

## **3.17 Public Services**

The potential impacts of the City Heights Planned Mixed-Use development on the Cle Elum Public Works Department and public services in general is discussed in subsection 3.17.1, below. The projected impacts of the development on Fire Protection, Emergency Medical Aid, Police Protection, and Schools are analyzed separately in subsections 3.17.2 through 3.17.5 that follow. Impacts to Parks, Recreation and Open Space are addressed in Draft EIS Section 3.14. Impacts to Utilities are described in Draft EIS Section 3.18. The fiscal analysis of project impacts to all public services is summarized in Draft EIS Section 3.19.

### **3.17.1 Cost of Public Works and Public Services in General**

#### *AFFECTED ENVIRONMENT*

The residents and businesses of an area require general government services in addition to police and fire protection; emergency medical aid; education; the provision of clean, potable water; wastewater collection and disposal; and garbage collection. Less visible general government services include street or road maintenance, parks and recreation and maintenance of these facilities, land use planning and building inspectors, capital facilities planning, and utility billing.

Two primary tenants of the Growth Management Act are that coordinated planning can reduce the cost of providing public services, and that growth should pay for itself.

#### **City of Cle Elum**

The City of Cle Elum provides the following services: general government, law enforcement, fire protection (through a volunteer City Fire Department), parks and recreation, Community Development services, and Public Works Department services: street maintenance, water supply, and wastewater collection and treatment. The Community Development Department is responsible for short-range planning (such as the review and processing of development applications) and long-range planning (such as comprehensive plan and capital facilities plan updates). The Public Works Department is responsible for development application plan review; operation, maintenance and repair of water, sewer and stormwater utilities; street maintenance (including snow plowing); and park maintenance. Present staff and equipment levels meet the needs of the existing community, but would likely be inadequate to handle significant growth. Specific impacts would need to be evaluated as development proposals are confirmed. The City's existing Public Works facility where maintenance vehicles and equipment are housed is at-capacity (personal communication with Jim Leonhard, Public Works Director, January 11, 2010).

#### **Kittitas County**

Within unincorporated Kittitas County, most of the same services are provided (with the exception of water and sewer service) as follows: general governmental services (assessor, auditor, criminal justice, and health), Community Development services, and to a more limited extent – parks and recreation services; road maintenance provided by the Kittitas County Road District; law enforcement provided by the Kittitas County Sheriff, and fire protection services provided in the Upper County area by Kittitas County Fire Protection District #7 (a volunteer fire department). Kittitas County Hospital District 2 serves the Upper Kittitas Valley (roughly from Thorp to Snoqualmie Pass), provides emergency medical services, and owns the community hospital and urgent care facilities with services provided by Hospital District 1.

#### *POTENTIAL IMPACTS DURING CONSTRUCTION*

Planning, permitting, infrastructure construction, and building of proposed uses within the City Heights Planned Mixed-Use development would impact the Community Development and Public Works Departments of the City of Cle Elum or Kittitas County (depending on the alternative selected for implementation), as these departments provide direct development support services in the form of permit processing, plan review, utility locates, repair of broken utilities, utility installation inspections, and building inspection services. It can be expected that residential streets within the City will require maintenance and repair, dust control, sweeping, and response to traffic complaints (personal communication with Jim Leonhard, Public Works Director, January 11, 2010).

Under either City or County jurisdiction, it is possible that there would be an increase in law enforcement and criminal justice cases attributable to construction workers. Similarly, it is possible that there would be an increase in the number of calls for fire protection and emergency medical aid to the site during construction. These effects are discussed in Draft EIS Sections 3.17.2 and 3.17.3 (following).

#### *POTENTIAL DEVELOPED-CONDITION IMPACTS*

Full build-out of the City Heights project over a 6- to 12-year period would increase the number of dwelling units within the City and/or County in the range of 985 (with Alternative 1) to 500 (with Alternative 3B), depending on the alternative selected for implementation. The resident population that would be introduced with these homes would range from approximately 1,987 to 1,035 persons at 90 percent occupancy.<sup>1</sup> This level of development and resident population could approximately double the existing population of the City of Cle Elum and its Urban Growth Area, and therefore significantly increase the demand for services from the City or County.

The City of Cle Elum would experience the most increase in demand for services and associated impacts if Alternative 1 or 2 is selected, as the City is the primary service provider within the City limits. The County would be the primary service provider if Alternative 3A or 3B is selected. Each City or County Department would be impacted by serving the City Heights development in some way (depending on the alternative selected), as each Department provides direct services to citizens within their jurisdiction.

Under Alternative 1 or 2, City administrative and financial services would have hundreds of additional utility accounts to maintain and utility customers to serve. Under either City or County jurisdiction, it could be expected that there would be some increase in law enforcement and criminal justice cases attributable to the larger population base in the community, as well as an increase in the number of calls for fire protection and emergency medical aid. These effects are discussed in Draft EIS Sections 3.17.2 and 3.17.3 (following).

Depending on the outcome of Development Agreement negotiations and the alternative selected for implementation, the City Public Works Department (under Alternative 1 or 2) or the County Public Works Department (under Alternative 3A or 3B) may be responsible for the maintenance (including snow removal) of a few miles of new streets, street signs and street lights, planter strips, additional neighborhood parks, sewer mains and service lines, new potable water wells and water storage facilities, water mains and service lines, fire hydrants, and additional stormwater treatment and disposal systems. If the City or County does not agree to accept streets, parks and utilities within the development as public facilities, it would be the responsibility of the City Heights Homeowners Association to provide for the maintenance of private facilities within the development.

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<sup>1</sup> It is expected that 10% to 50% of dwelling units within City Heights would be only seasonally occupied or used as second homes (see Draft EIS Section 3.10). For the purpose of the impact analysis, 90% permanent occupancy is assumed.

## **MITIGATION MEASURES**

*Mitigation Measures Inherent in the Development Proposal.* The City Heights site is within the City of Cle Elum Urban Growth Area, adjacent to the north boundary of the existing incorporated area (see Figure 3.8-1 in Draft EIS Section 3.8). The proposal under Alternative 1 or 2 would implement the basic tenets of the Washington State Growth Management Act, the goals of which are to implement “smart growth.” Among these principles are to minimize the cost and optimize the efficiency of providing public services by constructing urban development within or adjacent to areas where urban services are currently available or could logically be extended.

The *Fiscal Analysis* prepared for the City Heights proposal (Property Counselors 2010) estimates that annual tax revenues generated by the project would generate a net surplus in revenue to the City or County compared to the operational requirements of Alternative 1 or 2 (see Tables 3.19-11 and 3.19-13 in Draft EIS Section 3.19 and the preceding discussion). Estimated annual tax revenues generated for the Transportation element of the City’s operating budget are projected to be sufficient to fund two additional Public Works staff positions.

The Development Agreement to be negotiated between the City and the project proponent if Alternative 1 or 2 is selected for implementation will address project costs for these and other general government services to assure that the development would pay for the cost of services it requires.

The *Fiscal Analysis* (Property Counselors 2010) shows that tax revenues generated by the City Heights development would likely result in a net annual surplus to Kittitas County under any conceptual land use alternative (see Table 3.19-13 in Draft EIS Section 3.19). Revenues to the County would be highest with Alternative 3A, and higher with Alternative 3B than with Alternative 1 or 2 (as the proposal for Alternative 1 or 2 includes annexation to the City of Cle Elum).

*Applicable Regulations.* The City and County each have a fee structure in-place that would require the applicant to pay for development review and inspection services required from the Community Development Department and Public Works Department.

*Requests of the City of Cle Elum Public Works Department.* The additional demand on City of Cle Elum Public Works staff if Alternative 1 or 2 is selected for implementation may require hiring additional staff. Additional staffing could take the form of hiring temporary help as needed, or may involve hiring up to one full-time-equivalent employee at the start of construction at a cost of approximately \$65,000 per year for salary and benefits. If the City accepts ownership and responsibility for streets, utilities, and parks within City Heights, additional equipment requirements may include: maintenance vehicles equipped with hand tools, at least one grader, a sander with plow, a street sweeper, mowers and other park maintenance equipment. A larger or additional Public Works facility may be needed to house additional maintenance vehicles and equipment, if purchased. Alternatively, it may be possible to lease these items as needed. Attempting to phase the acquisition of large equipment (such as graders, sanders, or sweepers) does not work well when the equipment will be needed from a point early-on in construction (personal communication with Jim Leonhard, Public Works Director, January 11, 2010). The City Public Works Department may require a maintenance budget and confirmation of the revenue source to support it. The details of ownership, maintenance responsibility, capital costs and operating budgets for streets, parks and utilities within the City Heights project will be determined through Development Agreement negotiations between the City of Cle Elum and the project proponent.

