CAPITAL FACILITIES ELEMENT

CHAPTER 11

CITY OF SEATAC

ENVISION SEATAC 2044

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INTRODUCTION

SeaTac's Vision for Capital Facilities

SeaTac's infrastructure and services are continually planned, programmed, and implemented to meet the needs of a growing population and promote complete neighborhoods and a safe, equitable and sustainable community. The community benefits from well-delivered public safety and police services, responsive fire and emergency services, parks that serve a variety of recreational needs, clean drinking water, and effective sanitary sewer and stormwater management. The multimodal transportation system enhances connectivity for pedestrians, bicyclists, transit riders, and motorists within and outside of the Urban Center. SeaTac residents enjoy high-quality educational, cultural, and community facilities in the community.

SeaTac continues to leverage diverse revenue streams to finance capital facility projects, and the cost of providing and maintaining quality services and facilities is borne equitably, balancing the needs of the community with those of the individual. Maintenance of new facilities is anticipated well in advance as part of the capital planning program to ensure facility maintenance costs can be effectively incorporated into the City's operating budget. The public facility costs associated with new growth are recovered in part using impact fees that reflect up-to-date costs. SeaTac continues to seek grants and other outside funding to support infrastructure projects and community needs.

Purpose of Element

This Element addresses the capital needs and guides the Capital Improvement Program, a biennially adopted list of planned capital improvement projects. The Element addresses services and facilities that are essential to a community, its ability to grow and thrive, and that are crucial to health, safety, and welfare. This Element also addresses service levels provided to meet the needs of the community as well as the needs of future growth and development. Long-term planning for services and facilities carries out the Comprehensive Plan goals and policies, to ensure that new development and new services and facilities arrive concurrently.

Role in State, Regional, and County Planning Framework

RCW 36.70A.070 (3) requires planning for capital facilities. Requirements include:

1. an inventory of existing capital facilities owned by public entities, including green infrastructure, showing the locations and capacities of the capital facilities;
2. forecast of the future needs for such capital facilities;
3. the proposed locations and capacities of expanded or new capital facilities;
4. 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; and
5. 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.

Policies in the Capital Facilities Element provide a process for requirements to be met in the respective functional plans, such as the City's Surface Water Management Comprehensive Plan and Parks, Recreation, and Open Plan.

Puget Sound Regional Council Vision 2050 Multicounty Planning Policies call for regional planning that supports development with adequate public facilities and services in a timely, coordinated, efficient, and cost-effective manner that supports local and regional growth planning objectives. Vision 2050 supports regional planning to reduce the need for new capital improvements through investments in operations, pricing programs, demand management strategies, and system management activities that improve the efficiency of the current system.

Multicounty Planning Policies also call for siting and expanding capital facilities inside urban growth areas and in a manner that (1) reduces adverse social, environmental, and economic impacts on the host community, especially on historically marginalized communities, (2) equitably balances the location of new facilities away from disproportionately burdened communities, and (3) addresses regional planning objectives.

King County's Countywide Planning Policies align with the Multicounty Planning Policies and address:

- Levels of Service
- Collaboration Among Jurisdictions
- Siting Public Capital Facilities
- Public Facility and Disaster Preparedness

King County's overarching goal for Capital Facilities: County residents in both Urban and Rural Areas have timely and equitable access to the public services needed to advance public health and safety, protect the environment, and carry out the Regional Growth Strategy.

Consistency with Other Elements

The Capital Facilities Element is coordinated with the Land Use, Transportation, Environment, Utilities, and Parks, Recreation, and Open Space Elements to ensure that adequate facilities are funded and implemented to satisfy level of service requirements and serve the community's growing population.

Background

Major capital facilities conditions include:

- Capital facilities are, for the purposes of this element, public facilities with a minimum cost of $25,000 and a useful life of at least 10 years. Capital facilities require considerable planning because of their significant costs and longevity.
- When SeaTac incorporated in 1990, the City inherited a deficiency in some facilities, such as sidewalks. The City of SeaTac is in the process of upgrading these capital facilities to serve City residents.
- The Growth Management Act's "concurrency" requirement states that adequate transportation and other essential public facilities must be in place, or planned and financed, prior to permitting new development that requires these facilities.
- The City, especially its "Urban Center," requires a high level of urban services.
- Many public facilities that serve SeaTac citizens are owned and operated by jurisdictions other than the City, such as sewer and water districts.

