Avenue would be designated as a "historic street." The design would include two travel lanes with angled parking on both sides of the street. Sidewalks would be separated from the parking with planters.

Without the proposed bypass, 3rd street would carry significantly high traffic volumes. The angled parking and lack of turn lanes would likely result in operational issues and potential safety hazards.

Even with construction of the downtown bypass, the forecast traffic volumes on 3rd Street would probably result in some operation issues. The "historic street" design would likely result in some traffic shifting to 4th Street, 2nd Street, on to the bypass. The potential shift in traffic from this section of 3rd Street would not likely result in any specific operations issues, considering designs for the bypass and local intersection improvements would be able to account for this in the future.

The Transportation Element identified this section of 3rd Street as a potential bike route, with bicycles sharing the travel lanes with automobiles. The angled parking could result in some safety hazards to bicyclists due to decreased visibility with a backing maneuver.

8.2.2.7 Other Downtown Streets.

Design themes for other downtown streets would not greatly affect traffic operations or safety. These streets would typically have two travel lanes, on-street parallel parking, and sidewalks separated from the roadway by planters or other landscaping. The forecast traffic volumes on these streets should be accommodated with this design concept.

Beach Avenue north of 4th Street is included in this standard cross-section. Beach Avenue currently includes bike facilities on both side of the street between 4th Street and Grove Street. Because there is no crossing at 4th, the plan is to de-emphasize Beach Avenue south of 4th Street as a bike route. The Transportation Element calls for Cedar Avenue to be a bike route between 1st Street and 80th Street, north of downtown.

8.2.2.8 Bicycle Circulation.

The plan incorporates an improved bicycle and pedestrian trail through Ebey's Landing Park and along Ebey Slough. East of State Street, marked bike lanes are proposed through the "Street Park" along the Columbia Avenue alignment south of 1st Street. Bicycle lanes are also included on the SR 529 bridge project and will join the bicycle lanes on the new by-pass along the 1st Street Alignment. This will reduce the bicycle traffic through 2nd Street and 3rd Street, which incorporate on-street parking, thus providing better bicycle routes.

8.2.2.9 Truck Route Impacts.

As noted, development of the by-pass route will replace the current truck-route that passes through the site. This will remove much of the truck volumes that currently travel between 4th Street and the 529 bridge.

8.2.2.10 Transit System.

The roadway and non-motorized improvements identified in the Downtown Master Plan would likely enhance use of transit to/from downtown Marysville. City and developer investments in the design themes and street scope improvements would improve access to existing transit service. Additional transit service and stop locations also would be desirable as higher densities are developed.

The development and improvements along 1st Street would likely increase potential transit ridership. Transit access to the area also could be enhanced with the bypass east of State Avenue.

8.2.2.11 Parking.

The plan incorporates modification to most of the roadways in the study area. In many cases angled parking is converted to parallel parking in order to incorporate other roadway features. On 1st Street, west of SR 529, the streetscape incorporates angled parking on one side of the street. Angled parking is also maintained on 3rd Street between State and Alder. East of SR 529, the new by-pass route is likely to result in the loss of on-street parking, depending on the ultimate alignment. The following table summarizes the impacts to on-street parking supply that would result from the proposed streetscape. Back-in angled parking provides better sight distance for drivers exiting their parking spaces. This is especially helpful in situations where bicycles are routed along streets via bike lanes between the parking and drive lanes. While the determination of angled parking will default to back-in parking there will be exceptions, which include the historic area of 3rd Street, east of State Street and at the two Park and Ride lots. Figure 32 illustrates the on-street parking types for the Action Alternative.

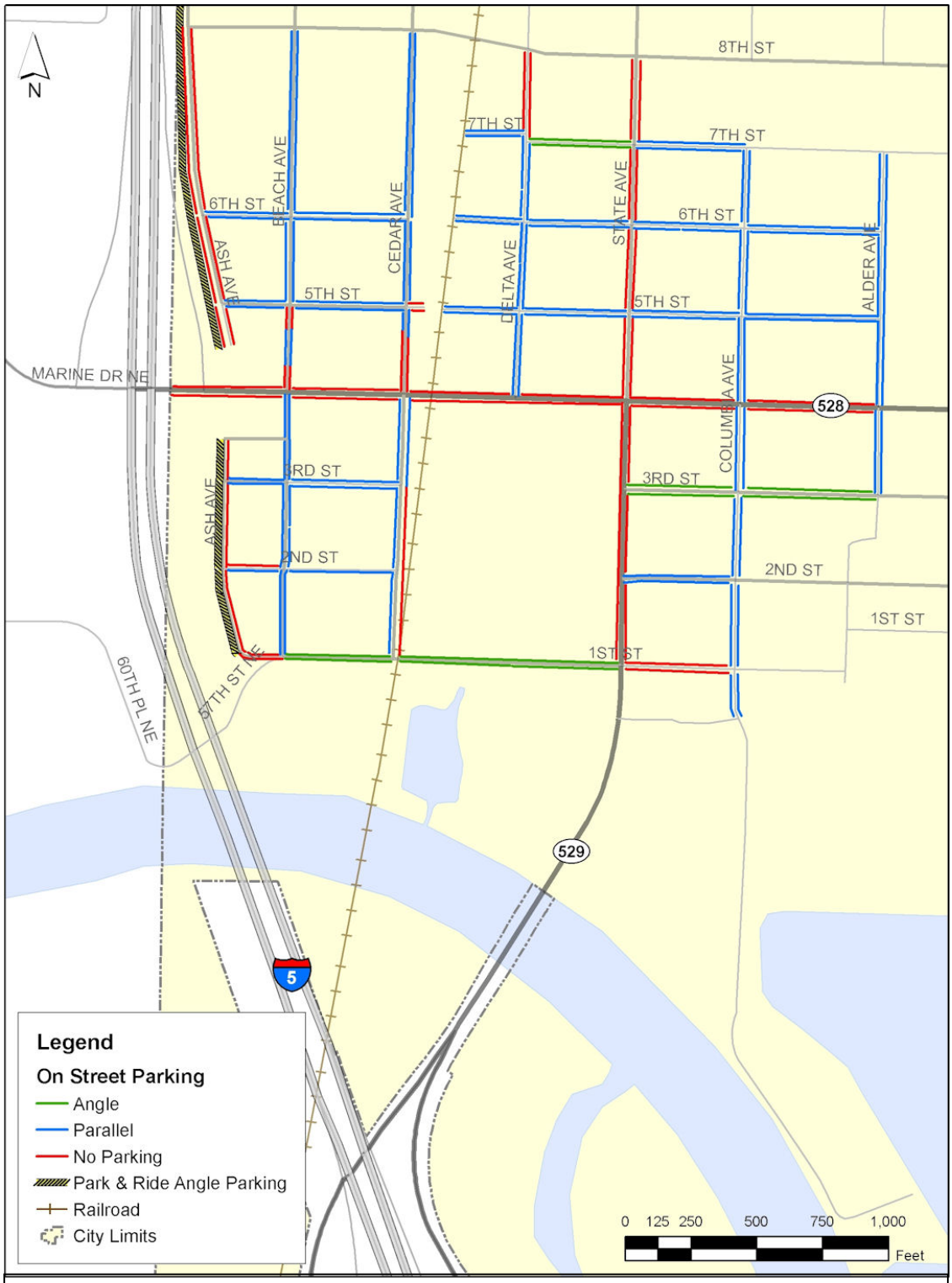


Figure 32. On-street parking types for the Action Alternative.

Table 16. Resulting Modifications to Parking Supply

Street	Impacts to Parking	Net Parking gain (loss)	Resulting Parking Supply
1st	West of State, modify to angled parking, one side	(24)	55
	East of State, by-pass eliminated parking*	(44)	0
2nd	Between Beach and Cedar, convert angled to parallel parking	(11)	31
	Between State and Alder, convert angled to parallel parking and add parallel	1	52
3rd	Between Beach and Cedar, convert angled to parallel	(2)	38
	Between State and Alder, no change	0	73
5th	West of State, convert angled to parallel	(8)	58
	State to Alder, no changes	0	49
6th	West of State, convert angled to parallel	(31)	35
	State to Alder, convert angled to parallel, extend parking	(3)	50
Beach	S. of 4th: Conversion of angled parking between 2nd & 3rd to parallel, add parking	-3	48
	N. of 4th: No changes	0	48
Cedar	S. of 4th: Loss of parking between 1st and 3rd, add parking between 3rd and 4th	(21)	32
	N. of 4th: No changes	0	61
Columbia	S. of 4th: Conversion of angled parking to parallel	(19)	46
	N. of 4th: Convert some angle to parallel between 6th and 7th	(4)	45
Delta	N. of 4th: Conversion of angled to parallel between 5th and 6th	(6)	43
Alder	N. of 4th: Eliminate some parallel parking N. of 4th:	(24)	24

** Configuration for by-pass yet to be determined. Five-lane profile may allow curbside parking in non-peak direction in limited hours*

As noted in Table 16, approximately 25% of the parking supply in the study area would be lost with adoption of the proposed streetscape. However, as noted earlier, the existing supply was only approximately 54% utilized when inventoried in 2007. The increase in development and the decrease in parking supply would result in higher utilization.

Impacts of Civic Campus

The proposed Downtown Master Plan includes a new civic campus in the north part of the downtown study area. The civic campus complex would be located between 5th and 6th Streets. It would extend east from the BNSF railroad tracks into the west part of Comeford Park. The plan identifies a 61,000 square foot (sf) City Hall/Community Center and a 42,000 sf police station. A total of 252 parking spaces (57 structured, 195 surface) would be provided. This project would require a concurrency analysis, once development plans are determined. Existing civic functions at the City Hall (1049 State Avenue, north of the study area) and the Public Works Building (80 Columbia Avenue, within the southern portion of the study area) would be relocated to this new campus.

