

**MANSFIELD URBAN AREA**

**COMPREHENSIVE PLAN**

Adopted by Ordinance No. 406, on September 9, 2003

This Comprehensive Plan has been prepared by the Town of Mansfield Planning Commission and Town Council with the assistance of Alliance Consulting Group, Inc..

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## **HISTORY OF THE TOWN OF MANSFIELD**

The Town of Mansfield has been intricately tied to the Railroad throughout its history. Shortly before its incorporation in February of 1911, the railroad made its first run up to the area in November 1909. Mansfield was billed as "The Town at the End of the Line", and subsequently experienced rapid growth, becoming a "Boom Town". At this time there was a passenger train that left every morning for Wenatchee and returned in the evening, as well as a freight train which left in the afternoon and returned the next morning. The area finally had a vital link to the outside for commodity transport and passenger use.

During its early years, Mansfield was a lively spot, sporting two banks, general merchandise stores, restaurants, and real estate offices, as well as a blacksmith shop, hotel, lodging house, and a pool hall, among other things. The community even had its own newspaper, The Mansfield News, that was established in late 1909. It was a typical western town constructed mostly of wooden buildings and sidewalks with ornamental store fronts. As is the case today, the elevators at the south end of Town dominated the skyline, a testament to the "lifeblood" of the community, wheat. Initially, the train station was a popular gathering place whenever a train was in Town, and the telegraph there was the main source for receiving news from the outside.

In later years, Mansfield suffered numerous setbacks, primarily in the form of fires, drought, poor crops and bank failures. Two fires in 1914 destroyed the majority of the downtown area, resulting in an ordinance which required fire proof materials be used in any construction taking place in the business core. The Town rebuilt itself, and for 6 years it was again a thriving community, until the early 1920's when scant rainfall, a saturated wheat market, and the closing of the Bank of Mansfield dealt the second major blow to the community. The train slowed to only three trips a week as grain prices dropped. Another devastating fire hit Mansfield in the summer of 1922 that again destroyed numerous businesses, including the Mansfield News, as well as four residences.

The community did not rebuild to its former self after the 1922 fire, but life went on for those who stayed; clubs continued to meet, social life went on, and farms that had been idle were eventually purchased. While there were no more "boom" times, the area grew and prospered, and the train ran three times a week, or daily when there was more wheat to haul. However, with the advent of modern truck transportation the need for rail service, particularly to bring products into the area, diminished, and on March 2, 1985 the last train to Mansfield made its run.

Although the history and life of Mansfield has been tied to the railroad, opportunities now exist for the community to find new life. Telecommunications, tourism and recreation, as well as problems found in larger communities have made Mansfield a desirable and accessible place to live and raise a family. Mansfield's future is an exciting prospect as well as a challenging one, which fits well into the spirit of the community that has prevailed throughout its history!

## **PURPOSE**

The Comprehensive Plan for the Town of Mansfield is intended to be a guide for the physical growth and development of the community and its immediate surroundings for the foreseeable future, or about the next twenty (20) years. It provides goals, policies and recommendations to be used as official policy guidelines that will enable Town officials to make informed decisions that are in the best interest of the community as a whole.

The Plan is also intended to help maintain reasonable continuity in future decision-making as turnover occurs within the Town's legislative body. It furnishes direction for the development of the Town which will make it a more convenient, attractive and orderly place in which to live, shop, work and play. However, the Plan must be periodically reviewed and updated to reflect technological, social, economic and political changes that may invalidate certain plans and policies. For the purposes of the Town of Mansfield, a minimum 7 year update is recommended, to be done in association with updates in population, land use and capital facility information.

First in 1935 and again in 1990 the State Legislature realized the necessity for planning ahead, and enacted legislation that granted local governments the authority to plan for the future development of their particular jurisdiction. The primary emphasis of the Growth Management Act (RCW 36.70A) is coordinated, cooperative planning efforts, with substantial, continuous input from all sectors of the population that will help balance the scales between economic development and environmental preservation. It also became a responsibility of local governments to follow through with the citizens' vision for their community by implementing the direction laid out in the comprehensive plan with compatible development regulations such as zoning and subdivision codes.

The following 14 goals are those broad issues that the State legislature, in 1990 and 1991, charged local government to address, as they pertain to the particular community:

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

**REDUCE SPRAWL...**Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.

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

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

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

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

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

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

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

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

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

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

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

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

On the pages to follow are listed the primary goals and policies of the citizens of Mansfield that help define their priorities in dealing with all of these issues. These goals and policies are intended to also express what the people of Mansfield see as the future of their community.

## **AUTHORITY**

The Growth Management Act (GMA) is the enabling legislation that renders this Comprehensive Plan a legally recognized document by the State of Washington; however, it is a policy document only.

The policies are required by GMA to be implemented through the use of such regulatory tools as zoning and subdivision ordinances, as well as other innovative techniques. These regulations must be developed and maintained in accordance with the goals and policies of this Comprehensive plan, as set forth in the Growth Management Act, as amended.

## **SCOPE AND ORGANIZATION**

This Comprehensive Plan is composed of seven (7) main elements, as provided for in RCW 36.70A.070 and 36.70A.080, which must be closely interrelated to serve as a satisfactory guide for future development:

- The Land Use Element
- The Housing Element
- The Utilities Element
- The Capital Facilities Element
- The Transportation Element
- The Recreation Element
- The Unincorporated Area Development & Annexations Element
- The Economic Development Element
- The Environment & Critical Areas Conservation Element

## **PLAN DEVELOPMENT AND PUBLIC PARTICIPATION**

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

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

After completing the immediate tasks of designating, classifying and regulating resource lands and critical areas, staff began work on the comprehensive plans. To manage the size and scope of the County, it was separated into 4 geographic areas called Planning Units. Each Planning Unit was assigned a planner who would be responsible for completing the GMA requirements in that area.

Mansfield is located in Planning Unit 3 along with the community of Bridgeport and the surrounding rural area. Through the County's GMA Regional Council, a citizen committee was appointed, consisting of 3 people from the Mansfield area and 6 people from the Bridgeport area.

Beginning in October of 1992, this committee began meeting on a monthly basis at open, advertised public meetings. Their first tasks involved getting acquainted with not only each other but also with the GMA and its requirements. There was much discussion on growth in the county, both how much there would be and how it should be dealt with, as well as what the future held for the two communities. After developing some broad goal and policy statements for all of the elements, the focus of this committee shifted away from the unincorporated areas and turned more specifically toward each community. The last meeting of this full committee was in April of 1993 where it was decided that the members from each community would begin meeting regularly with their Planning Commissions to complete the communities' plans. This initial planning effort culminated with the adoption of the first-ever Mansfield Urban Area Comprehensive Plan by the Mansfield Town Council in July of 1994.

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

## **BACKGROUND INFORMATION**

### **Land Use...**

Mansfield is a small farming community located in the north central portion of Douglas County. Within the existing Mansfield Urban Growth Area (UGA) there is approximately 437 acres, which includes 365 acres in parcels with an additional 20% added to account for both platted and improved right-of-way. The original town was surveyed and platted by the railroad in 1909 and 1910, with the majority of the town being located in the northwest quarter of Section 26, Township 27 North, Range 25 East. In general, the Town is situated on a relatively flat basalt plateau, surrounded by dryland wheat fields. It is a community that is dependant on this surrounding agricultural activity for its base economy.

Table 1 demonstrates the distribution of land uses throughout the city limits including the existing Urban Growth Boundary, based on a visual land use inventory conducted by Alliance Consulting Group, Inc. in August of 2002. The "Single Family" represents properties that are used for residential purposes, including manufactured homes. The "Multi-Family" category represents any residential structure having more than one unit. In the case of Mansfield, there are no duplex structures and there is only one apartment complex in Town. Included in the "Public" classification are all of the parks, all Town of Mansfield and Douglas County offices and shops, and the School and play fields. "Quasi-

Public” consists of churches and service organizations operating in Town. All of the commercial lands are located within the downtown commercial core which consists of both sides of Main Street/Hwy 172 for three blocks. The industrial lands are located directly across the railroad tracks where there are numerous agriculture-related industries such as the Central Washington Grain Growers elevators, North Central Petroleum Inc. and the airport.

**TABLE 1. 2002 EXISTING LAND USE (adjusted to include ROW)**

<b>USE</b>	<b>ACRES</b>	<b>PERCENT</b>
Single-Family	76	16%
Multi-Family	4	1%
Commercial	2	.5%
Industrial	36	8%
Public	134	28.5%
Quasi-Public	38	8%
Agriculture	161	34%
Vacant	17	4%
<b>Totals</b>	<b>468</b>	<b>100%</b>

Source: Alliance Consulting Group, Land Use Inventory, August 2002

Based partially on the existing pattern of uses, an Urban Growth Area is established beyond the existing Town limits in order to adequately accommodate expected growth within a planning horizon of 20+ years, to 2022. The following assumptions were developed during the comprehensive planning process and also helped to determine the location of this Urban Growth Area, as well as some density limitations in the different residential land use designations.

1. Only average economic conditions were considered, as opposed to trying to predict the timing of any potential business cycles.
2. General lifestyles and living patterns will continue for the anticipated planning horizon of 20+ years, to the year 2015.
3. Because of the advent of telecommunications and computer technology, the lower cost of living (particularly housing costs), and the perceived higher quality of life in Mansfield, growth is expected to slightly exceed historical trends.
4. Overall density within the community is expected to go down for two reasons:
  - A. A portion of the remaining vacant areas within the Town limits may be limited in how it can be developed because of potential constraints in hooking to the sewer and/or water systems; and

- B. There will be more industrial lands within Town limits, where now there are none, as well as additional public use areas.
5. It is expected that land in agricultural production will be the last area to develop because of the current profit being made off of the land.

**Population..**

The official 2000 US Census figure for Mansfield was 329. However, the Washington State Office of Financial Management estimated Mansfield's population at 320 in 2002. Expected population figures for the Mansfield Urban Growth Area can be seen in Table 2 below. The Growth Management Act requires that the designated urban growth area must include areas and densities sufficient to accommodate the urban growth projected to occur in the County for the next 20 years according to population projections developed by the State Office of Financial Management (OFM). The numbers provided in Table #2 reflect the outcome of a coordinated process between the cities/towns and the county during 2001 and 2002 where the 2000 US Census and the updated OFM high range projections were allocated to the urban and rural areas of Douglas County.

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

**TABLE 2: MANSFIELD'S POPULATION PROJECTIONS – 2022**

	<b>2000 Census</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>	<b>2022</b>
<b>COUNTY</b>	<b>32,603</b>	<b>37,915</b>	<b>43,227</b>	<b>48,539</b>	<b>53,850</b>
<b>Rural Areas</b>	6,502	7,582	8,663	9,744	10,824
<b>Urban Areas</b>	26,101	30,333	34,564	38,795	43,026
<b>Mansfield</b>	<b>329</b>	<b>356</b>	<b>383</b>	<b>411</b>	<b>438</b>

Source: Douglas County Regional Council, 2002

**Housing..**

Based on the visual land use inventory conducted by Alliance Consulting Group in August of 2002, the total number of housing units in Mansfield is 182, a break down of which is shown in Table 3. At the time of the land use inventory, there were approximately 11 units that were noticeably vacant

The 24 multi-family housing units are all part of Mansfield Manor, a privately operated housing project which participates in a federal program of rent subsidizes. There hasn't been any trouble in the recent past keeping these units filled, given the waiting list for housing in the entire North Central

Washington area. It appears that there is a need for more multi-family units, particularly those in a moderate rental rate. Quality apartments with 2 to 4 units renting for around \$400.00 per month would probably have little trouble maintaining full occupancy. They would be filled by people working in the community (i.e. school teachers), as well as for those who work in other communities close by (i.e. Chelan, Bridgeport).

**TABLE 3. HOUSING UNIT TYPES**

<b>TYPE</b>	<b>NUMBER</b>	<b>PERCENT</b>
Single Family	131	72%
Multi-Family	24	13%
Mobile Home	27	15%
<b>Totals</b>	<b>182</b>	<b>100%</b>

**Source: Alliance Consulting Group, Land Use Inventory, August 2002**

### **Capital Facilities & Utilities...**

Mansfield is a fourth class Town with a mayor-council form of government, as well as a Planning Commission. Meeting dates for the Council are the second Tuesday of every month while the Planning Commission meets on the Monday before the Council meeting, as needed. In addition to the five-member council and mayor and the three-member Planning Commission, there is a part-time City Clerk who performs all of the needed clerical duties, as well as accounts payable and receivable. The Town Superintendent has duties ranging from maintenance of the sewer and water systems to minor law enforcement duties. The community currently contracts with Douglas County for administering and enforcing building permits, while other professional services such as legal, planning and engineering are provided as-needed by other private firms.

Mansfield is equipped with both a water and sewer system. The water system consists of three wells and a series of water lines from 10" to 4", with the majority of lines being 6". The sewer system utilizes 8" and 10" lines leading to 2 lagoons equipped with aerators and irrigation. The Town also owns the City Hall building, shop building, three parks, and the cemetery. Within the Town Hall building there is the Pioneer Club which serves as a community center hosting many types of activities. Garbage pick up is provided through a contract with Consolidated Disposal, with recycling facilities that were implemented in the community in 1995. Emergency fire and medical services are provided by Douglas County Fire District #5. Electricity is provided by Douglas County Public Utility District, which also provides fiber optic service to a limited area of the community (this is expected to expand in future years). Telephone service is provided by Verizon. A more detailed inventory and discussion of Mansfield's capital facilities and services is contained in the Capital Facilities Element.

