

XIII. CAPITAL FACILITIES

A. INTRODUCTION

Purpose of the Capital Facilities Element

The Capital Facilities Element is a six-year plan for fully funded capital improvements that supports the City's current and future population and economy. The principal criteria for identifying needed capital improvements are level of service standards (LOS). The Capital Facilities Element contains level of service standards for each public facility, and requires that new development be served by adequate facilities. The element also contains broad goals and specific policies that guide implementation of adequate public facilities.

The purpose of the Capital Facilities Element is three-fold:

- (1) To establish sound fiscal policies to guide Kirkland in planning for public facilities;
- (2) Identify facilities needed to support growth and development consistent with the policies of the Comprehensive Plan; and
- (3) Establish adopted standards for levels of service.

What is a capital facility or capital improvement project?

Capital improvements include: the construction of new facilities; the expansion, large-scale renovation, or replacement of existing facilities; and the acquisition of land or the purchase of major pieces of equipment, including major replacements funded by the equipment rental fund or those that are associated with newly acquired facilities.

A capital improvement must meet all of the following criteria:

- ◆ It is an expenditure that can be classified as a fixed asset.

- ◆ It has an estimated cost of \$50,000 or more (with the exception of land).
- ◆ It has a useful life of 10 years or more (with the exception of certain equipment which may have a short life span).

Why plan for capital facilities?

It also includes a list of transportation projects over a 12 year period in time.

MANAGEMENT

required in the Comprehensive Plan in order to:

- ◆ Provide capital facilities for land development that is envisioned or authorized by the Land Use Element of the Comprehensive Plan.
- ◆ Maintain the quality of life for the community by establishing and maintaining level of service standards for capital facilities.
- ◆ Coordinate and provide consistency among the many plans for capital improvements, including:
 - Other elements of the Comprehensive Plan;
 - Master plans and other studies of the local government;
 - The plans for capital facilities of State and/or regional significance;
 - The plans of other adjacent local governments; and
 - The plans of special districts.
- ◆ Ensure the timely provision of adequate facilities as required in the GMA.
- ◆ Document all capital projects and their financing.

The Capital Facilities Element is the element that guides the City in the construction of its physical improvements. By establishing levels of service as the basis for providing capital facilities and for achieving concurrency, the Element determines the quality of improvements in the community. The requirement to

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might be five acres per 1,000 population, but the current level of service may be 2.58 acres per 1,000, which is less than the desired standard.

Setting the Standards for Levels of Service

The GMA requires the Capital Facilities Plan to be based on standards for service levels that are measurable and financially feasible for the six fiscal years following adoption of the Plan.

Because the need for capital facilities is largely determined by the levels of service that are adopted, the key to influencing the Capital Facilities Element is to influence the selection of the level of service standards. Level of service standards are measures of the quality of life of the community. The standards should be based on the community's vision of its future and its values.

The needs for capital facilities are determined by comparing the inventory of existing facilities to the amount required to achieve and maintain the level of service standard. More details can be found in Appendix A, Level of Service Methodology.

Community values and desires change and evolve and funding levels fluctuate; therefore, adjustments to level of service standards will be required over time. Level of service standards may be modified depending on changing priorities. The challenge is to balance the need for reliability (i.e., development should be able to count on the timely provision of improvements) with being responsive to changing conditions.

While level of service standards are measurements of the performance of facilities, other goals and policies as well as the Vision Statement should also be considered when making decisions on capital improvement projects and facilities.

What is concurrency?

The concurrency requirement in the Growth Management Act mandates that capital facilities be coordinated with new development or redevelopment.

Kirkland's concurrency ordinance fulfills this requirement. The City has determined that roads, water and sewer facilities must be available concurrent with new development or redevelopment. This means that adequate capital facilities have to be finished and in place before, at the time, or within a reasonable time period (depending on the type of capital facility needed) following the impacts of development.

Adequate capital facilities are those facilities which have the capacity to serve the development without decreasing the adopted levels of service for the community below accepted standards.