*Other Possible Mitigation Measures: Potential Beneficial Consequences of Growth within the Community.* In addition to the direct revenue and expense impacts a development project can have on a

community, there are many indirect benefits associated with economic development. The existing population base of 1,835 people within the City of Cle Elum has limitations in terms of the number and types of businesses and service providers it can attract and support, as well as limitations on what the tax base of a resident population this size can support in the way of community projects. While approximately doubling the size of the existing population with development of City Heights would place increased demands on City services, greater economies of scale can, and often do, lead to an enhanced lifestyle in a community and improved City services for all residents. A few examples follow:

- Projects such as stormwater system enhancements that benefit the entire community would be more easily funded if spread across the tax base of a larger population.
- Community projects such as a new swimming pool or development and maintenance of existing parks would also more easily funded if these costs are spread across a larger population. In many cases, a small community cannot afford to pay for such facilities but once a certain population level is reached, these facilities become more feasible.
- A larger population base attracts more businesses to locate in an area and also provides a larger customer base to support existing businesses. More diversity in local businesses could provide more responsiveness to the needs of the community. A larger resident population could attract a larger variety of restaurants and retail shops, thereby improving local services for everyone in the community.
- A larger resident population would also be more capable of supporting philanthropic enterprises (like Life Support and others) through the availability of additional volunteers and additional funding.
- Tax revenues generated by a larger resident population would also be better able to prevent a cutback in government services during difficult economic times.

City decision makers may take into consideration potential indirect economic benefits of this nature during their deliberations on the request for annexation, rezone, and Development Agreement to implement the City Heights project. While difficult to quantify, the consequences of growth in a community are broader in scope than just the municipal revenue and expenditure analysis presented in the *Fiscal Analysis* (summarized in Draft EIS Section 3.19).

#### *SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS*

Potential impacts to the cost of public services in general are difficult to quantify with any degree of certainty. No project occurs in a vacuum, and there are often several factors (many of which are unknown at the time of this writing) that can influence both the revenue and cost side of project impacts within a community. If Alternative 1 or 2 is selected for implementation, the City and the applicant will enter into a Development Agreement to define as accurately as practicable, proportionate-share cost responsibilities to assure that the City Heights development will pay for the cost of services it will require. Similar negotiations would occur with Kittitas County if Alternative 3A or 3B is selected for implementation, so that fair-share capital and operating cost responsibilities would become conditions of development approval. Efforts would be made to avoid significant unavoidable adverse impacts in the form of the cost of public services required to serve the development.

### **3.17.2 Fire Protection Services**

Meetings were held during the expanded EIS Scoping process with City Fire Chief Dave Campbell (June 30, 2009); and with Kittitas County Fire Protection District #7 Chief Russ Hobbs and Administrative Chief Ray Risdon (July 8, 2009), to discuss existing manpower, equipment and operations, and the potential impacts of the City Heights conceptual land use alternatives on fire protection services provided by these entities. Both the City Fire Department (Chief Dave Campbell, November 30, 2009 and January 11, 2010) and the County Fire District (Administrative Chief Ray Risdon, July 16, November 24, and December 10, 2009) followed up with response to questions and narrative information that is the basis for the information provided in this section.

#### *AFFECTED ENVIRONMENT*

##### **City of Cle Elum Fire Department**

The City of Cle Elum receives fire protection services through a volunteer fire department established in 1903. There are two City fire stations (Station No. 51 and No. 52) at the west and east ends of town, respectively. Station No. 51, located at 301 Pennsylvania Avenue, is used as the main firehouse and as the Upper Kittitas County Emergency Operations Center. It has sleeping quarters for six firefighters/emergency medical personnel. This station also has a full day room/kitchen, three administrative offices, one receptionist/clerical office, one radio/report office, one large training room, and a four-door apparatus bay. The station is equipped with a 70 kW back-up generator sufficient to power the station at full capacity in the event of a major power outage. Existing fire protection and emergency medical aid equipment housed at Station No. 51 includes Engine 511 (a 1,250 gallons-per-minute pumper with 1,000 gallons of water storage capacity); Brush 511 (a brush truck with 500 gallons-per-minute pumping capacity and 200 gallons of water storage capacity); Tender 511 (a water tender with 4,000 gallons of water storage capacity and 500 gallons-per-minute pumping capacity); Aid 511 (a Type III ambulance licensed for basic life support transport); and Aid 521 (a four-wheel-drive rescue and licensed aid vehicle equipped with jaws and other rescue tools). Station No. 52, located at 206 Columbia Avenue, is a single-story, 4,000 square foot building with five apparatus bays. This station is equipped with a bathroom/shower facility, hazardous material laundry facility, MSA air bottle filling station, and storage areas. The primary function of Station No. 52 is to house apparatus, store equipment, and provide space for maintenance. Engine 521 (a 1,250 gallons-per-minute pumper with 750 gallons of water storage capacity) is housed at Station No. 52. The two pumpers the department presently has are sufficient to handle all structure fire alarms but have a significantly slower response time during the winter snow season (personal communication with Chief Dave Campbell, January 11, 2010).

The City Fire Department service area is currently 3.8 square miles, about half of which is developed with single-family homes; a few multi-family complexes; retail stores, small business, and professional offices in the downtown core; hotels, motels, and restaurants; and a manufacturing plant. The remainder of the service area is wooded and undeveloped. The population presently served is approximately 1,850 persons within the City limits. The current Washington State Rating Bureau classification of the district is Class 6. Ratings range from 1 to 10, with one being the highest, based on water supply, equipment, communications, and fire safety control features.

The current administration and command structure of the Cle Elum Fire Department includes four paid positions: Fire Chief, 1st Assistant Chief, 2nd Assistant Chief, and Secretary/Treasurer. Unpaid positions include a Training Officer, an EMS Officer, Safety Officer, four Captains, and two Lieutenants.

At the time of this writing, there were 45 volunteer members of the Cle Elum Fire Department (including the command staff), 14 of which were Emergency Medical Technicians (EMTs). The Department's bylaws currently limit membership to 50.<sup>2</sup> This number could be increased if the bylaws are amended. Limitations are based on the cost of insurance per member, the cost of gear needed, and the cost of training (personal communication with Chief Dave Campbell, December 2, 2009). As new members join the volunteer fire department, they are put on a one-year probation period. If at the end of the probation year the new member has met all training requirements for this period, they are added to the active member list. Each active member must meet the membership and training requirements set forth in the Department bylaws or they are removed from the roll. All members that are not EMTs or higher in first aid and basic life support training are required to be certified to basic first aid/cardio-pulmonary resuscitation (CPR).

The Cle Elum Fire Department typically responds to approximately 300 calls per year. As of November 1, 2009, the Department had responded to 307 calls. The total projected number of calls for 2009 is approximately 345 (approximately 186 per 1,000 residents within the incorporated area). The average response time for all fire protection and emergency medical aid calls is 7.5 minutes. The average response time for emergency aid alone is approximately 5 minutes due to some Emergency Medical Service (EMS) personnel responding to scenes in private vehicles equipped with basic life support kits to provide first-response care. Approximately 80 percent of all calls to the Cle Elum Fire Department are EMS calls, with the remaining 20 percent being fire suppression calls. Motor vehicle accidents are included in the EMS call volume. The Cle Elum Fire Department is dispatched to calls on Interstate 90 that are within the City limits (a distance of about 3 miles).

The City of Cle Elum Comprehensive Plan (2007), Capital Facilities Element, identifies a goal to respond to an emergency call within 5 minutes of receiving that call. As indicated above, the Cle Elum Fire Department currently meets this goal through volunteer EMS response, but not for fire protection response. The City's Comprehensive Plan does not specify level of service (LOS) targets for staffing levels or equipment, but does list equipment needs (Table CF-6): a fire truck, aid car, three 3-stage ladders, and an emergency EOC generator. In the opinion of Chief Dave Campbell, the Cle Elum Fire Department does not presently meet desired targets for response time, staffing levels, or equipment (personal communication with Chief Dave Campbell, November 30, 2009).

The City of Cle Elum volunteer fire department is dispatched to all fire, hazardous materials, emergency medical and rescue calls within the City limits. The department has signed mutual aid agreements with all other City and County departments within Upper Kittitas County, and with the U.S. Forest Service. This facilitates allowing departments to request assistance from one another when needed, and to respond when requested to the protection area of another department. All emergency services in the Upper County are dispatched through Kittitas Communications (KITTCOM).

The Cle Elum Fire Department also provides basic life support (BLS) ambulance capabilities. The City's ambulance responds automatically along with the Kittitas County Hospital District (KCHD) 2 medic unit within the City limits. KCHD 2 is the primary transport entity for Upper Kittitas County. Through its mutual aid agreement with KCHD 2, the Cle Elum Fire Department provides back-up ambulance services in all of the incorporated cities in the Upper County. KCHD 2 provides the only Advanced Life Support (ALS) ambulance services in the Upper County. Mutual aid agreements with Kittitas Valley Fire and Rescue allow fire and rescue entities in the Upper County to call upon their ALS services when KCHD 2 ALS ambulances are unavailable. KCHD 2 staffs one 24-hour ALS ambulance and a part-time ambulance (staffed between the hours of 8:00 AM to 8:00 PM). The part-time ambulance is staffed either with ALS

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<sup>2</sup> The limit on the number of members a volunteer fire department could have was originally established by the State of Washington Board for Volunteer Firefighters and Reserve Officers. This Board no longer regulates how many members each department can have.

or BLS capabilities depending on available personnel. The average response time for KCHD 2 to calls within the Cle Elum City limits is 4.5 minutes (Chief Dave Campbell, November 30, 2009).

### **Kittitas County Fire Protection District #7**

The City Heights site is currently within the service area of Kittitas County Fire Protection District (KCFPD) #7. During the period 2007–2008, there were four small fire incidents in the area that includes the site and several burn complaints, but no record of emergency medical responses.