### **Transportation...**

Mansfield not only has a series of local access streets, but also a State Highway (172) that services the residents of the area. In general, all of the local streets are improved with an asphalt surface. The Mansfield Airport is also located within the Town of Mansfield. It is a public use general aviation airport that consists of approximately 22.8 acres of land, and has an elevation of 2,276 feet above sea level. The single asphalt runway is 2,580 feet long and 46 feet wide and has limited services available. Visual aids include a windsock and rotating beacon along with lights on the runway edge and runway threshold. The airport property is zoned industrial and tie-down and hanger lots are available. The airport is an important transportation link that provides critical emergency and disaster response/services, and supports the local business community. The rail lines that formerly served the area have been abandoned, therefore no rail service is available to the area. This abandonment by the rail lines has placed a burden on the road/street system because a large portion of the activity on Hwy 172 is semi-truck traffic transporting agricultural commodities into and out of the area. The added weight of the semi-trucks has increased the rate of deterioration on the access routes through town. There is a more detailed discussion of the circulation system serving the community contained in the Capital Facilities Element.

### **Economic Base...**

In the Mansfield area the primary, base economy is agriculture activity, primarily row crop production and livestock, and government services. Of the employers in the area, the two largest are the Mansfield School District (43 positions) and the Douglas County Transportation and Land Services Department (12 positions). The agricultural service industries and businesses in the immediate vicinity provide approximately 25 positions, while actual agricultural workers living in the community and working in the surrounding areas is difficult to determine.

The businesses that are located in the downtown core are ASAP auto supply store, the Mansfield Theatrical Company, Bayless' Trustworthy Hardware, the Town Bar and Grill, Kernal Kountry Bakery, Special Treasures Antique/Second Hand Store and Bayless Family Foods. Near the airport south of the downtown area there is North Central Petroleum, Central Washington Grain Growers, Boulder Park, Inc., Western Farm Service, Johnson Ag and Okanogan Air. In addition to these operations there are numerous businesses located throughout the community which are primarily home-based.

### **RELATIONSHIP TO COUNTY-WIDE PLAN**

One of the primary goals of the Growth Management Act (GMA) is to increase cooperation between jurisdictions and to assure consistency in the Comprehensive Plans from jurisdiction to jurisdiction and from region to region. The effort to accomplish consistency between the Cities in Douglas County and the County Plan itself was begun early in the GMA planning process by establishing a GMA Regional Council made up of elected City/Town Council and County Commission members. This new coordinating body was responsible for the formation and adoption of County-wide planning policies, appointing citizens to represent all types of County interests to Planning Unit Advisory Committees, and the formation of Essential Public Facilities policies and siting criteria. The council

also regularly monitored the overall planning effort and continually reviewed recommendations to assure consistency and compliance with the County-wide Planning Policies.

In recent years the Regional Council has expanded its scope beyond dealing with only GMA-related issues, to include activities related to the distribution of the rural sales and use tax dollars ("distressed counties' funds"), prioritization of infrastructure projects related to economic development that are forwarded for inclusion on the state-wide WACERT list (Washington Community Economic Revitalization Team), hazard mitigation planning, and distribution of low-income housing dollars collected on recorded documents. GMA-related issues continue to be a significant task for this group, including developing revisions in 2001 to the county-wide planning policies found in the Douglas County Regional Policy Plan, allocating updated population projections and coordinating the review of urban growth area amendments.

The Mansfield Urban Area Comprehensive Plan is related to the County-wide plan through provisions that encourage 1) urban development within the growth area established for Mansfield, 2) the responsible provision of urban services for the projected growth over the 20 year planning period, and 3) the reduction of urban sprawl into the adjacent agricultural lands immediately outside the adopted Urban Growth Area. Other issues which were considered on a more regional basis were resource lands that may extend from the surrounding unincorporated area into the Urban Growth Area, and geological hazard areas and other sensitive areas that cross jurisdictional boundaries. In Mansfield's case, no such critical areas were identified through the planning process.

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

## LAND USE

### ***INTRODUCTION...***

The Land Use Element of the Comprehensive plan is intended to promote orderly community growth by providing for planned land use areas which consider environmental, economic and human factors. The Plan is designed to meet both present and future needs of the community and to serve as a guide to decision makers when presented with options for developing and redeveloping Mansfield's Urban Growth Area (UGA). This Element also helps retain the basic form and pattern of the community while creating opportunities for an orderly expansion of the community. In general, the following Comprehensive Plan Land Use Designations Map shows the locations of the different land use categories, as well as the Urban Growth Boundary which defines the UGA.

### ***GOALS & POLICIES...***

**GOAL: Maintain and enhance the existing pattern of uses by further defining the uses and the pattern; and by providing incentives that encourage the refurbishing of existing structures and the in-filling of vacant properties to the appropriate uses, where feasible.**

**POLICY:** The following land use categories, and subsequent densities, are to be implemented through the zoning ordinance and other implementing regulations, as necessary:

**Single Family...**Is characterized by low density residential uses, particularly single family homes and duplex units. Maximum Density allowed is 4 units per acre.

**Multi Family...**Is characterized by medium density residential uses such as duplex and apartment units, as well as single family homes. Maximum Density allowed is 10 units per acre.

**Mixed Commercial/High Density Residential...**Is intended to allow for new multi-family development in conjunction with commercial enterprises. Density is not limited, provided that the area dedicated to residential units is not greater than 50% of the total floor space of the commercial use.

**Central Business District...**Provides an area suitable for present and future retail and wholesale commercial activities.

**Public District...**Is designed to maintain and/or enhance publicly held properties, particularly those already in the possession of public entities, as well as to promote privately held properties to develop into community-oriented uses, particularly those of a recreational nature.

**Industrial District...**Provides an area for existing and future aviation related industrial uses and activities to operate.

## **Residential...**

The following goals, policies, and rationales provide direction for not only the development of implementing ordinances, but also during the review of specific projects. Their purpose is to help provide continuity between existing and potential residential uses. It is also their intent to equip the implementing ordinances with the needed background and authority to help maintain the quality of life within the city limits and adjacent urbanizing area.

**GOAL: Maintain a sufficient number and variety of safe, aesthetically pleasing/attractive, housing units by providing new and enhancing/refurbishing existing housing in a variety of neighborhoods that are served by adequate public facilities and utilities for people of all income levels.**

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

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

**POLICY B:** Urban development should not be permitted outside of UGA's except in master planned communities, or commercial development in planned/designated rural service centers.

**Rationale:** Within UGA's there will be sufficient, urban-type services either already available, or at least planned for, which can handle urban densities. Similarly, master planned communities must demonstrate at the planning stages how these types of services will be provided to their "community", which in turn helps determine the density they will be allowed to incorporate into the development.

**POLICY C:** Prior to annexation of new areas for residential purposes, encourage redevelopment and in-fill of existing corporate boundaries, where feasible.

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

**POLICY D:** Determine the density of development which is compatible with adjacent residential development.

Rationale: Urban densities should be determined by services available, the road network, and adjacent land uses. Where a full range of urban utilities are available and adjacent land uses dictate a need for buffering, very high densities should be reflected, such as 30 units per acre. Adjacent to existing, well-established neighborhoods, lower densities should be reflected, such as 4 units per acre. In areas protecting the agricultural base, densities may be as low as 1 unit per 10 acres. Several different zoning classifications should be developed to allow for properly adjusted densities and mixed use development.

POLICY E: Maintain high standards for residential development, construction and maintenance. Such standards should include a diverse choice of housing types, quantities and designs including those for senior citizens, physically challenged and low income persons.

Rationale: High standards for all development will help provide long-term stability to the community by ensuring the continuance of a durable housing stock. However, such standards are not meant to preclude the development of housing units to serve all income level and special needs populations because of higher costs.

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

Rationale: Promoting developments in or close to areas with existing public utilities saves not only possible future public expenditures, but should lower the initial cost of development, thereby providing more reasonably priced housing.

POLICY G: Develop incentives that help encourage residential development to locate within the urban growth boundary, consistent with the comprehensive plans.

Rationale: The Urban Growth Area (UGA) assists in delineating an orderly, efficient transition from rural to urban land uses. To capitalize on the public expenditures associated with the existing provision of services such as sewer, water, streets, etc. within UGA's, in-filling of these areas and ones adjacent to these services should occur first. The net result is prevention of urban sprawl and a decrease in public expenditures.

POLICY H: Protect residential districts from excessive noise, visual, air, and water pollution caused by other land uses.

Rationale: In order to ensure a quality environment for residences in the Mansfield area, provisions should be made to discourage incompatible land uses. The use of buffering techniques for activities of a commercial or industrial nature, and/or other high intensity uses inside and adjacent to neighborhood areas, should help alleviate some possible conflicts.

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

Rationale: While domestic pets are generally not a problem within residential areas, other types of animals and livestock can be considered incompatible with residential uses and create conflicts. By considering the existing densities of residential areas and regulating the keeping and maintenance of these animals accordingly, most of the conflicts can be mitigated. Temporary animals and livestock for the purposes of 4-H projects should be allowed; however, if they become long-term they need to meet the necessary provisions of the district in which they are located.

**POLICY J:** Building heights for all types of structures should be limited to what is appropriate in residential areas.

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

**POLICY K:** Provide innovative and flexible design for residential developments, especially for multi-family units, by establishing and encouraging planned developments.

Rationale: Planned developments can provide flexibility which allows the municipality to encourage the maximum use of new concepts in land development that might otherwise be inhibited by the strict application of the zoning ordinance. It can also encourage the enhancement of the natural characteristics of the land, help create permanent open space, and help utilize, more efficiently, the public facilities required of residential developments.

**POLICY L:** Within residential districts, allow only residential development, with the exception of home occupations, subject to the appropriate hearing procedures.

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

**POLICY M:** According to the density and intensity of residential uses in an area, provide appropriate types/levels of day care facilities.

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

**POLICY N:** The Town will develop regulations and procedures to require owners of vacant parcels and/or structures within all land use classifications to maintain said, parcels in a manner which does not promote or create fire hazards, and which does not detract from the quality of the neighborhood.

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

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

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

POLICY P: Review and alter land use regulations as necessary to ensure provisions are made for locating manufactured/mobile housing in appropriate locations, subject to special criteria, including state standards, designed to protect the integrity of established residential neighborhoods.

Rationale: Manufactured/mobile homes are sometimes seen as a detriment to residential neighborhoods. However, with special location and placement criteria provided to protect the integrity of these areas, these units can be compatible with residential development. It is also important to ensure that mobile homes are of a quality that protects the health and safety of the residents utilizing this option and that promotes further the compatibility with conventional, stick-frame structures.

POLICY Q: Manufactured/mobile home parks requiring urban governmental facilities and services should be located within urban growth areas.

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

### **Commercial...**

The following goals, policies, and rationales create the ability to provide a quality environment for commercial development. They help define the scope of future development while still assuring compatibility with surrounding residential uses. By using the direction these goal and policy statements provide, the type of atmosphere the people of Mansfield desire for their downtown area will be maintained and enhanced.

**GOAL: Provide and create opportunities for safe, aesthetically pleasing, and accessible commercial districts that allow diverse economic development and which contribute to a sound economic base for the community while maintaining a quality environment.**

**POLICY A:** Promote the development of incentive programs that reward the continued use, maintenance, development, and revitalization of land and buildings within established commercial areas, consistent with the land use map.

Rationale: Existing commercial areas generally represent a substantial public and private investment in buildings and infrastructure. By maintaining and revitalizing the existing stock of land and buildings, the City can begin to in-fill the existing commercial areas with appropriate uses, thereby preserving that investment. This strategy also helps maintain the existing pattern of uses within the community, including residential districts.

**POLICY B:** Maintain existing commercial structures and zoning for commercial uses and protect them from conversion to other uses.

Rationale: In order to facilitate economic growth in the community, sufficient lands must be available for new businesses to come into the area. It is therefore important to have a clear representation of what lands are available, and some assurances that those areas will remain available in the future. Areas which are designated for commercial use should include criteria and regulations which discourage uses that could eventually conflict with commercial development.

**POLICY C:** Promote the redevelopment of existing areas and development of vacant areas within the current corporate boundaries prior to annexation of new areas or rezoning of residential areas for commercial purposes.

Rationale: Existing and vacant areas will generally have the services needed for commercial development, i.e. utilities and circulation capacities. To promote efficient use of these services, providing incentives which help expand and upgrade existing commercial areas is important.

**POLICY D:** The expansion of commercial districts/uses should occur adjacent to existing, similarly developed areas in conformance with the comprehensive plan when there is a demonstrated need for additional commercial land.

Rationale: This strategy will help maintain the existing commercial areas and promote the logical, orderly expansion of commercial uses adjacent to or near existing services, as the need arises. Similarly, residential districts will be preserved as long as possible, without having to deal with piecemeal, premature commercial designations. However, it is recognized that some commercial uses that don't fit the existing ownership patterns or lot sizes may need to expand into the designated commercial areas prior to complete infill of the existing commercial core. It is the responsibility of the developer to prove and substantiate this need.