Concurrency is determined by comparing the available capacity of road, water and sewer facilities to the capacity to be used by new development. Capacity is determined by the City's adopted LOS standards. If the available capacity is equal to or greater than the capacity to be used by new development, then concurrency is met. If the available capacity is less than the capacity to be used by new development, then concurrency is not met. Policies CF-4.3 and CF-5.2 below address what options are available to the developer and/or by the City if concurrency is not met.

Meeting concurrency requires a balancing of public and private expenditures. Private costs are generally limited to the services directly related to a particular development. The City is responsible for maintaining adequate system capacity that will meet adopted LOS standards.

Relationship to Other Elements

The Capital Facilities Plan ensures that the public facilities needed to support many of the goals and policies in the other elements are programmed for construction. Level of service standards for capital facilities are derived from the growth projections contained within the Land Use Element. The Land Use Element also calls for phasing increases in residential and commercial densities to correspond with the availability of public facilities necessary to support new growth. The Capital Facilities Element also en-

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special districts. The City should coordinate the provision of these facilities in order to ensure that the levels of service identified in the plan can be achieved.

CONCURRENCY

Goal CF-4: Ensure that water, sewer, and transportation facilities necessary to support new development are available and adequate concurrent with new development, based on the City's adopted level of service standards.

Policy CF-4.1:

Monitor the levels of service for water, sewer and transportation facilities and ensure that new development does not cause levels of service to decline below the adopted standards.

The City should evaluate the capacity needs of new development against existing or planned capacity to ensure that the adopted levels of service are maintained for water, sewer, and transportation.

Policy CF-4.2:

Ensure levels of service for water and sewer are adequate no later than occupancy and use of new development.

Water and sewer facilities are essential to public health, therefore they must be available and adequate upon first use of development.

Policy CF-4.3:

Ensure levels of service for road facilities are met no later than six years after occupancy and use of new development.

The Growth Management Act allows up to six years to achieve standards for transportation facilities because they do not threaten public health, and because they are very expensive, and are built in large "increments" (i.e., a section of road serves many users).

Concurrency is a benchmark for determining the extent to which new development must address the im-

pacts that it creates on selected facilities: water, sewer and roads. If concurrency is not met, several options (or a combination thereof) are available to meet concurrency:

- (a) Improve the public facilities to maintain the levels of service; or
- (b) Revise the proposed development to reduce impacts to maintain satisfactory levels of service; or
- (c) Phase the development to coincide with the availability of increased water, sewer, and transportation facilities.

FUNDING AND FINANCIAL FEASIBILITY

Financial feasibility is required for capital improvements by the Growth Management Act. Estimates for funding should be conservative and realistic based on the City's historical track record. Financial commitments should be bankable or bondable. Voter-approved revenue, such as bonds, may be used, but adjustments must be made if the revenue is not approved. Adjustments can include substituting a different source of revenue, reducing the level of service, and/or reducing the demand for public facilities.

In addition, facilities should not be built if the provider cannot afford to operate and maintain them or to arrange for another entity to operate and maintain the facilities.

Goal CF-5: Provide needed public facilities that are within the ability of the City to fund or within the City's authority to require others to provide.

Policy CF-5.1:

Base the ~~six-year~~ Capital Facilities Plan on conservative estimates of current local revenues and external revenues that are reasonably anticipated to be received by the City.

, Table CF8A is a multi-year financing plan for transportation projects through 2020,

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C. CAPITAL FACILITIES PLAN

Introduction

The following Tables CF-8 through CF-12 list the capital improvement projects for the six-year planning period for transportation, utilities, parks, and fire. In each table, the projects are grouped into one or more of the three categories:

- ◆ Funded projects;
- ◆ Utility funded projects;
- ◆ Bond projects.

and a multi year period for transportation projects through 2020.

The cost of each capital improvement project over the next six fiscal years is shown. All costs are shown in current dollars – no inflation factor has been applied. Costs will be revised as part of the review and update of the Comprehensive Plan together with the Capital Improvement Program.