8.2.2.12 Traffic Generation.

Potential project traffic impacts are measured using anticipated trip generation and distribution. In order to estimate the proposed project's trip generation, weekday PM peak hour trip generation rates were identified using the ITE *Trip Generation*, 8th Edition (2008). It was determined that the Government Office Building (LU #730) best represents the proposed City Hall/Community Center. Based on the description provided in Trip Generation for this land-use, both of the sites surveyed were City Halls. The proposed project also falls within the range of sizes of the surveyed sites. The community center portion of the project is assumed to be represented in the trip rate. A more detail trip generation analysis would require programmatic information detailing the anticipated uses associated with the community center portion. It is not anticipated that the program load would be scheduled to generate significant traffic during the weekday PM peak hour; therefore the trip generation summarized below is believed to be representative for the weekday PM peak hour.

It is possible that the Police Station element may not be included at the new site. However, to be conservative, this analysis also considered the addition of the Police Station to the site. *ITE Trip Generation* does not include a land-use representative of the proposed police station. Instead, trip generation for the police station was based on data collected for other facilities, not published by ITE. The available trip generation data is summarized in terms of trips per employee. This was converted to trip per 1,000 sf using an assumed employee density of 3.29 consistent with a general office use. Due to the nature of police station operations, the majority of trips result during the shift change. A more detailed analysis of trip generation could be conducted based on actual employee numbers and shift schedules. However, such information is not available at this time. Table 17 summarizes the resulting trip generation estimate for the proposed project.

Table 17. Trip Generation – Weekday PM Peak Hour

			Project Trips		
Land Use	**Size**	**Rate[1]**	**In**	**Out**	**Total**
City Hall/Community Center (#730)	61,000 sf	1.21	23	51	74
Police Station	42,000 sf	1.45	23	39	62
Total			**46**	**90**	**136**

Trips rates from ITE Trip Generation Manual, 8th Edition.

As shown in Table 17, the proposed City Hall/Community Center would generate approximately 74 PM peak hour trips, as a brand new facility. If the Police Station complex is included, it is anticipated to generate an additional 62 PM peak hour trips for a total of 136 new vehicle trips during the weekday PM peak hour. As noted above, the new civic campus would include relocated City Hall and other city offices. Therefore, the actual PM peak hour traffic generation of the new civic campus would be lower than estimated in Table 17. To be conservative, the impact assessment on traffic volumes and traffic operations assumes that the civic campus is a new facility.

Furthermore, a number of existing uses are currently located on the project site. However, to provide a conservative analysis of project impacts, a credit for the existing trip generation has not been taken.

8.2.2.13 Traffic Volume Impacts.

Access to the new civic campus would primarily be via 5th and 6th Streets, connecting with State Avenue. Some traffic to /from the site may choose to use Delta Avenue to connect with 4th Street (SR 528); the Delta Ave access route would be less desirable with the Woonerf design and left turn restrictions at 4th Street.

During the weekday PM peak hour, traffic to/from the civic campus would primarily include city employees leaving to work, residents and business owners on City business and police vehicles. This suggests that the high percentage of the trips would stay within the City. Other trips would connect to other communities via I-5, SR 529, State Avenue, or SR 528. Based on the City's boundaries and development patterns, it is estimated that approximately 50 percent of the PM peak hour traffic would be oriented to/from the north via State Avenue. The other 50 percent would be oriented to/from the south or southeast. Ten percent of the trips are estimated to connect to/from 4th Street (SR 528) west of Delta Avenue with another 10 percent assumed to use State Avenue (SR 529) south of 4th Street. Up to 30 percent are estimated to be oriented to /from the east or southeast via 4th Street (SR 528) east of State Avenue.

Based on this distribution the civic campus complex would result in relatively nominal increases in traffic volumes at adjacent intersections. Table 18 summarizes the estimates project traffic impacts at intersections in the downtown area. In addition, the table shows the net impact on the 2035 PM peak hour volumes based on the capacity projections for the Downtown Master Plan.

Table 18. Civic Campus Project (Including Police Facility) PM Peak Hour Traffic Volume Impacts

Intersection	Civic Campus PM Peak Hour Total Entering Traffic(TEV)	Downtown Master Plan Capacity Projections 2035 PM Peak Hour Total Entering Volume (TEV)	Percent Impact
State Avenue/88th Street	54	5,320	1.0%
State Avenue/Grove Street	68	3,465	2.0%
State Avenue/8th Street	68	2,605	2.6%
State Avenue/6th Street	89	2,295	3.9%
State Avenue/4th Street (SR 528)	63	3,960	1.6%
State Avenue (SR529)/3rd Street	13	2,565	0.5%
State Avenue (SR529)/ 1st Street	10	4,755	0.2%
4th Street (SR528)/Delta Avenue	19	2,775	0.7%
4th Street (SR528)/Cedar Avenue	13	3,960	0.3%
4th Street (SR528)/Beach Avenue	10	3,915	0.3%
4th Street (SR528)/I-5 Northbound Ramps	10	3,305	0.3%
4th Street (SR528)/I-5 Southbound Ramps	6	4,475	0.1%

1. Total Entering Volumes
2. Total Entering Volume 2035 PM Peak Hour

As shown in Table 18, the civic campus complex would impact downtown intersections by 4 percent or less. The largest volume impacts would be at the intersections of State Avenue at 6th and 8th Street, reflecting access to/from the north. Volume impacts at the State Avenue/4th Street intersection would be in the range of 60 PM peak hour trips, or 1.6 percent. Project impacts at other intersections in the downtown core would be less than 1 percent.

The civic campus could increase traffic volumes along State Avenue north of downtown core. Based on the trip generation and estimated distribution approximately 70 trips associated with the civic campus would use State Avenue north of 8th Street during the weekday PM peak hour. As shown in Table 18, the civic campus traffic would result in a 2 percent increase in the 2035 PM peak hour traffic volumes at the intersection of State Avenue/Grove Street and a 1 percent impact at the intersection of State Avenue/88th Street.

8.2.2.14 Traffic Operations.

As shown in Table 18, the greatest traffic volume impacts of the civic campus project would be at intersections along State Avenue at 6th Street and 8th Street. The 2008 Transportation Element notes that these signalized intersections operated at LOS A during the PM peak hour in 2007 and are forecast to operate at LOS B. during the 2035 PM peak hour without any improvements. The additional traffic generated by the civic campus development would not adversely affect operations at these signalized intersections. The 60-65 vehicle project volume impact at State Avenue/4th Street (SR528) would not result in a decrease in the 2035 PM peak hour forecast LOS D, as indentified in the 2008 Transportation Element or based on the revised forecasts with the capacity projections developed for the Downtown Master Plan. The project traffic volumes also would not have a significant impact on the 2007 LOS C reported at this intersection of two state highways.

The impact of civic campus project traffic is not forecast to result in any intersections along State Avenue (SR 529) falling below the City's LOS E standard. for that arterial. During the 2035 PM peak hour, the intersection of State Avenue/1st Street is forecast to operate at LOS D with the civic campus compared to LOS C without the civic campus project. This would not trigger additional operational improvements beyond those identified in the Transportation Element.

As noted in Section 8.2.2.2, the intersection of 4th Street (SR 528)/Beach Avenue is forecast to operate at LOS F based on the higher traffic volumes under the capacity projections used for the Downtown Master Plan. The poor forecast level of service at this intersection is for the north-to-east right turn movement, which would not be impacted by the civic campus. Therefore, the forecast 2035 PM peak hour level of service at this intersection would not change with the addition of the civic campus. The forecast 2035 PM peak hour level of service at other intersections along 4th Street (SR 528) within the downtown core also would not change with the addition of civic campus traffic. The additional traffic for the civic campus is forecast to result in a 2035 PM peak hour LOS F at the intersection of 4th Street (SR 528)/47th Avenue, located just east of the downtown core. The project traffic results in an increase in the average delay per vehicle of less than four seconds. If excessive delays occur at this intersection, traffic will likely shift to the new bypass/1st Street or Grove Street corridors. Additional improvements, beyond those assumed in the 2008 Transportation Element also may be identified and adopted by the city as part of the I-5 City Center Access Study which is underway. These improvements would shift travel patterns and would likely help offset any impacts on level of service of the new civic campus.

8.2.2.15 Traffic Safety.

WSDOT Classifies 4th Street (SR 528) between I-5 and Quinn Avenue in downtown Marysville as a high accident location (Hal) based on 2006 data. As documented in the City's 2008 Transportation Element, the intersection of 4th Street (SR528)/State Avenue averages over 16 accidents per year between 2004 and 2006. This intersection of two state highways serves over 60,000 vehicles per day (vpd) which results in an accident rate of 0.71 accidents per million entering vehicles (acc/mev) which is not considered significantly high.

Additional traffic generated by the civic campus would not likely result in a significant safety impact at the intersection, especially with the addition of the Downtown Bypass and other improvements that are planned without or with the development.

The intersections of 4th Street (SR 528)/Cedar Avenue, State Avenue/3rd Street, and State Avenue/1st street averaged at least 4 accidents per year during the 2004-2006 three-year period analyzed in the Transportation Element. The accident rates for these three intersections were all below 0.50 which would not indicate a significant safety hazard. The relatively small increase in traffic due to the civic campus would not likely result in an increase in safety issues at these locations. The proposed civic campus development also could increase pedestrian and bicycle use in the area. This would include increased crossings of the BNSF railroads tracks at 4th Street (SR 528) and 8th Street. These crossings are both controlled which should reduce potential safety impacts.

