

# CHAPTER EIGHT

## POTENTIAL ANNEXATION AREAS

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## 8.0 INTRODUCTION

The City of Federal Way Potential Annexation Area (PAA) is located in South King County and lies generally east of the City of Federal Way and Interstate 5. The PAA is characterized by a series of residential neighborhoods focused around numerous lakes beginning with Star Lake in the north and concluding with Five Mile Lake in the South (see *Maps VIII-1* and *VIII-2*).

The City of Federal Way PAA was established through a series of interlocal agreements between the City of Federal Way and neighboring South King County cities. Based upon the State of Washington Growth Management Act (GMA), VISION 2040, and the King County Countywide Planning Policies (CWPPs), the City would ultimately annex and provide services within its designated PAA. While the *Federal Way Comprehensive Plan* (FWCP) focuses upon plans and policies for property in the City limits, this chapter augments the comprehensive plan and addresses in more detail the Federal Way PAA.

The City of Federal Way with the support of King County adopted a PAA Sub-area Plan in 2003 to guide annexation of its PAA. This Sub-area Plan included a Pre-annexation Comprehensive Plan Designations Map and a Pre-annexation Zoning Map, which would become effective upon annexation. Using this plan, the City attempted to annex its entire PAA. The annexation proposal was rejected by the voters in the PAA on August 21,

2007. At this time, the City has no plans to pursue annexation of its PAA; however, it will entertain requests from property owners in the PAA who are interested in annexing to the City.



The 2003 PAA Sub-area Plan is more than 11 years old and the analysis as to the feasibility of annexing the PAA is outdated. At the time of any annexation request, the City will prepare required feasibility studies and analysis.

## 8.1 POLICY BACKGROUND

The Growth Management Act (GMA), VISION 2040, and the King County Countywide Planning Policies (CWPPs) call for concentrating growth within the region's designated Urban Growth Area (UGA). The UGA encompasses all of the urban designated lands within King County. These lands include all cities as well as a portion of unincorporated King County. Consistent with the GMA, VISION 2040, and the CWPPs, urban lands are intended to be the focus of future growth that is compact, includes a mix of uses, and is well-served by public infrastructure.

## Growth Management Act

The GMA includes goals to reduce sprawl and ensure that urban growth occurs in areas designated for urban uses, where services can be provided more efficiently. The GMA identifies three distinct landscapes: urban lands, rural lands, and natural resource lands (i.e., agricultural, forest, and mineral lands). The act makes clear that the long-term sustainability of rural and resource lands is dependent on accommodating development within the designated UGA. The following three GMA goals are most relevant to PAA planning efforts:

- *Urban Growth* – Encourage development in urban areas where adequate public facilities and services exist, or can be provided in an efficient manner.
- *Reduce Sprawl* – Reduce the inappropriate conversion of undeveloped land into sprawling, low-density development.
- *Public Facilities and Services* – Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use, without decreasing current service levels below locally established minimum standards.

In terms of urban growth and reduction of sprawl, the PAA contains primarily single-family development, with a few commercial nodes along major arterial roadways, where services are or can be extended, identified as neighborhood or community centers. The land use/zoning pattern based on the pre-annexation comprehensive plan and zoning designations would result in urban densities of about four units per net acre or greater, meeting GMA goals for urban level growth. Select areas have pre-annexation comprehensive plan and zoning designations to accommodate approximately one residential unit per acre on the periphery of the PAA, due to sensitive areas and infrastructure limitations.

## VISION 2040

VISION 2040 contains multi-county planning policies (MPPs) that call for unincorporated UGAs to be affiliated with adjacent cities for joint planning purposes and future annexation. The Regional Growth Strategy allocates 93 percent of the region's future population growth and 97 percent of its employment growth into the existing UGA. VISION 2040 also directs the Regional Council to develop a framework to review and comment on adjustments to PAAs. It directs counties to work with adjacent cities to craft municipal standards for development in unincorporated urban areas.

The overarching goal of the MPPs related to unincorporated lands within the UGA is:

**Goal:** *All unincorporated lands within the Urban Growth Area will either annex into existing cities or incorporate as new cities.*

**MPP-DP-18:** Affiliate all urban unincorporated lands appropriate for annexation with an adjacent city or identify those that may be feasible for incorporation. To fulfill the regional growth strategy, annexation is preferred over incorporation.

**MPP-DP-19:** Support joint planning between cities and counties to work cooperatively in planning for urban unincorporated areas to ensure an orderly transition to city governance, including efforts such as: (a) establishing urban development standards, (b) addressing service and infrastructure financing, and (c) transferring permitting authority.

**MPP-DP-20:** Support the provision and coordination of urban services to unincorporated urban areas by the adjacent city or, where appropriate, by the county as an interim approach.

CWPPS and local comprehensive plans must be consistent with the MPPs

## Countywide Planning Policies

The pattern of growth within the UGA implements the Regional Growth Strategy through allocation of targets to local jurisdictions. The targets create an obligation to plan and provide zoning for future potential growth, but do not obligate a jurisdiction to guarantee that a given number of housing units will be built or jobs added during the planning period.

**Goal:** *The Urban Growth Area accommodates growth consistent with the Regional Growth Strategy and growth targets through land use patterns and practices that create vibrant, healthy, and sustainable communities.*

**DP-22:** Designate Potential Annexation Areas in city comprehensive plans and adopt them in the Countywide Planning Policies. Ensure that Potential Annexation Areas do not overlap or leave unincorporated urban islands between cities.

**DP-23:** Facilitate the annexation of unincorporated areas within the Urban Growth Area that are already urbanized and are within a city's Potential Annexation Area in order to provide urban services to those areas. Annexation is preferred over incorporation.

**DP-24:** Allow cities to annex territory only within their designated Potential Annexation Area as shown in the Potential Annexation Areas Map. Phase annexations to coincide with the ability of cities to coordinate the provision of a full range of urban services to areas to be annexed.

**DP-26:** Develop agreements between King County and cities with Potential Annexation Areas to apply city-compatible development standards that will guide land development prior to annexation.

**DP-27:** Evaluate proposals to annex or incorporate unincorporated land based on the following criteria:

- a) Conformance with Countywide Planning Policies including the Urban Growth Area boundary;
- b) The ability of the annexing or incorporating jurisdiction to provide urban services at standards equal to or better than the current service providers; and
- c) Annexation or incorporation in a manner that will avoid creating unincorporated islands of development.

## 8.2 POTENTIAL ANNEXATION AREA

### Neighborhoods

The PAA is divided into two Major Subareas, as well as five smaller Community Level Subareas. The Major and Community Level Subareas are as follows (see *Map VIII-2*):

- Star Lake and Camelot Community Level Subareas comprise the Northeast Major Subarea, east of I-5 and north of SR-18, and total approximately 2,142 acres in size.
- Lakeland, North Parkway, and Jovita Community Level Subareas comprise the Southeast Major Subarea, east of I-5 and south of SR-18, and total approximately 2,248 acres in size.

## 8.3 NATURAL ENVIRONMENT

Critical areas in the PAA include wetlands, streams and lakes, fish and wildlife habitat conservation areas, aquifer recharge areas, frequently flooded areas, and geologic hazard areas (*Map VIII-3*). The March 18, 2002, *PAA Inventory Report* provides a detailed inventory and description of these critical areas. Many of these areas have already been identified, delineated, mapped, and classified. In addition, the inventory report details the implications of federal, state, and local policies at that time regarding environmentally sensitive areas pending any potential future annexation. When requests for annexation are received, this inventory should be updated per existing policies and regulations.

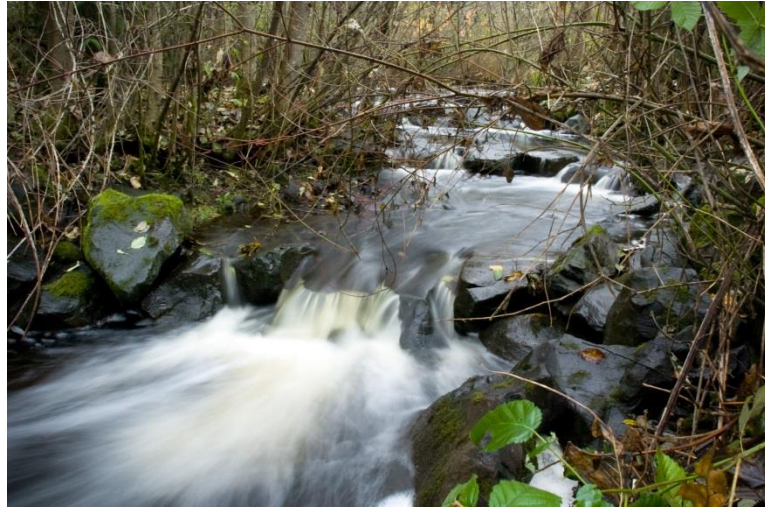
### Summary of Inventory

The Federal Endangered Species Act (ESA), Washington State Priority Habitat and Species Program (PHS), and the GMA provide levels of protection for endangered, threatened, or sensitive species and habitats, and hazard protection. Please refer to *Maps VIII-3* and *VIII-4* for locations of critical and hazard areas within the PAA as identified in 2002-2003. A brief description of the results from research on the environment is provided below.



## Wetlands

There are approximately 440 acres of known wetlands in the PAA, with the largest acreage of wetlands found in the Northeast Subarea. Within the smaller individual community subareas, Lakeland has the largest acreage of wetlands (see *Map VIII-3*). Both the County and City have regulations protecting wetlands with buffers and other requirements varying by wetland class. The City of Federal Way regulates wetlands per *Federal Way Revised Code* (FWRC) Chapter 19.145.



## Streams

A distinctive characteristic of the PAA is that most of the area is a headwater to several major streams (Hylebos Creek, Mullen Slough, and Mill Creek). Most of the streams in the Federal Way PAA are classified by the County as Class 2 with salmonids requiring a 100-foot buffer. If using the City of Federal Way classification system, most streams would be considered Type F streams, also requiring a 100-foot buffer. The City of Federal Way regulates streams per FWRC Chapter 19.145.

## Lakes

Lakes in the PAA include Star, Dollof, North, Killarney, Geneva, and Five Mile lakes. The setback requirement for regulated lakes is 25-foot landward in every direction from the ordinary high water mark of the lake. The City of Federal Way regulates lakes per FWRC Chapter 19.145. All of the lakes in the PAA are also under the jurisdiction of the Shoreline Master Program.



## **Fish and Wildlife Habitat Conservation Areas**

Based on the state Priority Species and Habitat Mapping Program, within the PAA there are three anadromous running streams. These include the headwaters of West Hylebos creek, the south draining stream from Lake Dolloff, and East Hylebos Creek south of Lake Kilarney. King County has also identified downstream and west of I-5 in the City limits that Hylebos Creek has a “Chinook distribution 500 foot buffer.” The City definition of “fish and wildlife habitat conservation areas” is found in FWRC 19.05.

## **Aquifer Recharge Areas**

The Lakehaven Utility District serves the majority of the PAA except for a small area in the northeastern portion of the Star Lake Area. Lakehaven’s main source of water is from four aquifer systems that underlie the City: the Redondo-Milton Channel Aquifer, the Mirror Lake Aquifer, the Federal Way Deep Aquifer, and the Eastern Upland Aquifer. The locations of wells in relationship to the aquifer systems are shown on *Map VIII-3*. Aquifer recharge areas are located in areas where permeable soil and rock materials are relatively close to the land surface and where there is an excess of water from precipitation. The Lakehaven Utility District notes that the precise extent of the aquifer recharge areas is uncertain. Critical Aquifer Recharge Areas and Wellhead Protection Areas are regulated by FWRC Chapter 19.145.

Highline Water District services a small part of the PAA in the Star Lake area. Until 1962, all water came from the Highline District’s wells. At the time of the preparation of the 2003 PAA Sub-area Plan, about 90 percent of the water supply of the district was purchased from Seattle Public Utilities. The district supplements its Seattle water source with local wells. The wells, which draw from an intermediate aquifer approximately 400 feet underground, were designed to furnish approximately 15 percent of the total volume of water supplied by the district. The district has wells located in Des Moines and also near Angle Lake outside of the PAA and Federal Way.

Siting criteria for wells must comply with state law (WAC 173-160-171). Furthermore, any improvement or use on a subject property is subject to said state requirements regarding separation of wells from sources of pollution.

## **Frequently Flooded Areas**

There is a 100-year floodplain located around Lake Dolloff in the PAA (see *Map VIII-3*). King County regulations require that development activities, including fill, may not cause the base flood elevation to rise. Federal Way has floodplain regulations in FWRC Chapter 15.15 and 19.142.

## **Geologic Hazard Areas**

There are small portions of the Parkway, Jovita, and North Lake Subareas, which have landslide hazard areas and erosion hazard areas, mostly located near streams or steep slope areas. There are also small portions of the Camelot and Lakeland Subareas that

have erosion hazard areas. The Star Lake Subarea has a significant proportion of both landslide hazard and erosion hazard areas along its eastern border. Please refer to *Map VIII-4*. Development activities and land surface modifications on or within 50 feet of a geologically hazardous area are subject to FWRC Chapter 19.145.

## Environmental Goals and Policies

The following goal and policies are provided to address PAA environmental conditions.