**POLICY E:** Encourage the development of commercial land in a manner which is complimentary and compatible with adjacent land uses and the surrounding environment.

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

POLICY F: Support commercial areas with adequate streets, parking, lighting, and utilities, including provision of pedestrian and non-motorized access to and within those areas, consistent with the Americans with Disabilities Act regulations.

Rationale: Commercial activities will generate greater traffic volumes, and will have greater service needs than a residential area. It is important to adequately provide for these needs in order to maintain the areas' viability and safety, and to prevent congestion and barriers to accessibility to the areas.

POLICY G: Develop adequate standards for off-street parking sensitive to the diverse needs of commercial uses.

Rationale: Inadequate parking areas can lead to congestion problems in both the street circulation system and the parking lots. Standards need to be developed that recognize the direct link between parking availability and efficient traffic circulation, and the diversity in parking needs for different types of commercial uses.

POLICY H: Recognize pedestrian needs in commercial areas by providing a more pleasant and comfortable environment through intense landscaping, buffering of vehicular traffic, and pedestrian amenities.

Rationale: To maximize the use of commercial areas, the atmosphere should be as inviting as possible for the consumer. Additionally, attractive, vibrant commercial areas will encourage additional merchants to locate close by, enhancing the commercial areas.

POLICY I: Encourage landscaping which provides unity to commercial developments and which screens or softens parking lots and unsightly areas, particularly in the transition areas between commercial and residential land uses.

Rationale: Landscaping helps provide continuity and definition to a commercial area, while also providing amenities to parking areas that break up the total paved look, cool them down, provide storm water retention areas, and make the area more inviting.

POLICY J: On-site commercial preparation, i.e. road access, parking, surface drainage, utilities, water systems and sewer systems, should be provided by private developers or appropriate public/private partnerships.

Rationale: Developing a piece of property for a commercial use, the owner and/or operator of that business is directly benefited. There are also direct impacts to the existing systems, such as the water, sewer, and storm water drainage systems, already in place. It should therefore be the developer's responsibility to contribute extensively to that development. Likewise, the

community as a whole benefits from a quality commercial core, and should, through some means and in some instances, work with the developer to achieve the high level of development desired.

**POLICY K:** Ensure that commercial uses are not used in a manner which creates dangerous, injurious, noxious or similar conditions which would adversely affect the use or value of adjacent areas or properties. Commercial activities should not emit dangerous or objectional noise, odors, radioactivity, vibrations or glare.

**Rationale:** Activities which may be commercial in nature but have the above characteristics would detract from the appeal of the commercial areas, and could be detrimental to the health and safety of the users and to the value of adjacent properties. Standards should be established which prevent objectionable activities from locating in the commercial areas of the community and which direct these uses to a more appropriate, less incompatible area.

**POLICY L:** According to the density and intensity of commercial uses, provide appropriate types/levels of day care facilities.

**Rationale:** It is increasingly necessary for households to have two incomes to maintain their standard of living, thereby creating a need for adequate day care facilities. Because of the convenience to employees and shoppers, day care facilities are appropriate in commercial areas and should be allowed according to the intensity of the commercial use.

**POLICY M:** Future development should be encouraged to locate in clustered, attractive centers around the existing commercial core, as opposed to strip commercial development.

**Rationale:** Strip development can lead to increased public expenditures by inefficient and untimely expansion of services, or development in areas where services are not designed to meet commercial needs. It may also lead to a degradation of the existing core as new businesses continue to move further away. A central, compact commercial core provides greater pedestrian access, and helps maintain and support the existing downtown's viability and identity.

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

**Rationale:** To maximize the efficient utilization of commercial development by consumers, ease in moving from one place to another is essential. The circulation patterns for not only motorized traffic, but also for pedestrian and transit traffic, must provide linkages between the two existing pockets of commercial uses, and within each area as well. This is particularly important to maintaining the viability of each existing area, until such time as they can be connected to become one.

POLICY O: Encourage new businesses that will, through excellence of design and the nature of the use, provide long term benefits to the people of Mansfield.

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

POLICY P: Promote the development of commercial activities oriented to the recreational and open space opportunities of the area.

Rationale: The natural environment and associated recreation opportunities are valuable recreational resources for both tourists and the residents of Mansfield. The development of related commercial activities, such as restaurants, lodging facilities, and recreational services that capitalize on this resource, in appropriate areas, will expand the economic opportunities of the area.

POLICY Q: Promote the development of a “Community Mall” that incorporates multiple commercial users into a single building or buildings consistently designed and developed in a coordinated manner.

POLICY R: Prohibit the further conversion of existing commercial structures into residential uses, and limit new residential development in the central business district to caretaker’s residences that are located on a second story, above the street-level commercial use.

## **Industrial...**

New industrial development is necessary and desirable for helping to stabilize a community's economy. However, there can be a number of negative impacts associated with various industrial uses. The following goals, policies, and rationales help to provide a framework for alleviating and internalizing some of these impacts with the subsequent goal being to create an attractive center for conducting industrial activities.

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

POLICY A: Industries with undesirable environmental effects should be required to conform and comply with all applicable Federal, State and Local standards for water, air, noise, odor and visual pollution, and will not negatively impact the City's compliance with their State Waste Discharge permit and WSDOT Aviation Division Land Use Compatibility Program by using “Best Management Practices”.

Rationale: The quality of the environment is recognized as an important asset to any community. Standards have been established by Federal, State and Local agencies which

protect not only the quality of the environment, but also the health and safety of the residents in an area. It is essential that these standards be adhered to, both in development and operation of any industrial uses.

**POLICY B:** Industrial site planning should internalize negative effects by incorporating greenbelt buffers/open space; landscaping; adequate utilities; noise, air, and water pollution control devices; and attractive fencing or similar measures. Land uses proposed adjacent to the airport should be designed to discourage development within the runway projection zone and the extended centerline of the runway. Only low growing landscaping should be permitted adjacent to the airport to avoid height obstructions to airspace.

**Rationale:** Because they are an asset to the economic stability and development, industrial uses should be an integral part of the physical make up of the community. By mitigating any possible negative affects through quality landscaping and buffering techniques, industrial users can be made more compatible with adjacent uses.

**POLICY C:** Encourage the protection of the Mansfield Municipal Airport from adjacent incompatible uses and/or activities that could impact the present and/or future use of the airport as an Essential Public Facility (EPF) and increase risk exposure to people on the ground. Incompatible land uses may include residential, large concentrations of people, special uses such as schools, hospitals and nursing homes, explosive/hazardous materials and/or other similar uses depending on their location adjacent to the airport and surrounding open space.

**POLICY D:** Encourage open space and utilize development criteria within key risk areas adjacent to the airport to facilitate protection of the airport as an essential public facility and reduce risk potential to people on the ground and in the air. Applicable criteria may include promoting cluster development to promote open space, locating development away from the extended centerline of the runway, discouraging public assembly, etc... When possible promote contiguous open space parcels, especially in areas with smaller parcel size configurations.

**POLICY E:** Discourage the siting of uses adjacent to airports that attract birds, create visual hazards, discharge any particulate matter in the air that could alter atmospheric conditions, emit transmissions that would interfere with aviation communications and/or instrument landing systems, or otherwise obstruct or conflict with aircraft patterns, or result in potential hazards to aviation.

**POLICY F:** Encourage the adoption of development regulations that protect the airport from height hazards by developing a Height Overly District that will prohibit buildings or structures from penetrating the Federal Aviation Regulations (FAR) Part 77 “Imaginary Surfaces”.

**POLICY G:** New industry should be located in planned industrial parks which afford neighboring properties protection from noise, vibration, drainage, dust, excessive traffic and view blockage.

**Rationale:** Clustering multiple industrial users in one area not only increases the efficient utilization of needed services, such as water and sewer systems and storm water drainage, it is easier and less costly to each user to provide the necessary buffers.

**POLICY H:** Planned industrial parks should be located in areas adjacent to major street arterials, preferably on lands not suited for agricultural or residential uses.

**Rationale:** The materials needed for production, and the end product itself, must be transported to and from the industrial site to the consumer. This movement of goods generally takes numerous trips by large, tractor/trailer combination rigs that can be extremely detrimental to road conditions and traffic circulation. By locating the industrial parks adjacent to major arterials of sufficient design, not only is the transport of materials made more efficient for the industrial user, the longevity of the road is extended.

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

**Rationale:** Industrial development, and the subsequent economic benefits to the community, is contingent upon appropriate lands being designated for intensive activities such as manufacturing, warehousing, wholesaling and repair. Location and design criteria that consider the present uses of the land as well as those of the surrounding lands, the availability and adequacy of the transportation network and supporting utilities, physical constraints, ownership patterns, and community concerns will make the tough location decisions less difficult.

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

**Rationale:** With well-designed sites, encouraging new firms to locate in the area will be easier. The provisions for landscaping, parking, and innovation in building designs will help to decrease conflicts in land use and make industrial areas easier to locate.

**POLICY K:** Outside of Urban Growth Areas, recognize sand and gravel extraction and processing as an interim use, and develop criteria for the location, aesthetics, and compatibility to surrounding land uses.

**Rationale:** Sand and gravel deposits are a natural resource that is essential to local development. Therefore, it should be allowed to be mined and processed, but only in a manner that does not conflict with adjacent land uses and which makes reclamation of the site feasible. Standards should be provided which require adequate screening, dust protection and noise abatement during operation, and which address sufficient reclamation at the conclusion of the operation.

**POLICY L:** Encourage, whenever possible, the extension of support facilities and services for industrial activity and airport.

Rationale: It is generally necessary to have a full range of services and utilities available to encourage industrial development. Capital improvement programs for all purveyors should be reviewed jointly, assuring the timely and coordinated provision of these services.

POLICY M: According to the density and intensity of industrial uses in an area, provide appropriate types/levels of day care facilities. Daycare facilities should not be located within critical high-risk areas adjacent to the airport.

Rationale: It is increasingly necessary for households to have two incomes in order to maintain their standard of living, thereby creating a need for adequate day care facilities. Because of the convenience to employees, day care facilities should be provided in industrial areas, but only with careful consideration to the health and safety of the children.

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

Rationale: The primary industry in and around the Mansfield area is agriculture. Emphasis should be placed on maintaining and enhancing that industry to include processing, packing, storage, and shipment of agricultural commodities within the planned industrial areas.

POLICY O: Encourage clean industrial development which is compatible with the quality of life in Mansfield, the airport and with the natural environment (air, water, noise, & visual).

Rationale: Industrial development should be compatible with and not detract from the quality of life enjoyed by area residents. Development and operation of industrial uses should be sensitive to not only the physical environment of the community, but also to the expectations of the citizens.

### **Agriculture...**

Agriculture and its associated support facilities are the primary economic base in the Mansfield area. It is important to maintain these existing uses by providing a cushion from situations that make agricultural activities difficult. Agriculture not only plays an important role in sustaining the economic viability of the Mansfield area, primarily as the area's major industry and employer, but it also affords a certain identity to the community. By retaining existing ag uses within the UGA the agriculturists are able to have some assurances that they will be able to continue operating without being subject to premature growth pressures until they decide to convert their property to a more urban type of use. The following goals, policies, and rationales provide a means of protection for farmers of existing agricultural parcels until such time as they decide to develop their property to a different use.

**GOAL: Preserve and encourage existing and future agricultural land uses as viable and as a significant economic activity within the community.**

POLICY A: The Town of Mansfield will support land owners in developing land consistent with local land use policies.

Rationale: Within the UGA, when the owner of existing agricultural parcels decides to change the use of the property to a more urban land use, the Town will support and encourage land owners to develop the land according to the designations of the comprehensive plan.

POLICY B: The Town supports and encourages the maintenance of agricultural lands in open space designations, current use property tax classifications consistent with RCW Chapter 84.34 (Open Space), and/or other tax benefits that help retain the economic viability of farming practices.

Rationale: The open space and current use property tax program makes agriculture a more viable operation on lands that, because of their proximity to residential and/or recreational developments, might be assessed at a much higher rate than agricultural lands in the outer portions of the County. Owners of existing agricultural uses within and/or in close proximity to the UGB are encouraged to investigate the possibility of participation in this program.

POLICY C: Ensure that public service and facility expansions and non-agricultural development do not impair the viability of current agricultural activities within the Town, until such time as it is apparent that more land base for urban uses is needed.

Rationale: The availability of public services and facilities will promote the development of non-agricultural uses, which in turn raises the assessment of property taxes. Until the owner of existing ag lands wishes to convert to other types of development, development of appropriate utility expansions should be limited to residentially designated areas only, to help preserve the existing agricultural activities.

POLICY D: Public facilities and services should be provided at appropriate levels for urban and rural uses, and should not be extended at urban levels into agricultural areas, until such time as it is apparent that more land base is needed for non-agricultural uses.

Rationale: The types and levels of service needed for rural and urban uses vary greatly. For instance, rural areas need sufficient roadways that can handle heavy farm-to-market traffic and which will remain open year-round. However, they do not need elaborate public water and sewage disposal systems that higher density urban areas require. It is therefore necessary to only provide the services needed at a level appropriate to the designated use of an area.