Kittitas County Fire Protection District #7 serves an area roughly equivalent to the School District (see Section 3.17.5 below), except for the City of Cle Elum and the Town of Roslyn. The estimated population within the 125 square-mile KCFPD #7 service area is 5,500 persons.

KCFPD #7 currently operates seven stations, of which three could provide immediate coverage to the City Heights property: Station 72 at Airport Road and SR 970 at the east end of Cle Elum, equipped with one engine, one brush truck, one tender (5,000-gallon capacity), and one pump trailer; Station 76 on Bullfrog Road near Suncadia at the west end of Cle Elum, equipped with one engine, one engine with a 50-ft aerial ladder, a 100-ft Seagraves aerial, two brush trucks, one tender (3,500-gallon capacity), and one four-wheel-drive ambulance; and Station 71 on Upper Peoh Point Road south of Cle Elum, equipped with one engine, one brush truck, and one tender (3,000-gallon capacity). In addition, the South Cle Elum Fire Department, operating under an automatic response agreement, responds automatically with KDFPD #7 to all fire and EMS calls. This station is equipped with one engine and the District's primary transport ambulance. The Town of South Cle Elum has approached KCFPD #7 Commissioners regarding exploration of reverse annexation of fire services being provided by District #7. The District now has a 100-ft aerial ladder that will be put into service at Fire Station 76 during the winter of 2010, and a multi-purpose engine with a 50-ft aerial ladder that will be housed in South Cle Elum once modifications are made to that station in winter 2009-2010 (Ray Risdon, KCFPD #7 Administrative Chief, November 24, 2009). All fire engines assigned to the KCFPD #7 stations are Class A rated pumper delivering 1,250 gallons of water per minute.

At the time of this writing, KCFPD #7 paid staff included two administrators, two part-time secretaries, and four daytime seasonal (summer) employees/firefighters. The District also employs one full-time maintenance person (mechanic) available to respond to all alarms. Volunteer firefighters and emergency medical technicians (EMTs) associated with each station include:

Station 72 (Airport Road): Six EMT/firefighters, two firefighter/EMT-IV technicians, and five firefighters only.

Station 76 (Bullfrog Road): Fifteen EMT/firefighters, two firefighter/EMT-IV technicians, and six firefighters only.

Station 71 (Upper Peoh Point Road): Twelve EMT/firefighters, two paramedics, one firefighter/EMT-IV technician, and eight firefighters only.

Included in these numbers are personnel from the South Cle Elum Fire Department who are also members of KCFPD #7. With the automatic response agreement between the Town of South Cle Elum and KCFPD #7, these firefighters and emergency medical technicians are automatically paged and dispatched with KCFPD #7 on all alarms. Nearly all volunteer EMTs are also firefighters. Firefighters and EMTs have the option to respond to any of the stations to which they may be closest to improve response time.

Fire District #7 responded to 488 calls in 2008: approximately 89 calls per 1,000 population. Approximately 29 percent of these calls were for fire suppression, 66 percent were for emergency medical aid, and 5 percent were other kinds of calls. As of December 10, 2009, the call volume for the year was 510 runs. The District anticipated a total of approximately 530 to 540 runs by the end of 2009, which would increase the approximate ratio of calls per 1,000 people within the service area to 98. The proportion of EMS calls versus fire response remains fairly consistent (personal communication with Ray Risdon, Administrative Chief, KCFPD #7, December 10, 2009). The District is at a threshold now where the number of incidents is beginning to impact the ability of the volunteers to handle this call volume.

The Washington State Rating Bureau (WSRB) classification of KCFPD #7 is Class 7.<sup>3</sup> In areas with newly-acquired large-diameter hose and aerial equipment capabilities (such as Station 76) and within 500 feet of hydrants, the WSRB classification is 6.

Manpower and equipment dispatched by KCFPD #7 to emergency medical aid calls include: a Kittitas County Hospital District (HD) 2 ambulance, the nearest licensed aid vehicle (a fire engine or brush truck) with an emergency medical technician (EMT), the nearest aid unit with a minimum of one firefighter and one EMT. If no HD 2 ambulance is available, the other types of equipment described above would be dispatched with a minimum of two EMTs.

Average response time to all incidents within KCFPD #7 is 15 minutes from the time of receiving the dispatch call to arrival. Dispatch to arrival in the area that includes the City Heights site is currently approximately 11 to 12 minutes. The response time of the Kittitas County Hospital District 2 medic unit to the area that includes the City Heights site would be 5 to 8 minutes if the EMTs were in their quarters adjacent to the hospital at 505 Power Street. Most emergency aid patients are transported to Kittitas Valley Community Hospital in Ellensburg, a distance of about 33 miles from Cle Elum. Travel time is approximately 40 minutes for non-code transport, 25 minutes for emergency code transport.

Kittitas County Fire Protection District #7 has a mutual aid agreement with the Cle Elum Fire Department. KCPFD #7 provides back-up assistance when requested, depending on available manpower and the nature of the emergency. Volunteers monitoring their radios will normally begin migrating to their station to reduce response times if dispatch information indicates a significant incident.

Kittitas County Fire Protection District #7 is currently developing a capital facilities plan that identifies three new facilities to house personnel 24 hours per day, 7 days per week. Fire Commissioners recently authorized the Chief of KCFPD #7 to have architectural plans developed for modifications to Station 76 (Bullfrog Road) to create sleeping quarters for 3 or 4 personnel. Modifications are required to the automatic sprinkler system, and to the ventilation/air condition system for the station to house personnel on a 24-hour basis. Installation of escape windows will also be required.

Growth projections are not developed specifically for the KCFPD #7 service area. Previous growth projections are now erroneous due to the slowdown in development of the Suncadia Master Planned Resort and the Suncadia-Bullfrog incorporated area at the west end of Cle Elum.

#### *POTENTIAL IMPACTS DURING CONSTRUCTION*

For the purpose of the impact analysis, it is assumed that construction within the City Heights Planned Mixed-Use development would be relatively constant during the projected 6- to 12-year build-out of the project. Depending on the alternative selected for implementation, the site would be within the service

<sup>3</sup> Recent changes proposed by the Washington State Fire Chief's Association would bump KCFPD #7 ratings to Class 8 for areas not serviced by fire hydrants spaced every 500 feet (personal communication with Ray Risdon, Administrative Chief, KCFPD #7, December 10, 2009).

area of the Cle Elum Fire Department (Alternative 1 or 2), or within the service area of Kittitas County Fire District #7 (Alternative 3A or 3B). In either case, with the mutual aid agreements between these service agencies, it is likely that both would respond to fire protection and emergency medical aid calls on the property during construction due to possible safety hazards associated with construction practices, and changing conditions that result in uncertainty for workers on-site and persons traveling through construction areas. Recalling circumstances when the Suncadia Master Planned Resort was under construction, KCFPD #7 anticipates that there would be an increase in the number of incidents on the City Heights site due to worker injuries, fire incidents associated with improper disposal of oil-soiled rags and spontaneous combustion during hot weather, and increased fire hazards/potential arson incidents associated with the accumulation of construction litter. The City Fire Chief projects that there could be an increase in the possibility of wildland fires on the site and to the north due to construction (personal communication with Chief Dave Campbell, January 11, 2010).

False alarms in homes and businesses with fire alarms and sprinkler systems would likely occur during the early stages of development. As these system problems are repaired, the call volume would decline in the developed-condition of the project.

There could be tax revenue lapses between the time when construction commences and call volumes increase, and the time when property tax revenues would be collected from development completed within the project.

If the City Heights site were to remain undeveloped in the near-term with the No Action Alternative, there would be no construction activity on the property, and thus no change in demand for fire protection or emergency medical aid services compared to existing conditions. Given that there is no resident population on the property at the present time, and it is not a designated public access site, there is presently a low level of calls for wildland fires or emergency medical aid.

#### *POTENTIAL DEVELOPED-CONDITION IMPACTS*

The City Heights development would introduce in the range of 985 homes (with Alternative 1) to 500 homes (with Alternative 3B) on the site and potentially 20,000 to 40,000 square feet of neighborhood commercial development (depending on the alternative selected for implementation). The resident population of the development would range from approximately 1,987 to 1,035 persons at full build-out (6 to 12 years) and 90 percent occupancy. Therefore, the project could approximately double the existing population of the City, potentially requiring an increase in manpower, equipment, and operating budgets to maintain the existing level of fire protection and emergency medical aid service whether the project develops within the City (Alternative 1 or 2) or remains in the County (Alternative 3A or 3B). For the purpose of projecting potential impacts, some correlation is assumed between the number of homes, age of occupants, and the number of potential calls for fire and emergency medical aid. Based on the demographics of likely purchasers within the development (described in Draft EIS Section 3.10), the age range of the resident population is expected to be predominantly 30 to 55. KCFPD #7 projects that the call volume of the completed condition of the project would be approximately 30 calls per year (Ray Risdon, KCFPD #7 Administrative Chief, July 16, 2009). This is considerably fewer than the 2009 District-wide average call volume per 1,000 population (approximately 98), likely because serving the City Heights population alone would not include responses to incidents on I-90 or incidents involving visitors to the area. As a point of reference, however, if 2009 ratios for overall call volume per 1,000 population are used,<sup>4</sup> the City Heights population at full build-out and 90 percent occupancy in the year 2022 could be projected to increase calls for fire protection and emergency medical aid within the Cle

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<sup>4</sup> The 2009 Cle Elum Fire Department ratio of calls per 1,000 population within their service area was approximately 186. The 2009 Kittitas County Fire Protection District #7 ratio of calls per 1,000 population within their service area was approximately 98.