### Environmental Goal

*Practice environmental stewardship by protecting, enhancing and promoting the natural environment in and around the PAA.*

### Environmental Policies

- PAA Env – 1** Prior to and upon annexation, the County and City in partnership shall promote the protection of PAA wetland and lake complexes, as much of the area is a headwater to significant fish-bearing streams, including Hylebos Creek, Mullen Slough, and Mill Creek.
- PAA Env – 2** The County shall, prior to annexation, manage the 100-year floodplain of Lake Dolloff in accordance with federal, state, and county laws and guidelines. Regulations to prevent reductions in base flood storage volumes should continue to be implemented. Upon annexation, the City shall continue the policy and practice of floodplain management.
- PAA Env – 3** Prior to and upon annexation, the County and City in partnership should encourage the establishment of an active lake management system to monitor and manage lake water quality. This management system should actively involve property owners, homeowner's associations, lake management districts, and agency stormwater utilities within the PAA.
- PAA Env – 4** Prior to the annexation of large areas, updated surface water basin management plans should be prepared by the County in conjunction with the City for the PAA basins and sub-basins, particularly east of I-5. Basins and sub-basins should be prioritized for study and coordinated with all appropriate state and local agencies. The topology, soils, drainage, flow and channel monitoring, vegetation, habitat identification, utilities, R/D maintenance, and mitigation policies should be uniquely identified and defined for each basin/sub-basin.
- PAA Env – 5** In preparation of applying City environmentally sensitive area regulations in the future, the City and County should inventory and map steep slope areas in the PAA.
- PAA Env – 6** Prior to and upon annexation, the City should coordinate with the King County Solid Waste Division regarding the environmental monitoring of the closed Puyallup/Kit Corner Landfill.

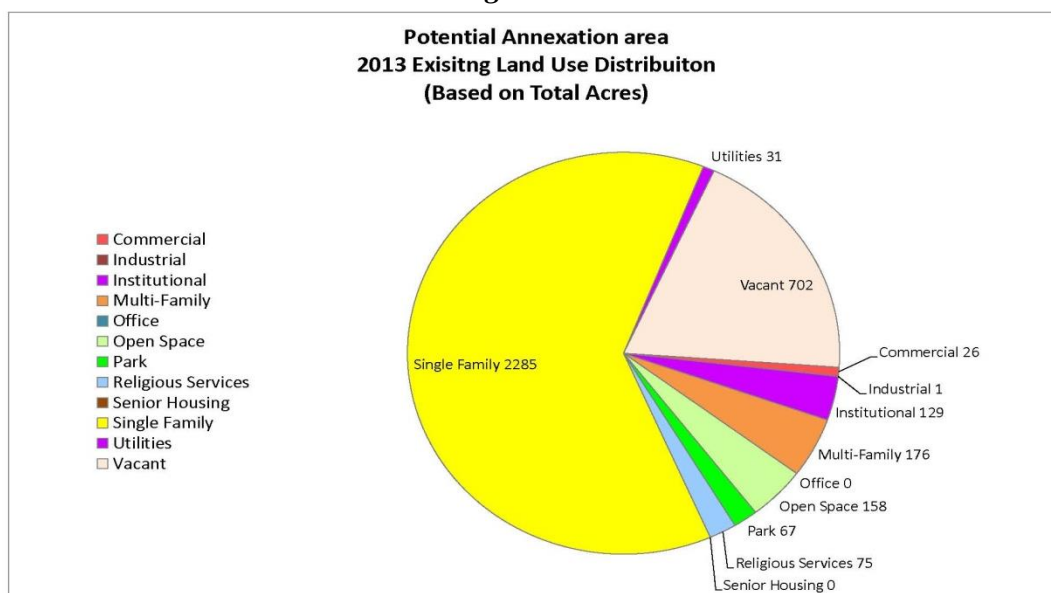
- PAA Env – 7** The City shall coordinate with King County through interlocal agreements or other means to institute common environmental protection standards while the area is in transition from County to City jurisdiction. Standards would include, but are not limited to, wetland buffers and mitigation standards, stream buffers, geologically hazardous area disturbance avoidance and buffers, and others as appropriate.

## 8.4 LAND USE

### Existing Land Uses

The Federal Way PAA contains primarily single family residential land uses as shown in *Figure VIII-1* and *Table VIII-1*. Of any neighborhood, the Parkway neighborhood has the most acres in multiple family uses although still primarily containing single family uses.

**Figure VIII-1**



**Table VIII-1  
Existing Land Uses by Parcels**

Category	Camelot		Star Lake		Lakeland		Parkway		Jovita	
	Acres	%	Acres	%	Acres	%	Acres	%	Acres	%
Commercial	2.8	0%	6.87851	1%	12.8	1%	3.3	1%	0.0	0%
Industrial	0.0	0%	0.0	0%	0.8	0%	0.0	0%	0.0	0%
Institutional	49.5	5%	46.0346	7%	33.8	3%	0.0	0%	0.0	0%
Multi-Family	32.2	3%	35.3078	5%	30.1	3%	75.5	23%	2.8	1%
Office	0.2	0%	0.0	0%	0.0	0%	0.0	0%	0.0	0%
Open Space	49.5	5%	43.9066	6%	57.2	5%	7.5	2%	0.1	0%
Park	18.1	2%	17.1847	2%	31.4	3%	0.0	0%	0.0	0%
Religious Services	7.5	1%	10.5644	2%	56.7	5%	0.0	0%	0.0	0%
Senior Housing	0.0	0%	0.0	0%	0.0	0%	0.0	0%	0.0	0%

Category	Camelot		Star Lake		Lakeland		Parkway		Jovita	
	<i>Acres</i>	<i>%</i>	<i>Acres</i>	<i>%</i>	<i>Acres</i>	<i>%</i>	<i>Acres</i>	<i>%</i>	<i>Acres</i>	<i>%</i>
Single-Family	732.4	68%	465.747	66%	671.5	59%	183.1	55%	233.8	59%
Utilities	0.0	0%	0.0	0%	0.0	0%	30.6	9%	0.3	0%
Vacant	189.6	18%	74.9434	11%	244.9	21%	33.4	10%	159.9	40%
<b>TOTAL</b>	<b>1081.8</b>	<b>100%</b>	<b>700.567</b>	<b>100%</b>	<b>1139.1</b>	<b>100%</b>	<b>333.3</b>	<b>100%</b>	<b>397.0</b>	<b>100%</b>

**Notes:**

The acre figures are derived from the Arc Info Geographic Information System (GIS).

Multi family includes duplex, triplex, fourplex, apartments, condominiums, and group homes.

No data is used for parcels where King County parcel information was unavailable.

Easements include transportation and utility.

Not all rights-of-way is developed.

Source: King County Department of Assessments 2014 and City of Federal Way GIS Division, 2015

While the predominant land use in the PAA neighborhoods is residential, there are several businesses, including the following types:

- Star Lake – Tavern, nursery
- Camelot – Gas stations, offices
- Lakeland – Convenience store, espresso, auto repair, day care center
- North Parkway – Auto salvage and towing.
- PAA Generally – Numerous home occupations (for example, home day care operations, individual construction contractors, home-based professional services, and others)

## Essential Public Facilities

RCW 36.70A.200 states that essential public facilities are, “...those facilities that are typically difficult to site, such as:

- Airports;
- State education facilities;
- State or regional transportation facilities as defined in RCW 47.06.140;
- State and local correctional facilities;
- Solid waste handling facilities;
- In-patient facilities including substance facilities, mental health facilities, group homes; and
- Secure community transition facilities as defined in RCW 71.09.020.

Essential public facilities can be government owned and operated, or privately owned facilities that are regulated by public entities. This definition is not considered to be all-inclusive, but provides examples of facilities that are difficult to site. No local comprehensive plan or development regulation may preclude the siting of essential public facilities.

The PAA contains several essential public facilities, including highways of statewide significance such as I-5 and SR-18, a WSDOT maintenance facility, the closed and monitored Puyallup/Kit Corner Landfill (see section 8.10, Solid Waste), group homes, and potentially others that remain to be identified beyond present inventory efforts. Under county or City plans and rules, essential public facilities are required to undergo a review process prior to siting.

## Cultural Resources

The King County Historic Preservation Program has identified historic properties included in the King County Historic Resource Inventory. The only designated or potentially eligible historic landmarks are in the Lakeland neighborhood of the Southeast Subarea (see *Map VIII-5*). The Sutherland Grocery and Gas Station, built in the 1930's, was designated a King County Landmark in 2002. The two other potentially eligible historic sites are the Westborg House, a farmhouse built in 1905 by M. Westborg on property originally part of a 160-acre homestead owned by James Duncan, and the Fancher House, a home and barn built in 1923.

The King County Historic Preservation Program recommends an inventory update to identify any additional historic properties in the PAA area, as well as the City limits, since the last inventory was conducted 27 years ago. Additionally, the County recommends an interlocal agreement for preservation services to provide a mechanism and incentives for protecting significant historic properties within the current and future annexed City boundaries.

## Land Use Capacity Analysis

The GMA and the CWPP's require that King County and its cities accommodate their fair share of the future growth projected for King County. Future development "targets," expressed in the number of housing units, are determined through an interactive, multi-jurisdictional process between King County and cities located within King County, considering land capacity, market factors, and other parameters. Through this ongoing regional process, the PAA growth target for the years 2006 to 2031 has been established at 2,390 units and the land capacity is 2,956. The employment target is established at 290 jobs and the employment capacity is 600.

It should be noted that a capacity analysis does not estimate the time or rate that growth will occur, only the capacity of the land for additional development.

It is the County's and City's roles to provide opportunities and capacity to meet regional fair share growth, monitor growth, and respond to changing needs and circumstances as they arise through regular review of comprehensive plans, development regulations, and budgets.

## Comprehensive Plan Land Use Relationship to Pre-Annexation Zoning

In conjunction with the 2003 *PAA Subarea Plan*, the City adopted a pre-annexation comprehensive plan (*Map VIII-6*) and zoning map designations (*Map VIII-7*), which would become effective upon annexation. Pre-annexation comprehensive plan classification and zoning map designations provide more certainty to property owners and residents about the future character of the area should they annex to the City.



## Land Use Goals and Policies

The PAA land use goal and policies are provided in this section, and address land use character and land use planning in the PAA.

### Land Use Goal

*Respect the character, integrity, and unique qualities of PAA neighborhoods in land use planning efforts.*

### Land Use Policies – General Policies

- PAA LU – 1** Proposed annexations should be implemented to be consistent with the pre-annexation comprehensive plan designations and pre-annexation zoning map of this chapter (see policy *PAA Annex-4*).
- PAA LU – 2** City and County plans and regulations shall emphasize single-family detached dwellings as the primary use in the PAA's established single-family neighborhoods.
- PAA LU – 3** The City and County PAA commercial and multi-family land use patterns and regulations should meet community needs, respect the hierarchy of districts and centers in the Federal Way planning area, and support the Federal Way City Center.
- PAA LU – 4** The City and County PAA zoning designations should provide sufficient zoned capacity, and a variety of housing types, to address total household growth targets for the PAA.
- PAA LU – 5** Areas with significant environmental hazards, unique or fragile ecosystems of high rank, order, and function, or long-term infrastructure limitations, may be further protected beyond the application of development regulations through Federal Way RS-35.0 zoning in the Star Lake, Jovita, and Parkway neighborhoods.
- PAA LU – 6** To promote financially self-supporting annexations, the City should support the County in facilitating or conducting coordinated master or sub-area planning of vacant, underdeveloped, or transitional land areas in the PAA that may present unique and/or highly visible sites for high tax generating land uses, such as but not limited to auto sales. Expedited or advanced environmental review, incentives to encourage assemblages of land, and/or coordinated and comprehensive approaches to site development and environmental protection should be considered.

### Cultural Resources Policies

- PAA LU – 7** Prior to and upon annexation, the City and County should coordinate with the King County Historic Preservation Program, the Cultural

Development Authority of King County, and local historical societies (such as the Historic Society of Federal Way) to promote the preservation of historic resources in the PAA.

**PAA LU-8** The City and/or County should conduct a PAA historic inventory update prior to or upon annexation.

**PAA LU-9** The City should consider mechanisms to offer historic preservation services and incentives in the PAA upon the annexation of PAA properties into the City, including but not limited to, an interlocal agreement with King County for resource evaluation and incentives.

### **Economic Development Policies**

**PAA LU – 10** Commercial locations, development standards, and zoning regulations should reflect a hierarchy of business districts, recognizing the Federal Way City Center as the primary Citywide business center, and business districts in the PAA as secondary and tertiary nodes catering to local and/or neighborhood needs.

**PAA LU – 11** The City and County should support neighborhood level business retention, improvement, and development on commercially zoned properties east of I-5 to meet the needs of local residents.

**PAA LU – 12** Commercial development should be encouraged on properties designated commercial on the PAA comprehensive plan and zoning maps to help meet the PAA employment target as determined in the CWPP's.

### **Essential Public Facilities Policies**

The FWCP Land Use chapter policies address essential public facilities. Additional policies are not included.

## **8.5 HOUSING**

### **Housing Goals and Policies**

#### **Housing Goal**

*Promote the preservation and enhancement of existing residential neighborhoods, and allow for new housing developments meeting future needs in the PAA.*

#### **Housing Policy**

**PAA House – 1** *The City, in cooperation with King County, should promote the preservation of existing housing. Private investment should be encouraged in older residential neighborhoods and multifamily*



*complexes. Programs supporting weatherization, home repair and rehabilitation, and infrastructure maintenance should be supported.*

The FWCP Housing chapter policies address housing stock protection, existing and future affordability, and special needs, and would also be applicable to the PAA.

## 8.6 PARKS AND RECREATION

### Summary of Parks Planning Efforts and Inventory

The City of Federal Way Parks, Recreation, and Cultural Services (PRCS) Department has prepared a *Parks, Recreation, and Open Space Plan*, which was originally adopted in 1991 and updated in 1995, 2000, 2006, and 2012. The PRCS plan is adopted by reference into the FWCP. The plan divides the City and PAA into subareas for purposes of long-range planning (*Map VI-3*).

The primary goal of the *Parks, Recreation, and Open Space Plan* is to assure that a park serves every neighborhood in Federal Way. As of 2012, the City was providing 12.52 acres of city-owned parks per 1,000 population in the City limits. The City's goal is to provide a level of service of 10.9 acres per 1,000 population and to maintain this level of service standard as Federal Way grows in population and size.