8.2.2.16 Non-Motorized.

The civic campus complex would be well served by existing sidewalks connecting to State Avenue, 4th Street (SR 528), and other arterials. As noted in the discussion of the Downtown Master Plan, Delta Avenue is proposed as a woonerf design, including additional pedestrian amenities. This would provide an excellent non-motorized connection with the civic campus complex.

Pedestrian connections to the west of the civic campus complex would be less direct due to the BNSF rail line. Pedestrian crossings of the railroad tracks are available at 4th Street (SR 528) and 8th Street. Both of these crossings are controlled which should reduce potential safety impacts of increased pedestrian activity associated with the civic campus complex. A short segment of 8th Street between Delta Avenue and Cedar Avenue does not currently have sidewalks. The 2008 Transportation Element includes an improvement to reconstruct 8th Street between State and Cedar Avenue. The reconstruction project would include bicycle and pedestrian facilities. Development of the civic campus complex may result in a need to undertake this project sooner than the 2026-2035 time horizon projected in the Transportation Element.

Bicycle access to/from the civic campus complex would primarily be from 8th Street, via Cedar Avenue. The City of Marysville has plans to convert Cedar Avenue from 4 travel lanes to 3 travel lanes and bicycle facilities. The Cedar Avenue bicycle route would provide bicycle connections north to 80th Street and south to 1st Street providing access to City residential and business areas. This project is, however, not proposed to be undertaken until the 2026-2035 range.

8.2.2.17 Transit and Transportation Demand Management.

The proposed civic campus complex would be relatively well served by transit. Several transit routes would serve the site with stops along State Avenue, Cedar Avenue, Beach Avenue, and 4th Street (SR 528). As noted above, pedestrian connections exist or are planned, that provide access to transit along these streets.

An existing park-and-ride facility is located at Ash Avenue/6th Street west of the proposed City Hall development. Community Transit is planning to construct a new transit center park-and-ride at Cedar Avenue/Grove Street. Access to/from the park and ride lots would be via the 4th Street (SR 528) or 8th Street crossings of the BNSF railroad tracks. These crossings both have controls which should help minimize impacts of increased non-motorized crossings between the park and rides and the civic campus complex.

The City would incorporate a Transportation Demand Management (TDM) program for the new complex. This would reduce the number of vehicle trips generated by the development. The location is well served by transit, bicycle routes, and pedestrian facilities, which would support TDM programs for the complex.

8.2.2.18 Parking.

Based on the preliminary site concepts, a total of 252 parking spaces (57 structured, 195 surface) would be provided to serve the civic campus complex.

A parking demand analysis for the proposed project was conducted to determine how closely the proposed number of parking spaces would match the anticipated parking demand. Total parking demand was calculated using a methodology similar to the trip generation calculations, which considered the proposed land uses.

Parking demand for the proposed project was estimated considering the size of each proposed land-use. Consistent with the trip generation analysis, parking demand rates published in ITE *Parking Generation*, 3rd Edition (2004) were used. The rates for Government Office Building (LU#730) and Judicial Complex (LU#735) were used to represent the City Hall/Community Center and Police Station, respectively. However, the peak parking demand associated with a Government Office Building and a Judicial Center are reported to occur during different times of the day. The peak for a Government Office Building is reported to occur between, 10am and 11am, the peak for a Judicial Center between 3pm and 4pm. At the time when the parking demand for the Judicial Center is peaking, ITE studies show that the parking demand for the Government Office Building is at 78 percent of its peak.

Based on the above sources, peak parking demand for the proposed project would total 324 parking stalls. Assuming a total of 252 parking spaces for the proposed project, and an effective supply of 95 percent (to account for the efficiency lost by circulating the garage in search of a vacant stall), or 239 spaces, the peak parking demand would exceed the available on-site parking supply, resulting in a deficit of 85 stalls. Building programming details were not available at the time of the analysis. While a rate associated with Government Office Building is appropriate for the programs normally included in a City Hall complex, and includes public visitation for accomplishing City related business, the program for the building may also incorporate classes through the Parks Department, senior services and other parking generating visitation. Depending on the timing of these shared parking may be available. For example, classes held in the evenings would have access to parking that is normally used by City Hall employees during the daytime. Likewise, higher recreational demand for the park that occurs on the weekends and evenings may also be accommodated by the typically lower utilization by City offices during those times. Without an organized shared arrangement, which may require scheduling coordination based on observed parking demand, the site may be short of needed parking.

Note that the rates used do not necessarily incorporate parking demand reductions that can be realized from a successful TDM program. Given the planned Park and Ride facility and an aggressive TDM program, some of this shortfall can be reduced. Other off-site public parking is available within a walkable distance of the project site.

8.2.3 No Action

The impacts of the No Action Alternative would be consistent with those identified for both alternatives (8.2.1)

The 2035 forecast model developed for the Transportation Element Update was initially set up assuming that currently committed and planned transportation improvement projects would be constructed by 2035. The 2035 baseline forecasts showed:

- Significant levels of congestion on 4th Street (SR 528) east of I-5.
- Several downtown streets—most notably 3rd and 2nd Streets—would be impacted by traffic diverting from 4th Street (SR 528) due to congestion.
- Sunnyside Boulevard would require 4 to 5 lane travel lanes between downtown Marysville to just west of 52nd Street.

Based on the results of the 2035 baseline forecasts, several alternatives were defined and evaluated as part of the Transportation Element Update. This update to the City's Comprehensive Plan assesses future transportation conditions in light of future development and identifies transportation infrastructure improvements to accommodate this growth. In the plan, an east-west by-pass was identified as a possible way to address the congestion on 4th Street (SR 528) in downtown Marysville and to provide a more direct connection between SR 529 and southeast Marysville.

An analysis of the downtown traffic (2035 PM peak hour conditions) shows that over 80 percent of vehicle-miles are pass-through trips, about 11 percent start in the downtown area and leave, about 6 percent arrive downtown from outside, and about 1 percent are local internal trips. This strongly supports the need to provide adequate facilities to serve the needs of the pass-through traffic.

For modeling purposes, the downtown by-pass was assumed to connect between the intersections of 1st Street/ State Avenue and 47th Avenue/Sunnyside Boulevard. The facility was assumed to be a 4-lane roadway with added left-turn lanes at intersections. Various conceptual alignments are being evaluated as part of the Downtown Master Plan; however, the alignments do not differ significantly in terms of their potential for accommodating through traffic. Figure 33 provides the projected traffic volumes for 2035 with the land uses assumed for the plan.

Figure 33. Future traffic volumes.

The new by-pass corridor was found to greatly reduce traffic congestion on 4th Street (SR 528) within downtown and the associated traffic diversion to other downtown streets. The sections of 4th Street and 3rd Street east of State Avenue are expected to see a reduction of PM peak hour volumes of respectively 380 vehicles per hour and 170 vehicles per hour due to the introduction of the by-pass. Cedar Avenue is expected to experience a reduction of about 160 vehicles per hour during the PM peak.

Even with growth under existing zoning, the new by-pass is expected to carry over 2,200 vehicles per hour during the PM peak hour in 2035. The by-pass will primarily serve traffic traveling between SR 529 south of Marysville and the Sunnyside area. The expected 2035 daily volume on the by-pass just east of State Avenue is almost 23,000 vehicles.

As the only east-west roadway that runs through the downtown planning area south of 4th Street and west of State, 1st Street acts as a minor collector, with peak hour volumes of around 1,400 vehicles.

8.3 Mitigation Measures

8.3.1 Incorporated Plan Features

On streets with designated bicycle routes, if angled parking is included in the road profile, the parking should be designated and enforced as back-in angled parking, as this configuration provides vehicles with clear line of vision for bicycles sharing the road.

Upon completion of the Delta pedestrian corridor, a pedestrian signal should be added on 4th Street. Adequate stopping sight distance and signage should be incorporated for lanes that intersect the pedestrian crossing, including an extended left-turn lane for 4th Street (SR 528)/State Avenue, which may extend through Delta. The pedestrian signal should be coordinated with adjacent traffic signals so as not to unduly impede vehicular progression, particularly during the peak hours when the roadway is at or near capacity.

8.3.2 City Hall Alternative

An aggressive TDM program will help reduce trip generation impacts from employees and reduce the parking demand. To facilitate pedestrian and bicycle connections to the civic campus, the 8th Street reconstruction from Cedar Avenue to State Avenue, which will include pedestrian and bicycle facilities may be required earlier than is currently proposed in the list of improvement projects. A parking management plan, which may address scheduling of community activities, such as classes and league sign ups, will incorporate shared parking elements which will minimize spill over parking demand. An aggressive public information strategy regarding transit service to the site, parking availability, fees for long-term parking and other elements will reduce potential for spill over parking and make the most efficient use of the parking proposed.

8.3.3 Applicable Regulations and Commitments

- City Comprehensive Plan goals and policies, as defined in the Transportation Element, address transportation related issues including: energy conservation, enhanced mobility, safety, neighborhood access, agency coordination, responsible funding, and support and encouragement of transit and non-motorized modes.
- The existing Transportation Element includes the transit, non-motorized, and concurrency elements that were not included in this current update. If concurrency requirements are not met, the city may not be able to achieve the level of development identified under the capacity projections for the Downtown Master Plan.
- MMC Section 11.52 and MMC Title 18B establish commute trip reduction requirements and traffic impact fees and mitigation respectively.