Elum Fire Department service area by approximately 370 calls per year in 2022 with Alternative 1, or approximately 325 calls with Alternative 2, or increase the number of calls within the KCFPD #7 service area by approximately 171 calls with Alternative 3A or 101 calls with Alternative 3B.

Urban density development creates the potential for fire to spread from structure to structure. Structure fires would be likely to send burning embers into the dry wildland area to the north during summer months. The City Heights development will establish a new urban/wildland interface boundary along its northern edge. Changing wind conditions would have the potential to bring a wildland fire back into the development, posing a threat to homes and businesses. There could be an increased risk for wildland fires associated with the increase in the number of people living in, working in, and visiting the area due to an increase in potential ignition sources (Ray Risdon, KCFPD #7 Administrative Chief, July 16, 2009).

### **City of Cle Elum Fire Department**

If Alternative 1 or 2 is selected for implementation, the City Heights development would increase the service area of the City of Cle Elum Fire Department by 0.56 square mile (14.7 percent). The increase in call volume to serve the City Heights development could affect the existing 50-member limit of the City of Cle Elum volunteer fire department. It may also increase the workload of the volunteer chief/command and training staff. Existing equipment may not be adequate to provide required services to the development. The low pumping capacity of the brush truck currently used by the Cle Elum Fire Department may be inadequate to handle larger wildland fires, should these occur if structures within the project catch fire and send sparks into undeveloped lands to the north. During winter months, initial response to fire and emergency medical aid calls on the site may require four-wheel drive vehicles due to the hillside location of the project and the possibility of large amounts of snowfall. Snow plowing would be required to maintain ingress/egress for emergency vehicles (personal communication with Chief Dave Campbell, January 11, 2010).

Alternative 1 or 2, to be served by the City water system, would have the best provisions for firefighting in terms of water availability and water pressure.

If Alternative 3A or 3B were selected for implementation, 330 acres of the City Heights property would not be annexed to Cle Elum, and this portion of the site would remain outside the service area of the Cle Elum Fire Department. The Fire Department would, however, provide back-up services to the project if requested by KCFPD #7.

### **Kittitas County Fire Protection District #7**

If the City Heights property were annexed to Cle Elum under Alternative 1 or 2, KCFPD #7 would no longer benefit from the tax-based revenues it receives as a result of having these 330 acres within its service area at the present time. The District would not be responsible for first-response to the development, but would provide back-up services to the Cle Elum Fire Department under its mutual aid agreement.

If there is no annexation, and if the City Heights development were to occur in the County under Alternative 3A or 3B, KCFPD #7 would have primary responsibility for providing fire protection and emergency medical aid services to the project. In the absence of connection to a municipal water system under these alternatives, storage and water pressure might be less adequate for fire suppression with an on-site system of (or individual) wells. The District identified aging aid units and expansion/completion of newly-constructed fire station facilities to house staff 24 hours per day, 7 days per week to be priority issues for dealing with growth within its service area (Ray Risdon, KCFPD #7 Administrative Chief, July 16, 2009). The *Fiscal Analysis* prepared for the development (Property Counselors 2010), summarized in

Draft EIS Section 3.19, reports that existing KCFPD #7 stations that would provide first response to calls on the City Heights site have adequate capacity to serve the projected increase in number of calls.

#### *MITIGATION MEASURES*

*Mitigation Measures Included in the Development Proposal.* The *Fiscal Analysis* of the proposed development (Property Counselors 2010) shows that tax revenues generated by the development would generate a net surplus in revenue compared to the operational requirements of Alternative 1 or 2 (see Table 3.19-11 in Draft EIS Section 3.19 and the preceding discussion). Estimated annual revenues that would be allocated to Fire and Emergency Services would fund the cost of 20 additional volunteer members of the Cle Elum Fire Department and a portion of the cost of the salary of a full-time Fire Chief.

The Development Agreement to be negotiated between the City and the project proponent will establish the terms of the project's proportionate-share cost of capital and operating expenditures for Fire and Emergency Services.

If Alternative 3A or 3B is selected for implementation, conditions of approval to be imposed by the County would consider the project's proportionate-share cost responsibilities for fire and emergency aid services provided by KCFPD #7. The *Fiscal Analysis* prepared for the project (Property Counselors 2010) shows that tax revenues generated by the development are estimated to slightly exceed the operating expenses of KCFPD #7 to serve Alternative 3A or 3B of the City Heights development (see Table 3.19-15 in Draft EIS Section 3.19 and the preceding discussion).

Roads within the development will be designed to support the weight, turning radius, and slope requirements of heavy fire suppression apparatus and tenders. Responsibility for maintaining clear roadways for emergency vehicle access will be determined during the development approval process when it is determined whether roads within the project will become public rights-of-way (City or County, depending on the alternative selected), or whether they will remain private and therefore the responsibility of the Homeowners Association. See the Public Service and Emergency Vehicle Access proposal described in Draft EIS Section 3.16.

Under Alternative 2 or 3A, Montgomery Avenue would be used for emergency vehicle access only. The east/west Collector Road across the City Heights site (described in Draft EIS Section 2.9.4.3) would be gated at Montgomery Avenue with keyed access for emergency vehicles only.

The developer (and subsequently the Homeowners Association) will be responsible for installing signage, identifying the location of fire department connections, and providing current, up-to-date maps to emergency service providers to indicate access routes and various locations within the development to facilitate error-free access to requested locations.

*Applicable Regulations.* Depending on the alternative selected for implementation, the Cle Elum Fire Department or Kittitas County Fire Protection District #7 would work with the City or County Community Development Department to ensure that provisions for on-site firefighting water supply and pressure would be adequate to serve the proposed development plan. The City or County Fire Marshal will also review plans associated with each building permit application to ensure compliance with applicable codes for emergency vehicle access, location of hydrants, and interior fire suppression requirements (e.g., sprinkler systems). Hydrant installation will be required on the site prior to the start of vertical construction.

*Requests and/or Actions to be Taken by Public Service Providers.* If Alternative 1 or 2 is selected, the Cle Elum Fire Department would prepare or require a detailed analysis to determine capital facilities and

equipment needs, operational budget requirements, distance to existing fire stations, and the adequacy of volunteer membership to provide fire protection and emergency medical service a larger incorporated area and approximately double the number of homes and residents within the community. The following preliminary list of elements of a response plan were provided by Chief Dave Campbell (January 11, 2010):

- Amend bylaws to increase membership in the volunteer fire department from 50 to 70. Costs associated with the increase in personnel would include liability insurance, protective gear/equipment, and training.
- Determine the point at which it would be necessary to hire a full-time, paid Fire Chief (cost to be determined).
- Develop a plan for the acquisition of a 4x4 structure/wildland pumper such as the E-One F550 4x4 mini pumper (cost to be prepared per specifications).
- Meet with the developer to address other issues such as fire flow, hydrant types and locations, road maintenance (including snow plowing), and ingress/egress.

*Other Recommended Mitigation Measures.* Firewise procedures should be implemented to minimize the potential for structural and wildland fires within and adjacent to the development. Construction site clean-up on a daily basis should be mandatory through the use of dumpsters or other means of removing construction debris and rags from the site.

#### **SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS**

The *Cle Elum City Heights Fiscal Analysis* (Property Counselors 2010) summarized in Draft EIS Section 3.19 estimates that property tax revenues will slightly exceed operating costs for fire protection and emergency medical aid services; however, property tax revenues will probably grow more slowly than expenditures. The *Fiscal Analysis* also reasonably calculates that one-time revenues generated during construction would more than offset the lag in City or County collection of property tax revenues to cover the interim cost of services, including Fire and Emergency Services. Therefore, no significant unavoidable adverse impacts to the Cle Elum Fire Department or Kittitas County Fire Protection District #7 would be anticipated.

#### **3.17.3 Emergency Medical Aid Services**

There is some overlap in the description of emergency medical services provided in Upper Kittitas County due to mutual aid agreements, use of the Cle Elum Fire Department ambulance, and response by both the Fire Department and Kittitas County Fire Protection District (KCFPD) #7 volunteer emergency medical technicians (EMTs) and vehicles equipped for basic life support to calls within a portion of the same service area as Upper Kittitas County Medic One and Hospital District 2. The services of the City Fire Department and Kittitas County Fire Protection District #7 are described above in Section 3.17.2. The services of Upper Kittitas County Medic One are described separately here as the Kittitas County Hospital District (under which Medic One operates) is a separate taxing district within the County, and therefore is evaluated separately in the *Cle Elum City Heights Fiscal Analysis* (Property Counselors 2010), summarized in Draft EIS Section 3.19. The source of information for Kittitas County Hospital District 2 and Medic One is the response to questions prepared by Mark Raaka, EMT-P, Operations Manager, Upper Kittitas County Medic One (July 16, 2009) submitted during the City Heights EIS Scoping period, and follow-up communications with the *Fiscal Analysis* consultant (September 10, 2009).