The City of Federal Way's existing parks and recreational areas are divided into six categories. Each category represents a distinct type of recreational activity or opportunity. The categories are: Neighborhood Parks, Community Parks, Regional Parks, Trails, Community Facilities, and Open Space. The total parkland in Federal Way was 1,141.13 acres as of January 2015.

The PAA is primarily served by five county park sites totaling 109.8 acres (see *Table VIII-2*). All of the active park facilities are located in the Lakeland community subarea, while natural park and passive park areas are found in the Star Lake and Camelot community subareas. Completed in 2000, the South County Ballfields Phase 2 is the only recent capital project completed in the PAA.

**Table VIII-2**  
**PAA Park Facilities Owned By King County**

PAA Neighborhood	Park Site Name	County Park Plan Classification	Acreage
Star Lake	Bingaman Pond	Natural	16.7
Camelot	Camelot Park	Passive	18.0
Lakeland	Five Mile Lake Park	Active	31.9
	Lake Geneva Park	Active	18.6
	South County Ballfields	Active	24.6
<b>Total Acres</b>			<b>109.8</b>

Source: January 2013, PRCS Plan



In addition to King County parks, the Federal Way School District (during non-school hours) and the State of Washington also provide public recreation facilities and opportunities in the PAA. These include sites located in the Camelot and North Lake community subareas. Private recreation facilities may also be required in residential subdivisions and developments of five units or more in accordance with King County development regulations and King County's determination of recreation facility needs.

## Future Parks and Recreation Needs

Based on the January 13, 2013, PRCS Plan, there was a total of 1,114.13 acres of City-owned park and open space land within the City of Federal Way, including roughly 601.7 acres in developed parks and 539.43 acres in undeveloped open space. If Dash Point State Park is included in the calculation for total acreage, then there are 1,371.13 acres of park and open space within the City. If the parks within the PAA and the portion of Dash Point State Park located in Pierce County are included in those calculations, a total of 1,621.93 acres of park and open space are located within the City and PAA. This includes City, state, and county park facilities.

The City's level of service standard for total park land is 10.9 acres per 1000 population. The January 13, 2013, level of service for the City was 12.52 acres per 1000 population, and for the county and PAA together, the then level of service was 14.81 acres/1000 population. Since that time, the City has added 21.84 acres of park land, so the level of service has not changed drastically. Therefore, system-wide, the City has an adequate amount of park land to serve the current population for both the City and PAA. However, much of this acreage is undeveloped open space. The primary deficiency is in improved trails.

## Parks & Recreation Goals and Policies

### Parks Goal

*Maintain current facilities and acquire new lands to meet PAA community park and recreation needs.*

### Parks Policies

**PAA Park – 1** The City should continue to address the PAA in its comprehensive parks, recreation, and open space system plans.

**PAA Park – 2** The City should review county park maintenance and operation plans for each County park facility that may be transferred in the event of annexation. The City will assess available resources at the time of annexation and determine the appropriate level of maintenance for all acquired county facilities.

**PAA Park – 3** Additional parkland, open space, and trails should be acquired and developed according to the standards outlined in the City of Federal Way *Parks, Recreation, and Open Space Comprehensive Plan*. Phasing in a gradually increasing level of service standard may be appropriate based on agency resources at the time of annexation.

## 8.7 SURFACE WATER

### Summary of Inventory

The PAA is almost entirely within the nearly level upland plateau which is immediately adjacent to steep slopes at the edge of the Green and White River valleys. As a result, historical stormwater systems within the PAA include a series of lake and wetland complexes that drain in steep ravines to the rivers and streams below. The most distinctive characteristic of the PAA is that most of the area is a headwater to several significant streams (Hylebos Creek, Mullen Slough, and Mill Creek).

Five drainage basins have been identified by King County mapping within the PAA. These designations also agree with the City of Federal Way designations: Lower Green River, Mill Creek, White River, Hylebos Creek, and Lower Puget Sound (see *Map VIII-8*).

### Surface Water Facilities

Within the various drainage basins, the PAA contains a variety of surface water facilities that require inspection and maintenance by several county divisions and/or property owners as listed in *Tables VIII-3 through VIII-5* (regional and local surface water facilities are shown on *Map VIII-8*). Since these tables were prepared 13 to 14 years ago, it is expected that this information has changed; however, it is being retained for lack of better information. At the time of any annexation request, this inventory will be updated as part of the planning and analysis process associated with annexing property.

**Table VIII-3**  
**In-Road Surface Water Facilities**

Facility	Measurement Unit	Northeast Subarea	Southeast Subarea
Curb And Gutter	LF lineal feet	252,806	92,206
Catch Basin & Manhole	EA each	1,361.00	633
Paved Ditch And Gutter	LF lineal feet	755	450
Open Ditch	LF lineal feet	85,292.00	81,916.00
Enclosed System	SP lineal feet storm pipe	149,913	70,980
Cross Tile And Access	EA each	985	699
Cross Culverts	EA each	614	332
Curb & Gutter And Thick	RM road mile	55.2	22.5
Bridge Drains	EA each	6	6
Auxiliary Pipe	LF lineal feet	2,697	1,611
Trash Racks	EA each	0	0
Headwalls	EA each	1	0

Facility	Measurement Unit	Northeast Subarea	Southeast Subarea
Cross Culverts	LF lineal feet	590	0
Box Culverts	EA each	0	0
R/D Facilities	EA each	2	1

Source: King County Roads Division, January 2002

**Table VIII-4**  
**Regional Stormwater Facilities**

Subarea	Facility Name	Address	Type of Facility
Northeast	Sweet Briar Drainage Improvement	4700 S 292 <sup>nd</sup> St (immediately east of 4613 S 292 <sup>nd</sup> )	Pipe
Northeast	P-32 (Camelot Park)	29800 36 <sup>th</sup> Pl S	Pump Station
Northeast	Lake Dolloff Outlet	4200 308 <sup>th</sup> Pl S	Channel/weir
Southeast	Peasley Canyon Culvert	5100 S Peasley Canyon Rd	Culvert
Southeast	S 360 <sup>th</sup> St Embankment	2100 S 360 <sup>th</sup> St	Regional R/D
Southeast	Regency Woods Div 1	37546 21 <sup>st</sup> Ave S	HDPE Pipe
Southeast	Regency Woods Div 1	37694 18 <sup>th</sup> Pl S	HDPE Pipe
Southeast	Regency Woods Div 4	37934 23 <sup>rd</sup> Pl S	HDPE Pipe
Southeast	Regency Woods Div 4	37811 21 <sup>st</sup> Ct S	HDPE Pipe
Southeast	Regency Woods Div 4	1817 S 380 <sup>th</sup> Pl	HDPE Pipe

Source: King County Department of Natural Resources, December 21, 2001; January 29, 2002

**Table VIII-5**  
**Residential and Commercial Drainage Facilities**

Type of Facility	Subarea	Number of Facilities
Residential	Northeast	40
	Southeast	26
	<b>Total</b>	<b>66</b>
Commercial	Northeast	9
	Southeast	16
	<b>Total</b>	<b>25</b>
<b>TOTAL</b>		<b>91</b>

Source: King County Department of Natural Resources, December 21, 2001; January 29, 2002.  
Surface Water Level of Service Analysis, July 11, 2003.

## Future Surface Water Needs

As property in the PAA is annexed by the City, the following actions will be needed.

- The City will need to conduct a field inventory of the storm drainage conveyance system for inclusion in a map or GIS database.
- The City facilities and GIS databases will need to be updated to provide coverage of the PAA.
- The increased inventory of facilities to maintain, due to the annexation, will over the long term require a proportional increase in the City's maintenance budget.

- Increased program space needs will possibly require larger maintenance facilities than those currently planned by Federal Way and possibly accelerate the need for new facilities.
- It is anticipated that after annexation, costs associated with complaint response would include staff time to respond to inquiries and issues, and the labor, equipment, and materials to provide minor corrective actions.
- Non-routine problems, i.e. street flooding, severe stream bank erosion, etc., may become more identifiable over time and require further action. Certain problem areas may require continual non-routine maintenance due to existing environmental conditions (such as Peasley Canyon Road), or could become candidates for further study and capital improvements (such as Lakes Geneva and Dolloff).
- The Regional Stormwater Facilities constructed and maintained by King County will need to be maintained by Federal Way.
- The residential drainage facilities in the PAA are inspected and maintained by King County. The commercial facilities are inspected by King County and maintained by the property owner. Federal Way will need to evaluate the feasibility of inspection and maintenance.
- An initial sustained cleaning effort will likely be needed to bring the ditch system to a level of improvement where minimal routine maintenance would be needed.
- It is anticipated with the annexation that Federal Way may take a more active role with the drainage and water quality aspects of the PAA lake system. There are various options for Federal Way to set up the lake management system, including use of homeowners associations, lake management districts, and the City's stormwater management utility.
- Upon annexation of the PAA, it is anticipated that Federal Way will expand its water quality program to provide more lake water quality management and surface water quality monitoring. This could include a variety of program elements, such as volunteer groups, monitoring stations, community organizations, and public education.
- Federal Way will need to increase other stormwater program components to include the PAA. A notable expansion element will be a field inventory of the storm drainage system, which is a part of the Illicit Discharge Detection and Elimination requirement in the Phase II National Pollutant Discharge Elimination System (NPDES) program.

## Surface Water Goals and Policies

### Surface Water Goal

*Promote a PAA surface water system that protects the environment and property, and allows for efficient operation and maintenance.*

## Surface Water Policy

In addition to Natural Environment and Capital Facility policies, the following policy is provided specific to surface water concerns:

- PAA SW – 1** Prior to annexations of large areas, the County, in conjunction with the City and in partnership with other agencies, should further inventory surface water facilities and conditions, and prepare hydrologic models and basin plans for the PAA areas east of I-5.

## 8.8 TRANSPORTATION

### Summary of Inventory

The Federal Way PAA is served by a series of arterial roadways that provide local and regional transportation access (refer to *Map VIII-9*). King County has been responsible for maintenance of public roadways and accompanying facilities, such as shoulders, sidewalks, traffic signs, striping and signals, guardrails, and landscaping.

The Washington State Department of Transportation (WSDOT) has jurisdiction over state highways within the PAA. State highways located within the boundaries of the PAA include, SR-18, and SR-161 (Enchanted Parkway South). Transit service, including several park and ride facilities along the I-5 corridor, is provided by King County Metro.



The majority of the street network in the PAA is characteristically rural with asphalt concrete pavement, gravel shoulders, and ditches for drainage purposes. The street network is largely underdeveloped, with many cul-de-sacs and dead-end streets creating insufficient connectivity. Furthermore, a general lack of sidewalks and existing street lights inhibit pedestrian traffic and present public safety concerns. Street lights are limited to street

intersections along arterial streets and newer subdivisions, with very few mid-block street lights along arterial streets. Most arterial corridors in the PAA, particularly in the southeast, lack sidewalks and, in most cases, are poorly lit. *Table VIII-6* has not been updated since 2003; however, it is being retained for illustrative purposes. As shown in this table, sidewalks are a smaller percent of lane road miles.



**Table VIII-6**  
**Street Inventory Within PAA**

Inventory Item	Redondo East Subarea	Northeast Subarea	Southeast Subarea
All Road Miles*	0.3 miles	46.6 miles	28.9 miles
All Paved Road Surfaces, Lane Miles	0.6	93.2	57.3
Curb & Gutter (linear feet)	1,902 (~0.4 miles)	252,806 (~48 miles)	92,206 (~17 miles)
Paved Sidewalk, one side (miles)	0.4 miles	25.5 miles	12.3 miles
Traffic Signals (EA)**	0	12	2
Street Lights (EA)	10	561	190
Street Signs (EA)***	37	980	520

Source: King County Roads

\*There are several street clusters in the study area for which road logs do not exist, including: private streets (approx. 7 miles), as well as several unmaintained public gravel streets (approx. 7 miles), and in some cases relatively new public asphalt streets (about 1-2 miles), and these are not included in the totals above.

\*\*Based upon City staff review and field confirmation, there appear to be nine signals, two flashing beacons, one fire signal and two traffic signals on SR 161 (currently WSDOT responsibility) that would become the City's responsibility upon annexation. Controllers would need to be replaced to connect to the City's system.

\*\*\*King County does not inventory street name signs, which would understate the number of signs maintained.

The largest traffic volumes exist along east/west arterial routes, which provide access to I-5.

## Transportation Goals and Policies

Transportation would be guided by the following goal and policies.

### Transportation Goal

*Establish a safe, coordinated, and linked multimodal transportation system serving local and area-wide travel needs.*

### Transportation Policies

**PAA Trans – 1** Prior to annexations, the City and County should jointly classify streets in the PAA consistent with federal, state, and City guidelines, and future roadway usage. Joint City/County street standards should also be established, such as the City of Federal Way standards, a hybrid of standards, or others as determined by the City and County. This may be achieved through an interlocal agreement and any required county comprehensive plan amendments. The joint classification system will help ensure a common set of standards are applied as new roadway improvements are proposed and implemented in the PAA, and that the roadways meet City standards upon annexation. The City classification system for the PAA is presented in *Map VIII-9*.

- PAA Trans – 2** Joint City and County street standards identified in PAA Trans-1 should address:
- Property access
  - Street signs
  - Street lighting
  - Pedestrian and bicycle safety
  - Street widths
- PAA Trans – 3** As development proposals are identified or capital improvements are implemented in the PAA prior to annexation, the City and County should encourage the connection of streets when considering subdivision or street improvement proposals, unless prevented by topographic or environmental constraints. The City and County should limit the use of cul-de-sacs, dead-end streets, loops, and other designs that form barriers to a coordinated transportation network in the community.
- PAA Trans – 4** The City should work with the County to ensure uniform maintenance standards for public streets are instituted and conducted by the county until such time as annexation occurs.
- PAA Trans – 5** Prior to annexation of PAA properties, the County, in consultation with the City, should review high accident locations, and improve street safety and functions focusing efforts at the most critical locations.
- PAA Trans - 6** To ensure that City and County LOS standards are met as development occurs prior to annexation, the City and County should agree to joint implementation of LOS standards for concurrency. Development applicants should prepare reports that contain dual analysis of the county's Transportation Adequacy Measurement (TAM) and Roadway Segment level of service standards and the City's LOS standards.
- PAA Trans – 7** Prior to annexation of the Northeast and Southeast Subareas, a coordinated Capital Improvement Program (CIP) should be prepared between the City and County to ensure that improvements required to meet levels of service are implemented concurrent with development.
- PAA Trans – 8** The City and County shall continue to coordinate with park-and-ride and transit service providers in establishing appropriate LOS for the PAA, promoting alternative modes and assisting the achievement of LOS standards.
- PAA Trans – 9** Prior to annexation of the Northeast and Southeast Subareas, as part of a PAA interlocal agreement the City and County shall establish a regional traffic planning and mitigation payment system.