8.4 Significant Unavoidable Adverse Impacts

Under both alternatives, land use in Downtown Marysville would significantly change over the next 20 years as the sub-area develops. The current low-density suburban downtown would be replaced with an urbanized neighborhood featuring higher intensity commercial and higher density residential land uses, as well as a change in the height, bulk, and scale of development. While these changes would be significant relative to existing conditions, they would be consistent with the policies and goals established by the Downtown Marysville's Vision Plan (2004) and the goals and policies from the updated Transportation Element of the City's Comprehensive Plan (2008). The level of land use is anticipated and planned for in the adopted list of improvement projects in the Transportation Element and the updated forecasting and operations analyses based on the capacity projections for the Downtown Master Plan. Under concurrency, the City would be required to deny new development that does not meet its level of service standards.

With the increased density and increased traffic, and higher pedestrian and bicycle volumes, some increase in accident potential might be anticipated. Most of these would be mitigated with safe roadway design and traffic management. No other significant unavoidable adverse impacts were identified.

Chapter 9: Parks and Open Spaces

9.1 Affected Environment

This section describes the existing parks and open space resources in the city of Marysville and focuses specifically on those resources that serve the downtown study area. The Comprehensive Plan Parks element guides the use and development of these resources.

9.1.1 Parks and Open Space

Marysville's downtown parks include Comeford Park and Ebey Waterfront Park. Comeford Park is a 2.6 acre park that offers picnicking areas, a playground, and gazebo as well as being home to the Ken Baxter Senior Community Center (KBSCC). Ebey Waterfront Park is a 5.4 acre park that provides waterfront access to Ebey Slough. The park includes public boat access, a short-stay moorage float, picnic facilities, playground, access for fishing, walking trails, and wash-down stations. Parking is available for 46 car-trailer combos and 32 regular parking spaces

9.2 Impacts

9.2.1 Impacts Common to Both Alternatives

Both alternatives increase demand for park and recreation facilities.

9.2.1.1 Waterfront Trail

The Marysville Shoreline Master Program (SMP) requires all new development to be set back from the shoreline at least 70 feet. In that 70 foot setback along the Ebey Slough shoreline, the Action and No Action Alternatives both require the construction of the Waterfront Trail. The Downtown Marysville Master Plan and the associated design guidelines provide more details for the design of the trail. The guidelines require a 20 foot wide public access easement with a 12 foot wide path plus 2 feet shy distance on each side with low vegetation, a strip of shoreline restoration measures and/or a strip of native vegetation at least 50 feet wide, and a shoreline outlook, rest stop, or other amenity for every parcel with over 500 feet of shoreline. This facility will improve public access to the shoreline, provide recreational opportunities, and improve pedestrian connections in the downtown study area.

The SMP allows for a reduction in the required setback to 40 feet for mixed-use development as part of master planned marina or water-dependent recreation facilities, provided public access to the shoreline, the waterfront trail, and vegetation enhancement is provided in the 40-foot setback.

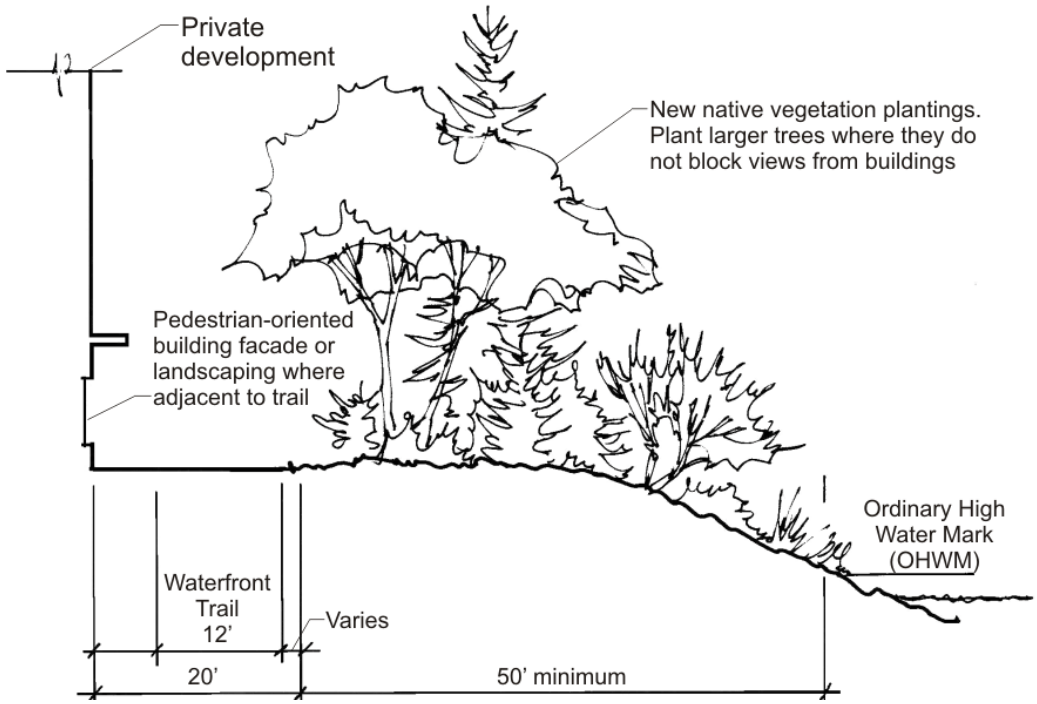


Figure 34. Section through the trail where a new building abuts the property line.

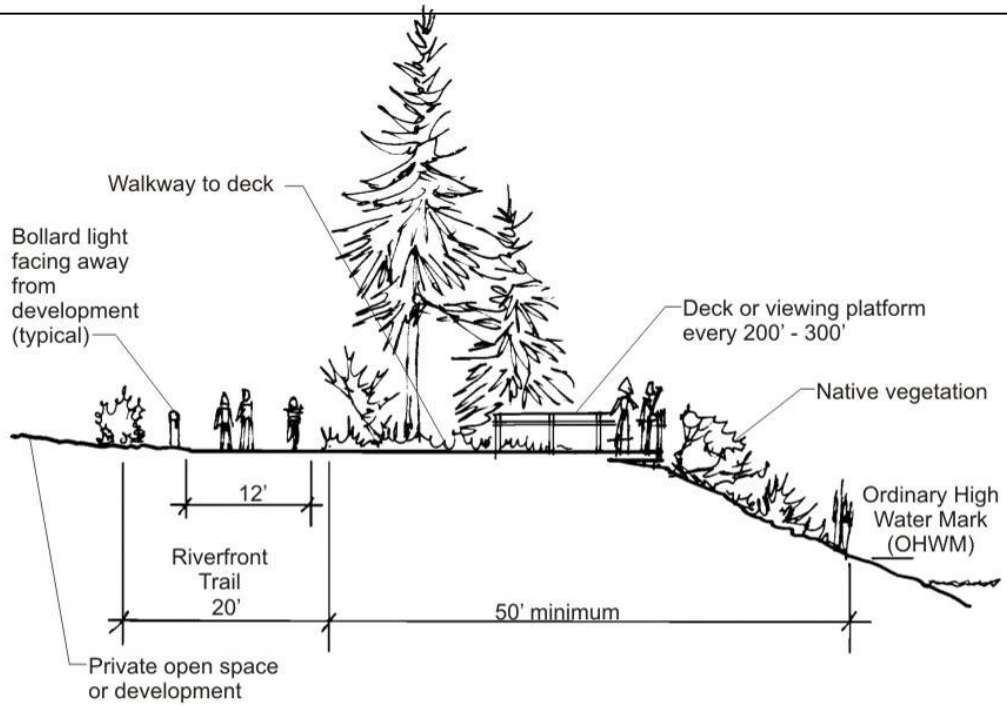


Figure 35. Section through the trail at an overlook or deck.

9.2.1.2 The Towne Center Mall Design

Both the Action and No Action Alternatives recommend incorporating open space when the Towne Center Mall redevelops. In the Action Alternative, the Downtown Marysville design guidelines require that at least 2 percent of the total site area of new development in the Towne Center Mall be provided as open space. This will increase the overall amount of open space in downtown. The design guidelines also set up design guidelines for pedestrian-oriented open space to ensure that quality open spaces are designed. In addition to open space, a goal of the Downtown Marysville Master Plan is to "daylight" and restore portions of the creek passing through the Towne Center Mall site, which is now in an underground pipe.

9.2.2 Impacts Specific to Action Alternative

9.2.2.1 Comeford Park

Comeford Park could be impacted if the new civic campus is developed in the location of the Ken Baxter Senior Community Center. While a majority of the footprint of the new City Hall would replace the footprint of the Senior Center and Senior Center parking lot, some existing open space would be lost. As can be seen in the images below, the northwest and southwest corners of Comeford Park are currently open space and would be developed when the City Hall is developed. The City Hall also has the potential to change the character of the park due to the new uses associated with the City Hall.

Figure 36. Existing conditions in Comeford Park.

Figure 37. Comeford Park with the civic campus development.

9.2.2.2 Landscaped Streetscapes

The Downtown Marysville Master Plan lays out a streetscape improvement plan that emphasizes landscaping that will be a critical part of the open space network in Downtown Marysville. In particular, the proposed Delta Street "woonerf" would provide an important north-south pedestrian connection linking Comeford Park with the riverfront. Additionally, streetscape improvements to 1st Street west of SR 529 would provide an east-west connection between the mixed-use area west of the Towne Center Mall and the proposed residential area to the east.

9.2.2.3 Other Private Open Spaces

The design guidelines include guidelines for the design of private open space to ensure that new development provides quality open space.

9.2.3 Impacts Specific to No Action Alternative

The No Action Alternative increases demand for parks and open spaces.