#### *AFFECTED ENVIRONMENT*

Kittitas County Hospital District (KCHD) 2 and Medic One have a service area approximately 800 square miles in size in Upper Kittitas County: roughly from the Thorp/Elk Heights area on the east (I-90 milepost 93), to the King/Kittitas County line (Snoqualmie Pass) on the west, and north to the SR 970/SR 97 junction (on the south side of Blewett Pass). KCHD 2 provides emergency medical services, ambulance services, and owns the community hospital and urgent care facilities with services provided by Hospital District 1.

Upper Kittitas County Medic One provides emergency medical service (EMS) response and both advanced life support (ALS) and basic life support (BLS) transport. Medic One has agreements in-place with the Cle Elum Fire Department and KCFPD #7 for back-up coverage when all Medic One resources are unavailable. Medic One also has mutual aid agreements in-place with all other fire and EMS agencies in Kittitas County for large-scale and/or mass casualty incidents.

Medic units respond from a station in Cle Elum at 505 Power Street. One 24-hour and one 12-hour (8:00 AM to 8:00 PM) medic unit is staffed each day. Both units are typically staffed with one paramedic and one EMT. The types of calls are a mix of trauma and medical calls, with some seasonal variances.

The Medic One station is approximately one-quarter mile south of the City Heights site, though access to the property is presently circuitous from this location. Response time is estimated to be 5 to 8 minutes. There are occasional recreational accidents on the site at the present time.

Hospital District 2 currently experiences a volume of approximately 100 calls per 1,000 population; however, this ratio is skewed by service requirements imposed by visitors and through-traffic that add to the call volume generated by local residents. The District does not have the data to distinguish resident versus non-resident calls. Overall demand for services varies from year to year. Historically, Medic One has seen an average annual call volume growth rate since 1982 of 4.5 to 5 percent. The future rate of growth in call volume will be affected by an increase in permanent and part-time residents within the service area, increase recreational use and tourism within the service area, and an aging resident population.

Emergency medical aid patients requiring hospital care are transported to Kittitas Valley Community Hospital in Ellensburg (75 percent), or to Yakima (25 percent). Transport time is approximately 30 minutes to Ellensburg or 1 hour to Yakima. Total out-of-service time for EMTs involved in a transport is approximately 2.25 hours to Ellensburg, or 3 hours to Yakima. When it is necessary to transport emergency medical aid patients to a hospital in Seattle, travel time is approximately 1.5 hours, and total out-of-service time is approximately 4 hours.

Medic One currently averages approximately 60,000 fleet miles per year on medic units. If there were a significant increase in call volume and/or number of miles traveled per year, it may necessitate revising the expected life span and replacement schedule for medic units.

#### *POTENTIAL IMPACTS DURING CONSTRUCTION*

As with the City Fire Department and Kittitas County Fire Protection District #7, Kittitas County Hospital District 2 and Upper Kittitas County Medic One anticipate an increase in the call volume for emergency medical aid attributable to the City Heights site once construction begins on the property. The affect on the Hospital District and Medic One would not differ on the basis of whether the site is annexed and developed within the City (Alternative 1 or 2), or remains in the County (Alternative 3A or 3B).

If the City Heights site were to remain undeveloped in the near-term with the No Action Alternative, there would be no construction activity on the property, and thus no change in demand for emergency medical aid services compared to existing conditions. Given that there is no resident population on the property at the present time, and only informal recreation occurs on private property, there are presently few calls for emergency medical aid.

#### *POTENTIAL DEVELOPED-CONDITION IMPACTS*

For the purpose of the impact analysis, it is assumed that there would be a direct correlation between the number of homes, the number and age of occupants in the completed condition of the development, and the number of potential calls for emergency medical aid. City Heights would likely generate calls at a rate lower than the current average of 100 calls per 1,000 population, taking into account that some percentage of the current ratio is attributable to non-residents visiting or passing through the area. The *Cle Elum City Heights Fiscal Analysis* provides a basis for estimating project demand for emergency medical care at a rate of approximately 70 calls per 1,000 residents (Property Counselors 2010). This estimate was accepted by Mark Raaka, EMT-P, Operations Manager, Upper Kittitas County Medic One (personal communication, September 10, 2009). Based on this factor, the City Heights development at full build-out and 90 percent occupancy is forecast to generate between 73 and 140 calls for emergency medical aid per year, depending on the alternative selected for implementation.

The two main areas of potential impact would include staffing (i.e., the need for additional coverage if concurrent calls become more frequent), and potential acceleration of the medic unit replacement schedule. Due to the close proximity of the site to the Medic One station, service to City Heights is not expected to add substantially to the number of miles traveled by emergency aid vehicles, depending on transport requirements to area hospitals.

The primary concern identified by Medic One as it relates to providing service to the City Heights site is vehicular access to the west end of the property, preferably directly from SR 903. Alternatives 1, 2 or 3A include provisions for a west access to SR 903 (see Figure 2.6-1 through 2.6-3 in Draft EIS Chapter 2). The Alternative 3B conceptual land use plan does not (Figure 2.6-4) The proposed internal road system and points of access to the existing transportation system are shown on Figures 2.6-1 through 2.6-3 in Draft EIS Chapter 2. A conceptual internal road system is shown on Figure 2.6-4 for Alternative 3B; however, the potential exists for there to be less coordinated through-routes with this more rural alternative developed by up to 17 different property owners.

The *Fiscal Analysis* of the proposed development indicates that the additional demand for medical care that may be generated by City Heights residents could be accommodated in existing Hospital District facilities.

#### *MITIGATION MEASURES*

*Mitigation Measures Included in the Development Proposal.* The Development Agreement to be negotiated between the City and the project proponent if Alternative 1 or 2 is selected, or conditions of approval to be imposed by Kittitas County if Alternative 3A or 3B is selected, would address the project's proportionate-share cost responsibilities for emergency medical aid services provided by Upper Kittitas County Medic One and Hospital District 2.

The proposed internal road system, road standards that would support the weight and turning radius of emergency vehicles, road maintenance including snow removal during winter months, signage and maps to be provided to public service agencies to facilitate error-free access to the development would be

beneficial to emergency medical response teams. See the description of *Mitigating Features Included in the Development Proposal* in Section 3.17.2 above.

*Applicable Regulations.* Compliance with City or County codes (depending on the alternative selected for implementation) for the provision of fire protection services would also be beneficial to the provision of emergency medical aid services. See the description of *Mitigating Features Included in the Development Proposal* in Section 3.17.2 above.

Kittitas County Hospital District 2 is authorized to collect ambulance charges and impact fees. It will be determined during Development Agreement negotiations to implement Alternative 1 or 2 in the City, or during formulation of conditions of approval to implement Alternative 3A or 3B within Kittitas County, whether Hospital District 2 or Upper Kittitas County Medic One may require additional staffing or an additional medic unit to respond to an increased call volume, and if so, the City Heights proportionate share of these costs over phased implementation of the project.

The *Fiscal Analysis* of the proposed development reasonably calculates that one-time revenues generated during construction would more than offset the lag in City or County collection of property tax revenues to cover the interim cost of services, including Emergency Aid services.

*Other Recommended Mitigation Measures.* No additional mitigation measures were identified regarding the provision of emergency medical aid services.

#### *SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS*

The City Heights development at full build-out and 90 percent occupancy is forecast to generate between 73 and 140 calls for emergency medical aid per year, depending on the alternative selected for implementation. Property tax revenues would fund a portion of this expense, and cost recovery through charges for ambulance calls would fund the remainder; therefore, the *Fiscal Analysis* of the proposed development (Property Counselors 2010) forecasts no significant adverse impacts to emergency medical aid services.

#### **3.17.4 Police Protection and Law Enforcement Services**

Meetings were held during the expanded EIS Scoping process with Cle Elum/Roslyn/South Cle Elum Police Chief Scott Ferguson (June 30, 2009); and with Kittitas County Under Sheriff Clayton Myers (July 8, 2009), to discuss existing manpower, equipment and operations, and the potential impacts of the City Heights conceptual land use alternatives on police protection and law enforcement services provided by these entities. Both the Cle Elum/Roslyn/South Cle Elum Police Department (Chief Scott Ferguson, July 29, 2009 and January 11, 2010) and the Kittitas County Sheriff's Department (Sergeant Steve Panattoni, July 15 and July 22, 2009) followed up with response to questions and narrative information that is the basis for the information provided in this section.

#### *AFFECTED ENVIRONMENT*

##### **Cle Elum/Roslyn/South Cle Elum Police Department**

In 2000, the City of Cle Elum, Town of Roslyn, and Town of South Cle Elum merged their police departments to create one regional department: the Cle Elum/Roslyn/South Cle Elum Police Department. With the exception of time spent in vehicles, all officers and civilian employees work out of the same facility located on East First Street (the Shoemaker Building). This facility is shared with the local branch

of the Kittitas County Court, and includes a front office, records storage, offices for the Police Chief and Sergeant, a squad room, evidence room, break room, and unisex bathroom. There is almost no other storage in the building. While this facility meets current needs for the most part, it does not have the capacity to house additional employees, additional records, or evidence storage.