## 8.9 PRIVATE UTILITIES

Utilities described in this section include electric (power), natural gas, telephone, and cable. Public utilities are described under Public Services and Capital Facilities (Section 8.10). Private utility providers rely on coordination of information such as population and employment forecasts, as well as coordination of construction activities, such as street improvements.

### Summary of PAA Inventory

#### Electric

Electric utility service for the Federal Way PAA is provided by Puget Sound Energy (PSE). There are 115,000 volt transmission lines in the Federal Way PAA. Electric substations serving the Federal Way PAA include: Marine View; Lakota; Belmor; Christopher; Weyerhaeuser; Starwood; Kitts Corner; and West Campus. Most of the substations include one or two 25,000 kVA transformers. The load on the substation varies continuously, exactly meeting the demand of the customers.

As new development occurs or consumer electrical demand increases, future substations may be needed to meet the increased demand. There is a future 115 kV line planned in the Five Mile Lake area (in Lakeland). (Based on information provided by PSE, November 2014.)

#### Natural Gas

PSE provides natural gas to the Federal Way PAA. Natural gas is not an essential service, and therefore, PSE is not mandated to serve all areas. Significant lines in or near the PAA include a 12-inch STW (steel wrap) supply main located in Military Road South and six-inch STW located in 288th Street. At this time within the Federal Way PAA, no improvements are planned to existing facilities. However, new projects can be developed in the future at any time due to:

1. New or replacement of existing facilities to increased capacity requirements due to new building construction and conversion from alternate fuels.
2. Main replacement to facilitate improved maintenance of facilities.
3. Replacement or relocation of facilities due to municipal and state projects.

#### Telephone

Century Link and Xfinity provide telecommunication services to the Federal Way planning area. Century Link and Xfinity are required by law to provide adequate telecommunications services on demand. Accordingly, Century Link and Xfinity will provide facilities to accommodate whatever growth pattern occurs within the PAA. Due to advances in technology, additional capacity is easily and quickly added to the system.

#### Wireless Service and Cable Providers

Cable television service in the PAA is provided by Comcast, CenturyLink, Direct TV, or Dish Network. Comcast and CenturyLink utilize cable and fiber optic technologies and Direct TV and Dish Network utilize satellite technologies.

## Private Utilities Goals and Policies

### Private Utilities Goal

*Facilitate provision of electric, natural gas, telecommunication, and cable services to the greater Federal Way community.*

### Private Utilities Policy

**PAA Utility – 1** The County and City should coordinate with electric, natural gas, and telecommunication providers to ensure PAA services support planned growth, meet desired customer service needs, and result in a comparable community system in the greater Federal Way area.

## 8.10 PUBLIC SERVICES AND CAPITAL FACILITIES

This section provides a summary of current public services and capital facilities in the PAA, addressing local government as well as special district services and facilities.

### Inventory of Public Services Likely to Change as a Result of Annexation

#### General Government

Government services likely to change upon annexation by Federal Way include provision of parks and recreation, police, solid waste, surface water, and transportation.

#### Parks and Recreation

Please refer to subsection 8.6.

#### Police Services

The King County Sheriff provides police protection services to the PAA. The PAA is served by Precinct 3, George Sector, with its headquarters in Maple Valley.

At the time of incorporation, the City contracted with the King County Sheriff's Department for police services. In the spring of 1995, the City decided to terminate its contract relationship with King County and form its own police department. The City's Police Department began limited service on September 16, 1996, and was fully operational on October 16, 1996. Federal Way's Police Department could be expanded at some time in the future so that it could effectively provide services to the PAA.



State laws require and establish procedures for the lateral transfer to a city of qualified county sheriff's office employees who would otherwise be laid off as a result of the annexation of unincorporated territory into that city (RCW 35.13.360 to 400). The city would not be required to put all transferring employees on the police department payroll. It is within the city's discretion to determine what staffing provides an adequate level of law enforcement service.

### **Solid Waste**

The King County Department of Natural Resources, Solid Waste Division, operates King County's transfer and disposal system comprised of a central landfill and regional waste transfer sites for residential and non-residential self-haul customers and commercial haulers. The closest waste transfer station to the PAA and the City of Federal Way is in the City of Algona. A siting process is underway which may relocate this facility in the near future; the most likely site is adjacent to the existing facility in the City of Algona.

Unincorporated areas of King County are served by private garbage collection companies, which receive oversight through the WUTC, with coordinated planning, education and outreach services provided via King County Solid Waste Division. While Waste Management serves all accounts within the City of Federal Way per a mutual agreement, the PAA consists of two service areas designated as exclusive franchises, with the dividing line at approximately South 300<sup>th</sup> Street. The northern area is serviced by Republic Services, while the southern area is serviced by Waste Management.

In the event of annexation, the City may decide to contract for solid waste collection or undertake solid waste collection itself. However, state law specifies that the incumbent franchisee, may continue to operate for a period of seven years, although negotiated transfer of service provider is allowed under RCW 35A.14.900.

In the Parkway neighborhood, the closed Puyallup/Kit Corner Landfill is sited southeast of the I-5 and SR-18 interchange. This landfill was closed in the mid-1960's prior to existing regulations requiring extensive environmental controls. Environmental systems are being monitored and maintained, with custodial responsibilities under the purview of King County Solid Waste Division.

### **Surface Water**

See Subsection 8.7.

### **Transportation**

See Subsection 8.8.

## **Services Unlikely to Change as a Result of Annexation**

In the event of annexation, some services currently being provided in the PAA through special districts will not change. The current service providers, levels of service, or costs of services including fire protection, library, schools, and water and wastewater will remain unchanged. However, it is important that the City and service providers coordinate planning efforts to match services and facilities with the current and future population and employment levels.

## Fire Services

South King Fire & Rescue (SKFR), formerly known as the Federal Way Fire Department provides service to the City of Federal Way, the City of Des Moines, and most of the surrounding unincorporated area in the Federal Way PAA. However, SKFR is a standalone municipal entity organized under Title 52 RCW and, as such, is not part of the City of Federal Way government. Both the cities of Federal Way and Des Moines have “annexed into” SKFR by a public vote for the provision of fire and life safety services. SKFR’s current service boundary was formed in 2006 from a series of mergers uniting five (5) fire districts in the area, some of which had been in existence since 1946, beginning in the early 1970s and culminating in the latest merger in 2006. The resulting boundary encompasses some 41 square miles and has an estimated population of over 150,000.



Services provided by SKFR include fire suppression, fire prevention (building inspection and public information), public education (via the Community Affairs Office), emergency medical, hazardous materials response, technical rescue response, surface water rescue, marine fire and rescue response via a fire boat located at the Des Moines marina, and numerous other related fire and life safety services. Emergency medical response calls or service make up a majority of the calls for the SKFR, which totaled 17,695 calls for service in 2014 alone.

The PAA is served by four of the SKFR’s eight stations (*Map VIII-10*). Two of these stations are located outside of the PAA, Station 64 within the City of Federal Way, and Station 66 within the Woodmont/Redondo area. The other fire stations serving the PAA are located within the Lakeland and Camelot community subareas.

SKFR also provides service to the Valley Regional Fire Authority (VRFA) due to recent annexations by the City of Auburn on the west hill service area that SKFR previously held within its service boundaries (VRFA provides service to Auburn, Algona, and Pacific). SKFR’s response on the west hill area of Auburn is provided via an Interlocal Agreement, wherein SKFR responds into the City of Auburn area on a first due basis. This response is normally handled by Station 65. SKFR has purchased property at South 288<sup>th</sup> and Interstate 5 as a contingency should the City of Auburn annex additional area on the west hill potentially necessitating the replacement of Station 65 in the Camelot area. This would accommodate the building of a new station that is more centrally located in the north end of the City.

For the City and PAA planning efforts, the City has worked closely with SKFR in reviewing the *Fire District Master Plan*, which complies with the GMA. The master plan identifies the new facilities SKFR will need to continue providing service as its service area grows. The City included SKFR’s new facilities requirements and cost and revenue estimates in the City’s Capital Facilities chapter.

## Library Services

Library services are provided by King County. There are no public libraries inside the PAA, but there are six libraries of different sizes serving residents of the PAA including:

Algona-Pacific Library – 5,250 square feet (medium)  
255 Ellingson Road

Auburn Library – 20,000 square feet (resource)  
1102 Auburn Way South

Federal Way 320<sup>th</sup> Library – 15,000 square feet (large)  
848 South 320<sup>th</sup> Street

Federal Way Regional Library – 25,000 square feet (regional)  
34200 First Way South

Kent Regional – 22,500 square feet (regional)  
212 2<sup>nd</sup> Avenue North

Woodmont Library – 9,850 square feet (medium)  
26809 Pacific Highway South

King County Library System (KCLS) plans for capital projects, including expansions, depend on the KCLS board determining whether they wish to propose a bond issue to King County voters and whether it passes.

## Schools/Education

Probably more than any other special district, a school district provides an area with a sense of community. The Federal Way School District #210 (FWSD, as outlined on *Map VIII-11*) extends from the county line south to South 252<sup>nd</sup> west of I-5 and South 232<sup>nd</sup> Street, east of I-5 to the north, and for the most part along the edge of the plateau to the east. A school district provides a common thread, be it through school activities such as organized sports, or through voting during elections.

City staff meets regularly with FWSD administrators to discuss growth management and school development issues. The FWSD primarily serves students in the cities of Federal Way, Des Moines, Auburn, and Kent, and unincorporated King County. The FWSD administration has indicated in these meetings that they would prefer to work with one jurisdiction as the FWSD attempts to anticipate growth and develop plans for new school facilities.

Nine schools are located in the PAA, including six elementary schools, two middle schools, and one high school (as outlined on *Map VIII-11*).





## **Water and Wastewater**

The Lakehaven Utility District (LUD) and Highline Water District (HWD) provide water service to properties within the PAA. As indicated on *Map VI-7*, the current LUD boundary is generally bordered on the south by the Pierce/King County line, on the east by the Green River Valley, and on the west by Puget Sound. The LUD's northern boundary is generally bordered by South 272<sup>nd</sup> Street with a narrow strip extending along Puget Sound to South 252<sup>nd</sup> Street.

Maps contained in the LUD's water system comprehensive plan describe an extensive system of wells, storage tanks, and distribution mains. The water distribution infrastructure is sufficient to provide water to virtually all of the LUD.

The HWD water service area boundary encompasses most of the PAA Star Lake community subarea and parts of the City of Federal Way (*Map VI-8*).

Both the 2014 LUD *Comprehensive Water System Plan* and 2002 HWD *Capital Improvement Plan* have identified the following water quality and service goals and objectives: maintain their water systems and water quality to the highest level of service and at least the level required by applicable regulations; participate in the conservation efforts to maximize existing water supply resources and develop new water resources; and install new water distribution systems as necessary to serve the existing and future populations within their districts. Both districts have existing rate structures and capability to ensure this level of service.

Wastewater systems in the PAA include both septic and sanitary sewer systems. Sanitary sewer service is available in several areas outside the City limits, including the Camelot/Star Lake area, north of Lake Dolloff, and Woodmont, a small area east of I-5 and south of Kitts Corner Road, (see *Map VI-9*).

The City of Federal Way's responsibility with regard to the water and wastewater systems will be limited to updating the FWCP in future years in accordance with the City's regular planning efforts, and providing development applications to the LUD and HWD for their input as part of the City's development review committee process.

## **Public Services and Capital Facilities Goals and Policies**

### **Public Services and Capital Facilities Goal**

*Provide effective, efficient, and quality capital facilities and services at the level necessary to meet community needs and support allowed growth.*

### **Public Services and Capital Facilities Policies**

In addition to governance and intergovernmental coordination policies, the following policies are established.

- PAA CapFac – 1** Prior to annexation, the City, in conjunction with the County, should develop and maintain an inventory of capital facilities in the PAA. As new information becomes available, supplementary inventories should be completed for surface water facilities and roadway improvements to bridge gaps in information identified in the *Final Potential Annexation Area Inventory, City of Federal Way, March 18, 2002*.
- PAA CapFac – 2** City and County plans should address the PAA to ensure that systems are reviewed comprehensively, and in order to support desired annexation phasing.
- PAA CapFac – 3** Through an interlocal agreement prior to annexation, shared City-County capital facility maintenance standards should be implemented. Standards, funding, and practices should seek to avoid maintenance deferrals prior to annexation. Maintenance standards should be consistent with approved functional plans for transportation, stormwater, parks, and other systems that would become a part of the City system upon annexation.
- PAA CapFac – 4** The City should allow for a variety of service delivery or revenue enhancement options to increase the feasibility of annexation. Based on the *PAA Annexation Feasibility Study*, these options may include, but are not limited to:
- a. State of Washington and/or King County providing new resources to offset the significant cost of annexation, through such options as new local option sales tax, state grants, unspent county impact fees, county monetary incentives to annex, or others.
  - b. The County or City posing to voters general obligation bonds or general taxes.
  - c. The County or City proposing to create special limited districts in PAAs to pay for specific costs.
  - d. Tax base expansion.
  - e. Increase in fees for enterprise funds, such as surface water management or the solid waste program.
  - f. When considering annexation proposals, the City could provide a lower level of service for one or more services. The reduction could be Citywide (e.g. lower park standards) or just in the PAAs (e.g. lower roadway pavement rating in the newly annexed neighborhoods).
  - g. When considering annexation proposals, the City could explore alternative service delivery strategies, or customized strategies for specific neighborhoods tailored to the needs or characteristics of the PAA location.