GOALS AND POLICIES

This section contains SeaTac's capital facilities goals and policies. Goals represent the City's general objectives, while policies provide more detail about the steps needed to achieve each goal's intent.

Level of Service
Level of service (LOS) standards are benchmarks for measuring the amount of a public service provided within the City of SeaTac. The Growth Management Act requires that such standards be set and maintained; however, the City may choose whatever level of service it desires as long as it is financially achievable.

GOAL 11.1

Plan for public facilities to adequately serve existing and new development by establishing levels of service (LOS) standards and determining the capital improvements needed to achieve and maintain these standards for existing and future residents and employees.

Policy 11.1A
Define level of service (LOS) standard categories for:

- Category 1: Public facilities owned or operated by the City to which a "no new development" trigger will apply if the LOS is not achieved.
- Category 2: Other public facilities owned or operated by the City.
- Category 3: Public facilities owned or operated by non-City jurisdictions that must be adequate and available to serve development.
- Category 4: Other public facilities owned or operated by non-City jurisdictions.

LOS standards affect the following City processes:

Table 11.1. LOS standards' effect on City processes				
CATEGORY	DEVELOPMENT PERMIT PROCESS	BUDGETING PROCESS	CAPITAL FACILITIES PLAN	COMPREHENSIVE PLAN
1. Public facilities owned or operated by the City to which a "no new development" trigger will apply if the LOS is not achieved.	●	●	●	●
2. Other public facilities owned or operated by the City.		●	●	●
3. Public facilities owned or operated by non-City jurisdictions that must be adequate and available to serve development.	●			●
4. Other public facilities owned or operated by non-City jurisdictions.				●

Policy 11.1B
Set the LOS standards as follows:

Category 1: City-owned and/or operated facilities to which concurrency will be a test for new development.

- City Arterial Roads: LOS E; certain intersections LOS F
- Non-motorized system completeness
- Stormwater Management: Adequate capacity to mitigate flow and water quality impacts as required by the adopted Surface Water Design Manual.

See the Transportation Element for more details about these levels of service.

Category 2: City-owned/operated facilities to which concurrency will not be a test for new development.

- Indoor Recreational Facilities: 1,020 sq. ft. per 1,000 population
- Parks and Recreation (per thousands in population):
  - Citywide Parks (developed acres): 11.0 acres
  - Community and Neighborhood Parks (developed): 1.80 acres
  - Trails/linear parks: 950 lineal feet
- Parks and Recreation (per capita):
  - System Investment: $3,200
  - Annual Maintenance & Operations Investment: $133

See Parks, Open Space, and Recreation Element.

LOS standards for Regional Stormwater Management Facilities are set by Washington Department of Ecology.

See the Utilities Element for more policies on City-utility districts coordination.

See Transportation Element Goal 7.6 for transit-related policies.

Category 3: Facilities owned and operated by non-City service providers that must be adequate and available to development.

- **Sewer: 125 gallons per day per household, 60 gallons per day per employee.**
- **Water: 150 gallons per day per household, 75 gallons per day per employee.**

The City regularly works with the sewer and water districts, especially when they are updating their system plans, to ensure that their population and employment forecasts are consistent with the City's. This coordination assures that the districts are able to serve the anticipated growth through 2045 at these design standards.

Category 4: Facilities owned and operated by service providers other than the City to which concurrency will not be a test for new development.

- **Libraries: Work with King County to maintain at least one "medium-sized" library (as defined by the King County Library System) within the city limits**
- **State-Owned Transportation Facilities:**
  - **Regional significance: E/Mitigated**
  - **Statewide significance: D/Mitigated**
- **Transit: established by transit agencies**
- **Fire Services: 0.1 fire aid units per 1,000 population. Functional service level set by contract with provider**
- **Solid Waste: Service level set by contract with provider**

The City spent extensive time developing the LOS standards for City-owned and operated facilities. The process included direction from the City Council, City staff, and the City Manager. The LOS standards for City-operated public facilities listed here are backed by a financially feasible list of capital improvements in the Capital Improvement Program (CIP).