The Department provides 24-hour per day, 7 days per week coverage to the three communities with a combined resident population of approximately 3,500 persons. At the time of this writing, the Cle Elum/Roslyn/South Cle Elum Police Department employed seven full-time sworn officers and the Police Chief, and 1.75 civilian employees who work in the office. The Washington Association of Sheriffs and Police Chiefs City Law Enforcement Employee Rate Tables (October 31, 2008) show an officer to population ratio within the Cle Elum/Roslyn/South Cle Elum service area of 2.89 officers per 1,000 residents compared to a State-wide average of 2.14. The Cle Elum/Roslyn/South Cle Elum officer to population ratio is ranked “average” for cities with populations in the range of 2,500 to 5,000 persons. With the present number of officers, the Department is able to schedule at least two officers per shift during evening hours; however, a large portion of coverage is still by only one officer per shift serving the three communities. When a single officer makes an arrest, a second officer must be called in to provide jail transport to Ellensburg, which is an over-time situation for the second officer.

Hiring additional officers is a civil service process that takes 9 to 12 months. The hiring process involves a physical test, written test, oral board examination, polygraph examination, psychological examination, and background investigation. Once an applicant is hired, there is a waiting period to get into the Washington State Police Officer Academy in SeaTac, Washington. Once admitted to the Academy, officers participate in a 5-month training course, after which they undergo a 4- to 6-week field-training program with their own department. Costs associated with the hiring and training process, uniforms, weapons, equipment, salaries and benefits provided by Chief Ferguson are taken into account in the *Fiscal Analysis* of the City Heights development (Property Counselors 2010).

In addition to the resident population within the Police Department service area, this Department is also tasked with providing services to visitors who come to the area for recreational purposes, and passing motorists on Interstate 90. Recreational visitors double or triple the local population at certain times of the year. This has a tremendous impact on the Police Department. It is not uncommon on three-day holiday weekends for 80 percent of police contacts, arrests, and citations to be generated by persons who reside outside of Kittitas County.

The Cle Elum/Roslyn/South Cle Elum Police Department responded to 3,889 calls in 2008, including traffic offenses. This equates to approximately 1,111 calls per 1,000 resident population, though as indicated above, some percentage of these calls was for incidents generated by recreational visitors and through-traffic. The response time of Cle Elum/Roslyn/South Cle Elum police officers is exceptional, normally only the drive-time to the adjacent community. Exceptions to this level of service may occur if an officer were detained on a higher-priority call. Typical types of crime in these communities include alcohol and drug offenses, thefts, assaults, domestic assaults, vandalism, and driving offenses. Animal violations continue to be a growing problem in the three cities, and are currently not being addressed through any form of animal control program (personal communication with Chief Scott Ferguson, July 29, 2009).

Cle Elum/Roslyn/South Cle Elum police officers are primarily dispatched through Kittitas Communications (KITTCOM), located in Ellensburg. KITTCOM dispatches all law enforcement in Kittitas County (except the Washington State Patrol), as well as fire protection and emergency medical aid services. User-agencies are charged for the dispatch and communications service based on radio use; for example, the City of Cle Elum budget for KITTCOM services in 2010 is \$86,000. Cle

Elum/Roslyn/South Cle Elum police officers are also dispatched by their own local office in the event of a walk-in or call-in complaint.

Each Cle Elum/Roslyn/South Cle Elum officer is assigned their own patrol vehicle. Those officers living within a 10-mile radius of town are permitted to take their vehicle home.

The Cle Elum/Roslyn/South Cle Elum Police Department has signed mutual aid agreements with all law enforcement agencies in Kittitas County, and has an outstanding working relationship with the Kittitas County Sheriff's Department. Officers from both of these agencies, as well as the Washington State Patrol and Ellensburg Police Department, provide back-up assistance on a frequent basis.

The Cle Elum/Roslyn/South Cle Elum Police Department contracts with the Kittitas County Sheriff's Department for jail services. Each city pays their own jail costs. User-agencies are billed based on bookable days at a rate of \$55.00 per day for each person who is incarcerated; for example, the City of Cle Elum 2010 jail budget is \$102,000. In addition, the City is often held responsible for medical/dental costs that occur during the incarceration period.

Only 28 acres of 358 acres total of the City Heights site are presently within the City limits and therefore within the service area of the Cle Elum/Roslyn/South Cle Elum Police Department. These undeveloped parcels are not presently known to generate calls for law enforcement services.

### **Court Services**

The Cle Elum/Roslyn/South Cle Elum Police Department utilizes a local Municipal Court as well as a Kittitas County District Court in Ellensburg. The City of Cle Elum pays a Municipal Judge and a Municipal Prosecutor to handle court proceedings. The current staffing level for the services of the Municipal Judge is 0.3 full-time equivalent (FTE). The City has a responsibility to construct a new Municipal Court facility as part of its lease agreement with the County.

### **Kittitas County Sheriff's Department**

The Kittitas County Sheriff's Department serves all of unincorporated Kittitas County. The estimated resident population within this service area is approximately 13,550 to 15,000 persons. At the time of this writing, 24 line personnel provide 24-hour per day, 7 days per week law enforcement services across the County. The types of incidents responded to include burglary, robbery, vandalism, weapons and explosives complaints, disorderly conduct, domestic violence, medical emergencies, search and rescue, abandoned vehicles, traffic enforcement, and civil issues related to property rights, water rights, service papers, fraud, forgery, etc.

Calls for service are made through KITTCOM and relayed to available field personnel. The Sheriff's Department responded to 17,653 calls for service in 2008 – approximately 1,240 calls per 1,000 population. Average response time to calls was 18.5 minutes (data provided by Sergeant Steve Panattoni, July 22, 2009). There is a practice among all law enforcement agencies and emergency service providers in the County (including the Washington State Patrol, Washington Department of Fish and Wildlife, and Washington Department of Natural Resources) to assist one another in times of need (personal communication with Sergeant Steve Panattoni, July 15, 2009).

The majority of the City Heights site (330 acres of 358 acres total) is presently within unincorporated Kittitas County. The Sheriff's Department had no particular record of incident response to the site but noted that open areas like this generally generate calls regarding things like litter, trespass, theft, off-road

vehicle (ORV) complaints, mudding, driving complaints, malicious mischief, parties, hunting violations, weapons complaints, and illegal fires.

#### *POTENTIAL IMPACTS DURING CONSTRUCTION*

Law enforcement officers in either the City or County anticipate an increase in the call volume both on the City Heights site and in the general area once construction begins on the property. Construction workers tend to have more impact on law enforcement services than the general population. Past experience has shown that incidents of theft occur at job site locations, and incidents of assault, alcohol/drug offenses, disorderly conduct and similar violations occur at local eating and drinking establishments during periods when there is an influx of construction workers temporarily living within the area. If the anticipated increase in call volume occurs, it would impact existing police manpower and equipment and result in increased communication costs, increased court proceedings and case loads, and increased jail costs.

Construction periods also tend to generate more off-site traffic incidents (accidents, violations and complaints) and traffic management issues for law enforcement officers, both due to construction truck traffic and the personally-owned vehicles of construction workers. These incidents are a particular issue in proximity to facilities with large attendance and distinct arrival and departure schedules like schools.

If the No Action Alternative were to be selected, there would be no construction activity on the property, and thus no change in demand for law enforcement services compared to existing conditions. Given that there is no resident population on the property at the present time, informal recreational use would continue to have the potential to generate the “attractive nuisance” type of calls described above in the *Affected Environment* section.

#### *POTENTIAL DEVELOPED-CONDITION IMPACTS*

In the developed-condition of the site under any conceptual land use alternative, the neighborhood of homes and businesses and new resident population would generate an increased number of calls for police response, some of which may also require Municipal Court services. If it is assumed that the ratio of calls per 1,000 population would be approximately as described above in the *Affected Environment* section, the number of calls related to Alternative 1 or 2 at full build-out and 90 percent occupancy in 2022 may range from up to 2,205 to 1,943 calls per year, respectively. With Alternative 3A or 3B, the number of calls for law enforcement services to be provided by the Kittitas County Sheriff's Department may range from up to 2,169 to 1,283 calls per year, respectively. As with conditions during construction, the increased call volume could impact existing police manpower and equipment and result in increased communication costs, increased court proceedings and case loads, and increased jail costs. Animal control requirements would also likely increase with the increase in population.

If Alternative 1 or 2 is selected, the entire site would be within the jurisdiction and service area of the Cle Elum/Roslyn/South Cle Elum Police Department. The degree to which requirements for police protection services would increase to serve the development would be influenced by the type and layout of homes and commercial buildings, and the type, size and hours of commercial operations. If a small or substantial percentage of homes within the development are second homes and/or used only a seasonal basis, this would not relieve police officers of their patrol duties and may actually present more of a burglary target than permanent residences. Seasonal residents may also take a more informal or recreational approach to the rules and standards of the community, which could result in a proportionally higher rate of incidents requiring police response than among the permanent resident population within the development.

If Alternative 3A or 3B were selected, the 330 acres of the site presently within the County would remain in the County, within the service area of the Kittitas County Sheriff's Department. Alternative 3B would likely exert the least demand for law enforcement services due to the lower residential density, likely more open layout, least population, and no commercial development.