- h. The City could address the difference in County and City levels of service by phasing-in the increases in level of service in the annexation area.
- i. The City could annex those areas that are financially self-supporting first, and then annex other areas in conjunction with other strategies to improve fiscal impact of these subsequent annexations, such as identified in “a” to “h” above.

**PAA CapFac-5** To avoid City assumption of nonconforming infrastructure, a coordinated capital improvement program should be prepared between the City and County. Such a program should be developed prior to annexation, particularly for the Northeast and Southeast Subareas, to ensure that improvements required to meet levels of service are implemented concurrent with new development. When considering annexation proposals that have significant existing nonconforming infrastructure, the City should consider service delivery and revenue enhancement options identified in Policy PAA CapFac-4.

## 8.11 PUBLIC PARTICIPATION

The GMA requires public participation in the adoption and amendment of comprehensive plans and development regulations, including the preparation of subarea plans like the 2003 Federal Way *PAA Subarea Plan*. Upon future requests for annexation from residents of the PAA, the City will engage in public participation efforts such as public meetings, open houses, and various means of advertisements pursuant to state law.

### Public Participation Goal and Policies

#### Public Participation Goal

*Actively seek public involvement in PAA planning efforts.*

#### Public Participation Policy

- PAA Pub – 1** Consistent with state law, the City of Federal Way recognizes annexation as a process, which requires and benefits from public participation. As the City is the designated future municipal service provider to the PAA, the City should inform PAA residents, property owners, and business owners of City activities and invite participation from PAA residents, property owners, and business owners through the following efforts:
- a. Encourage City staff and elected officials to regularly attend civic and community organization meetings.
  - b. Seek broad representation on boards, commissions, and advisory groups.
  - c. Prior to action on City plans and regulations, seek and integrate public input through public workshops, meetings and hearings.



## 8.12 GOVERNANCE AND INTER-JURISDICTIONAL COORDINATION

The GMA, VISION 2040, and the CWPPs require coordination between land use and services/capital planning, such as between the City of Federal Way, neighboring cities, special districts, and the County.

### Governance/Interjurisdictional Goals and Policies

#### Governance/Interjurisdictional Coordination Goal

*Coordinate PAA planning efforts with other neighboring jurisdictions and agencies.*

#### Governance/Interjurisdictional Coordination Policies

- PAA Gov – 1** The City shall coordinate with the County to ensure service provision and land development prior to City annexation is consistent with the goals and policies of this chapter. Methods to allow for coordination may include, but are not limited to, execution of an Interlocal Agreement between the City of Federal Way and King County to:
- a. Establish guidelines for development plan review, impact fees, and SEPA mitigation consistent with *this chapter*; and
  - b. Define service delivery responsibilities, level of service standards, and capital facility implementation consistent with chapter
- PAA Gov – 2** Through regional planning efforts, the County and City should ensure PAA plans are compatible with neighboring jurisdictions, including King and Pierce Counties, and the cities of Algona, Auburn, Edgewood, Kent, Milton, and Pacific.
- PAA Gov – 3** Coordinated planning efforts between the City, King County, Lakehaven Utility District, Highline Water District, Puget Sound Energy, Federal Way School District, and South King Fire & Rescue should continue to assure managed growth supportive of the PAA land use, annexation phasing, and service delivery objectives.

## 8.13 ANNEXATION

For purposes of efficient services, coordinated land planning and development, and unity between economically and socially related areas, annexation may be desired by citizens, property owners, and the City. As noted above, the GMA provides for coordinated urban growth area planning between counties and cities with the intent that urban and urbanizing areas ultimately be served by municipalities. In the GMA framework,

annexations may occur only within a jurisdiction's designated PAA. By addressing its city limits and PAA in its comprehensive plan, the City is responding to the GMA framework to manage growth, provide efficient services, and meet community needs in the broader Federal Way community.

## Annexation Goals and Policies

### Annexation Goals

*Provide a framework for processing annexation requests.*

### Annexation Policies

**PAA Annex – 1** The City should give priority consideration to annexation proposals that are financially self-sufficient, or those where the fiscal impact can be improved through annexation strategies such as those identified in Policy PAA CapFac-4. As areas become feasible for annexation, such areas may be prioritized for annexation in accordance with the following:

- Neighborhood willingness to annex.
- Land use developability where urban densities may be achieved, rate of growth indicating City oversight of growing area would ensure compatible development with City goals and requirements, and other similar land use factors.
- Ability to provide a balance in costs and revenues to the City.
- City's ability to provide appropriate levels of service.
- The annexation includes areas with regionally serving infrastructure that meets City of Federal Way Level-of-Service (LOS) standards. Infrastructure examples may include parks and recreation facilities, arterial roadways, regional surface water detention facilities, etc. Annexation areas containing nonconforming infrastructure should have sufficient planning and funding mechanisms in place to assure existing LOS deficiencies are addressed. Sufficient planning mechanisms may include affected areas being addressed in capital facility plans. Sufficient funding mechanisms may include anticipated utility tax revenues from the affected area, and the establishment of a Local Improvement District to minimize any gaps in tax revenues.
- Logical and reasonable service areas based on Policies PAA Annex-2 and PAA Annex-3.
- Annexation of the geographic subareas may be phased over several years.

**PAA Annex – 2** The City should process annexation requests in accordance with review criteria. Review criteria should include:

- The proposal meets the priority criteria of PAA Annex – 1.
- Annexations are an appropriate size. Appropriate size means an area that warrants the staff time and expense involved in processing annexation requests and complies with the goals of the GMA, VISION 2040, and the CWPP's.
- Annexations generally should not have or create abnormally irregular boundaries.
- The annexation must, to the greatest extent possible, preserve natural neighborhoods and communities.
- The annexation proposal should use physical boundaries, including but not limited to, bodies of water, highways, and land contours, including meeting provisions of PAA Annex-3.
- The annexation proposal should create and/or preserve logical service areas, including meeting provisions of PAA Annex-3.

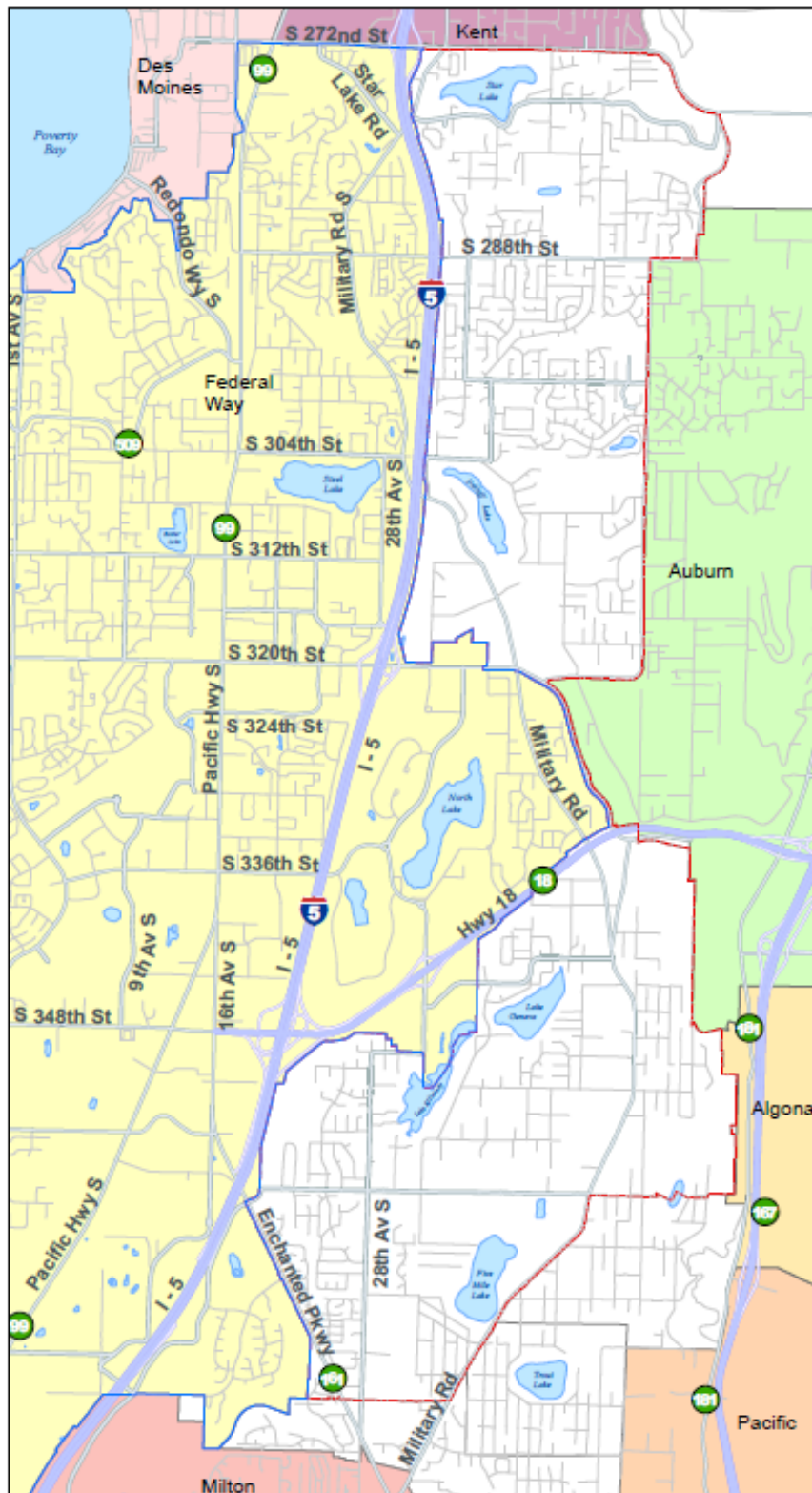
**PAA Annex – 3** The City will use, but may not be limited to, the following factors in determining the specific location of an annexation proposal boundary.

- a. The annexation boundary, where appropriate, should adjust any impractical or irregular boundaries created in the past.
- b. The annexation boundary should provide a contiguous and regular boundary with current City limits.
- c. The annexation boundary, where appropriate, should be drawn along property and/or existing or future right-of-way boundaries. Annexation boundaries, where possible, should not be drawn along right-of-way centerlines.
- d. PAA roadways contiguous to a proposed annexation area should not be included within the proposed annexation boundary, unless the roadways are contiguous to current City limits.
- e. When a proposed annexation is located in the vicinity of a PAA King County surface water management facility, the City Public Works Department should evaluate the facility and the water basins it serves to determine whether the boundary should be modified to include the public facility.
- f. When a proposed annexation is located in the vicinity of a PAA public recreation facility, the City Parks, Recreation, and Cultural Services Department should evaluate the financial feasibility of modifying the annexation boundary to include the public facility.
- g. When a proposed annexation includes portions of a natural lake, the annexation boundary should be modified to include or exclude the entire lake area from the proposed annexation.
- h. When a proposed annexation is located in the vicinity of a PAA special purpose district facility (i.e. school, fire station, etc.), the City should consult with the respective district regarding modifying the boundary to include the special purpose district facility.

- PAA Annex – 4** Upon annexation, properties shall be required to assume FWCP designations and zoning as found *Maps VIII-6* and *VIII-7*, respectively.
- a. The adopting ordinance for the pre-annexation plan and zoning shall specify the time interval following an annexation during which the ordinance adopting the pre-annexation plan and zoning, must remain in effect before it may be amended by the City.
  - b. Any amendment to the pre-annexation comprehensive plan designations map or zoning map is subject to the general GMA limitation that the comprehensive plan may be amended no more frequently than once a year, unless exceptions are met.
- PAA Annex – 5** Where appropriate, the City and/or County should allow development agreements in the PAA that are consistent with this chapter and any plans adopted as part of the annexation proposal.
- PAA Annex – 6** The City will require owners of land annexing into Federal Way to assume their proportion of existing City bonded indebtedness.
- PAA Annex – 7** The City and County will work with affected neighborhoods upon annexation to provide a smooth transition from King County to City of Federal Way administration.
- PAA Annex – 8** The City should establish departmental service needs prior to major annexations through a fiscal impact analysis. As revenues from each annexation area are collected, increase City services to maintain current Citywide levels of service, or determine other level of service phasing, reduction, or customization as identified in Policy PAA CapFac-4.