POLICY E: The Town of Mansfield will encourage the control of noxious weeds in all affected areas.

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

POLICY F: Adopt a "right-to-farm" attitude whereby the Town of Mansfield recognizes that the lands and uses in existing agricultural areas enjoy historical or prescriptive rights to normal farm practices such as early and late hours of operation, noise, dust generation, crop dusting, odors, slow moving vehicles and livestock on rural roads. In the event of a conflict between these and residential uses, Town support shall be in favor of the existing agricultural use.

Rationale: A major deterrent to farming practices in areas near residential developments are the nuisance complaints from residents in the area who are not accustomed to normal agricultural activities. By adopting a "right-to-farm" attitude, the Town will establish its support against these complaints for normal agricultural activities taking place in existing agricultural areas.

**POLICY G:** Support the existing economic base by discouraging the unnecessary or speculative rezoning of agricultural lands to non-farm uses, and prevent haphazard growth into agricultural areas.

Rationale: Premature rezoning can put pressure on a land owner, through both increased property taxes and the appeal of quick profit in the face of an unproductive harvest(s), to develop agricultural lands for other uses, usually in the absence of appropriate services and utilities. Rezones within the UGA should be allowed on agricultural lands only if the owner of the property decides that it is appropriate to develop their property to a non-agricultural use.

**POLICY H:** The Town of Mansfield should ensure that public actions are managed to minimize disruption of agricultural activity.

Rationale: Disruption to agricultural practices can come from all facets of society, including the public sector. When reviewing public policy/practices in areas designated for agriculture, careful consideration should be given to the affect of that action on farming practices in the area.

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

# HOUSING

## ***INTRODUCTION...***

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

## ***GOALS & POLICIES...***

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

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

Rationale: Utilizing the older housing stock should help to preserve existing neighborhoods, as well as providing housing units at a cost somewhat less than that for new construction, in the moderate income range.

POLICY B: Promote the retro-fitting and weatherization of existing housing for improved energy efficiency by encouraging the continued use of existing programs and the development of new and innovative programs.

Rationale: It is important to recognize that energy efficient homes are essential, and that there is some responsibility on the part of the public sector, particularly with the Douglas County PUD, to continue the existing programs already available to homeowners, while also exploring the possibility of new ones.

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

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

POLICY D: Provide a diversification of housing types and densities that can satisfy various lifestyles and economic capabilities.

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

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

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

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

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

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

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

POLICY H: Recognize that manufactured homes are a viable housing option and the most accessible private market housing opportunity available to potential homeowners.

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

# UTILITIES

## ***INTRODUCTION...***

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

## ***GOALS & POLICIES...***

**GOAL: Development should occur in conjunction with availability of utilities, including power, telephone, cable and/or television service, and fiber optics; incentives should be developed to expedite the appropriate extension of said, utilities.**

POLICY A: Ensure that development take into account the timely provision of adequate and efficient utility systems.

POLICY B: Provide utilities at levels of service appropriate to the specific area, thereby avoiding excess capacities which may encourage growth beyond the designated density in an area.

POLICY C: Encourage development of vacant properties adjacent to established utility systems, where feasible, according to the appropriate zoning classification and/or land use designation.

Rationale: Within UGA's, all development should be provided with urban-type levels of utilities services. By encouraging new developments to locate adjacent to existing facilities, the costs incurred by the developer, property owner, and tax payer will be minimized. At the planning stages for new development, the availability of these utilities and the consistency of the development with the capital improvement plan, shall be a determining factor in approving that development.

POLICY D: Promote multi-jurisdictional cooperation between cities, the county, and special service purveyors for utility planning and implementation.

POLICY E: Encourage the coordinated development, review, update and implementation of utility purveyors' capital facilities programs, consistent with the Town's comprehensive plan.

POLICY F: Promote the planned development and phasing of utility construction consistent with capital facilities programs.

POLICY G: Utility planning activities should include an on-going analysis of overall system physical condition.

Rationale: Coordinated utility planning opens lines of communication between individual purveyors and local governments which allows for concurrent scheduling for new facilities as well as maintenance of existing ones. This discourages repetitive construction delays and, more importantly, alleviates the instances of one purveyor damaging or destroying another purveyor's recent construction activities, thereby reducing costs. The availability of urban utility services, and the predictability associated with advance expansion planning, is directly related to the growth and development of the Mansfield area.

POLICY H: Utility installations and system upgrades should be done in a manner sensitive to the environment.

POLICY I: The cost of on-site utility improvements or site preparation for developments should be the responsibility of private enterprise whenever possible.

Rationale: As with all aspects of any kind of development, environmental concerns should be considered during the planning and implementation of construction activities. Because new development will be the only direct beneficiary of the new systems needed on-site, it should carry the cost of developing said, services. However, a system should be established to allow cost recovery by a developer through transfer of connection fees and late-comer agreements. Upgrading system inadequacies that currently exist should not be a responsibility of new developments, unless it is the development that causes carrying capacities to be exceeded.

POLICY J: Ensure the adequate sizing of utility trunk lines and main lines, consistent with the utility plan recommendations.

POLICY K: Utilities should be installed within or adjacent to existing utility or transportation corridors/easements whenever possible.

POLICY L: Promote continued use, maintenance, development, and revitalization of existing utilities whenever possible.

Rationale: The above policies work to promote cost effective system upgrades and maintenance in the logical progression laid out in the capital facilities plans of all agencies. Adequate maintenance and utilization of existing facilities, as well as appropriate sizing of new facilities, helps the community prepare for projected future needs. This advanced preparation should protect against sudden, costly system upgrades and expansions due to haphazard, unplanned growth.

POLICY M: State agencies should streamline their requirements for provision of services by including flexible standards that are based on specific situations in specific areas, as opposed to strict application of state-wide standards.

POLICY N: The policies and regulations of the many different State agencies need to consider and reflect local issues and situations.

Rationale: Many times the strict adherence to state-wide requirements can discourage or even prohibit development that the community has encouraged after extensive study. By including some flexibility into state requirements, local issues and concerns can be more adequately addressed while still meeting the intent of the policy and/or regulation.

POLICY O: Discourage the siting of utilities or cell towers that would penetrate the airspace surfaces identified within the FAR Part 77 "Imaginary Surfaces" around the airport.

## **CAPITAL FACILITIES ELEMENT**

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

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

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

### **Why Plan for Capital Facilities?**

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

Capital facilities plans are required in a comprehensive plan to:

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

The CFP is the element that makes the rest of the comprehensive plan real. By establishing levels of service as the basis for providing capital facilities and for achieving concurrency, the CFP determines the quality of life in the community. The requirement to fully finance the CFP (or else revise the land

use plan) provides a reality check on the vision set forth in the comprehensive plan. The capacity of capital facilities that are provided in the CFP affect the size and configuration of the urban growth area.

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

### ***GOALS & POLICIES...***

**GOAL: Ensure that adequate capital facilities and services are planned for, located, designed, and maintained to accommodate the changing needs of all residents within the Mansfield urban area.**

POLICY A: Promote multi-jurisdictional cooperation between cities, the county and special service purveyors for public facility and services planning and development.

POLICY B: Develop a Capital Facilities Plan, based on existing and future growth and development, which will provide a guide for phased and orderly development of public services and facilities, including expansion and location, within the urban growth boundary.

POLICY C: Use the phasing schedule for public facilities and services defined in the Capital Facilities Plan as a basis for land use, development approval and annexation decisions.

Rationale: A coordinated approach to capital facility planning among agencies and departments eliminates costly duplication of not only data collection and analysis, but also development and construction schedules. With a comprehensive capital facilities plan as a guide, local government decisions for extension of public facilities and services can be based on accurate, consistent information. This capital facilities plan can also aide developers by providing predictability in the anticipated location and timing of expansions, and what general contributions they may be asked to make when they develop in a specific area.

POLICY D: Provide needed public facilities in a manner which protects investments in and maximizes the use of existing facilities, and which promotes orderly compact urban growth.

POLICY E: Promote continued use, maintenance, development, and revitalization of existing public facilities and services whenever possible.

POLICY F: The timing of implementation actions under the comprehensive plans and elements shall be based in part on the available financial resources to provide the necessary public facilities.

POLICY G: Encourage compatible, multiple use of public facilities such as schools and parks, thereby increasing their usefulness and cost effectiveness.

Rationale: As more responsibility for public facilities and services is handed down to local government, it has become increasingly necessary to find more efficient and cost effective ways for providing said, services and facilities. By using and maintaining existing facilities, and by combining different uses into one facility, public expenditures are spent more competently.

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

POLICY I: Ensure that the location and design of public facilities does not adversely impact the environment or surrounding land uses.

Rationale: If services and facilities are provided with capacities in excess of what is necessary, development will usually grow to that capacity. It is important, therefore, to only plan for and provide the facilities and services at levels appropriate for the designated density in an area to avoid adverse impacts on the environment and to maintain compatibility among land uses.

POLICY J: Within the Urban Growth Boundary, all existing residences and developments should be connected to sanitary public sewer and water. Utility extensions to these existing developments should be strongly encouraged and ranked as high priorities for said, extensions.

### **Financing...**

There are numerous potential financing options the Town will need to consider for implementing the CFP, however the passage of several citizens initiatives and recent legislative actions may have the affect of eliminating some of the potential options by reducing revenues. Regardless, the plan presumes that funding for needed capital improvements will be obtained from a variety of sources, including private, local, state and federal.

Within Washington State there is an organization called the Infrastructure Assistance Coordinating Council that publishes an important resource that can help identify programs that assist communities in meeting their infrastructure needs with grants, loans and technical assistance. The most current edition is the "Infrastructure Assistance Directory – November, 1999". In addition, the Rural Community Assistance Corporation and the Washington State Department of Community, Trade and Economic Development also sponsor a reference book, called, "Infrastructure Financing for Small Communities in Washington State – September, 1999". The purpose of the book is to help decisions makers in small communities understand, evaluate and select the best financing options for their infrastructure needs. Appendices A and B of this document contain tables that categorize, describe and summarize different grant and loan programs available to local jurisdictions for a wide variety of infrastructure needs.

### **Local Funding**

Local funding for projects will come primarily from the Town's General Fund, or from specific reserves built from utility rate revenues. The Town may also need to consider bonds, levies and other revenue sources as needed for specific projects. The Town's ability to finance identified improvements through many funding sources will depend partly on its current indebtedness. Revising the rate structures for utilities will also help provide the revenue needed to generate local match for state and/or federal dollars. However given the passage of citizen's initiatives and legislative action, determining a solid local funding program is difficult at best.

### **State/Federal Funding**

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

### **Amendment Process...**

Because the capital facilities element is not intended to be a static and unchanging document, amendments to it should occur on an annual basis in response to changing conditions within the community. Ideally, the capital facilities element will be amended during the annual comprehensive plan amendment process. However, the Growth Management Act allows for capital facilities elements to be amended outside of an annual process, provided the amendment occurs in conjunction with the Town's budgeting process. Amendments can be in many forms, such as the addition or revision of goals, policies or implementation recommendations, the addition of projects that arise as a result of unique opportunities or the unexpected availability of special funding; or deleting projects that are deemed unnecessary. Amendments can be proposed by individual citizens; town staff; the Planning Commission; or Town Council, however they must be formally adopted by the Town Council through the same process as the initial adoption.

Each year during the budget process the Town Council should adopt a new capital budget based on updates to the capital facilities element. Theoretically, the Council will move each year's scheduled projects ahead by one year, while also adding projects that should be completed within 6 years. This would move the second year's projects into the priority position for the coming year's budget. Regardless of the list of projects, the capital facilities element should have an annual capital budget as well as a schedule of projects that extends over a 6-year period.

Because there will almost always be more projects than available funding, a rating system can be used to evaluate projects to determine their relative priority in the overall financial picture. A project's status should be based on a combination of things, primarily the goals and policies of the comprehensive plan, identified deficiencies in the existing systems, citizen input, and the feasibility of

obtaining funding. The following criteria and rating system, which is a series of questions posed in a checklist format, is intended to provide at least a beginning quantification of these factors that can be used to initiate discussions on a project's merits.

Reviewing capital facilities projects against the evaluation checklist provides an effective and objective means of determining the relative priority of individual projects. The criteria help bring consistency to the overall decision-making process from year to year and in the face of changing elected officials and staff. However, the checklist is only a tool to be used to evaluate the relative merits of one proposed improvement versus another. If adequate justification exists to ignore the results of the matrix and thus move a proposed project ahead in terms of funding, then that decision can be made at the discretion of Town elected officials and staff.