The City has established preliminary level of service standards for facilities owned and operated by non-City service providers. The City plans to coordinate with these service providers on an ongoing basis to ensure that these facilities continue to provide an acceptable level of service to SeaTac residents.

Policy 11.1C

Determine, on a biennial basis, what capital improvements to the City's public facilities are needed.

Public facilities must be kept in good repair and expanded as a city grows. Well-maintained facilities with appropriate capacity make SeaTac livable and enjoyable.

Policy 11.1D

Pursuant to the Growth Management Act, amend the Capital Facilities Element no more frequently than once per calendar year.

The City coordinates the biennial update with the biennial budget process.

Policy 11.1E

Use LOS standards to prioritize public facility needs in cases where two or more types of public facilities are competing for limited City funds.

Different types of facilities often do not compete for the same revenues. User fees and grants that are available for one type of facility are often not available for another. However, when two or more types of facilities compete for the same funds (e.g., the City's General Fund), the City can use LOS standards to analyze and prioritize facility needs.

Policy 11.1F

Prioritize public facility projects of the same type according to the following criteria, and allocate revenue to the highest priority project legally acceptable:

1. Projects that achieve or maintain the adopted LOS:
   - For the existing population:
     - Non-capacity projects (repair or replacement of existing facilities)
     - Capacity projects (facilities that increase capacity)
   - For new population:
     - Previously approved permits for redevelopment
     - Previously approved permits for new development
     - New permits for redevelopment
     - New permits for new development
   - Projects that reduce operating costs of existing or new facilities

2. Projects that exceed the adopted LOS.

When projects within the same public facility category (e.g., community parks) compete for the same revenues, the City should prioritize the projects according to the above criteria. Providing parks to areas underserved by park space is a priority in the City's Parks, Recreation, and Open Space Plan, as is achieving LOS standards for existing parks. Additionally, in keeping with the Growth Management Act's goals of reducing sprawl and increasing infrastructure efficiency, capital improvements that serve redevelopment have priority over improvements that serve new development.

GOAL 11.2

Provide needed public facilities through City funding or requirements for others to provide.

Policy 11.2A

Regularly update the Capital Improvement Program (CIP) in conjunction with the biennial Budget to ensure necessary improvements that support the City's growth strategy, and funding sources for those projects, are identified.

Financial feasibility is required for scheduled capital improvements, given realistic and probable revenue estimates. Funding sources may include grants, entitlements, or contributions from other levels of government or service providers.

Policy 11.2B

Pursuant to the Growth Management Act, do not require new development to pay more than its share of the cost of new facilities and do not charge new development for existing deficiencies.

Policy 11.2C

Make financing decisions for capital improvements in accordance with sound fiscal policy.

Capital improvements are typically financed through a combination of user fees, grants, current assets, and loans. Current City budgeting practices incorporate sound fiscal policy to finance needed capital improvements. Sound fiscal policy prioritizes funding sources that are: a) most cost effective, b) consistent with prudent asset and liability management, c) appropriate to the useful life of the project(s) to be financed, and d) use loans most efficiently.

Policy 11.2D

Consider ongoing maintenance and operation costs when funding capital projects.

Policy 11.2E

Explore and utilize a variety of existing and new funding sources for necessary service and infrastructure improvements.

GOAL 11.3

Provide adequate public facilities concurrent with new development impacts.

Policy 11.3A

Provide, or arrange for others to provide, the capital improvements listed in the Capital Improvement Program.

Adhering to the Capital Improvement Program will assure that public facilities are adequate to serve existing development as well as new development demands. Project delays should be addressed in a manner that attains adopted LOS standards.

Policy 11.3B

Do not permit development unless there is sufficient Category 1 and Category 3 public facilities to meet existing development's LOS standards and proposed development's impacts concurrent with development.