Most of the funded projects for transportation and utilities are needed to meet the adopted six-year LOS standards for concurrency. In addition, many of the capital improvement projects listed will meet the adopted LOS standards, eliminate existing deficiencies, make available adequate facilities for future growth, and repair or replace obsolete or worn out facilities.

Projects

FUNDED PROJECTS – TRANSPORTATION, UTILITIES, STORMWATER, PARKS, AND FIRE AND EMERGENCY SERVICES

Tables CF-8 through CF-12 contain a list of funded capital improvements along with a financing plan. Specific funding sources and amounts of revenue are shown which will be used to pay for the proposed funded capital projects. The funding sources for the funded projects are a reflection of the policy direction within the text of this Element.

The revenue forecasts and needed capital projects are based on the Capital Improvement Program. When the Capital Improvement Program (CIP) is updated, the projects within the Capital Facilities Plan should be changed to match the CIP doc, CF-8A

Transportation projects are found in Tables CF-8 and CF-9. They include nonmotorized, street and traffic intersection improvements. Transportation grants require matching City funds so the City should provide the funds from the funding sources found in Policy CF-5.3.

Table CF-8 contains the six-year project list and Table CF-9 contains the 20-year project list through 2022. As priorities change and/or projects on the six-year list are completed, projects from the 20-year list will be moved to the six-year list. A descriptive list of the 20-year transportation projects is found in Table T-5 and a map showing the location of the projects is found in Figure T-6 contained in the Transportation Element

these tables

Tables CF-8 and CF-8A

Water, sewer and surface water utility projects are found in Table CF-10.

Park projects are found in Table CF-11. Several of the park projects are funded with voter-approved bonds.

Fire protection and emergency services projects are found in Table CF-12.

APPENDIX A – LEVEL OF SERVICE METHODOLOGY

THE GROWTH MANAGEMENT ACT

The Growth Management Act (GMA) requires the Capital Facilities Element (CFE) to identify public facilities that will be needed during the six years following adoption of the Comprehensive Plan. As required by GMA, the Capital Facilities Element must include the following:

- ◆ An inventory of existing capital facilities owned by public entities, showing the location and capacities of the capital facilities.
- ◆ A forecast of future needs for such capital facilities.
- ◆ The proposed locations and capacities of expanded or new capital facilities.
- ◆ At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes.
- ◆ A requirement to reassess the Land Use Element if probable funding falls short of meeting existing needs and to ensure that the Land Use Element, Capital Facilities Plan Element, and financing plan within the Capital Facilities Plan Element are coordinated and consistent.

One of the goals of the GMA is to have capital facilities in place concurrent with development. This concept is known as **concurrency** (also called “adequate public facilities”). In Kirkland, concurrency requires:

- (1) Facilities to serve the development to be in place at the time of development (or for some types of facilities, that a financial commitment is made to provide the facilities within a specified period of time); and
- (2) Such facilities have sufficient capacity to serve development without decreasing levels of service below minimum standards adopted in the CFE.

The GMA requires concurrency for transportation facilities. GMA also requires all other public facilities to be “adequate” (see RCW 19.27.097, 36.70A.020, 36.70A.030, and 58.17.110). This is noted in Goal 12 which states:

Public facilities and services. Ensure that those public facilities and services necessary to support development are available for occupancy and use without decreasing current service levels below locally established minimum standards.

The City has an adopted CFE and development regulations to implement the plan. The development regulations provide detailed rules and procedures for implementing the requirements of the plan, including concurrency management procedures that ensure sufficient public facility capacity is available for each proposed development.

The Capital Facilities Element of the Comprehensive Plan must be updated on a regular basis. The update should occur in conjunction with review of the City’s six-year Capital Improvement Program and budget. The update should be completed before the City’s budget is adopted in order to incorporate the capital improvements from the updated CFE in the City’s annual budget.

The level of service standards adopted in this element were based on an extensive inventory of capital facilities and the forecasted need based on growth. A six-year plan is included which identifies the projects as well as the costs and funding sources. Policies within the plan ensure that there are several options to choose from if the probable funding falls short of meeting the needs.

There is also a list of transportation projects over a 12 year period in time.