### Decision Checklist

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

<b>Key/Rating</b>	<b>Criteria</b>	<b>Explanation</b>
<b>Maintenance</b> <b>4</b>	Does the proposed improvement have a clearly identified source of revenue for ongoing maintenance and operation?	It is important to provide an opportunity to incorporate a project's long-term maintenance needs into the prioritization process. A project with high maintenance costs and no identified funding source for maintenance would rate low, while a project with a clear source of maintenance funds would rate high.
<b>Cost Effective Service</b> <b>4</b>	Will the proposed improvement result in cost effective service delivery?	There should be some consideration of the proposed improvement's long-term impact on the Town's financial situation. For example, an improvement which corrects an existing maintenance problem or a project which results in an improvement with low maintenance requirements should rate better than an improvement which does not correct an existing maintenance or will result in higher maintenance costs.
<b>Coordination</b> <b>4</b>	Is the proposed improvement a part of another project?	This criterion gives projects that, considered alone would not rate well, a chance to be given a higher priority because it is part of another improvement. For example a street is scheduled for an overlay and there are water and/or sewer lines under the street that are not planned to be upgraded for several more years. These water and/or sewer lines should be upgraded prior to the street overlay and thus become part of that project
<b>Partnership</b> <b>3</b>	Does the proposed improvement create opportunities for public/private partnerships, intergovernmental cooperation or further existing commitments to private or public parties?	Improvements that involve other private or public entities are important. For example, a developer is extending a Town water main to serve a new private development in an area that is presently undeserved. The partnership in this instance could be that the Town would participate in increasing the size of the line over that required for the new development as a means of improving service to existing customers.

<b>Key/Rating</b>	<b>Criteria</b>	<b>Explanation</b>
<b>Consistency</b> <b>3</b>	Is the proposed improvement consistent with the elements of the comprehensive plan, including the goals and policies of the capital facilities element?	Planned improvements, particularly utility upgrades and expansions, must be consistent with the comprehensive plan. The issue of consistency also comes into play if the Town seeks outside funding for all or parts of planned improvements.
<b>Level of Service</b> <b>3</b>	Will the proposed improvement enhance the provision of that service for existing residents?	This criterion is used to determine a project's impact on the current residents of Mansfield.
<b>Forecast Demand</b> <b>2</b>	Is the proposed improvement needed to help meet forecasted demand?	This criterion is used to determine a project's impact on forecasted demand.

**Table 4: Utilities and Capital Facilities & Services**

The following table demonstrates the definition of which items are "utilities" and which are "capital facilities/services", according to the Town of Mansfield. To establish a Level of Service standard the following list shows which of these items the citizens of Mansfield feel should be concurrently provided for residential (R), commercial (C), and industrial (I) areas, within the urban growth boundaries. If these things cannot be adequately provided for a specific development immediately, either by the proponent or by joint venture with the proponent and the Town, that development will not be allowed. However, it is possible to phase in development as these items become available, provided that all items are available within 6 years of construction commencing.

	UTILITY	PUBLIC FACILITY			
1. Public Sewer		X	R	C	I
2. Public Water		X	R	C	I
3. Power	X		R	C	I
4. Phone	X		R	C	I
5. Individual Garbage Disposal		X	R	C	I
6. Cable/Television Service	X		R		
7. Streets/Roads/Bridges/Airports		X	R	C	I
8. Curbs & Gutters		X	R	C	I
9. Sidewalks &/Or Pathways		X	R	C	I
10. Stormwater Drainage		X	R	C	I
11. Law Enforcement		X	R	C	I
12. Fire/EMT Protection		X	R	C	I
13. Government Services		X	R	C	I
14. Solid Waste Disposal		X	R	C	I
15. Animal Control		X	R	C	I
16. Schools (Primary & Secondary)		X	R	C	
17. Higher/Adult Education		X	R	C	I
18. Cemeteries		X	R	C	
19. Disaster Planning		X	R	C	I
20. Mental Health/Social Services		X	R	C	

21. Fiber Optics (when available)	X		R	C	I
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**Capital Facilities Inventory...**

This portion of the Capital Facilities Element provides summaries of each capital facility or program including background, inventory and proposed improvements.

***Storm Water Drainage***

The Town of Mansfield is located on a broad upland plateau underlain by basalt. The lay of the land to the south of town beyond the county airport is essentially level with some slope to the east. The soils to the south of town have essentially no runoff because it lacks any slope and the soil has relatively high infiltration. The western edge of town follows a natural hydrologic divide of elevated land. Any expansion of the town to the west would lead to a natural low swale which will carry any surface water away from the townsite. There is an existing retention basin at the foot of Main Street. With the construction of the new school and the increase of impermeable surfaces, the area drains to the wet basin through a culvert under the highway. The school's ball field and sport facilities also serves as a secondary retention area for stormwater. As part of the Wall Street project, the Town is installing a pumping system at Mansfield Boulevard. There is also a pumping station on Railroad Avenue at the recycling center. It is on top of the old railroad grade and crosses by the apartments and joins the existing system.

Proposed Improvements: The existing stormwater management system continues to serve the needs of the community and will in the future with proper planning and management. Improvements to the system will be limited to annual maintenance and cleaning of existing storm

***Sewer Collection and Treatment System***

Background: The Town owns an existing gravity collection sewer system which conveys wastewater from within the corporate limits to the treatment plant located about 2,700 feet north of town. The sewer collection system as constructed in 1951 consists of form cast bell and spigot concrete pipe with a nominal diameter of six to ten inches. The sewer main consists of a 10-inch sewer interceptor (trunk sewer) running along Second Avenue to Mansfield Blvd. It is 2,230 feet long and continues northward along a private road to the treatment plant via an outfall sewer.

The only major extension of the sewer system since the initial construction in 1951 was the sewer line extension to service the new school site. The school sewer was constructed in 1979 and is expected to provide adequate capacity for the 20-year design horizon. The system was entered into a computer database format to facilitate analysis of the existing system.

The Town received a loan in 1994 to development a capital facilities plan. The plan focused on the sewer system. Based on the analysis of the plan, the sewer systems will be in need of emergency repairs in the next few years if a complete sewer project is not completed.

Size of Pipe	Type	Length
6 Inch	Collector	3,205
8 Inch	Collector	7,780
8 Inch	Main	2,490
10 Inch	Main	4,715
<u>Total</u>		<u>18,190</u>

The Town has a lagoon treatment system that is a dual cell, aerated facultative lagoon, secondary treatment plant. In the early 70's there was detection of seepage and resulted in a construction project for a sprayfield application system. The sprayfield application system consists of 14 150' of 2-inch Schedule 40 PVC pipe that is used to irrigate approximately 4 acres of permanently planted wheat and alfalfa. The pipe is pressurized by pumping directly from the southeast corner of the northern lagoon cell or adjacent northeast cell. The system operator controls the irrigation schedule by manual pump control and need. This portion of the systems seems to have ample capacity to accommodate the needs of the community.

Existing Deficiencies: The lagoon is in good shape, however there is a need for new lining.

### ***Water System***

Background: The Town of Mansfield installed a new water distribution and storage system in 1990. The project also included drilling a new source well and modified one of the two existing pump stations. Recently, the Town installed a new line to the cemetery. The groundwater in the deep aquifer from which the Town draws its water supply is of high quality and is not under the direct or indirect influence of any surface waters.

Size of Pipe	Length
6 Inch	15,430
8 Inch	9,071
10 Inch	1,102
<u>Total</u>	<u>25,603</u>

Existing Deficiencies: None at this time.

### ***Transportation System***

Background: The Town of Mansfield is oriented around State Highway 172. The following table demonstrates the street system within the Town. This inventory does not include that asphalted runway at the Mansfield Municipal Airport that is in fair condition and is 2,570 feet long by 46 feet wide.

Street Name	ROW	Feet	Surface	Condition
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<b>Street Name</b>	<b>ROW</b>	<b>Feet</b>	<b>Surface</b>	<b>Condition</b>
Locust	40'	-	-	Unimproved
Walnut	80'	2,640	BST	Fair
Mansfield Boulevard	73'	2,640	BST	Fair
Short	66'	220	BST	Poor
Wilmot	66'	566	BST	Fair
Morrow	66'	1,056	BST	Poor to Fair
Douglas	66'	1,584	BST	Fair
Main Street/Hwy 172	80'	1,830	BST	Good
Hamilton	66'	1,056	BST	Poor to Fair
Simpson	66'	1,056	BST	Fair
Sheldon	66'	366	BST	Fair
Long	66'	-	-	Unimproved
Railroad	66'	4,224	BST	Poor
First	66'-80'	4,224	BST	Poor
Second	66'-80'	2,904	BST	Poor
Third	66'-80'	2,376	Gravel	Poor
Fourth	66'-80'	528	Gravel	Fair

### ***Community Facilities***

#### **Parks...**

There are three parks that are owned and maintained by the Town of Mansfield: Railroad Park, Triangle Park, and Blue Stem Park. Railroad Park provides picnicking, playground areas. Triangle Park, named for the three intersecting streets, also offers playground equipment and some picnic tables. Blue Stem, a historic type of wheat used in the area, has picnic tables available. The Garden Club maintains the flowers and keeps the area free of garbage in Blue Stem.

#### **Public Works Equipment...**

The following is a list of the most costly public works equipment owned by the Town:

- 2 dump trucks
- 1 pickup truck
- 1 backhoe
- 1 sewer reamer
- 1 riding lawn mowers
- 2 snowplow
- 1 PTO mower
- 1 bucket truck

### **Public Buildings...**

The City Hall is located at the intersection of Main and Railroad Avenue, and houses the Council Chambers and office, a shooting range in the basement, and the Pioneer Club which is a community center with kitchen and bathroom facilities. Across the street is the shop building for the Town's public works department.

The City Hall contains the following items that have a replacement cost of over \$1,000:

- 3 computers and printers
- 1 copier
- 1 safe
- 1 council meeting table w/ chairs

### **Educational Facilities...**

The educational facilities that are available in Town are the K-12 building and the various play fields; i.e. baseball, football, track. The Town does not have a financial responsibility for these facilities however they encourage the School District to take a proactive approach to capital facilities planning to address issues and needs

### **Fire Protection and Emergency Medical Services...**

The Town of Mansfield has recently annexed into Douglas County Fire District #5 and has at least 70 volunteers. They aid in both fire and emergency medical services to the people within the Town of Mansfield and surrounding area. The fire hall that is located in town is owned by the district and stores 2 fire trucks.

### **Police Protection...**

Police protection is currently provided through a contract with the Douglas County Sheriff's office, at a cost per year based on the amount of criminal funding grant money received by the Town.

### **Solid Waste and Recycling Facilities...**

The community currently contracts with a private company, Consolidated Disposal, for garbage pick up for once a week service. The Douglas County Solid Waste Program assisted with a recycling program for the community that had good participation which enabled residents to drop off recyclables that were then picked up on a monthly basis. The facilities are operated on the second and fourth Saturdays of each month from 9am-12pm. The recyclable accepted is: newspaper, mixed paper,

plastic, glass, cans, cardboard, batteries, tires and used oil which is used in the shop with a oil-burning heater

**Cemetery...**

The Town of Mansfield owns the land on which the cemetery sits, just west of town. While the city staff is responsible for selling plots, providing water and arranging to have plots opened and closed, the actual maintenance and operation of the cemetery is conducted by the Cemetery Association.

**SIX-YEAR PROJECT LIST...**

This section of the Capital Facilities Plan focuses on projects and/or acquisitions needed over the next six years. The following table lists needed and/or planned improvements by department or service for the next six years.

**Capital Facilities Six-Year Project List – 2004 - 2009**

<b>Department</b>	<b>Time Frame</b>	<b>Estimated Cost</b>	<b>Potential Funding</b>
<b>Water/Wastewater System Projects</b>			
Wastewater lagoon upgrades: dredging, lining, 3 new aeration units	2005-06	\$800,000	CDBG Grant
<b>Street Projects</b>			
Overlay work on city streets	2006-07	\$50,000	TIB Grant
<b>Parks Projects</b>			
None			
<b>Public Works Equipment</b>			
New service truck	2007	\$35,000	City Street/Utility Fund
<b>Public Buildings/City Hall Equipment</b>			
None			

**Capital Facilities Twenty Year Project List...**

**Sanitary Sewer Projects** – Complete plant upgrade to accommodate growth

**Water System Projects** – New system expansion based on growth

**Streets** – Continue necessary repair and maintenance

**Public Works Equipment** – Continued equipment upgrading and replacement of older equipment



# TRANSPORTATION

## ***INTRODUCTION...***

Transportation networks tie a community together as well as linking it to the outside world. Local streets and roadways should provide a safe, reliable access to work, schools, shopping and residences. Transportation networks to the outside area are important to the economic growth of the community in providing needed access for goods and services into and out of the area. For the purposes of this Comprehensive Plan, transportation encompasses several modes of travel, including air, motorized, transit and non-motorized. The intent of the transportation element is to be consistent with the land use element as well as continuing the idea of coordinated planning efforts between the different agencies responsible for providing the different modes of transportation. The Capital Facilities Plan element of this comprehensive plan will present a detailed identification of the existing transportation system and needed improvements as well as a reasonable financial plan to pay for them, according to the desired levels of service seen in Table 5.

## ***GOALS & POLICIES...***

**GOAL: Provide a multi-modal transportation network, including air traffic, which adequately links State, County and City systems in a safe, efficient and economical manner. Focus on the systems should provide a year-round network for the transit of agricultural commodities, public transit, and movement of goods and services.**

POLICY A: State and County roads that help transport people and goods into the communities should be improved to adequately handle circulation, either through design, load capacities and weight limits, or through total re-alignment. Where re-alignment is not feasible, more lanes of adequate length should be provided to accommodate the many different types of vehicles utilizing the system, thereby improving maneuverability and movement.

POLICY B: Public transit is needed to link all the developed cities, towns and unincorporated centers in the outlying areas of Douglas County, and should be actively pursued as a viable option for providing mobility to the extensive population in need of transportation other than single occupancy vehicles.