9.3 Mitigation Measures

9.3.1 Mitigation Measures Incorporated in the Master Plan

9.3.1.1 Comeford Park

The new civic campus project includes funding for significant improvements to Comeford Park.

9.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

9.4 Significant Unavoidable Adverse Impacts

Future growth and development will continue to increase the need for parks, open spaces, and recreation facilities under any Alternative.

Chapter 10: Public Services

10.1 Affected Environment

This section describes the existing conditions associated with public services in the Downtown Marysville study area. The services described below include fire protection and emergency medical services, law enforcement, and schools. The information below was gathered from the City of Marysville's 2004 Comprehensive Plan.

10.1.1 Fire Protection and Emergency Medical Services

The Marysville Fire District, #12, provides fire suppression, life support, fire prevention, and disaster preparedness/emergency management services for approximately 55 square miles. The district encompasses most of the UGA, including the downtown study area, as well as some areas that are outside the UGA. For additional information, refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement.

10.1.2 Law Enforcement

The City of Marysville Police Department provides public safety and crime prevention services 24 hours a day, 7 days a week. For additional information, refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement.

The Police Department provides the following services: training and recruitment of new personnel, traffic and parking enforcement, animal control services, detective services, record keeping, jail services, and crime prevention through a variety of community based programs including Seniors Against Crime.

The City of Marysville operates a 24-hour enhanced 911 dispatch service. Property crimes are the crimes most often handled by the Department. These include car prowls, malicious mischief, and burglary. Crimes associated with commercial and retail business issues include vandalism and shoplifting.

The City of Marysville employs 4 full-time and 1 part-time persons in the Municipal Court operation. In addition, there is 1 full-time probation officer. The Department processes citations issued by the Police Department for misdemeanors, gross misdemeanors and civil infractions. The gross amount of fines collected in 2003 was $ 1,025,652.

The Police and Court departments are located in the Public Safety Building located at 1015 State Avenue.

If the police station were located in the new civic campus at some point in the future, public access would be improved.

10.1.3 Public Education

In the 2008 – 2009 school year, Marysville School District #25 served approximately 11,664 students with eleven elementary schools, four middle level schools, and eight small learning communities.

The Marysville School District provides school service throughout the downtown study area. Their downtown facilities include Liberty Elementary School at 1000-47th Avenue NE; Marysville Middle School at 4923-67th Street NE; and Marysville Junior High School at 1605-7th Street. Marysville Junior High School is the only public school within the downtown study area, as defined by the Master Plan.

10.2 Impacts

10.2.1 Impacts Common to Both Alternatives

Both alternatives would contribute to demand for additional fire and EMS services, law enforcement services, and public education services. Development would likely enhance assessed valuation, tax base, and revenues available to the City which could be used to enhance public services.

10.2.2 Impacts Specific to Action Alternative

Demand for services is expected to be the same for both the Action and No Action Alternatives because the development potential is the same for both alternatives. The main difference would be that development may occur faster under the Action Alternative because of public infrastructure investments and incentives recommended under the Action Alternative. If development occurs faster under the Action Alternative, then additional public services would need to be provided at a faster rate as well.

10.2.3 Impacts Specific to No Action Alternative

Demand for services is expected to be the same for both the Action and No Action Alternatives because the development potential is the same for both alternatives.

10.3 Mitigation Measures

10.3.1 Mitigation Measures Incorporated in the Master Plan

- Focusing growth in downtown where services are available should provide the greatest efficiency and least cost for service providers by increasing the customer base.
- The design guidelines for Downtown Marysville incorporate a number of Crime Prevention Techniques through Environmental Design (CPTED) standards to encourage building and site designs that reduce opportunities for crimes to occur.

10.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

10.4 Significant Unavoidable Adverse Impacts

Future growth and development will continue to increase the need for fire protection services, EMS services, police services, and school facilities and programs under either Alternative.

Chapter 11: Utilities

11.1 Affected Environment

This section describes the existing conditions associated with utilities in the Downtown Marysville study area. The utilities described below include water, sewer, solid waste collection and disposal, power, cable television, telephone communications, and natural gas. The information below was gathered from the City of Marysville's 2004 Comprehensive Plan, City of Marysville's 2009 Water Comprehensive Plan (DRAFT), review of City GIS data, and discussions with utility purveyors.

11.1.1 Water

The Downtown Master Plan study area is located in the 170 Zone of the South Service Area of the City of Marysville's Water System. Water is supplied to the South Service Area from the City of Everett via Joint Operating Agreement No. 1. The water system in the South Service Area is operated and maintained by the City of Marysville Department of Public Works. See Figure 38. For a more detailed description of Marysville water system, reference the 2005 Comprehensive Plan, 2005 EIS, 2009 Water Comprehensive Plan (DRAFT) and Downtown Master Plan. It should be noted that the 2009 Water Comprehensive Plan (DRAFT) addresses the planning period between the years 2009 and 2028.

City Staff has stated that there are no known problems with the existing water main distribution within the Master Plan Study area at this time. The 2009 Water Comprehensive Plan (DRAFT) recommends system improvements within the study area by way of the City's Capital Improvement Program.

11.1.2 Stormwater

Within the Downtown Master Plan study area, stormwater runoff from roadways, buildings, driveways, parking lots and other impervious surfaces is collected, then conveyed through public drainage storm drainage system. See Figure 39.

Most of the public drainage infrastructure lies primarily within existing road rights-of-way. Generally, run-off is collected on individual properties and either conveyed directly to the public system or detained on-site with metered release into the public system. Marysville currently regulates storm drainage utilizing Title 14 of the Marysville Municipal Code.

11.1.3 Sewer

The City of Marysville operates and maintains the sanitary sewer system and wastewater treatment facility that serves the City, including the Downtown Marysville Master Plan study area. See Figure 40.

The City of Marysville 2005 Comprehensive Plan has indicated that adequate capacity exists to serve the study area based on the Comprehensive Plan's projected development in the downtown area. Additional information can be found in the May 2005 Sewer Comprehensive Plan.

11.1.4 Solid Waste Collection and Disposal

Solid waste removal services are provided by the City of Marysville Public Works Department within the city limits.

11.1.5 Power

Power services are provided by Snohomish County Public Utility District No. 1 primarily by way of overhead distribution with some underground distribution. See Figure 41. The distribution system and associated appurtenances serve the study area as well as locations outside the study area. Additional information can be found in the City of Marysville 2005 Comprehensive Plan.

11.1.6 Cable Television Communications

Cable television (CATV) services are provided by Comcast via overhead distribution. The distribution system and associated appurtenances serve the study area as well as locations outside the study area.

11.1.7 Telephone Communications

Telephone communications services are provided by Verizon via overhead distribution. The distribution system and associated appurtenances serve the study area as well as locations outside the study area.

11.1.8 Natural Gas

Puget Sound Energy provides natural gas to the study area via underground distribution. The distribution system and associated appurtenances serve the study area as well as locations outside the study area. Additional information can be bound in the City of Marysville 2005 Comprehensive Plan and Final Environmental Impact Statement.

Figure 38. Water utilities in the downtown study area.

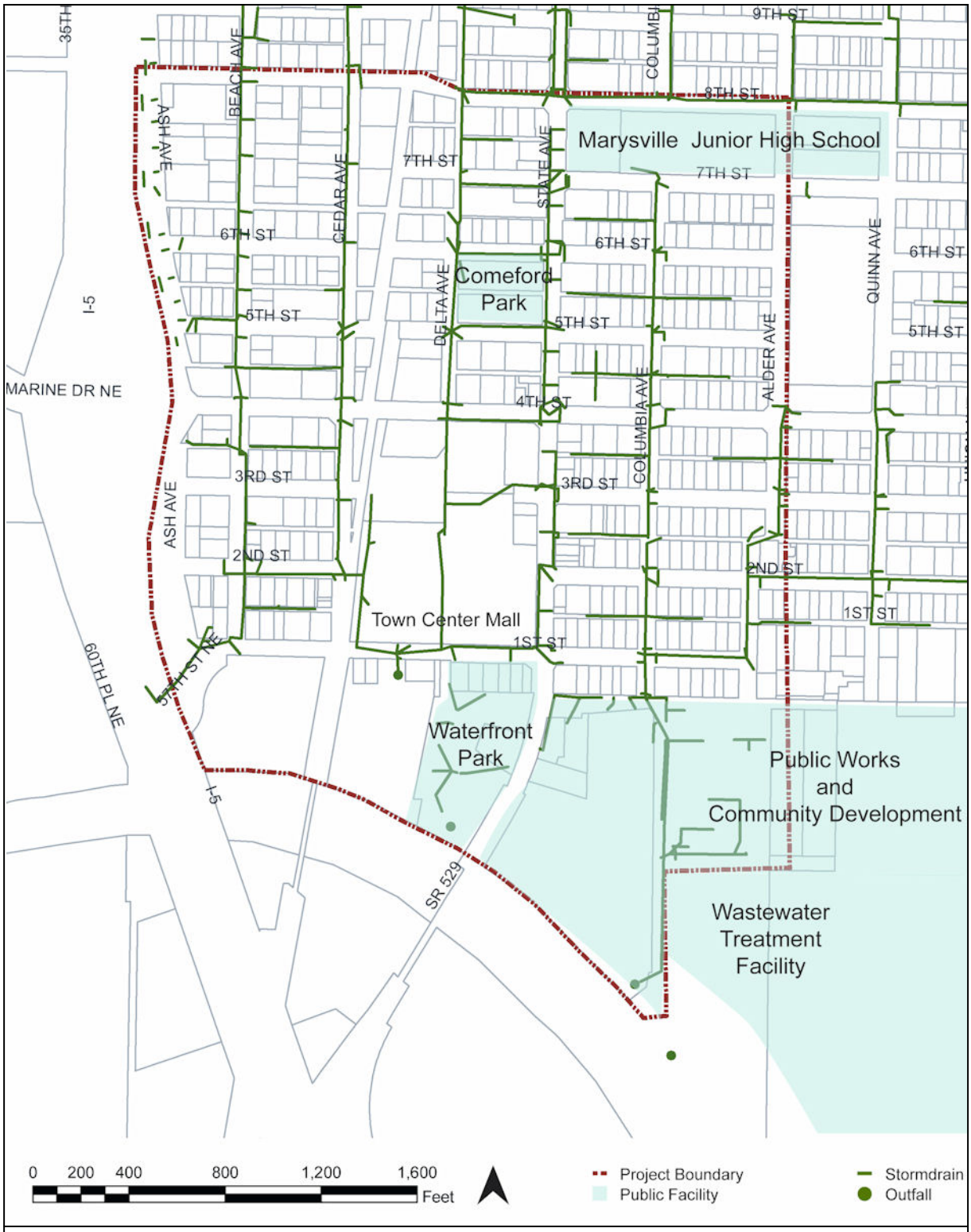


Figure 39. Stormwater utilities in the downtown study area.