Heavy amounts of snow in Upper Kittitas County during winter months often impair the ability of law enforcement officers to patrol their service area or access locations where incidents have been reported. This is both a snow removal issue and a parking issue. Both the Cle Elum/Roslyn/South Cle Elum Police Department and County Sheriff's Department have four-wheel drive vehicles for winter conditions, but rely on snow removal operations by the responsible entity in order to maintain clear access to the maximum extent practicable. Due to the terrain of the City Heights site, law enforcement officers anticipate that use of four-wheel drive vehicles may be required to serve this area during winter months (personal communication with Chief Scott Ferguson, July 29, 2009). To the extent that additional officers are required to serve growth attributable to the City Heights development, additional vehicle acquisition would be required in approximately equal proportion.

#### *MITIGATION MEASURES*

*Mitigation Measures Included in the Development Proposal.* The *Fiscal Analysis* of the proposed development (Property Counselors 2010) shows that tax revenues generated by City Heights would result in a net surplus in revenue compared to the operational requirements of Alternative 1 or 2 (see Table 3.19-11 in Draft EIS Section 3.19 and the preceding discussion). Estimated annual revenues that would be allocated to the City's Law and Justice budget would fund the cost of four full-time-equivalent officers (salary, benefits and equipment) and approximately \$105,000 per year for jail and dispatch costs. These revenues would also approximately double the City's budget for Municipal Court services, and would enable increasing the Municipal Judge staffing level to 0.6 FTE.

The *Fiscal Analysis* shows that annual tax revenues generated by Alternative 3A would be sufficient to fund 3.4 additional fully-equipped officers with the Kittitas County Sheriff's Department (see Table 3.19-13 in Draft EIS Section 3.19 and the discussion that follows).

The proposed internal road system; road standards that would support the weight, turning radius and slope requirements of emergency vehicles; road maintenance including snow removal during winter months; maps and signage that would facilitate error-free access would be beneficial to the provision of law enforcement services as well as fire protection and emergency medical aid. See the description of *Mitigating Features Included in the Development Proposal* in Section 3.17.2 above.

*Applicable Regulations.* Development Agreement negotiations to implement Alternative 1 or 2 in the City, or formulation of conditions of approval to implement Alternative 3A or 3B within Kittitas County will include requirements to adequately address law enforcement services to provide sustained funding for the actual level of growth and development within City Heights. The fiscal impacts of the development are evaluated in the *Cle Elum City Heights Fiscal Analysis* (Property Counselors 2010), summarized in Draft EIS Section 3.19.

*Other Recommended Mitigation Measures.* The developer and/or Homeowners Association could consider employing a security firm as a short-term alternative to law enforcement during construction. Other deterrents could include sufficient lighting of the area, the ability to lock/close off areas after work hours, and the use of publicized surveillance cameras. Additional measures could include providing educational awareness to all applicable workers regarding securing/locking up locations, tools, and equipment (personal communication with Chief Scott Ferguson, July 29, 2009).

The Kittitas County Sheriff's Department encourages planners responsible for formulating conditions of project approval to acquire a security survey and security plan for the development, and to apply best management practices such as Crime Prevention through Environmental Design (CPTED) during the site planning process. CPTED principles include minimizing visual obstacles, maintaining visual surveillance corridors, avoiding places of concealment, installing street lighting, providing and maintaining good access.

The City or County could ask contractors to impose a condition on construction workers that if they are arrested and charged with a crime in the local area, they will be fired. Enforcing this condition of employment could be a deterrent to subsequent potential offenders.

Until such time as the City or County adopt animal control regulations, animal control measures could be addressed in the Covenants, Conditions and Restrictions (CC&Rs) of the City Heights development to be enforced by the Homeowners Association.

#### *SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS*

Neither the Cle Elum/Roslyn/South Cle Elum Police Department nor the Kittitas County Sheriff's Department identified any significant unavoidable adverse impacts to law enforcement associated with the proposed City Heights development, provided that provisions are made for sustained funding to address increased manpower, equipment and facilities over time.

#### **3.17.5 Schools**

This section describes existing facilities, enrollment, and operations within the Cle Elum–Roslyn School District No. 404 as presented in a Capital Facilities Plan based on information available at the beginning of the 2005–2006 school year (Integrus Architecture 2007), and based on personal communications with Brian Twardoski, the District's Director of Operations and Finance (July 14 and December 10, 2009). Projections for student enrollment, school capacity, and school bus capacity are derived from the *Cle Elum City Heights Fiscal Analysis* (Property Counselors 2010), coordinated with Brian Twardoski. Potential capital and operating impacts to schools are summarized in Draft EIS Section 3.19.

#### *AFFECTED ENVIRONMENT*

The Cle Elum–Roslyn School District serves a population of approximately 8,300 people within a service area approximately 150 square miles in size that encompasses Cle Elum, South Cle Elum, Roslyn, Ronald, Teanaway Valley and Liberty. There are no attendance boundaries within the District borders. Approximately 1,000 students are served by 120 employees in one high school, one middle school, one elementary school, and one alternative high school.

The elementary school, middle school, high school, and the District's administrative facilities are on a single campus. The School District campus is approximately 86.5 acres in size, located south of SR 903 between the Cle Elum and Roslyn (see Figure 3.8-1 in Draft EIS Section 3.8). School buildings on the northern portion of the site occupy approximately 47.6 acres. An undeveloped property approximately 38 acres in size along the west and south boundaries of the school campus is held in reserve for future school development. The K-8 school building was constructed beginning in 1992. Cle Elum Elementary School classroom wings for grades K–5 extend to the east from the core K-8 building; classrooms of the Walter Strom Middle School for grades 6–8 extend to the west. The Cle Elum High School (grades 9–12) was constructed in the early 1970s, and modernized and expanded beginning in 1994. District administrative services operate from a former residence on the west end of the campus. The majority of the playfields

are south of the school buildings and east of the K-8 building. Off-site School District facilities include school bus transportation services located in School-owned buildings adjacent to the Cle Elum central business district, and a leased facility used for the alternative high school (Swiftwater Learning Center).

Buildings and parking areas on the school campus are accessed from SR 903 and from a parallel on-site east-west frontage drive that extends the full length of the property. Left turns to and from SR 903 will operate near capacity in the future without the City Heights development as traffic continues to increase along this highway.

The school year calendar runs from September through mid-June, with academic classes beginning at 8:15 AM and completing at 3:00 PM for all grade levels.

Approximate enrollment for the 2008–2009 and 2009–2010 school years is shown in Table 3.17.5-1 in relation to building capacity. This information was provided by Brian Twardoski, Director of Finance, Operations and Athletics, Cle Elum–Roslyn School District (July 14, 2009).

Table 3.17.5-1. Cle Elum–Roslyn School District current enrollment and capacity.

School	2008–2009 Enrollment <sup>a</sup>	2009–2010 Enrollment	Building Capacity
Elementary School: Kindergarten through 5th grade	363	381	80/grade: 440
Middle School: 6th through 8th grade	215	225	77/grade: 230
High School: 9th through 12th grade	317	311	75/grade: 300
Swiftwater Learning Center	<sup>b</sup>	28	30
Totals:	895	945	1,000

<sup>a</sup> The 2008–2009 enrollment is shown in addition to current enrollment as this student population was used as the basis for the fiscal impact analysis of the City Heights development.

<sup>b</sup> The number of students in the alternative high school program during the 2008–2009 school year was not factored into fiscal effects.

High school enrollment currently slightly exceeds building capacity within the District, and middle school enrollment is close to capacity. There is available capacity in the elementary school. The District owns no portable classrooms at the present time; however, they are currently investigating the possibility of leasing two portables to house the Swiftwater Learning Center (alternative high school) on-campus with other schools (personal communication with Brian Twardoski, Cle Elum–Roslyn School District, July 14, 2009).

While the School District does not have a critical housing emergency at the present time in the form of classroom space, high school science, band and choir students and athletes have to use middle school facilities and satellite buildings on campus for classes, practices, and competitions. Intended capital improvements over the current 20-year planning period (2005–2025) as reported in the District's Capital Facilities Plan (Integrus Architecture 2007) include:

- Construction of a new high school.
- Modernization and expansion of the existing high school to become a grade 6–8 middle school.
- Modernization of the existing K–8 facility to support expanded K–5 and pre-school programs, and to house District alternative and support programs, and District administrative offices.
- Replacement of existing transportation and maintenance facilities.
- Modernization of existing District offices to support transportation and maintenance administrative functions.

- Improvements to existing playfields and new playfield expansion.

The Cle Elum–Roslyn School District is located in an area that traditionally relied on logging and mining activities as major sources of employment. Both of these resource-based areas of the economy have declined or been depressed now for a number of years, which has resulted in a down-turning economy with essentially no population growth. The economic outlook changed in the late 1990s and early 2000s with increased interest in the Cle Elum area both as a second home location and as a primary residence for commuters to the Puget Sound metropolitan area. However, rising fuel prices and the global economic crisis in 2008 affected area growth again, with the result that the School District has found student enrollment projections provided by the Washington State Office of the Superintendent of Public Instruction (OSPI) to be overly aggressive. The District anticipates 0 to 2 percent enrollment decline per year in the foreseeable future without the City Heights development (personal communication with Brian Twardoski, Cle Elum–Roslyn School District, July 14, 2009).