Rationale: Circulation patterns and transportation needs are not limited or affected by jurisdictional boundaries. The systems that move people and commodities into and out of an area have a significant impact on that area, particularly in smaller communities, where the trend to abandon rail lines has increased. It is essential to the viability of Mansfield that State and County agencies, as well as public transit, consider input from the citizens of Mansfield for all projects and services (or lack thereof) in the Douglas County Region.

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Rationale: The above policies reflect the desire of the citizens of Mansfield to expand and enhance their existing circulation system. By making the existing facilities more aesthetically pleasing, and by providing multi-modal alternatives, the overall viability and appeal of the Mansfield area is supported and enhanced.

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

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

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

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

POLICY S: The Town will strive to develop a pavement preservation program to assist with the maintenance and upkeep of the community's existing roadways.

POLICY T: Coordinate the Town's planning efforts with on-going state-wide and regional transportation planning efforts by identifying these facilities and recognizing the established levels of service.

POLICY U: Highway 172 is recognized as a "State-owned Transportation Facility", as identified by the Washington State Department of Transportation.

POLICY V: The level of service standard for this facility is LOS C, as established by the North Central Regional Transportation Organization in the Regional Transportation Plan.

POLICY W: The Town recognizes that the Mansfield Municipal airport is a public use regional multimodal transportation facility as identified and established by the North Central Regional Transportation Organization in the Regional Transportation Plan and Washington State Aviation System Plan.

POLICY X: The level of service standard for Town-owned arterials is LOS C.

POLICY Y: The Mansfield Municipal Airport is designated as an Essential Public Facility (EPF).

POLICY Z: Discourage the siting of new land uses and activities that may impact the airport pursuant to RCW 36.70A.510 by utilizing the WSDOT Aviation Division Land Use Compatibility Program and "Best Available Management Practices".

POLICY AA: Coordinate the protection of the Mansfield Municipal Airport with Douglas County by developing consistent implementing regulations using best management practices for compatible land uses adjacent to airports.

POLICY BB: Develop criteria, standards and compatible land use designations that will protect the airport and aviation uses from incompatible development by adopting a combination of zoning techniques including compatible zoning districts, overlay districts, and development siting criteria for evaluating uses or activities in key areas adjacent to the airport.

## OPTIONAL ELEMENTS

### Recreation...

The recreational opportunities in and around the Town of Mansfield are many and varied. These activities can be used to help expand the economic base of the community by capitalizing on the available natural resources and beauty of the area to entice a certain amount of tourist/recreational activity. These goals and policies seek to provide a framework to guide the development of this possible new industry in a manner that is sensitive not only to the resource that makes it appealing, but also to the people of the community and their quality of life.

**GOAL: The many and varied existing resources available for recreational activities in and around Mansfield can be utilized and enhanced, but only within their capacities so as to prevent degradation of the resources and the quality of life already in place.**

POLICY A: Focus should be concentrated on developing natural, outdoor, informal types of recreation facilities, such as fishing, hunting, camping, biking, hiking, snowmobiling or cross-country skiing.

POLICY B: Tourist activities should be those that are geared toward a balanced, year-round, continuous stream of activity, as opposed to an overload of activity during a brief period of time.

POLICY C: The scale, type, and area of recreational development should be well defined so as to maintain the carrying capacity of the resource, as well as being designed to not have any adverse effects on the environment in which it is located.

Rationale: The lands surrounding the Mansfield urban area offer a beneficial, natural resource for recreational activities. Promoting their development as such will stabilize and support Mansfield's economic base as people come into the community to utilize the available activities. It is important, however, to manage the growth of these types of uses so as to not degrade the quality of the resource to the point of being undesirable.

POLICY D: Establish criteria for developing, siting, and locating recreational vehicle parks and hook-ups.

POLICY E: Provide a wide range of passive and active park facilities and recreational programs responsive to the needs, interests and abilities of users of all ages and types.

POLICY F: Where appropriate, new residential and commercial development should be encouraged to provide land for parks, trails, walkways, and open space in relation to the density of development and where consistent with adopted plans.

Rationale: The provision of recreation facilities should address a variety of user interests and should accommodate changing needs. By designing a wide range of facilities, tourism would be promoted, which in turn enhances job opportunities and economic development. As

residential and commercial developments begin to tax the capacity of existing facilities, some of the demand for new recreation areas should be supplied by these developments.

POLICY G: Encourage low maintenance designs for parks and recreational facilities.

POLICY H: Enhance recreational site access by linking parking areas, adjoining developments, transit systems, and other recreation facilities with walkways and/or bikeways.

Rationale: Public expenditures and out-lays can be reduced by utilizing lower maintenance designs for parks. It is also possible to lower the cost of establishing new parks, or even eliminate the need for them, by utilizing facilities more efficiently through enhanced access and connections.

POLICY I: Encourage recreation planning that involves participation by all interested individuals, agencies, clubs, and groups involved in providing, utilizing, and benefitting from recreational activities.

POLICY J: Encourage citizen organizations, committees, and/or businesses to become actively involved in encouraging and promoting the recreational opportunities in the area.

Rationale: A major issue to contend with when discussing the provision of recreational facilities is the associated costs, which can be extensive. By ensuring that all interest groups and individuals are involved in the planning process, their interests and needs will more likely be adequately addressed. This will enhance their ownership and support for the facilities, thereby increasing their support for funding needs, either locally or at a federal or state level.

### **Unincorporated Area Development and Annexations...**

The activities and uses taking place directly adjacent to the City limits and/or UGA of Mansfield can directly affect what happens within the jurisdiction of Mansfield. Additionally, annexation of these lands can provide for both the expansion of the community as well as increasing the value of the City when the lands contain certain types of uses. The overriding concern however, for all annexation requests, should be that the residents of the community are not liable for the costs of development. The following goals and policies are intended to provide some guidance for decision makers when considering annexations and when commenting on proposed projects adjacent to the Mansfield Urban Area.

**GOAL: Provide and plan for the logical extension of community boundaries through coordinated planning and timely annexations.**

POLICY A: During the review process for development proposals within the Mansfield UGA, the county and the town will participate in that review process, with the final approvals continuing to reside with the agency with jurisdiction.

POLICY B: Encourage the coordination and joint development of capital facilities, utilities, and land use plans between adjacent jurisdictions.

Rationale: Implementation of the above policies can aid in more efficient operation of different government entities and utility purveyors by encouraging joint expansion projects, consistent development regulations, and by reducing the amount of duplication in research, planning, and engineering activities.

POLICY C: Encourage development to occur within existing corporate boundaries where adequate services are provide already, prior to annexation of undeveloped land.

POLICY D: Encourage the in-fill of existing residential, commercial, and industrial areas, where feasible, prior to expansion into valuable agricultural/transition areas and open space areas.

POLICY E: Develop specific siting criteria for locating industrial uses that require urban services within unincorporated areas.

Rationale: It is important to allow development only as the services needed for that development are available. This will lower the cost to developers, property owners and the general public by decreasing the cost of providing infrastructure in a haphazard, leap frog fashion. By promoting in-fill of existing areas, not only are these costs more reasonable, but the adjacent agricultural areas are protected from development pressures until they are absolutely needed. However, because industrial development can tend to be an undesirable neighbor for other types of uses, there should be some flexibility to allow industrial uses to locate away from urban areas. Establishing criteria to ensure that the services needed by different kinds of industrial development can be provided for on-site, this flexibility is achieved while still alleviating possible negative impacts from the development.

POLICY F: Proposed annexations should be subject to a cost/benefit analysis which includes a discussion of all costs to the community and a showing of reasonable assurance of a positive benefit.

POLICY G: Proposed annexations should consider and be based on the availability, economic phasing, and timing of provision of capital facilities and utilities.

Rationale: Premature annexations can have a substantial impact on Mansfield's ability to provide all types of services to existing as well as new residences and businesses. A thorough analysis of the impacts associated with annexations as well as the availability of needed utilities and public facilities/services will help determine the best course of action for decision makers.

### **Economic Development...**

Economic Development entails actions by the community that will directly or indirectly result in the increase of trading activity within the community. Through good policy direction, a community can

determine which economic activities will be pursued in order to stimulate steady, beneficial growth over the long run. The following goals and policies help define that direction by indicating where businesses and industries should be encouraged, how public investment in infrastructure can induce private investment, and what kind of new businesses and industries should be promoted and recruited.

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

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

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

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

POLICY C: Encourage the location of business and industry that provide jobs for local residents, including the youth.

POLICY D: Actively support efforts to promote trade and tourism by participating in regional economic development programs.

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

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

POLICY F: Develop and maintain an attractive and high quality environment for economic activities through good design, landscaping, and control of impacts which detract from the environment or which create hazards.

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

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

Rationale: Industrial and commercial developments which are designed in aesthetically pleasing, high quality environments will have a tendency to attract further developments. By assuring this high quality through design standards, Mansfield will be creating an environment that will help it compete more aggressively with other communities that may be under consideration by a company for location. This quality design will also lessen any impacts that may be associated with existing, adjacent land uses.

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

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

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

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

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

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

**POLICY N:** Promote the development of a “Community Mall” that incorporates multiple commercial users into a single building or buildings consistently designed and developed in a coordinated manner.

**POLICY O:** Promote the development of a museum at the old bank building on Main Street to help promote tourism and economic development that capitalizes on the rich history of the Mansfield area.

## **Environment and Critical Areas Conservation...**

The quality of life of different communities is directly related to the quality of environmental factors, such as air and water quality and the natural resources base of the area. Many times the subtle and prolonged degradation of these things can undermine the community's appeal and viability. Although Mansfield does not currently have critical areas located inside the UGA, the Town believes it is important to have provisions in place that can guide future development as better and more complete science and natural changes may result in the potential for critical areas in the UGA. To that end, the following goals and policies are intended to provide some measure of protection to the environmental elements that contribute to the quality of life in Mansfield, without being prohibitive as to development potential and private property rights.

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

### ***GENERAL...***

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

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

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

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

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

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

POLICY F: Fertilizer and pesticide management practices of schools, parks, and other non-residential facilities that maintain large landscaped areas should be evaluated in relation to best

management practices as recommended by the Cooperative Extension Service, or a licensed chemical applicator.

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

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

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

### ***WETLANDS...***

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

Rationale: Although there are no obvious wetland areas around the Mansfield area, it is possible that development could negatively impact the quality of any intermittent wetland areas there may be. It is important to, at a minimum, recognize wetlands as an important resource, and mitigate, when feasible, significant impacts from new development.

### ***AQUIFER RECHARGE AREAS...***

**POLICY A:** Maintain critical ground water and/or aquifer recharge supply areas and areas with a high groundwater table or unconfined aquifers used for potable water, as they may be identified.

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

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

Rationale: Contamination of potable water sources is becoming an increasing problem in many areas, primarily from on-site septic systems, underground fuel/storage tanks, and

hazardous waste disposal methods. Identifying the critical aquifers and their recharge areas can help in developing appropriate, site specific requirements for maintaining the supply areas, and can help reduce the possibility of costly clean up projects.

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

POLICY E: All existing and proposed developments that are either within the Town limits or above a critical aquifer recharge area will be required to connect to the Town's sanitary sewer system.

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

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

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

### ***FREQUENTLY FLOODED AND NATURAL DRAINAGE AREAS..***

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

POLICY B: Promote the preservation of the remaining, significant natural drainage areas that are an important part of the storm water drainage system.

POLICY C: Prevent the development of structures in areas unfit for human usage by reason of danger from flooding, unsanitary conditions, or other hazards.

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

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

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

### ***EROSION AND GEOLOGICALLY HAZARDOUS AREAS..***

POLICY A: Minimize the negative impacts of erosion resulting from development and construction on erosion hazard areas.

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

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

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

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

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

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

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

possibility of the hazard existing, then to provide protection from and knowledge of the hazard to prospective buyers.

***HABITAT AREAS...***

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

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

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

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

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

## IMPLEMENTATION STRATEGY

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

### **Zoning...**

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

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

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

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

### **Subdivision**

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

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

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

### **Planned Developments...**

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

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

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

### **Binding Site Plan...**

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

### **State Environmental Policy Act**

SEPA directs decision makers to consider the environmental consequences of their actions. The SEPA process starts when someone submits a permit application to the Town, or when the Town proposes to take some official action. An Environmental Checklist is used to determine whether the project or action is significant enough to require an environmental impact statement (EIS). While an EIS is commonly not required, certain conditions may be included in a determination of non-

significance that are intended to minimize environmental impacts. Regardless, a threshold determination must be made on all permit applications unless they are specifically exempted by SEPA.

## Appendix A: Land Use Analysis

Based on the assumptions for growth and development found in Chapter 1: Introduction, the following is an analysis of future land uses within the Mansfield UGA.

### Population Projection and Allocation...

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

### Projected Housing Units...

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

The 2000 Census for the Mansfield Urban Area indicates there are only 174 housing units, however the detailed land use inventory that was conducted by ACG, Inc during the spring and summer of

2002 identified 182 housing units. This is a discrepancy of 8 units, which constitutes 4% of the total housing units identified in the detailed land use inventory. If this same 4% were added to the total housing units needed in 2022, Mansfield could expect 252 housing units or 10 more than the 242 total units identified. A conservative approach is appropriate, and therefore the number of housing units Mansfield is planning for in the year 2022 is 250, which adds the 8 unidentified units to the total projected housing units (242) for 2022.