Figure 40. Sanitary sewer utilities in the downtown study area.

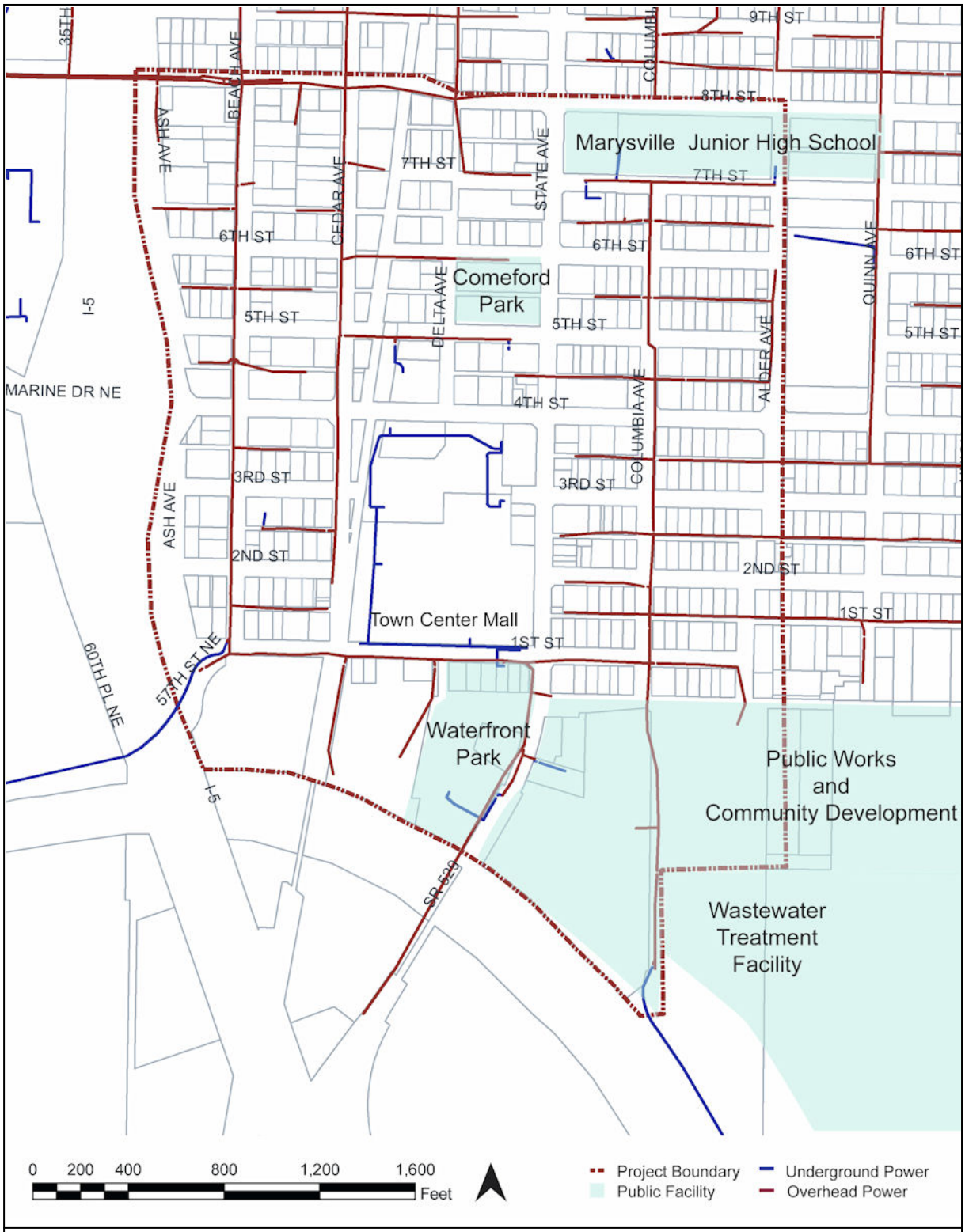


Figure 41. Power lines in the downtown study area. Note: telephone and cable television overhead distribution generally follow power distribution.

11.2 Impacts

Both alternatives will result in increased demand for all utility services, as discussed below. Construction activities may result in rerouting of existing utilities on either a temporary or permanent basis. Construction will likely lead to temporary service interruptions of existing utilities.

11.2.1 Impacts Common to Both Alternatives

The downtown development anticipated for both the Action and No-Action Alternatives exceeds the projections set forth in the 2005 Comprehensive Plan. The impact analysis set forth herein is based on the capacity projections reflected in the Illustrative Development Scenario in Table 3 of Chapter 2.

11.2.1.1: Water

Both alternatives increase demand for water. The City's draft 2009 Water Comprehensive Plan analyzed the capacity of downtown's water source (South Service Area) and concluded that the capacity exceeds the plan's forecasted demand for the year 2028. Furthermore, Parts 9.2 and 9.2.4 of the 2009 Water Comprehensive Plan (DRAFT) indicate that with planned improvements the delivery system is adequate to meet the needs of the plan's forecasted demand.

However, it cannot be confirmed that the draft 2009 Water Comprehensive Plan's development forecast (for the year 2028) coincides with the development projections set forth for downtown in this Draft SEIS. Applying a worst-case-scenario methodology, the anticipated water demand for the Action and No Action Alternatives was compared against the Year 2028 surplus capacity listed in Table 5-4 of the draft 2009 Water Comprehensive Plan. The maximum daily demand of 878,000 gallons per day (GPD) for both the Action and No Action Alternatives is less than surplus capacity of 3,017,456 GPD. This evaluation indicates the water system can accommodate the demand of both alternatives.

11.2.1.2: Storm Drainage

Increased urban development will likely result in an increase in the volume and rate of stormwater runoff and trigger water quality requirements. For further discussion refer to the Water Resources section of this report (Chapter 4).

11.2.1.3: Sewer

Both alternatives increase demand for wastewater treatment and service.

Referring to the 2005 Comprehensive Plan and the May 2005 Sewer Comprehensive Plan the City of Marysville's wastewater treatment facility has been sized to accommodate additional growth anticipated by the 2005 Comprehensive Plan. The wastewater treatment facility also has the capacity to accommodate the higher growth rates projected for both the Action and No Action Alternatives studied in this SEIS, provided that other development outside the study area anticipated by the 2005 Comprehensive Plan and the May 2005 Sewer Comprehensive Plan be reduced accordingly to offset the increase in development projected by the Action and No Action Alternatives in this SEIS. Additional

capacity analysis of the treatment facility may determine that sufficient capacity exists to accommodate both alternatives without reducing development outside the study area.

A full flow analysis of conveyance facilities in the study area reveals that the conveyance facilities have capacity for the both the Action and No Action Alternatives. Note that the conveyance facilities within the study area also convey flows from development outside the study area. The study area conveyance capacity analysis did not take into consideration conveyance capacity consumed by development outside the study area. Additional capacity analysis of the conveyance facilities would be required to confirm that the conveyance system has capacity for both the alternatives and the development (both existing and proposed) outside the study area.

11.2.1.4: Solid Waste Collection and Disposal

Additional growth would contribute to increased demand for solid waste and recycling capacity.

Construction activities may also impact solid waste and recycling operations. Alternate pick up points and our detours may be required to facilitate transfer of solid waste and recycling during periods of construction.

11.2.1.5: Electrical and Franchise Utilities

Additional growth would contribute to increased demand for power, CATV, telephone, and natural gas services.

Given most utility distribution, both overhead and underground, is located in the public right-of-way, improvements to existing rights of way may impact existing utility distribution. Construction of new rights of way via dedication would require construction of new utility distribution to support adjacent, private property development.

Clearance from overhead utility distribution in the right-of-way may be impacted by private property redevelopment, particularly multi-story, zero lot line redevelopment.

11.2.2 Impacts Specific to Action Alternative

The Master Plan's proposed streetscape recommendations apply the use of Low Impact Development elements in the City ROW which would impact the configuration of the existing Storm Drainage infrastructure system. For more discussion see Surface Water section in the Water Resources chapter of this report (Chapter 4).

11.2.3 Impacts Specific to No Action Alternative

The No Action Alternative does not have any additional impacts other than those mentioned in 11.2.1.