- **For sewer, stormwater, and water, achieve "sufficient capacity" by occupancy of the development which impacts the facility.**
- **For City arterials, consider capacity to be "concurrent with" new development when achieved within six years of occupancy of the development which impacts the facility.**

The Growth Management Act requires that "adequate public facilities" be in place or planned and financed before development is permitted. GMA gives city governments the authority to require concurrency of all public facilities. However, there are varying interpretations regarding the number of facilities to which concurrency must be applied. Concurrency applies at a minimum to transportation and is strongly recommended for water and sewer. Transportation improvements must be in place within six years of completion and occupancy of any development that impacts the transportation system. Sewer and water need to be available at the time of the development's occupancy due to health regulations.

The City applies the concurrency standard to all other Category 1 and 3 public facilities. Development which causes service to fall below the adopted standard for Category 1 or 3 facilities is not permitted.

Policy 11.3C

Exempt the following development types from requirements pertaining to public facilities concurrency:

- **Development "vested" in accordance with RCW 19.26.095, 58.17.033, or 58.17.170.**
- **Expansions of existing development that were disclosed and tested for concurrency as part of the original application.**
- **Development that creates no additional impact on public facilities.**

The concurrency requirements are not retroactive to developments already permitted. Additionally, developments that occur in phases can be tested once for all phases, allowing later phase construction to proceed uninhibited.

Policy 11.3D

Allow development to meet the requirements pertaining to adequate public facilities concurrency through the following methods:
For all development:

- **Donate or construct needed capacity (such as roads or park land).**
- **Incorporate accepted demand management strategies to reduce the impact on public facilities.**

For development within the designated Urban Center, incorporate additional mitigation strategies to be integrated into development regulations, that incentivize Urban Center development while adequately mitigating the development's impacts.

The City wants to encourage economically beneficial development within the City, especially within the Urban Center. To this end, the City assists developers in meeting concurrency requirements through innovative means. Development may mitigate impacts by providing needed capacity and/or by reducing demand through conservation strategies. The City will develop additional mitigation strategies to encourage Urban Center development. These strategies will encourage the development types the City desires while providing for adequate public facilities.

GOAL 11.4

Require that non-City service providers maintain a LOS consistent with City policy (see Policy 11.1B, Category 3).

See the Urban Center Element for more information and goals for the Urban Center.

Policy 11.4A

Require that non-City service providers provide a LOS to City residents consistent with City LOS standards for that type of facility.

Some necessary public facilities are provided by non-City service providers (e.g., water and sewer service). As noted in Policy 11.1B Category 3, the City works with these service providers to assure that their facilities are sufficient to meet current and future demands.

Policy 11.4B

Require non-City providers to fund their own facilities. Providers often employ "user fees" to fund a portion of facility costs. As is allowed by law, some non-City providers may require new development to pay impact and/or mitigation fees to alleviate their public facility impacts.

The City of SeaTac is responsible only for facilities it owns and operates. The adoption of LOS standards for other jurisdictions, when done with their consultation and agreement, in no way obligates the City of SeaTac to pay for facilities owned and operated by other jurisdictions.

GOAL 11.5

Facilitate and provide citywide services that are reliable, equitable, resilient, and environmental-sensitive.

Policy 11.5A

Protect and enhance public and environmental health and safety when siting new essential public facilities and when providing regular services and facilities.