# Map VIII - I Potential Annexation Area

Map Date: January 2015  
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GIS Division  
33325 8th Ave S  
Federal Way, WA 98003  
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## Legend:

- City Limits
- Potential Annexation Area

## Cities

- Federal Way
- Algona
- Auburn
- Des Moines
- Edgewood
- Kent
- Milton
- Pacific

## PAA

- Federal Way, PAA
- Algona, PAA
- Des Moines, PAA
- Kent, PAA
- Milton, PAA
- Pacific, PAA

## Vicinity Map



Revised: January 2015



## Map VIII - 2 Potential Annexation Area

### PAA Subarea Map

#### Legend:

- City Limits
- Potential Annexation Area

#### Potential Annexation Area

##### Community Level Subareas:

- Camelot (North East)
- Star Lake (North East)
- Jovita (South East)
- Lakeland (South East)
- Parkway (South East)
- Unincorporated Areas

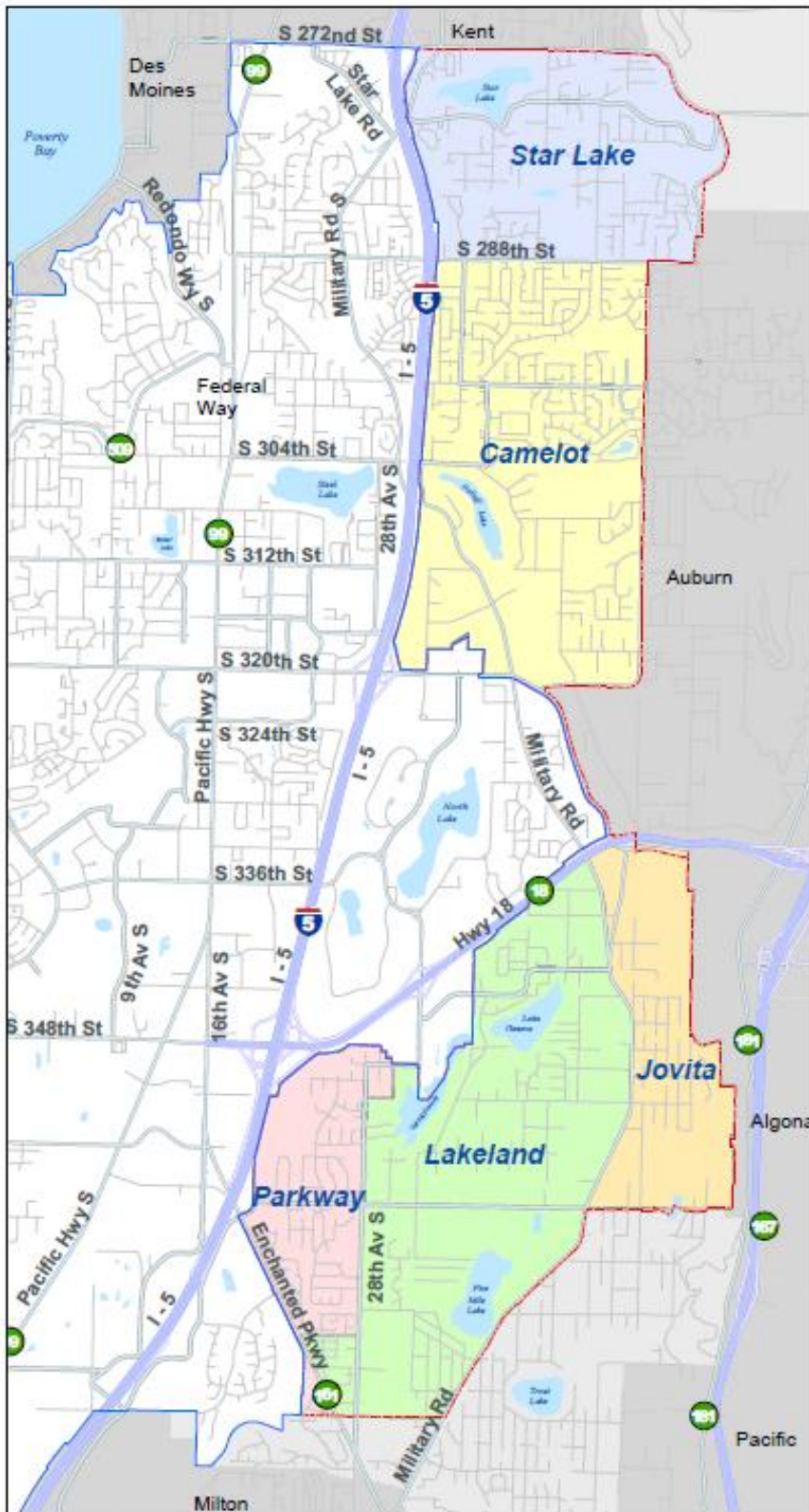
### Vicinity Map



Source: City of Federal Way, GIS Division & Community & Economic Development Services, BWR, ECONorthwest, PAA Steering Committee, December 2001

Revised: January 2015

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# Map VIII - 3 Potential Annexation Area

Map Date: January 2015  
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## 2003 Critical Areas

### Legend:

- ◆ Lakehaven Utility District Well
- Private Well (In use and Unused)
- ▲ Blue/Green Heron Breeding Nest
- Streams
- Anadromous Fish Present
- Resident Fish Present
- Riparian Areas
- Urban Natural Open Space
- Water Fowl

### Aquifers

- Deep Aquifer
- Eastern Upland Aquifer
- Mirror Lake Aquifer
- Redondo/Milton Channel Aquifer

### Susceptibility to Groundwater Contamination -

- High Sensitivity
- Medium Sensitivity
- FEMA Flood Plains
- Wetlands (1998 City Survey)

Source: King County GIS Center, December 2001,  
City of Federal Way Comprehensive Plan, 2000,  
Lakehaven Utility District, 2002  
Sheldon and Associates, April 2002 and  
State of Washington



Vicinity Map

This document is not a substitute for a field survey.  
ADDITIONAL SENSITIVE AREAS MAY EXIST.

Note: Wetlands and streams were identified in a  
1998 City of Federal Way study. Wildlife habitat  
information comes from the State of Washington.

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# Map VIII - 4 Potential Annexation Area

## 2003 Geologic Hazards

### Legend:

-  City Limits
-  Potential Annexation Area
-  Unincorporated Areas
-  Erosion Hazard Areas
-  Landslide Hazard Areas

### Potential Annexation Area

#### Community Level Subareas:

-  Camelot (North East)
-  Star Lake (North East)
-  Jovita (South East)
-  Lakeland (South East)
-  Parkway (South East)

### Vicinity Map

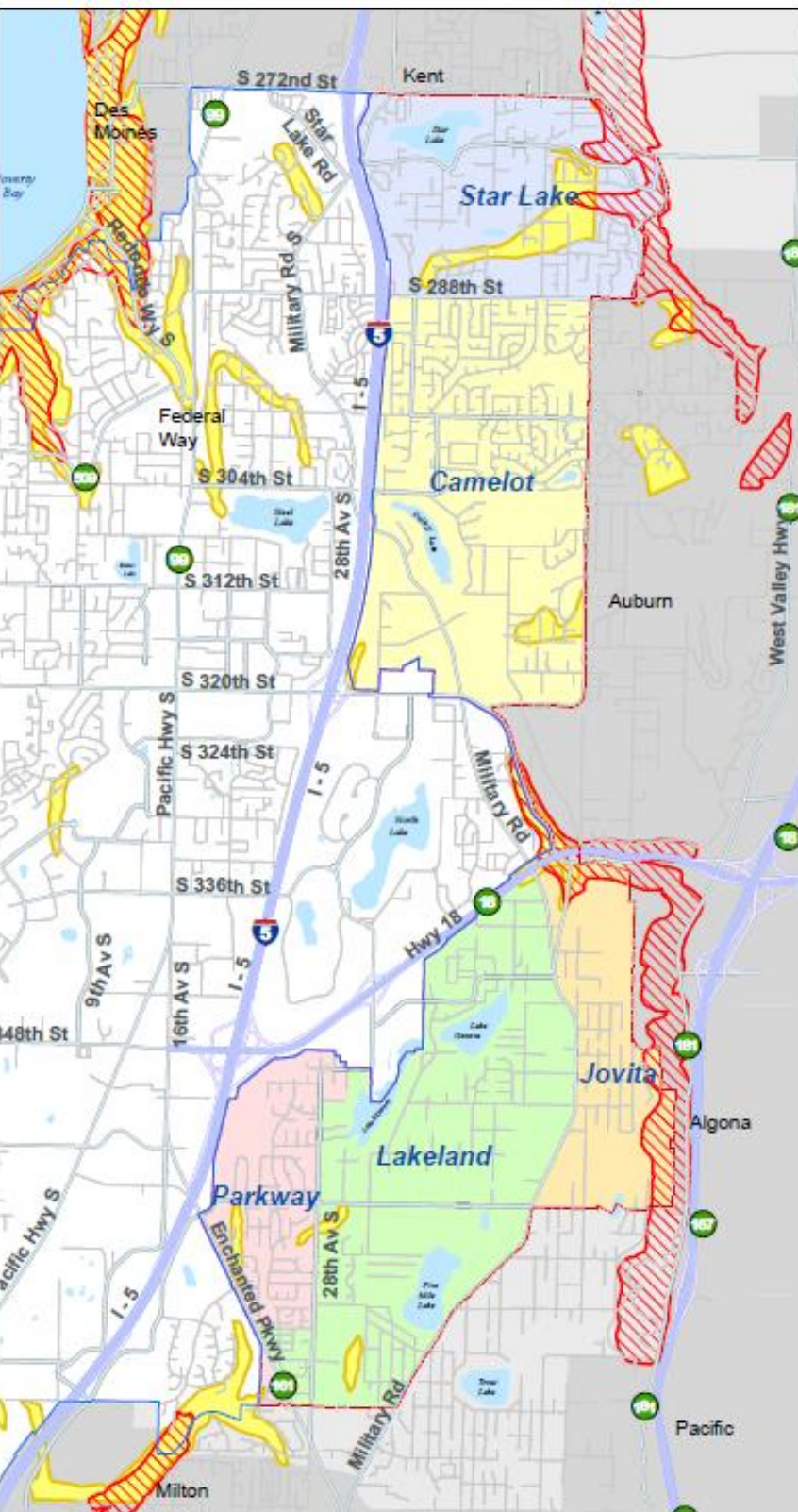


Source: King County Planning-Environmental Division

This document is not a substitute for a field survey.  
ADDITIONAL SENSITIVE AREAS MAY EXIST.

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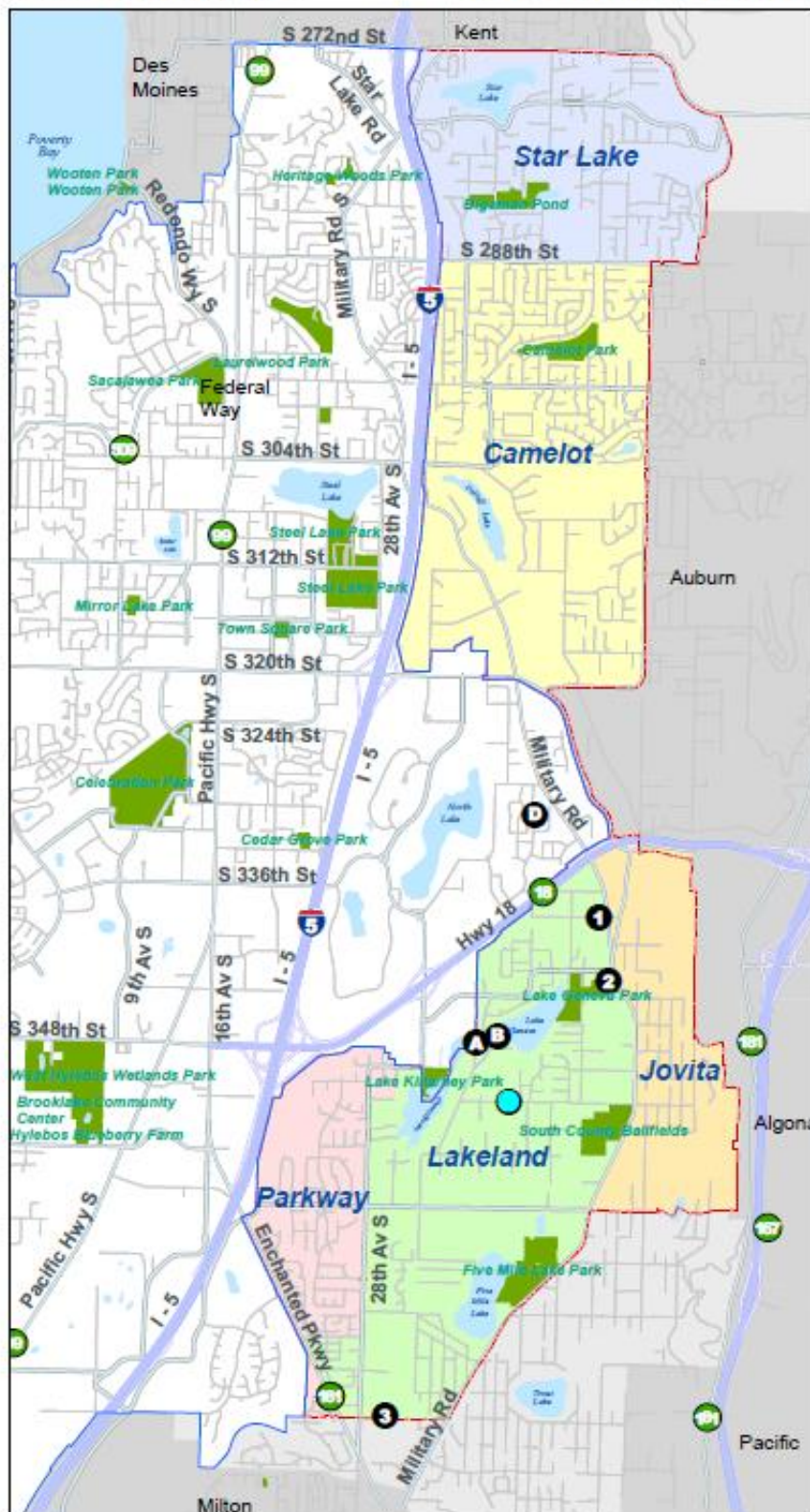
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# Map VIII - 5 Potential Annexation Area

Map Date: January 2015  
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## Parks & Cultural Resources Legend:

- City Limits
- Potential Annexation Area
- Public Parks
- Unincorporated Areas

## Recreational Facilities

- A** Fishing Access, Lake Geneva
- B** Fishing Access, Lake Killamey
- C** Federla Way Senior Center
- D** North Lake Improvement Club

## Cultural Resources

- 1** Fancher House
- 2** Sutherland's Gas Station and Grocery
- 3** Westborg House

## Potential Annexation Area

### Community Level Subareas:

- Camelot (North East)
- Star Lake (North East)
- Jovita (South East)
- Lakeland (South East)
- Parkway (South East)