11.3 Mitigation Measures

The City should coordinate with other agencies that provide services and facilities for growth, by planning and assisting in the siting and location of services and facilities, as stated in the Comprehensive Plan Public Facilities and Services Element. When development occurs, meet with utility purveyors to determine available capacity. Where available capacity is insufficient work with the utility purveyors to determine necessary utility improvements to provide needed capacity.

11.3.1 Mitigation Measures Incorporated in the Master Plan

The Master Plan recommended streetscape improvements include use LID stormwater management (See Surface Water section in the Water Resources Chapter for further discussion). If implemented an increase in pervious surface and infiltration would decrease the load on the current storm drainage infrastructure within the down town study area.

11.3.2 Mitigation Measures Incorporated in Existing Regulations and Commitments

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

11.4 Significant Unavoidable Adverse Impacts

Future growth and development will continue to increase the need for water services, stormwater management, wastewater treatment, solid waste collection and disposal, power distribution, cable television distribution, telephone communications distribution and natural gas distribution under any Alternative. Construction under future development may result in temporary outages to existing utilities.

Chapter 12: References

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DRAFT
9-2-09

C I T Y O F M A R Y S V I L L E
Marysville, Washington

ORDINANCE NO. _____

AN ORDINANCE OF THE CITY OF MARYSVILLE, WASHINGTON, RELATING TO LAND-USE AND ZONING; ESTABLISHING A PLANNED ACTION FOR THE DOWNTOWN MASTER PLAN; PROVIDING FOR THE ESTABLISHMENT OF MITIGATION MEASURES AND CONDITIONS FOR APPROVAL OF PROJECTS LOCATED WITHIN DOWNTOWN MARYSVILLE; PROVIDING FOR A STREAMLINED REVIEW AND APPROVAL OF PROJECTS WHICH MEET PLANNED ACTION CRITERIA; PROVIDING FOR AN EFFECTIVE DATE; AND PROVIDING FOR AN EXPIRATION DATE.

WHEREAS, the Governor's Task Force on Regulatory Reform recommended changes to state law that would enable local governments to consolidate environmental review of plans prepared under the Washington State Growth Management Act (GMA); and

WHEREAS, both the State Environmental Policy Act ("SEPA") and Chapter 36.70B Revised Code of Washington ("RCW") provide for the integration of environmental review with project review through the establishment of "Planned Actions"; and

WHEREAS, Planned Actions expedite the permitting process where substantial planning and environmental analysis have been done prospectively for specific geographic areas that are less extensive than the municipality's jurisdictional boundaries or that are for certain types of development; and

WHEREAS, RCW 43.21C.031 and Washington Administrative Code ("WAC") 197-11-164, -168, and –172 allow for and govern the application of a Planned Action designation; and

WHEREAS, the City of Marysville has adopted a comprehensive plan for the Marysville Urban Growth Area under the provisions of Chapter 36.70A RCW; and

WHEREAS, the comprehensive plan provides for adoption of a subarea plan for the geographic area located within the urban growth boundary commonly known as the Downtown Plan Area, which subarea plan provides for the future build out of the

Downtown in a manner consistent with the comprehensive plan and community vision; and

WHEREAS, the Planning and Building Department has conducted a thorough review of the development anticipated within the Downtown and prepared and adopted a Supplemental Environmental Impact Statement (SEIS) under the State Environmental Policy Act (SEPA), Chapter 43.21C RCW, which environmental analysis has considered the impacts of the anticipated development of the Downtown consistent with the subarea and redevelopment plan, and provides for mitigation measures and other conditions to ensure that such future development will not create adverse environmental impacts; and

WHEREAS, on _____ the Marysville City Council held a public hearing on this Planned Action Ordinance to allow an opportunity for public comment as required by WAC 197-11-168.

NOW THEREFORE, the City Council of the City of Marysville, Washington, does ordain as follows:

Section 1. Chapter 19.23 of the Marysville Municipal Code as hereby adopted to read as follows:

CHAPTER 19.23

DOWNTOWN PLANNED ACTIONS

19.23.010 Purpose.
19.23.020 Findings.
19.23.030 Procedure and Criteria for Evaluating and Determining Projects as Planned Actions
19.23.040 Review and Approval of Planned Action Projects.
19.23.050 Environmental Documents.
19.23.060 Conflict of Development Regulations and Standards.

19.23.010 Purpose.

The City Council declares that the purpose of this ordinance is to:

A. Combine environmental analysis with land use planning;

B. Streamline and expedite the land use permit process by relying on completed and existing detailed environmental analysis for certain land uses allowed in Downtown Marysville;

C. Set forth a procedure designating certain project actions within Downtown Marysville as Planned Actions consistent with RCW 43.21C.031;

D. Provide the public with an understanding of Planned Actions and how the City will process Planned Actions;

E. Adopt the supplemental environmental impact statement for the Downtown Master Plan (SEIS) as a Planned Action document that provides a framework for encouraging development proposals withint he Planned Action Area described in MMC 19.23.030A ("Planned Action Projects") that are consistent with the goals and policies of the City of Marysville Comprehensive Plan and the City of Marysville Downtown Master Plan; and

F. Apply the City's development codes together with the SEIS and mitigation framework described in MMC 19.23.030 to expedite and simplify processing Planned Action developments, consistent with RCW 43.21C.240 and WAC 197-11-158.

19.23.020 Findings.

A. The City Council finds that:

1. A subarea plan (Downtown Master Plan or Downtown Plan) has been prepared and adopted by the Council under the provisions of the Growth Management Act, Chapter 36.70A RCW, for the geographic area located within the Downtown Planning Area commonly known as the Downtown.

2. The Downtown Master Plan is consistent with the Marysville Comprehensive Plan and provides for the planned build out of the Downtown over a twenty year planning period.

3. A supplemental environmental impact statement has been prepared pursuant to Chapter 43.21C RCW in conjunction with the adoption of the Downtown Master Plan.

4. The Downtown Plan and SEIS have addressed all the significant environmental impacts associated with the land uses allowed by the applicable development regulations and standards as described in the

Plan.

5. The thresholds described in the Downtown Plan and SEIS are adequate to identify significant adverse environmental impacts.

6. The mitigation measures contained in the mitigation document, Attachement A to this ordinance, together with the City's development regulations and standards, are adequate to mitigate the significant adverse environmental impacts anticipated by development consistent with the Downtown Plan.

7. A streamlined process will benefit the public, adequately protect the environment, and enhance the economic redevelopment of the Downtown.

8. Public involvement and review of the Downtown Plan and SEIS have been extensive and adequate to ensure a substantial relationship to the public interest, health, safety, and welfare.

9. The uses allowed by the City's development regulations in the zoning classifications in the Downtown will implement the Downtown Plan.

10. This ordinance shall be known as the “Downtown Planned Actions” Ordinance or Chapter.

19.23.030 Procedure and Criteria for Evaluating and Determining Projects as Planned Actions.

A. Land uses and activities described in the Downtown Master Plan and SEIS, subject to the thresholds described therein and the mitigation measures described in the mitigation document attached to this ordinance as Attachment A, may be determined to be Planned Actions consistent with RCW 43.21C.031 and WAC 197-11-164 to 172 and pursuant to this ordinance.

B. Applications for project permit or approval which may qualify as planned actions under this ordinance shall meet the submittal requirements of Chapter 19.50 MMC for the particular type of land use action, permit, or approval sought, including submittal of an environmental checklist or other environmental document where required.

C. Upon receipt of a complete application under the provisions of Chapter

19.50 MMC, the Planning Director or designee shall determine whether a particular application for project permit or approval qualifies as a planned action according to the following criteria:

1. The project is located within the geographic boundaries described in the Downtown Plan.

2. The zoning designation of the property where the project is proposed is consistent with those designations analyzed in the Downtown Plan and SEIS;

3. The use described in and proposed by the project application is among, or consistent with, the uses and intensity of uses allowed by the City's development regulations and consistent with those uses analyzed in the Downtown Plan and SEIS;

4. The proposed project impacts, both project specific and cumulative, are within the thresholds set forth in the Downtown Plan and SEIS, and summarized in the mitigation document (Attachment A);

5. The project's probable significant environmental impacts have been adequately addressed and analyzed in the Downtown Plan and SEIS;

6. The project implements the goals and policies of the Downtown Plan and is consistent with the City's comprehensive plan;

7. The project's probable significant environmental impacts will be adequately mitigated or avoided through the application of the mitigation measures and other conditions required by application of the mitigation document (Attachment A) and other local, state, federal development regulations and standards;

8. The proposed project complies with all applicable local, state, and federal regulations and development standards;

9. The proposed project is located within the City of Marysville Urban Growth Area;

10. The proposed project is not an Essential Public Facility as defined by Chapter 36.70A.200 RCW.

D. The Planning Director shall make a written determination that an

application for project permit or approval meets the criteria in subsecton (C) above. Such written determination shall be issued simultaneously with, and in the same manner, as the written Notice of Application required by Chapter 19.50 MMC. The Planning Director determination shall be appealable in accordance with MMC 19.52.030.

E. If the Planning Director determines that an application for project permit or approval does not qualify as a planned action, the application shall be reviewed and processed under the applicable procedures for project approval under Chapter 19.52 MMC. The Planning Director shall prescribe a SEPA review procedure consistent with Chapter 19.22 MMC. Such SEPA review may use or incorporate relevant elements of the environmental analysis in the SEIS or Downtown Master Plan.

F. If the Planning Director determines that an application for project permit or approval qualifies as a Planned Action, the project permit application shall be processed under the administrative procedures set forth in MMC 19.23.040.

19.23.040 Review and Approval of Planned Action Projects.

A. An application for project permit or approval, which is designated by the Planning Director as a Planned Action under MMC 19.23.030, shall be subject to approval under the provisions of Chapter 19.52 MMC.