Policy 11.5B

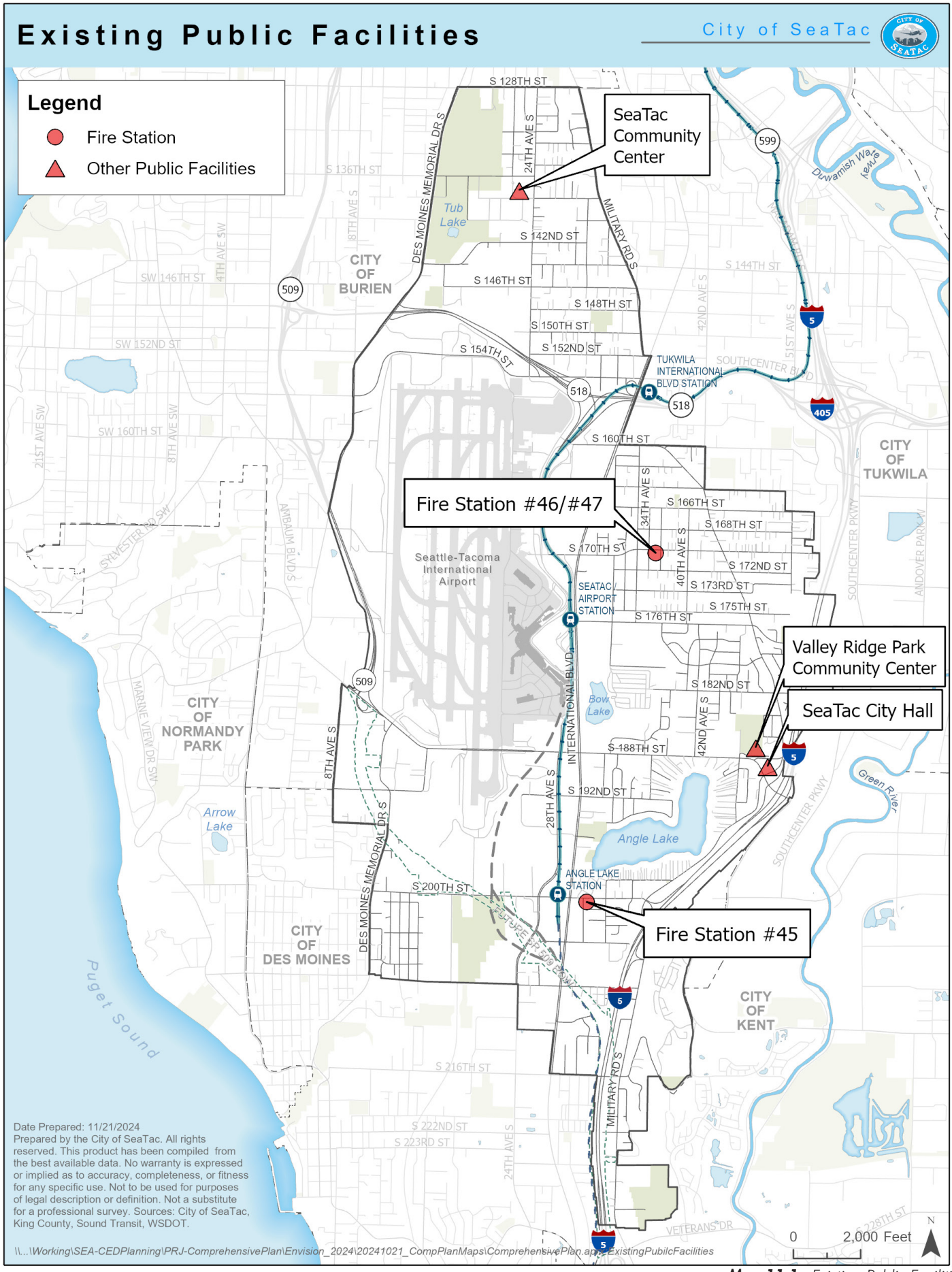
Support efforts to increase the resiliency of existing public services, utilities, and infrastructure by preparing for disasters and establishing coordinated plannings efforts for quick system recovery.