Vicinity Map

Source: City of Federal Way, GIS Division & Community & Economic Development Services, BWR, ECONorthwest, PAA Steering Committee, December 2001

Revised: January 2015

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# Map VIII - 6 Federal Way Potential Annexation Area

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## Federal Way PAA Pre-Annexation Comprehensive Plan Designations

### Legend:

-  City Limits
-  Potential Annexation Area
-  Unincorporated Areas

### PAA LandUse

-  Commercial
-  Industrial
-  Institutional
-  Multi-Family
-  Office
-  Open Space
-  Park
-  Religious Services
-  Single Family
-  Utilities
-  Vacant

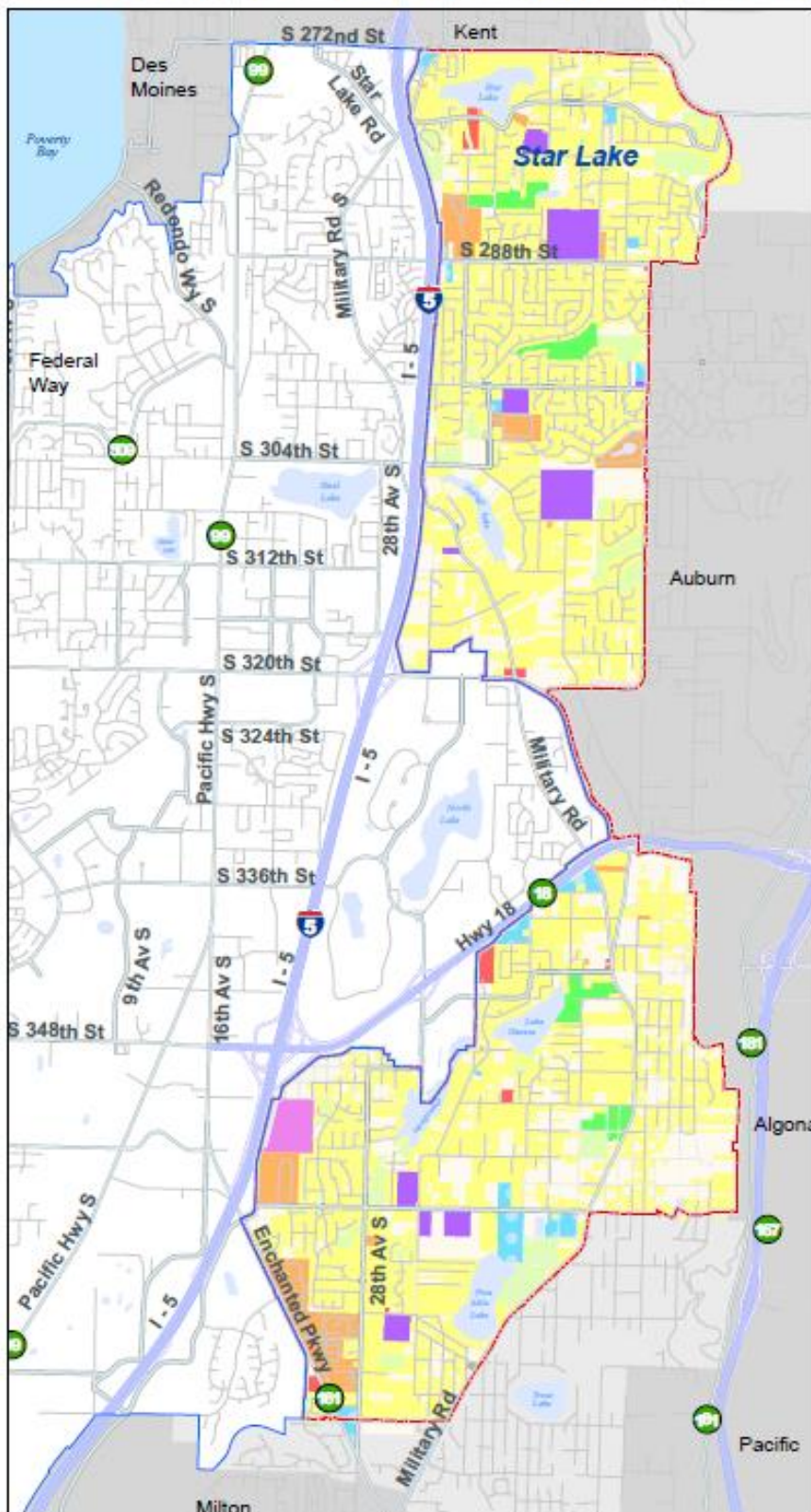
### Vicinity Map



Source: City of Federal Way

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# Map VIII - 7 Potential Annexation Area

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## Federal Way PAA Pre-Annexation Zoning Map

### Legend:

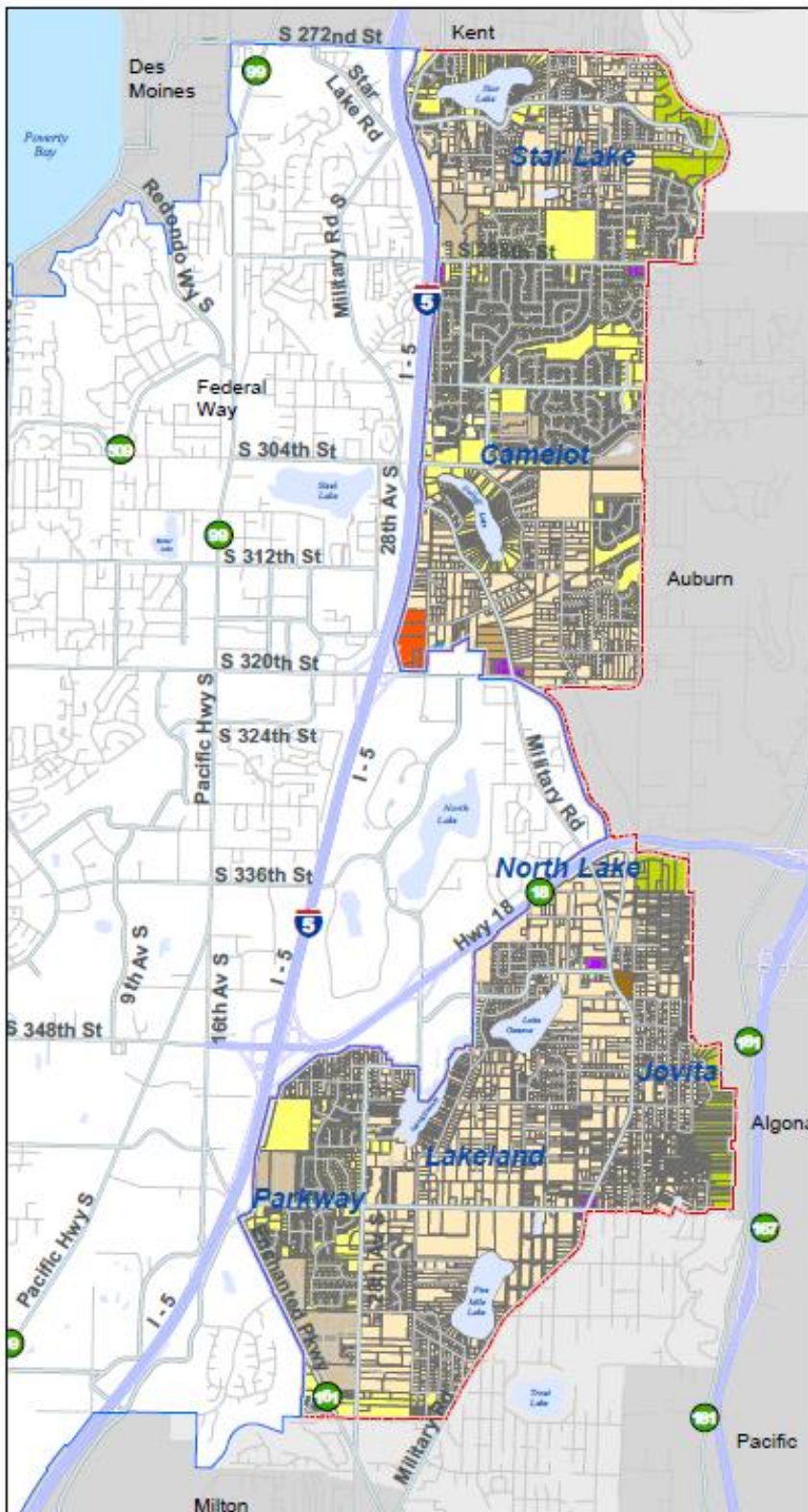
- City Limits
  - Potential Annexation Area
  - Unincorporated Areas
- ### PAA Zoning Designations
- BC (Community Business)
  - BN (Neighborhood Business)
  - OP (Office Park)
  - RM1800 (1 Unit/1,800 SF)
  - RM2400 (1 Unit/2,400 SF)
  - RM3600 (1 Unit/3,600 SF)
  - RS5.0 (1 Unit/5,000 SF)
  - RS7.2 (1 Unit/7,200 SF)
  - RS9.6 (1 Unit/9,600 SF)
  - RS35.0 (1 Unit/3,500 SF)

### Vicinity Map



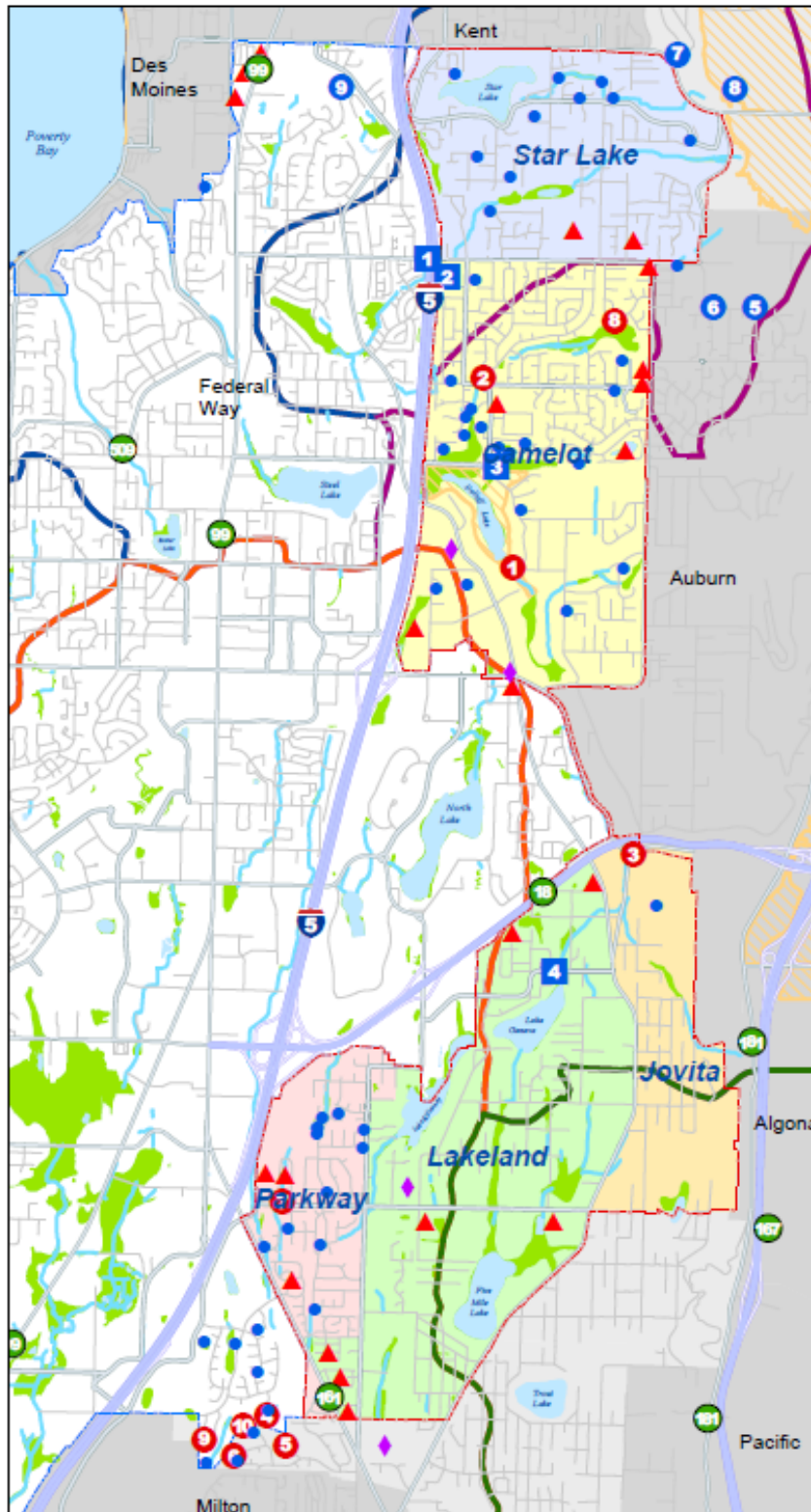
Source: City of Federal Way

Revised: January 2015



# Map VIII - 8 Potential Annexation Area

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## 2003 Surface Water Facilities

### Legend:

- ◆ Conveyance Facility
- Residential Surface Water Facility
- ▲ Commercial Surface Water Facility

### Regional Stormwater Facilities:

- 1 Lake Dolloff Outlet
- 2 P-32 (Camelot Park)
- 3 Peasley Canyon Culvert
- 4 Regency Woods Div 1
- 5 Regency Woods Div 4
- 6 Regency Woods Div 4
- 7 S 380th Embankment
- 8 Sweet Briar Drainage Improvement
- 9 Regency Woods Div 4
- 10 Regency Woods Div 4
- 1 Problem, (Inside PAA) See Text.
- 5 Problem, (Outside PAA) See Text.