B. No application for project permit or approval designated a Planned Action under MMC 19.23.030 shall require the issuance of a threshold determination under SEPA, as provided by RCW 43.21C.031 and WAC 197-11-172(2)(a). No procedural SEPA appeals under Chapter 19.22 MMC shall be allowed.

C. An application for project permit or approval designated a Planned Action under MMC 19.23.030 shall not be subject to further procedural review under SEPA, but the proposed project may be conditioned to mitigate any adverse environmental impacts which are reasonably likely to result from the project proposal.

D. The determination to approve, conditionally approve, or deny an application for Planned Action project permit or approval shall be appealable pursuant to MMC 19.52.030; provided that the environmental analysis and mitigation measures or other conditions contained in the mitigation document (Attachment A), the Downtown Master Plan, or SEIS shall be

afforded substantial weight.

19.23.050 Environmental Documents.

A Planned Action designation for a site-specific project action, permit, or approval shall be based upon the environmental analysis contained in the Downtown Master Plan and SEIS. This Downtown Plan and SEIS, including potential mitigation measures, are hereby incorporated in this ordinance and adopted by reference. The mitigation document (Attachment A) is based upon the analysis contained in the SEIS. The mitigation document, together with existing City codes, ordinances, and standards, shall provide the framework for the decision by the City to impose conditions on a Planned Action project. Other environmental documents and studies listed in the Downtown Plan and SEIS may also be used to assist in analyzing impacts and determining appropriate mitigation measures in accordance with MMC 19.23.040.

19.23.060 Conflict of Development Regulations and Standards.

In the event of conflict between this Ordinance or any mitigation measures imposed pursuant thereto and any other ordinance or regulation of the City, the provisions of this Ordinance shall control.

Section 2. Severability.

Should any section, subsection, paragraph, sentence, clause, or phrase of this Ordinance or its application to any person or situation be declared unconstitutional or invalid for any reason, such decision shall not affect the validity of the remaining portions of this Ordiance or its application to any other person or situation.

Section 3. Third Party Liability.

This ordinance does not create or otherwise establish or designate any particular class or group of persons who will or should be espcially protected or benefited by the terms of these regulations. No provision or term used in these regulations is intended to impose any duty whatsoever upon the City or any of its officers, employees, or agents.

Notwithstanding any language used in this ordinance, it is not the intent of tis Ordinance to create a duty and/or cause of action running to any individual or identifiable person, but rather any duty is intended to run only to the general public.

Section 4. Effective Date.

This Ordinance shall take effect 5 days following passage and publication.

Section 5. Expiration Date.

This ordinance shall expire twenty (20) years from the date of adoption unless otherwise repealed or readopted following a public hearing.

PASSED by the City Council and APPROVED by the Mayor this _____ day of _____, 2009.

CITY OF MARYSVILLE

By_____
DENNIS KENDALL, Mayor

ATTEST:

By_____
TRACY JEFFRIES, City Clerk

Approved as to form:

By_____
GRANT K. WEED, City Attorney

Date of Publication: _____

Effective Date (5 days after publication): _____

DRAFT
9-17-09

C I T Y O F M A R Y S V I L L E
Marysville, Washington

Attachment A
Mitigation Measures

Introduction
This document is a summary of thresholds of development levels, mitigation as required by existing regulations, and mitigation measures identified in Marysville's Downtown Master Plan. This mitigation document, together with existing City codes, ordinances, and standards, shall provide the framework for the decision by the City to impose conditions on a Planned Action project. Other environmental documents and studies listed in the Downtown Plan and SEIS may also be used to assist in analyzing impacts and determining appropriate mitigation measures in accordance with MMC 19.23.040. The mitigation measures are listed consistent with the order of the chapters in the SEIS (which includes the Draft SEIS and the Addendum to the Draft SEIS).

Thresholds
The Downtown Master Plan included an illustrative development scenario that projected development in a 20-year planning horizon for the downtown planning area. The numbers reflected in the master plan scenario represent the upper end of development that is expected in the next 20 years. These land use projections form the parameters upon which the Downtown Master Plan's infrastructure plan and the SEIS are based. Development that goes beyond these thresholds would therefore be subject to additional State Environmental Policy Act (SEPA) analysis.
The thresholds refer to the net gain in dwelling units or square footage (gross building floor area) from the date the Master Plan and SEIS were adopted and include:

- 1,108 additional dwelling units
- 69,016 square feet of retail
- 267,000 square feet of office space
- 47,538 square feet of civic space

The thresholds also assume some displacement of manufacturing uses in the study area. See Chapter 2 of the Master Plan and Section 2.3.2 in the Draft SEIS for details.

Chapter 3: Earth

<u>Existing Regulations</u>
Impacts will be mitigated according to the City's Best Management Practices (BMPs) for soils impacts and Washington Department of Ecology's (DOE) Best Management Practices (BMPs), including structural, physical, and managerial BMPs required as part of new development. Adherence to standard construction practices and current building codes will mitigate risks due to seismicity. New construction will be required to clean up any soil contamination.

Downtown Master Plan

In the Action Alternative, the City Hall site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development.

Other

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

Chapter 4: Water Resources

Existing Regulations

Implementation of all improvements will be in accordance with Title 14 of the Marysville Municipal code and will comply with the currently adopted version of the DOE Stormwater Manual at the time of implementation.

Downtown Master Plan

The Master Plan provides the framework and incentives for implementation of Low Impact Development (LID) Stormwater Management practices within the City right-of-way (ROW), which would provide water quality for both private developments and City ROW.

The City Hall site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development.

Other

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

Chapter 5: Streams, Wetlands, Fish, and Wildlife

Existing Regulations

Stream and wetland buffers in MMC 19.24, stormwater management requirements (MMC 14.15), and construction requirements and BMPs would be implemented to maintain water quality and hydrologic function of critical areas in the study area.

Downtown Master Plan

The civic campus site will be built to LEED Gold or LEED Silver standard, which will help mitigate many of the environmental impacts of new development. While LEED does give credits for using Low Impact Development techniques, the City will require that LID techniques be incorporated into the site design of the new civic campus, including rain gardens or swales in the parking lot to help mitigate the increase in impervious surface area. Parking lot landscaping and landscaping throughout the site will also help mitigate the impacts of this new development.

Other

Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.

Chapter 6: Land Use, Population, and Housing

Existing Regulations

Existing zoning regulations limit the building height and land uses and set forth minimum setbacks and other land use regulations to mitigate the impacts of development.

Downtown Master Plan

The Downtown Design Guidelines mitigate the visual impacts of new development through the following elements:

- Site design guidelines (ensuring that development is oriented to the street).
- Pedestrian access, amenities, and open space design (providing for enhanced pedestrian access and providing people friendly spaces).
- Vehicular access and parking design (enhancing circulation while minimizing impacts to the pedestrian environment).
- Building design (reducing the perceived scale of large buildings and adding visual interest).
- Landscaping (mitigating the visual impacts of vehicular access areas and screening blank walls and service elements).

Chapter 7: Environmental Health

Existing Regulations

All infrastructure, civic, and private development activities would be required to comply with local and state regulations.

Chapter 8: Transportation

Existing Regulations

MMC Section 11.52 and MMC Title 18B establish commute trip reduction requirements and traffic impact fees and mitigation respectively.

Development within the study area shall comply with traffic analysis and proportionate fee requirements as established in the Snohomish County/Marysville Traffic Interlocal Agreement dated June 10, 1999, as amended.

Downtown Master Plan

On streets with designated bicycle routes, if angled parking is included in the road profile, the parking should be designated and enforced as back-in angled parking.

Upon completion of the Delta Avenue improvements, add a pedestrian signal on 4th Street.

An aggressive transportation demand management (TDM) program will help reduce trip generation impacts from employees and reduce the parking demand. To facilitate pedestrian and bicycle connections to the civic campus, the 8th Street reconstruction from Cedar Avenue to State Avenue, which will include pedestrian and bicycle facilities may be required earlier than is currently proposed in the list of improvement projects.

Other

City Comprehensive Plan addresses enhanced mobility, safety, neighborhood access, agency coordination, responsible funding, and support and encouragement of transit and non-motorized modes.

The existing Transportation Element includes the transit, non-motorized, and concurrency

elements that were not included in this current update.

Chapter 9: Parks and Open Space

Downtown Master Plan
The new civic campus project includes funding for significant improvements to Comeford Park.

Other
Refer to the City's Comprehensive Plan EIS for related park and open space mitigation measures.

Chapter 10: Public Services

Downtown Master Plan
Focusing growth in downtown where services are available should provide the greatest efficiency and least cost for service providers by increasing the customer base.
The design guidelines for Downtown Marysville incorporate a number of Crime Prevention Techniques through Environmental Design (CPTED) standards to encourage building and site designs that reduce opportunities for crimes to occur.

Other
Refer to the City's Comprehensive Plan EIS for related public service mitigation measures.

Chapter 11: Utilities

Downtown Master Plan
No mitigation is anticipated to maintain utility level of service. Existing systems have capacity for proposed development. Minor utility reconfiguration may be required to serve the proposed development. The Snohomish County Public Utility District will consult with the City of Marysville and the Tulalip Tribes in developing the optimal future electrical system alternatives to serve the projected growth within the study area.
The Master Plan recommended streetscape improvements include use LID stormwater management. If implemented an increase in pervious surfaces and infiltration would decrease the load on the current storm drainage infrastructure within the study area.

Other
Refer to the City of Marysville Integrated 2005 Comprehensive Plan Environmental Impact Statement for additional mitigation measures.