Policy 11.5C

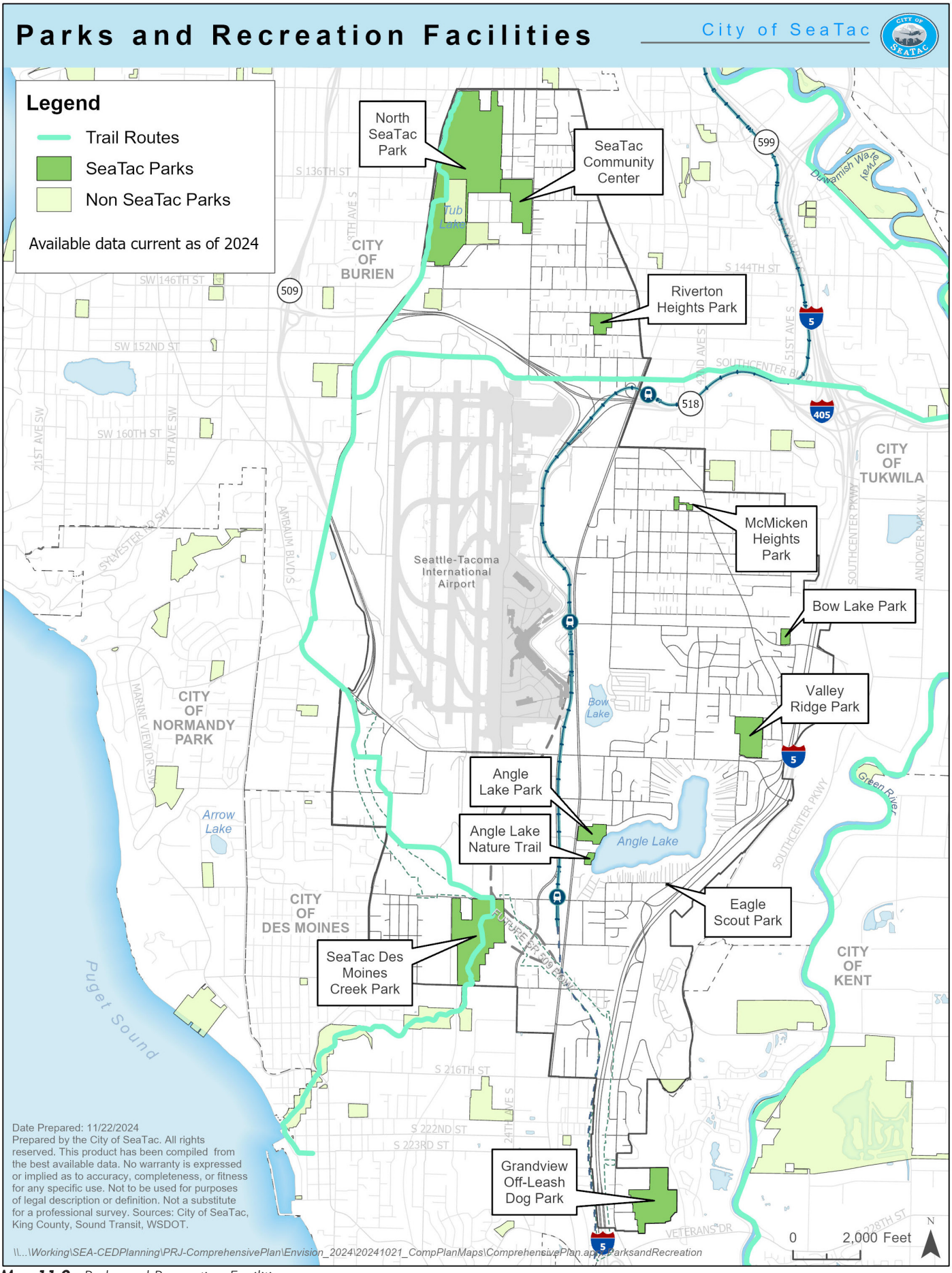
Foster coordinated planning efforts and partnerships for public safety services and programs, including emergency management.

Policy 11.5D

Provide and coordinate with third-party providers to promote affordable and equitable access to public services, prioritizing investments to serve historically underserved communities and reduce disparities.



Map 11.1 *- Existing Public Facilities*



Map 11.2 - *Parks and Recreation Facilities*

RECOMMENDED IMPLEMENTATION STRATEGIES

This section identifies the specific steps, or **implementation strategies**, that achieve this Element's policies. It also identifies the group(s) with **primary responsibility** for carrying out each strategy and the expected **time frame** within which the strategy should be addressed. Policy summaries are included in the table for reference.