- FEMA Flood Plains
- Wetlands (1998 City Survey)

### Drainage Basins

- Hylebos Creek
- Lower Green River
- Lower Puget Sound
- Mill Creek
- White River



Vicinity Map

Source: King County GIS Center, December 2001

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# Map VIII - 9 Potential Annexation Area

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## 2003 Arterials & Local Streets

### Legend:

- City Limits
- Potential Annexation Area
- Unincorporated Areas

### Federal Way Street Classifications:

- Principal Arterial
- Minor Arterial
- Principal Collector
- Minor Collector

### Potential Annexation Area

#### Community Level Subareas:

- Camelot (North East)
- Star Lake (North East)
- Jovita (South East)
- Lakeland (South East)
- Parkway (South East)

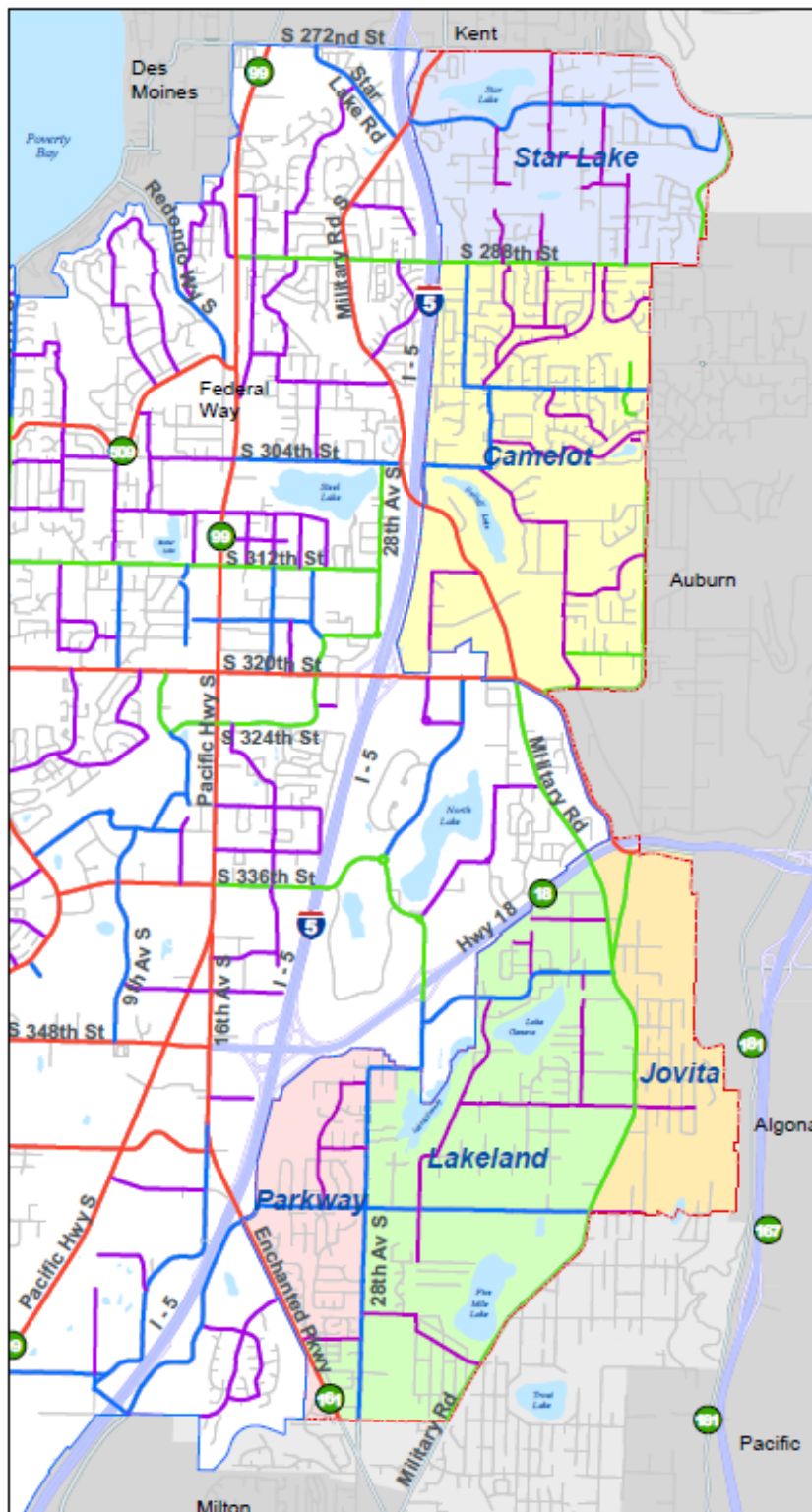
### Vicinity Map



Source: King County GIS Center, December 2001

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# Map VIII - 10 Potential Annexation Area

## Fire Department Facilities

### Legend:

- City Limits
- Potential Annexation Area
- Fire Department Boundary
- Unincorporated Areas

### Existing Fire Stations:

- 61 Station 61
- 64 Station 64
- 65 Station 65
- 66 Station 66

### Potential Annexation Area

#### Community Level Subareas:

- Camelot (North East)
- Star Lake (North East)
- Jovita (South East)
- Lakeland (South East)
- Parkway (South East)

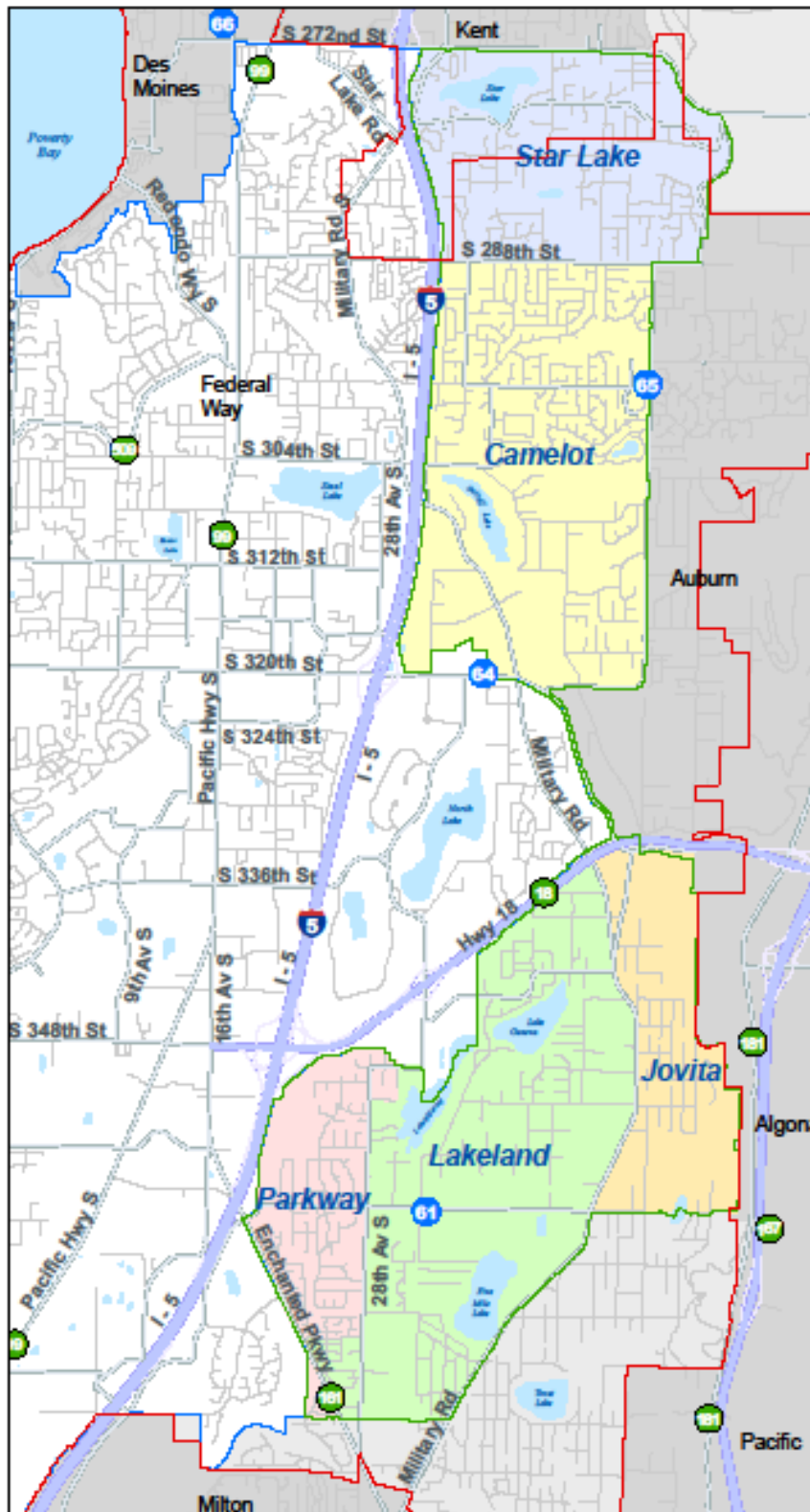
### Vicinity Map



Source: Federal Way Fire Department

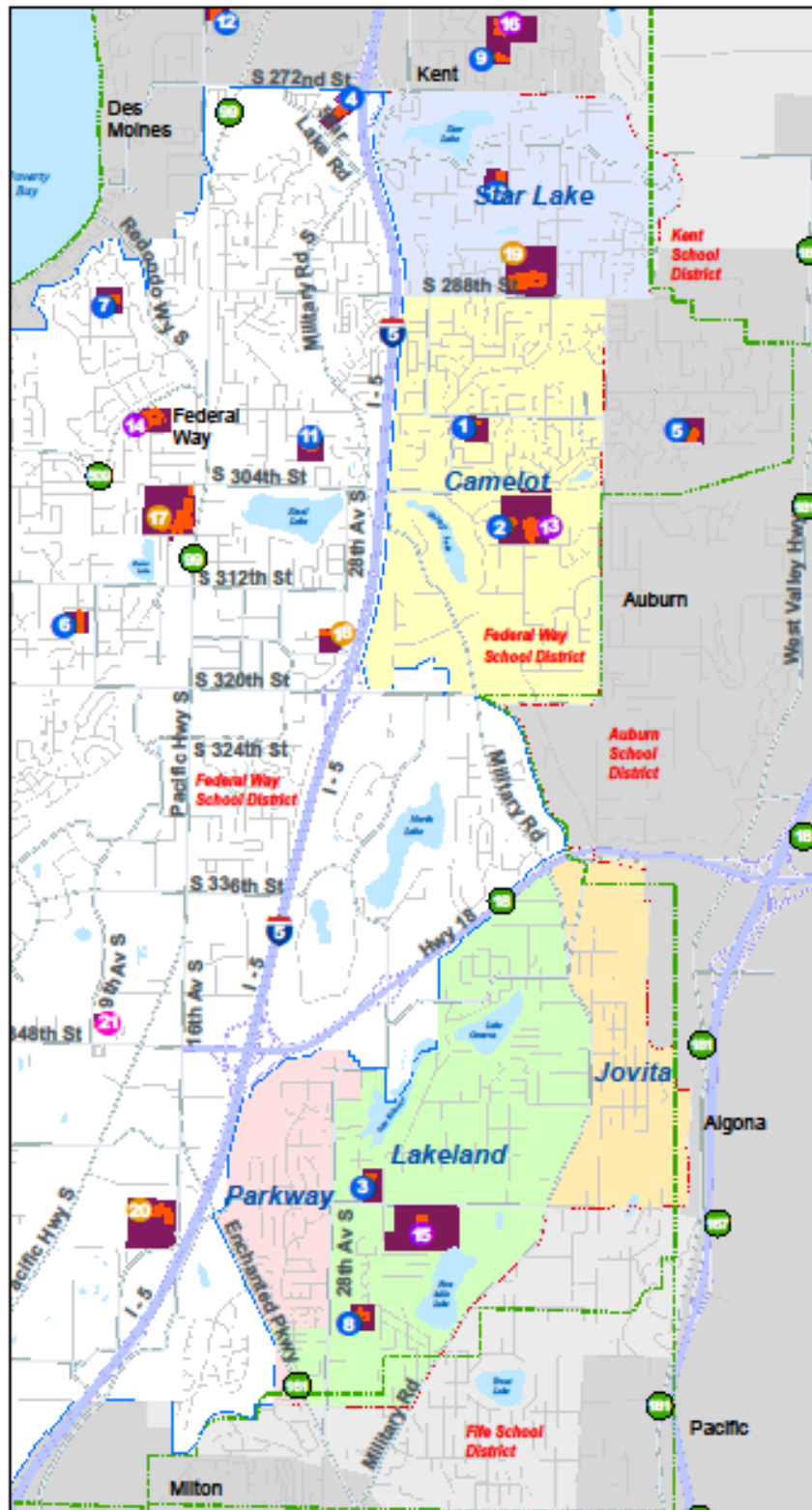
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# Map VIII - 11 Potential Annexation Area

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## Public School Facilities

### Legend:

- City Limits
- Potential Annexation Area
- School District Boundaries
- Unincorporated Areas

### Potential Annexation Area

#### Community Level Subareas:

- Camelot (North East)
- Star Lake (North East)
- Jovita (South East)
- Lakeland (South East)
- Parkway (South East)

#### Elementary Schools 12 Woodmont Elementary

- 1 Camelot Elementary
- 2 Lake Dolloff Elementary
- 3 Lakeland Elementary
- 4 Mark Twain Elementary
- 5 Meredith Hill
- 6 Mirror Lake Elementary
- 7 Nautilus Elementary
- 8 Rainier View Elementary
- 9 Star Lake Elementary
- 10 Valhalla Elementary
- 11 Wildwood Elementary

#### Middle Schools

- 13 Kilo Middle School
- 14 Sacajawea Middle School
- 15 Sequoyah Middle School
- 16 Totem Middle School

#### High Schools

- 17 Federal Way High School
- 18 Harry S. Truman High School
- 19 Thomas Jefferson High School
- 20 Todd Beamer High School
- 21 Federal Way Public Academy

## Vicinity Map



Source: King County GIS Center, December 2001

Revised: January 2015

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