The School District currently has a fleet of 15 buses that are used to operate 11 school bus routes and provide transportation for field trips and athletic trips. Routes are redesigned and rebalanced each Fall to handle any changes in the student load at the beginning of the school year. Some routes currently operate at 95 percent capacity, while others are only at 50 to 60 percent capacity on an average day. The District attempts to design routes so that students are on the bus for no more than 60 minutes. Because the school day schedule is the same for all grade levels, and all schools are located on a single campus, students of all grade levels ride the same buses. Bus stop selection is largely driven by population density and safety considerations.

#### *POTENTIAL IMPACTS DURING CONSTRUCTION*

It is not anticipated that construction activities on the City Heights site would impact the Cle Elum–Roslyn School District, with the possible exception of construction-related traffic on SR 903 (described in Draft EIS Section 3.16).

#### *POTENTIAL DEVELOPED-CONDITION IMPACTS*

The Cle Elum–Roslyn School District would serve the City Heights development under any alternative, whether the project is annexed and developed within the City under Alternative 1 or 2, or whether the property remains in the County for development under Alternative 3A or 3B.

Student population projections for the City Heights development are correlated to population projections per household by household type, as described in Draft EIS Sections 3.10 and 3.11, respectively. Two types of dwelling units are proposed within the project: single-family detached homes, and attached dwelling units. Attached dwelling units are projected to have fewer residents and fewer students per household. In addition, homes that would be seasonally occupied are projected to have no students that would attend Cle Elum–Roslyn School District schools. For the purpose of the environmental impact analysis, assumptions are based upon 90 percent permanent occupancy within the development. The applicant anticipates a higher number of seasonal and second homes with no students (as described in Draft EIS Chapter 2, Section 2.6; and Chapter 3, Section 3.10); therefore, the student population projections presented in this analysis of potential project impacts on the School District are likely conservatively high.

Student population projection factors shown in Table 3.17.5-2 were derived from the Cle Elum–Roslyn School District current enrollment factors for all types of dwelling units, with an adjustment to reflect the differing household mix in the two types of homes proposed within City Heights.

Table 3.17.5-2. Student population projection factors by household type.

	Number of Students per Single-Family Detached Home	Number of Students per Attached Dwelling Unit
Elementary School (K–5)	0.109	0.092
Middle School (6–8)	0.068	0.055
High School (9–12)	0.095	0.081
<b>Total:</b>	<b>0.269</b>	<b>0.228</b>

The enrollment estimate reflects the assumption that the school-age demographic factors for the City Heights development would be similar to current demographics within the District. Table 3.17.5-3 shows student population projections by grade level for each of the City Heights conceptual land use alternatives being evaluated in the EIS, based on 90 percent permanent occupancy in the number and type of dwelling units within each conceptual land use alternative shown in Table 3.11-1 (Draft EIS Section 3.11).

Table 3.17.5-3. Student population projections by City Heights conceptual land use alternative.<sup>1</sup>

	Alternative 1	Alternative 2	Alternative 3A	Alternative 3B
Elementary	92	81	81	49
Middle School	55	48	48	29
High School	81	70	70	43
<b>Total:</b>	<b>228</b>	<b>199</b>	<b>199</b>	<b>121</b>

<sup>1</sup> Student population projections are based on 90 percent occupancy by permanent residents in all dwelling unit types of any of the conceptual land use alternatives, which is higher than anticipated by the applicant. If more than 10 percent of dwelling units within the development are occupied only seasonally or used as second homes, the actual student population generated by City Heights would be less than these estimates.

The existing elementary school, middle school, high school building complex was slightly under-utilized on an overall basis in the 2008–2009 school year for which the fiscal impact analysis was performed. Total enrollment was 895 students within buildings that have a State-rated capacity for 970 students. While there is currently available capacity to accommodate some portion of City Heights students at the elementary and middle school grade levels, the development could, over the longer term, generate a need for additional school building capacity approximately as shown in Table 3.17.5-4.

Table 3.17.5-4. Additional school building capacity projections to serve City Heights students over the long-term.<sup>1,2</sup>

	Alternative 1	Alternative 2	Alternative 3A	Alternative 3B
Elementary	20.5%	17.9%	17.9%	10.9%
Middle School	15.7%	13.7%	13.7%	8.3%
High School	16.1%	14.1%	14.1%	8.6%

<sup>1</sup> School building capacity estimates are based on housing 450 students per elementary school, 350 students per middle school, and 500 students per high school – typical capacities for new school construction.

<sup>2</sup> Student population projections are based on 90 percent occupancy by permanent residents in all dwelling unit types of any of the conceptual land use alternatives, which is higher than anticipated by the applicant. If more than 10 percent of dwelling units within the development are occupied only seasonally or used as second homes, the actual student population generated by City Heights would be less than these estimates.

The School District capital impact estimate is correlated to the assumption that 90 percent of homes within City Heights under any alternative would be occupied year-around. Given that the actual student population generated by the City Heights development will differ somewhat from these projections, and

that phased development of the project is proposed over 6 to 12 years, it may be necessary to evaluate the actual projected impact on classroom capacity on an annual basis. When it becomes clear that building capacities will be reached, the optimal solution would be to implement the District's Long-Range Facilities Plan; specifically, to embark on a capital improvement and expansion plan with voter approval of a bond measure (personal communication with Brian Twardoski, Director of Operations and Finance, Cle Elum-Roslyn School District, December 10, 2009). Capital cost requirements, revenues that would be generated by the development, and impact fees to fund the project impact on School District facilities are discussed in Draft EIS Section 3.19 and Table 3.19-17.

Other options to accommodate the additional students such as adding classrooms to the existing facilities or utilizing modular units to accommodate expansion would result in lower costs. The City Heights proportionate-share cost impact of adding classrooms is compared for each alternative in Draft EIS Section 3.19, Table 3.19-18.

School bus route design and transportation logistics are difficult to project. If the City Heights development were to generate approximately 200 students (considered to be a conservatively high estimate), it is likely that about 120 (60 percent) of these students would require school bus transportation. With school bus capacity at 65 students per bus, the City Heights development may generate a demand for up to 1.8 additional school buses. Given the general location and slopes within the proposed City Heights development, it is uncertain whether winter-time safety factors would allow school bus stops within the development. The District will require more information regarding proposed road surfaces, width, slope angle, aspect, intersections, and other factors before school bus transportation service determinations can be made (personal communication with Brian Twardoski, Cle Elum-Roslyn School District, July 14, 2009).

#### *Mitigation Measures*

*Mitigation Measures Included in the Development Proposal.* Internal roadways, particularly the Main Access Roads and Collector Roads described in Draft EIS Section 2.9.4.3, would be designed to accommodate Cle Elum School District buses with student bus stops at appropriate locations. Because of low forecast traffic volumes on roadways internal to the City Heights development, it is expected that bus pullouts would not be needed since it would be safer to have the buses stop in-lane and hold all approaching and following traffic while students embark or disembark the bus.<sup>5</sup> Cul-de-sac turn-arounds designed for fire equipment would also accommodate the turn-around needs of school buses. Accommodations for school bus access would be the same with any action alternative, since the Cle Elum-Roslyn School District would serve the City Heights site regardless of the City or County jurisdiction in which the site is developed.

If areas under construction have the potential to temporarily affect school bus routes within the project, the developer would be responsible for implementing measures to assure safe and reliable passage for school buses.

*Applicable Regulations.* Because of the lid on local tax revenues (imposed by RCW 84.52.0531), the School District can effectively fund the operational impacts of additional students by collecting proportionately more funds locally to fill the gap between expenditures and non-local support. As enrollment grows, non-local support will grow and the amount of local funding can increase proportionately under State funding formulas. In addition, the City Heights development would generate a larger tax base over which to spread the fixed cost of bond repayment (see additional discussion in the *Cle Elum City Heights Fiscal Analysis* [Property Counselors 2010], summarized in Draft EIS Section 3.19).

<sup>5</sup> Concurrence received from the Cle Elum-Roslyn School District in the form of personal communication with Brian Twardoski, Director of Finance, Operations, and Athletics, March 3, 2010.

The City and County are authorized to impose an impact fee on behalf of the School District; however, at the present time, neither the City nor the County does collect these fees from new development. School impact fees could take the form of a per-lot payment or a per-student payment at the time actual development occurs. The Development Agreement to be negotiated between the City of Cle Elum and the project proponent with implementation of Alternative 1 or 2 would provide for funding options satisfactory to the School District to provide a means to finance the facilities needed to accommodate the growth in student population attributable to development of City Heights.

Modifications to the intersection of SR 903/Alliance Road (if selected as the west access to the City Heights development) should be made in consultation with the Cle Elum-Roslyn School District.

*Other Recommended Mitigation Measures.* No additional mitigation measures for schools were identified.

#### *SIGNIFICANT UNAVOIDABLE ADVERSE IMPACTS*

Table 3.19-14 in Draft EIS Section 3.19 shows how operating costs can be balanced to result in no net effect on School District operations. Tables 3.19-17 and 3.19-18 show funding options for the potential School District capital facility impacts of the City Heights alternatives. Because the Development Agreement to be negotiated between the City and the project proponent (if Alternative 1 or 2 is selected), or conditions of project approval that would be imposed by Kittitas County if Alternative 3A or 3B is selected, would provide for capital facilities funding options satisfactory to the School District, there should be no significant unavoidable adverse impact to the District.