As the Primary Responsibility column indicates, many of the implementation strategies will be initially undertaken by a specified board or commission. In most cases, the City Council will analyze the specific board/commission recommendation and make the final decision about how to proceed.

The time frame categories are defined as follows:

- Short-Term: one to five years
- Medium-Term: six to 10 years
- Long-Term: 11 to 20 years
- Ongoing: the strategy will be implemented on a continual basis

The time frames are target dates set regularly when the City Council adopts amendments to the Comprehensive Plan.

The list of implementation strategies is a minimum set of action steps and is not intended to limit the City from undertaking other strategies not included in this list.

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
11.1 PLAN FOR FACILITIES THROUGH LOS STANDARDS			
11.1A Define Level of Service (LOS) standard categories for: • Category 1: Public facilities owned or operated by the City to which a "no new development" trigger will apply if the LOS is not achieved. • Category 2: Other public facilities owned or operated by the City. • Category 3: Public facilities owned or operated by non-City jurisdictions that must be adequate and available to serve development. • Category 4: Other public facilities owned or operated by non-City jurisdictions.	Maintain Category 1 LOS through the City's permit process, budget process, Capital Improvement Program, and Comprehensive Plan.	Staff, City Council, Planning Commission	Ongoing
	Maintain Category 2 LOS through the City's budget process, Capital Improvement Program, and Comprehensive Plan.	Staff, City Council, Planning Commission	Ongoing
	Facilitate the maintenance of Category 3 LOS through coordination with other service providers, through the City's permit process, and through the City's Comprehensive Plan.	Staff	Ongoing
	Facilitate the maintenance of Category 4 LOS through agreements with other service providers and through the City's Comprehensive Plan.	Staff	Ongoing
11.1B Set LOS standards: • Category 1: City-owned and/or operated facilities to which concurrency will be a test for new development. • Category 2: City-owned/operated facilities to which concurrency will not be a test for new development. • Category 3: Facilities owned and operated by non-City service providers that must be adequate and available to development.	As part of the Comprehensive Plan amendment process, review LOS standards for City-owned or operated public facilities and adjust based on Council direction and anticipated revenues.	Staff, City Council, Planning Commission	Ongoing
	For Category 1 facilities, choose LOS standards that the community is willing to support through concurrent mitigation of new development.	Staff, City Council, Planning Commission	Ongoing
	For Category 3 and 4 facilities, communicate with other service providers to confirm financially feasible and mutually acceptable levels of service.	Staff, City Council, Planning Commission	Ongoing

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
11.1B Continued • Category 4: Facilities owned and operated by service providers other than the City to which concurrency will not be a test for new development.	For Category 3 facilities, choose LOS standards which are necessary for health and safety for all development.	Staff, City Council, Planning Commission	Ongoing
11.1C Determine, on a biennial basis, what capital improvements to the City's public facilities are needed.	Standardize the Capital Improvement Program preparation process in conjunction with City departments as follows: • Update the capital facilities inventory for each type of public facility. • Review, and revise if necessary, the "demand driver" for each type of public facility. • Update population and demand forecasts. • Update requirements analysis (actual service levels v. adopted LOS). • Compile lists of projects and non-capital alternatives (such as demand management programs or efficiency strategies) that balance projected capacity and demand. • Prioritize projects per Policies 11.1E and 11.1F with respect to the project's financial feasibility and through input from the responsible department, public, City, and any relevant Commissions. • Schedule projects over a six year time frame based on needs, priorities, and finances.	Staff	Ongoing