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

<b>Land Use</b>	<b>Acres</b>	<b>% of Total</b>	<b>Housing Units</b>
Single-Family	76	16%	157
Multi-Family	4	1%	24
Commercial	2	.5%	0
Industrial	36	8%	0
Public	134	28.5%	0
Quasi-Public	38	8%	1
Agriculture	161	34%	0
Vacant	17	4%	0
<b>Totals</b>	<b>437</b>	<b>100%</b>	<b>182</b>

**2002 Existing Housing Unit Types...**

<b>TYPE</b>	<b>NUMBER</b>	<b>PERCENT</b>
Single Family	130	72
Accessory Unit	1	0
Multi Family	24	13
Manufactured Home	27	15
<b>Totals</b>	<b>182</b>	<b>100%</b>

Mansfield’s existing ratio of single family to multi family residential units is approximately 87%/13%. Assuming this same ratio for future development, of the 250 total housing units in the Mansfield UGA, 218 will be single family and 32 will be multi family. Of the projected new housing units (250-182 = 68), this same ratio would mean that 59 units will be single family while 9 will be multi family.

**Assessment of Urban Services Capacity...**

**Sewer...**Given recent upgrades and planned improvements, it is the position of the Town of Mansfield that sewer capacity is currently available to support the identified growth and development anticipated over the 20-year planning horizon.

**Water...**Given recent upgrades and planned improvements, it is the position of the Town of Mansfield that domestic water capacity is available, or will be available, to support the identified growth and development anticipated over the 20-year planning horizon.

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

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

**Fire...**Similar to law enforcement services, the Town of Mansfield is served by Douglas County Fire District #3, and as increases in costs are necessary, the Town will evaluate available revenue and a corresponding level of service for fire services.

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

**Land Use Ratios...**

<b>LAND USE DESIGNATION</b>	<b>ACRES</b>	<b>% OF TOTAL</b>
Single Family Residential	157	34%
Multi Family Residential	30	6%
Central Business	12	3%
Mixed Commercial/Residential (high density)	10	2%
Public	149	32%
Industrial	107	23%
<b>TOTAL</b>	<b>466</b>	<b>100%</b>



### Vacant Land Determination...

Land Use Designation	Vacant Acres	Percent of Total Vacant Land
Residential Single Family	6.5	43%
Residential Multi Family	5	33%
Central Business	1.8	12%
Mixed Commercial/ Residential (high density)	1	6%
Industrial	.7	6%
Public Use	0	0
<b>Total...</b>	<b>15</b>	<b>100%</b>

### Agricultural Land Determination...

Land Use Designation	Acres in Ag	Percent of Total Ag Land
Residential Single Family	61	31%
Residential Multi Family	10	5%
Central Business	0	0
Mixed Commercial/ Residential (high density)	3	2%
Industrial	42	21%
Public Use	80	41%
<b>Total...</b>	<b>196</b>	<b>100%</b>

According to the tables above, in the Residential Single Family, Residential Multi Family and Mixed Commercial/Residential areas approximately 11 acres of vacant land are available for residential development (assuming 50% of the Mixed Commercial/Residential will be used for residential uses, 50% for commercial uses), while 74 acres of agricultural land are available.

### Residential Density Determination...

The proposed densities within the comprehensive plan are a maximum of 4 units per acre in the Residential Single Family areas and a maximum of 10 units per acre in the Residential Multi Family areas. The Mixed Commercial/Residential is available for residential development, however only a portion of these areas are expected to be used for residences. Currently, the overall density of housing units in the areas used for residential purposes is 2.3 units per acre, although the density of existing multi family uses is closer to 8 units per acre.

The average density assumed for future single family development is 2.5 units per acre for the following reasons:

- The historical, existing pattern of development is 2.3 units per acre;
- Of the 67.5 acres available and designated for residential single family, 6.5 acres is within existing platted areas; and

- 58 acres available and designated for residential single family are in two parcels (1 is 18 acres, one is approximately 40), both of which are currently in agricultural use is therefore not anticipated to convert to residential use as quickly. (50% is target)

The average density assumed for future multi family development is 5 units per acre for the following reasons:

- The existing multi family units are located in one complex;
- Not all of the areas designated for residential multi family will be used for multi family residences.

### **Analysis of Land Necessary for Residential Growth...**

Using the projected new housing units identified above (59 single family units, 9 multi family units), and the assumed future density of residential development, a determination of the land necessary for residential development can be calculated. For 59 single family dwelling units, at a density of 2.5 units per acre, approximately 24 acres is needed. For 9 multi family dwelling units, at a density of 5 units per acre, approximately 2 acres is needed. To these basic numbers a market factor (25%) is added to ensure that an adequate supply of land is available; and a right-of-way factor (20%) is added to accommodate for necessary streets and other infrastructure to support the development. The market factor of 25% is assumed as a means of ensuring that housing remains affordable, by the Town of Mansfield's standards, by not over-inflating land costs due to limited supply. The right-of-way factor of 20% is assumed for Mansfield because a large share of the existing, platted community currently has street right-of-ways that are 66 feet wide or more, which exceeds the current standards for new residential development. Using these factors, the following land is necessary for residential growth in Mansfield for the planning horizon:

RSF: 24 acres + 25% = 30 acres + 25%	=	<b>36 acres</b>
RMF: 2 acres + 25% = 3 acres + 20%	=	<b><u>4 acres</u></b>
<b>Total</b>	=	<b>40 acres</b>

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

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

- 80% of vacant land in residential designations will be available for residential development;
- 45% of agricultural land in residential designation will be available for residential development;
- Within the Mixed Commercial/Residential areas, 50% of the area available for development will be used for residential uses, with the remaining area developing into commercial uses.

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

• RSF: (80% of 6.5=) 5 acres (vacant) + (45% of 61=) 27 acres (ag)	=	<b>32 acres</b>
• RMF: (80% of 5=) 4 acres (vacant) + (45% of 10=) 5 acres (ag)	=	<b>9 acres</b>
• MCR: (50% of 1=) .5 acres (vacant) + (50% of 3=) 1.5 acres (ag)	=	<b>2 acres</b>
	Total	= <b>43 acres</b>

### Assessment of Land Use Ratios...

In reviewing the analysis provided above, it appears that Mansfield has an appropriate amount of land designated for residential development for the planning horizon. In addition to the residential designations, Mansfield has provided areas for increased commercial and industrial development in an effort to increase the potential for economic development. Additionally, significant areas have been designated for public use to encourage public, quasi-public and private recreational activities intended to draw people in to the area. The ratio of land designated for industrial development is consistent with the Town's goal of providing area for agriculturally-related industrial uses, as well as other activities that support family-wage jobs. For these reasons the Town believes the land use designations are supportive of the goals and policies in the comprehensive plan.

### UGA Location...

It is the position of the Town of Mansfield that the UGA identified in the comprehensive plan is consistent with the Growth Management Act and the Douglas County Regional Policy Plan. The UGA is located in such a manner that it encompasses the existing city limits and existing urban development. As proposed herein, the UGA seeks to perfect the location of the existing UGA based on recently available electronic parcel information: the proposed UGA is essentially the same as the existing, but is more respectful of existing parcel boundaries and property ownerships. The only additional area added to the UGA is that area extending north along the easterly boundary, the purpose of which is to incorporate the Town's wastewater treatment lagoon and sprayfield system in an area that the Town can eventually annex and control, consistent with their State requirements for safe operation of the facilities. However, this area is almost directly proportional to the area that is taken out of the proposed UGA in the southeast portion of the existing UGA. This area was designated Industrial in the original UGA plan based on an inaccurately located road, which is since corrected in the new electronic mapping resources. The undeveloped areas that are identified as part of the UGA are immediately adjacent to the existing city limits in areas that can be served by public facilities and services as the need arises.

Without knowing the specific criteria that was used by Douglas County to classify the existing agricultural lands of commercial significance that are proposed for inclusion into the Mansfield Urban Growth Area, the Town believes there is support for changing the designation of the 30 acres. The purpose of this inclusion is to include the land immediately adjacent to the Town's wastewater treatment plant lagoon and sprayfields, allowing the Town to eventually annex and thereby control

these areas consistent with their Department of Ecology wastewater permits. The Town would like the opportunity to manage this land because, other than the current agricultural practice, future use of the property needs to be consistent with the lagoon and sprayfield operations. This 30 acres is adjacent to a public facility {WAC 365-190-050(1) (a)}, and it is immediately adjacent to the existing, adopted Urban Growth Area {WAC 362-190-050(1) (d)} and the urban intensity land uses within the UGA {WAC 362-190-050(1) (g)}. For these reasons, the Town does not believe it is inconsistent with Douglas County's criteria for designating agricultural land of long term commercial significance to include this 30 acres into the Mansfield UGA.

## **Appendix B: Capital Facilities Financial Analysis**

This analysis is based on actual revenues and expenditures from 1997 through 2002 and on the 2003 budget. The analysis looks at the patterns in the various accounts and attempts to discern trends in the revenues generated and expenses paid. The budget for the Town of Mansfield changed significantly in 2003 due to the passage of Initiative 695 and the end of MVET backfill money. Although the initiative was overturned by the state Supreme Court, the legislature and governor enacted the lower vehicle license fees set by the initiative. The impact of this decrease in revenues was dramatic for Mansfield, and is most evident in the current expense fund. The loss in revenues were somewhat offset through MVET Backfill funds that were apportioned by the state as a measure to mitigate the impacts of Initiative 695 on cities. However they were no longer anticipated after 2002. Additionally, Initiatives 722 and 747 were passed by the voters, both of which limit the amount of property tax increase that can be implemented each year to only 1%. For the Town of Mansfield, property tax revenues primarily support the street fund.

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

### ***Projection Factors***

1. Property Taxes, 1%. This projection is based on the restrictions resulting from the passage of Initiative 722 and 747.
2. Sales and Use Taxes, 0.5%. This was the figure used by many other entities and due to the fact that sales fluctuate throughout the years.
3. Inflation, 2%. This projection factor is based on multiple fluctuations and trends. The average of previous years was used to determine the percent to use.
4. Investment Interest, 1%. Basically, as beginning balance grows or declines, investment interest changes accordingly. Because we are not anticipating beginning balances for this analysis we are basing the information on an increase of 1% over the previous years, hoping for an ending balance for each year.
5. Salary Adjustments, 3%. This figure is based on the average increase per year. It applies to all salaries and benefits in each fund.
6. Fixed Revenues & Expenditures, Flat Rate. These are items that are unlikely to change much in the coming six years.
7. State Shared Revenue/Entitlements, 1%. This is a rate applied to some of the state shared revenues and entitlements that are expected to see some growth. Other entitlements/shared revenues have flat projection factors.
8. Other 1%. This is a projection category created for miscellaneous revenues and expenditures with an estimated growth rate of 1% that did not fit into other categories.

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

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

**Current Expense Fund...**

The current expense fund is a large and complex account. Revenues come from several sources and support a wide variety of the Town's operating expenses. This fund is severely impacted by decreases in motor vehicle excise taxes and sales tax equalization monies. MVET backfill monies have softened that impact for the last couple of years. The Town will begin to see a sharp decline in revenues in 2003 unless some local or state measure is enacted to fill the gap.

***Current Expense Fund Revenues***

<b>Item</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Beginning fund balance	78,766	62,945	60,253	72,495	95,324	99,622	80,000
Taxes	0	0	0	0	0	0	0
Licenses & Permits	78	9,139	10,896	11,175	5,407	2,648	50
Intergovernmental	34,925	40,859	43,693	50,735	37,281	30,602	12,590
Charges for service	1,850	2,515	1,635	6,132	5,858	2,212	2,500
Miscellaneous revenues	4,744	4,262	3,906	5,410	5,010	6,567	4,001
<b>Total Actual Revenue</b>	<b>42,530</b>	<b>57,705</b>	<b>61,183</b>	<b>74,502</b>	<b>54,606</b>	<b>43,349</b>	<b>19,141</b>
<b>Total Resources (Beginning balance plus revenues)</b>	<b>122,296</b>	<b>120,650</b>	<b>121,436</b>	<b>146,997</b>	<b>149,930</b>	<b>142,971</b>	<b>99,141</b>

**Current Expense Fund Revenue Projections**

<b>Item</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Beginning fund balance	0	0	0	0	0	0
Taxes	0	0	0	0	0	0
Licenses & Permits	50	50	50	50	50	50
Intergovernmental	7,7726	7,830	7,936	8,046	8,159	8,275
Charges for service	3,000	3,000	3,000	3,000	3,000	3,000
Miscellaneous revenues	4,051	4,051	4,051	4,051	4,051	4,051
<b>Total Projected Revenue</b>	<b>14,827</b>	<b>14,931</b>	<b>15,037</b>	<b>15,147</b>	<b>15,260</b>	<b>15,376</b>
<b>Total Projected Resources</b>	<b>14,827</b>	<b>14,931</b>	<b>15,037</b>	<b>15,147</b>	<b>15,260</b>	<b>15,376</b>

**Observations/Assumptions**

Taxes: There are none projected for this fund.