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
11.1D Pursuant to the Growth Management Act, amend the Capital Facilities Element no more frequently than once per calendar year.	Amend the CIP in conjunction with capital budget preparation.	Staff, City Council, Planning Commission	Ongoing
	Monitor the implementation of the CIP through regular comparison of the actual and adopted LOS to evaluate the effectiveness of the concurrency system.	Staff	Ongoing
	Amend the CIP as needed for consistency with other Comprehensive Plan amendments.	Staff	Ongoing
11.1E Use LOS standards to prioritize public facility needs in cases where two or more types of public facilities are competing for limited City funds.	Use the capital budgeting process to set City Council priorities.	City Council	Ongoing
11.1F Prioritize public facility projects of the same type according to the following criteria, and allocate revenue to the highest priority project legally acceptable: • Projects that achieve or maintain the adopted LOS. • Projects that exceed the adopted LOS.	Use the capital budgeting process to set City Council priorities.	City Council	Ongoing
11.2 PROVIDE NEEDED PUBLIC FACILITIES			
11.2A Regularly update the Capital Improvement Program (CIP) in conjunction with the Biannual Budget to ensure necessary improvements that support the City's growth strategy, and funding sources for those projects, are identified.	Use a CIP format that balances annual revenues with expenses for each public facility.	Staff	Ongoing,
	Adjust the CIP during the next amendment cycle to account for anticipated revenue not received.	Staff, City Council, Planning Commission	Ongoing

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
11.2B Pursuant to the Growth Management Act, do not require new development to pay more than its share of the cost of new facilities and do not charge new development for existing deficiencies.	Ensure that the Capital Facilities Requirement process clearly delineates between improvements that serve existing development and improvements that expand capacity to serve new development.	Staff	Ongoing
11.2C Use sound fiscal policy in financing decisions.	Evaluate funding sources based on: • Cost-effectiveness, • Consistency with prudent asset and liability management, • Appropriateness to the useful life of the project, and • The most efficient use of City loans.	Staff, City Council, Planning Commission	Ongoing
11.2D Consider ongoing operation and maintenance costs when funding capital projects.	Evaluate the impact of new facilities on annual operating and maintenance budgets as part of the CIP.	Staff, City Council, Planning Commission	Ongoing
11.3 PROVIDE FACILITIES CONCURRENTLY			
11.3A Provide, or arrange for others to provide, the capital improvements listed in the Capital Improvement Program.	Include the City-funded CIP projects in the City's biennial budget.	Staff, City Council	Ongoing

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
11.3B Do not permit development unless there is sufficient Category 1 and Category 3 public facilities to meet existing development's LOS standards and proposed development's impacts concurrent with development. • For sewer, stormwater, and water, achieve "sufficient capacity" by occupancy of the development which impacts the facility. • For City arterials, consider capacity to be "concurrent with" new development when achieved within six years of occupancy of the development which impacts the facility.	Continue to implement a "Concurrency Management System" as part of the permit review process. Track facility capacity and LOS for each public facility.	Staff	Ongoing
5.3C Exempt the following development types from requirements pertaining to public facilities concurrency: • Development "vested" in accordance with RCW 19.26.095, 58.17.033, or 58.17.170. • Expansions of existing development that were disclosed and tested for concurrency as part of the original application. • Development that creates no additional impact on public facilities.	Use the City's permit tracking system to identify vested projects.	Staff	Short-Term
	Subtract the capacity required by vested development from available facility capacity and determine their LOS impact.	Staff	Ongoing
	Establish and adopt a list of development types that have no impact on public facilities or established thresholds.	Staff	Short-Term

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
5.3D Allow development to meet the requirements pertaining to adequate public facilities concurrency through the following methods:For all development: • Donate or construct needed capacity (such as roads or park land). • Incorporate accepted demand management strategies to reduce the impact on public facilities.	Review other cities' strategies to encourage growth while requiring public facility concurrency.	Staff	Short-Term
	Detail allowed mitigation types, along with their rationale, as part of the Concurrency Management System.	Staff	Short-Term
5.4 REQUIRE CITY LOS FROM NON-CITY SERVICE PROVIDERS			
5.4A Require that non-City service providers provide a LOS to City residents consistent with City LOS standards for that type of facility.	Coordinate with non-city agencies to develop LOS standards that support City and agency goals. Update biannually with CIP update process.	Staff	Ongoing
5.4B Require non-City providers to fund their own facilities.	Assure that the financial responsibility of other providers to pay the cost of their facilities is clearly delineated in City policy and any applicable interlocal agreements.	Staff, City Council, Planning Commission	Short-Term