Licenses & Permits: This portion of the fund fluctuates greatly depending on the number of business licenses sought in any given year. Because there is no way to predict growth in the licenses and permits, the assumption is that revenues will not substantially change.

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

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

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

Total Actual Revenue: This line refers solely to revenues collected during the fiscal year. Overall

actual revenues show fluctuation from 1997 to 2002. The projections show declines based on the loss of revenues from motor vehicle excise taxes, sales & use equalization taxes, and other funds affected by the passage of Initiative 695.

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

**Current Expense Fund Expenditures**

<b>Item</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Legislative	4,476	1,999	1,397	2,128	3,201	3,159	4,200
Financial & Administrative	30,537	30,201	22,932	26,436	24,486	27,725	39,625
General Government	325	1,170	142	1,910	1,308	423	3,130
Security Persons/Property	4,240	6,431	6,689	6,969	7,679	8,219	9,200
Physical Environment	13,238	8,427	8,329	5,976	7,280	11,857	8,550
Economic Environment	1,063	1,025	1,691	4,135	4,865	15,327	10,500
Community Services	5,387	11,080	6,535	4,119	1,228	5,722	6,850
Mental & Physical Health	85	64	1,226	0	1,045	116	1,100
<b>Total Expenditures</b>	<b>59,351</b>	<b>60,397</b>	<b>48,941</b>	<b>51,673</b>	<b>53,692</b>	<b>72,549</b>	<b>83,155</b>
<b>Actual Revenue minus Actual Expenditures</b>	<b>(16,821)</b>	<b>(2,692)</b>	<b>12,242</b>	<b>22,829</b>	<b>914</b>	<b>(29,200)</b>	<b>(64,014)</b>
<b>Cumulative Balance</b>	<b>62,945</b>	<b>60,253</b>	<b>72,495</b>	<b>95,324</b>	<b>96,238</b>	<b>70,421</b>	<b>15,986</b>

**Current Expense Fund Expenditure Projections**

<b>Item</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Legislative	3,250	3,250	3,250	3,250	3,250	3,250
Financial & Administrative	23,566	26,770	23,981	27,198	24,421	27,652
General Government	1,634	1,638	1,642	1,646	1,651	1,655
Security Persons/Property	450	450	450	450	450	450
Physical Environment	1,500	1,500	1,500	1,500	1,500	1,500
Economic Environment	4,500	4,500	4,500	4,500	4,500	4,500
Community Services	4,455	4,459	4,464	4,469	4,474	4,479
Mental & Physical Health	57	59	61	62	64	66
<i>Projects</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>	<i>0</i>
<b>Total Expenditures</b>	<b>39,412</b>	<b>42,626</b>	<b>39,848</b>	<b>43,076</b>	<b>40,310</b>	<b>43,552</b>
<b>Actual Revenue minus Actual Expenditures</b>	<b>(24,584)</b>	<b>(27,696)</b>	<b>(24,810)</b>	<b>(27,929)</b>	<b>(25,051)</b>	<b>(28,177)</b>
<b>Cumulative Balance</b>	<b>(24,584)</b>	<b>(27,696)</b>	<b>(24,810)</b>	<b>(27,929)</b>	<b>(25,051)</b>	<b>(28,177)</b>

**Observations/Assumptions**

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

Security: This category includes law enforcement services. This did include the marshal services however to help the Current Expense fund, it was taken out and distributed between the Street and Utilities Funds. The services for law enforcement with Douglas County are based on grants received and located in the Criminal Justice Fund (103).

Physical Environment: This category includes expenses associated with fire services. However, in 2003 the Town annexed into Fire District #3 of Douglas County, this allowed the costs for services to be eliminated. This category does include the recycle building and engineering services, which are all held at a minimum amount.

Economic Environment: This category includes expenses associated with planning review and airport

maintenance. Expenditures in this category fluctuated somewhat. Projections are based on the assumption that the airport fees will remain flat. In regards to the planning, no money was budgeted for it and will be based on need and grants, if received.

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

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

**Analysis**

Due to loss of revenues from Initiative 695, the Town of Mansfield faces a trimmer budget in the future. MVET Backfill revenues did serve to keep the Current Expense Fund fairly stable. However, it does not fully replace the MVET or sales and use tax equalization revenues from previous years. The Town is clearly making an effort to restructure and compensate for losses. As mentioned in the introduction, the fact that Mansfield has maintain efficient budgets is beneficial however there has not been a sufficient amount of money set aside for the future. With this the Town will have to find additional fund sources to balance at the end of each year. .

With MVET Backfill monies received, the Town was able to balance expenditures and revenues through 2002. Projected revenues are less than the expenditures by approximately \$30,000 for those projected years. With no backfill monies appearing after 2002, and the Town begins to move towards a negative balances. The carry over balance from previous years serves to prevent the budget from going into negative numbers until 2004. To maintain a positive balance between revenues and expenditures, the Town will need MVET backfill funds to continue or other budgetary measures to compensate for shortfalls.

**Town Street Fund...**

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

***Street Fund Revenues***

<b>Item</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Beginning fund balance	118,294	115,029	80,364	61,215	43,775	32,053	30,000
Taxes	36,733	28,833	30,826	32,660	38,118	40,989	39,845
Intergovernmental revenue	6,414	8,389	9,030	8,501	131,987	7,533	56,128
Miscellaneous revenues	7,028	5,828	4,330	3,434	1,948	509	1,300
Grants	406,483	0	0	0	0	0	0
<b>Total Actual Revenue</b>	<b>462,748</b>	<b>43,050</b>	<b>44,186</b>	<b>45,508</b>	<b>172,793</b>	<b>49,103</b>	<b>97,273</b>

<b>Total Fund Resources</b>	<b>581,042</b>	<b>158,079</b>	<b>124,550</b>	<b>106,723</b>	<b>216,568</b>	<b>81,156</b>	<b>127,273</b>
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***Street Fund Revenue Projections***

<b>Item</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Beginning Balance	0	0	0	0	0	0
Taxes	43,143	44,094	45,081	46,105	47,169	48,272
Intergovernmental revenue	6,500	6,500	6,500	6,500	6,500	6,500
Miscellaneous revenues	1,339	1,379	1,421	1,463	1,507	1,552
<i>Grants/Loans/Bonds</i>			<i>50,000</i>	<i>50,000</i>		
<b>Total Revenue</b>	<b>50,982</b>	<b>51,974</b>	<b>103,002</b>	<b>104,069</b>	<b>55,176</b>	<b>56,325</b>
<b>Total Resources</b>	<b>50,982</b>	<b>51,974</b>	<b>103,002</b>	<b>104,069</b>	<b>55,176</b>	<b>56,325</b>

***Observations/Assumptions***

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

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

Miscellaneous revenues: This category includes investment revenue and other undefined revenue. Investment revenues are projected to grow at 3%.

***Street Fund Expenditures***

<b>Item</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Street Maintenance	26,214	60,937	54,406	52,730	174,246	30,759	89,105
Snow & Ice Control	9,981	15,676	8,387	10,151	12,848	11,460	19,000
Miscellaneous	403,818	1,102	542	67	505	114	2,000
<b>Total Expenditures</b>	<b>466,013</b>	<b>77,715</b>	<b>63,335</b>	<b>62,948</b>	<b>187,599</b>	<b>42,334</b>	<b>110,105</b>
<b>Revenue minus Expenditures</b>	<b>(3,265)</b>	<b>(34,665)</b>	<b>(19,149)</b>	<b>(17,440)</b>	<b>(14,806)</b>	<b>6,769</b>	<b>(12,832)</b>

<b>Ending Balance</b>	<b>115,029</b>	<b>80,364</b>	<b>61,215</b>	<b>43,775</b>	<b>28,969</b>	<b>38,823</b>	<b>17,168</b>
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**Street Fund Expenditure Projections**

<b>Item</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Street Maintenance	33,215	36,028	34,866	37,729	36,618	39,534
Snow & Ice Control	8,000	8,000	8,000	8,000	8,000	8,000
Miscellaneous	1,000	1,000	1,000	1,000	1,000	1,000
<i>Capital Projects</i>			<i>50,000</i>	<i>67,500</i>		
<b>Total Expenditures</b>	<b>42,215</b>	<b>45,028</b>	<b>93,866</b>	<b>114,229</b>	<b>45,618</b>	<b>48,534</b>
<b>Projected Revenue minus Expenditures</b>	<b>8,767</b>	<b>6,945</b>	<b>9,136</b>	<b>(10,160)</b>	<b>9,557</b>	<b>7,791</b>
<b>Ending Balance</b>	<b>8,767</b>	<b>6,945</b>	<b>9,136</b>	<b>(10,160)</b>	<b>9,557</b>	<b>7,791</b>

***Observations/Assumptions***

In the Town Street Fund, all salary and benefit costs are expected to grow at 3%. Most other expenditures are expected to remain flat. The Six-Year List shows the Town's proposed projects and revenue sources. Overall, the Town Street fund is fairly stable with the exception on the capital purchase in 2007. This project may need to be looked at for additional money sources for this purchase.

***Utility Fund...***

The water, sewer and garbage fund is a proprietary fund which means it is allowed to generate the revenues in user fees to cover the normal costs for maintenance and debt service. Therefore, this fund is made up entirely of user fees and connection costs to balance their fund. This analysis is based on the following changes to the fund: an annual increase in fees of 2% per year; no utility clerk; limited maintenance worker hours; added additional salary for Public Works Supervisor, limited services and supplies.

**Utility Fund Revenues**

<b>Item</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Beginning Fund Balance	47,493	46,394	53,478	52,056	65,451	80,622	60,000
Charge for Service	117,777	117,944	120,092	126,576	123,263	119,390	108,100
Miscellaneous Revenue	4,292	3,703	3,772	3,876	3,338	2,714	3,050
Grants/Loans	0	3,500	2,733	0	0	0	0
<b>Total Revenues</b>	<b>122,069</b>	<b>121,647</b>	<b>126,597</b>	<b>130,542</b>	<b>126,601</b>	<b>122,104</b>	<b>111,150</b>
<b>Total Fund Resources</b>	<b>169,562</b>	<b>168,041</b>	<b>180,075</b>	<b>182,508</b>	<b>192,052</b>	<b>202,725</b>	<b>171,150</b>

**Utility Fund Revenue Projections**

<b>Item</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Beginning Fund Balance	0	0	0	0	0	0
Charge for Service	120,606	122,980	125,408	127,884	130,409	132,986
Miscellaneous Revenue	3,050	3,050	3,050	3,050	3,050	3,050
Grants/Loans	0	800,000	0	0	0	0
<b>Total Revenues</b>	<b>123,650</b>	<b>926,030</b>	<b>128,458</b>	<b>130,934</b>	<b>133,459</b>	<b>136,036</b>
<b>Total Projected Resources</b>	<b>123,650</b>	<b>926,030</b>	<b>128,458</b>	<b>130,934</b>	<b>133,459</b>	<b>136,036</b>

**Observations/Assumptions**

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

**Utility Fund Expenditures**

<b>Item</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>
Contracted Services	20,801	21,621	21,298	21,459	21,021	21,638	22,000
Other Services & Charges	57,149	56,806	64,426	56,036	56,313	58,396	86,575
Debt Service	45,218	45,218	39,562	39,562	39,562	39,562	39,562
Projects		3,500	2,733				
<b>Total Expenditures</b>	<b>123,168</b>	<b>114,522</b>	<b>128,019</b>	<b>117,057</b>	<b>116,896</b>	<b>119,596</b>	<b>148,137</b>
<b>Revenue minus Expenditure</b>	<b>(1,099)</b>	<b>7,125</b>	<b>(1,422)</b>	<b>13,395</b>	<b>9,705</b>	<b>2,508</b>	<b>(36,987)</b>
<b>Ending Balance</b>	<b>46,394</b>	<b>53,519</b>	<b>52,056</b>	<b>65,451</b>	<b>75,156</b>	<b>83,130</b>	<b>23,013</b>

**Utility Fund Projected Expenditures**

<b>Item</b>	<b>2004</b>	<b>2005</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Contracted Services	22,600	22,887	23,115	23,347	23,580	23,816
Other Services & Charges	64,855	70,773	66,719	72,693	68,696	74,730
Debt Service	39,562	39,562	39,562	39,562	39,562	39,562
Projects		800,000		17,500		
<b>Total Expenditures</b>	<b>127,077</b>	<b>933,222</b>	<b>129,396</b>	<b>153,102</b>	<b>131,838</b>	<b>138,107</b>
<b>Revenue minus Expenditure</b>	<b>(3,427)</b>	<b>(7,192)</b>	<b>(939)</b>	<b>(22,168)</b>	<b>1,621</b>	<b>(2,072)</b>
<b>Ending Balance</b>	<b>(3,427)</b>	<b>(7,192)</b>	<b>(939)</b>	<b>(22,168)</b>	<b>1,621</b>	<b>(2,072)</b>

**Analysis**

The assumptions for this fund are the same as with above accounts. With an overall increase beginning in 2004 of \$1 per utilities and then a yearly fee increase based on the CPI, the Town should be able to maintain positive balances in the fund as well as transfer funds to the Reserve Fund. As suggested in this analysis, the account could absorb the expense of these projects without negative impacts.

## SOURCES AND REFERENCES

### Maps and Graphics....

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### Text....

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