

CAPITAL FACILITIES ELEMENT

CHAPTER 5

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INTRODUCTION

This Element addresses the capital facilities issues facing the City of SeaTac through 2035. It guides the Capital Improvement Program, a biennially adopted list of planned capital improvement projects.

It is coordinated with the Land Use, Transportation, Environment, Utilities and Parks, Recreation, and Open Space Elements to ensure adequate facilities to satisfy the level of service requirements.



MAJOR CONDITIONS

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 5.1

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 5.1A

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 5.1. LOS standards' effect on City processes				
CATEGORY	DEVELOPMENT PERMIT PROCESS	ANNUAL 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 5.1B

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
- Stormwater Management: Adequate capacity to mitigate flow and water quality impacts as required by the adopted Surface Water Design Manual.

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

- City Hall: 256 gross sq. ft. per employee
- Community Center: 1,020 sq. ft. per 1,000 population



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



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 4.5 for transit-related policies.

- Parks and Recreation (per thousands in population):
 - Community parks: 1.70 acres per 1,000
 - Neighborhood parks: 0.27 acres per 1,000
 - Trails/linear parks: 251.60 lineal feet per 1,000
 - Off-leash dog park: 0.4 acres per 1,000
 - Baseball/softball fields-adult: 0.08 fields per 1,000
 - Baseball/softball fields-youth: 0.15 fields per 1,000
 - Basketball courts: 0.23 courts per 1,000
 - Football/soccer fields: 0.23 fields per 1,000
 - Picnic shelters: 0.10 shelters per 1,000
 - Playgrounds: 0.24 playgrounds per 1,000
 - Skateboard parks: 0.03 parks per 1,000
 - Tennis court: 0.36 courts per 1,000

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 2035 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 5.1C

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 a place livable and enjoyable.

Policy 5.1D

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 5.1E

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 5.1F

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. Achieving LOS standards for the existing population is required before extending service to new

population. 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 5.2

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

Policy 5.2A

Adopt a Capital Improvement Program (CIP) that is within the City's ability to fund within revenue projections.

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 5.2B

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 5.2C

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 5.2D

Consider ongoing maintenance and operation costs when funding capital projects.

GOAL 5.3

Provide adequate public facilities concurrent with new development impacts.

Policy 5.3A

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 5.3B

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 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.

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.



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

Policy 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.

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 5.4

Require that non-City service providers maintain a LOS consistent with City policy (see Policy 5.1B, Category 3).

Policy 5.4A

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 5.1B Category 3, the City works with these service providers to assure that their facilities are sufficient to meet current and future demands.

Policy 5.4B

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.

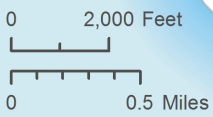
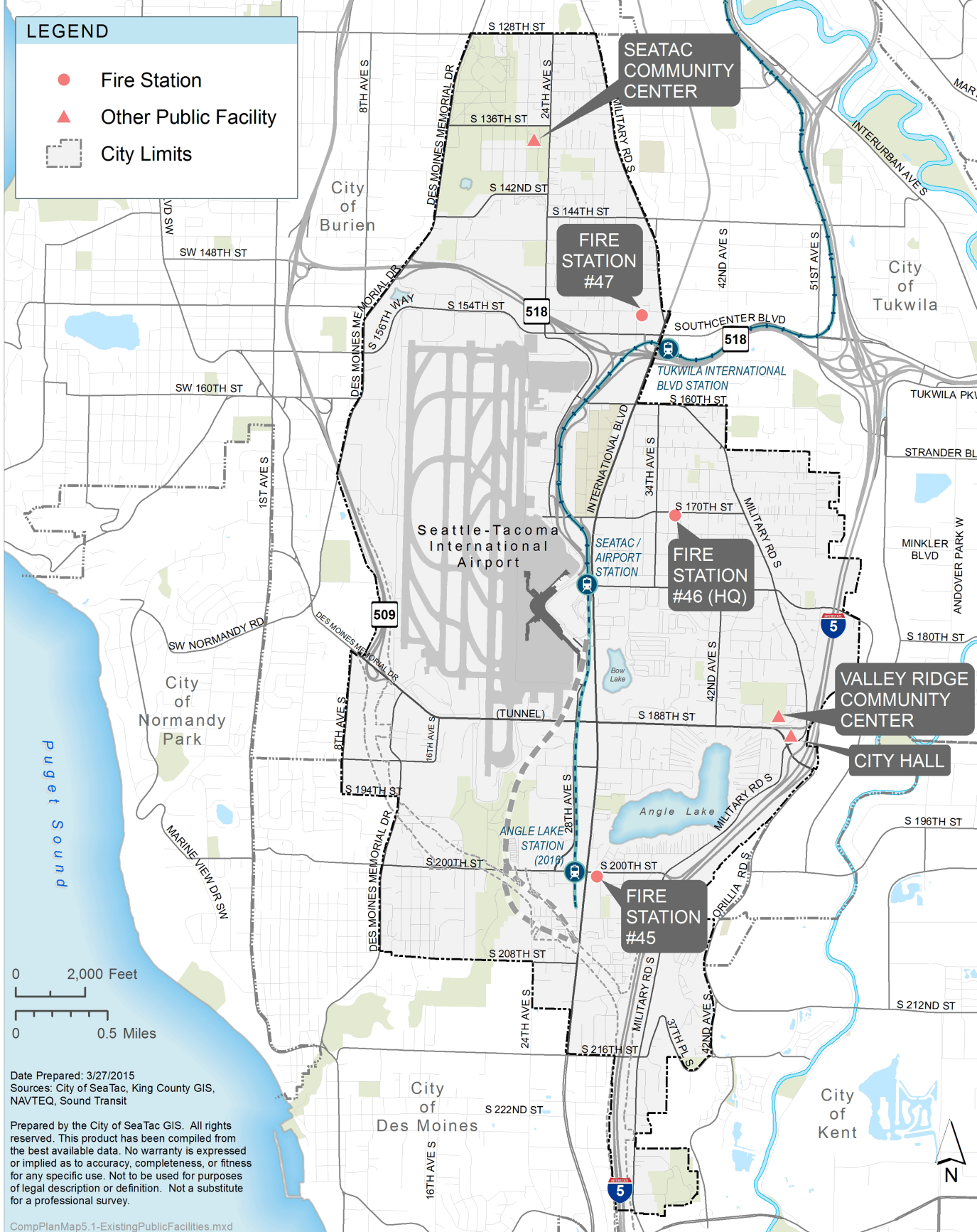
The City of SeaTac is responsible only for facilities it owns and operates. The adoption of LOS standards for other jurisdictions, when done with their consultation and agreement, in no way obligates the City of SeaTac to pay for facilities owned and operated by other jurisdictions.

EXISTING PUBLIC FACILITIES



LEGEND

- Fire Station
- ▲ Other Public Facility
- City Limits



Date Prepared: 3/27/2015
 Sources: City of SeaTac, King County GIS, NAVTEQ, Sound Transit
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CompPlanMap5.1-ExistingPublicFacilities.mxd

Map 5.1. Existing Public Facilities

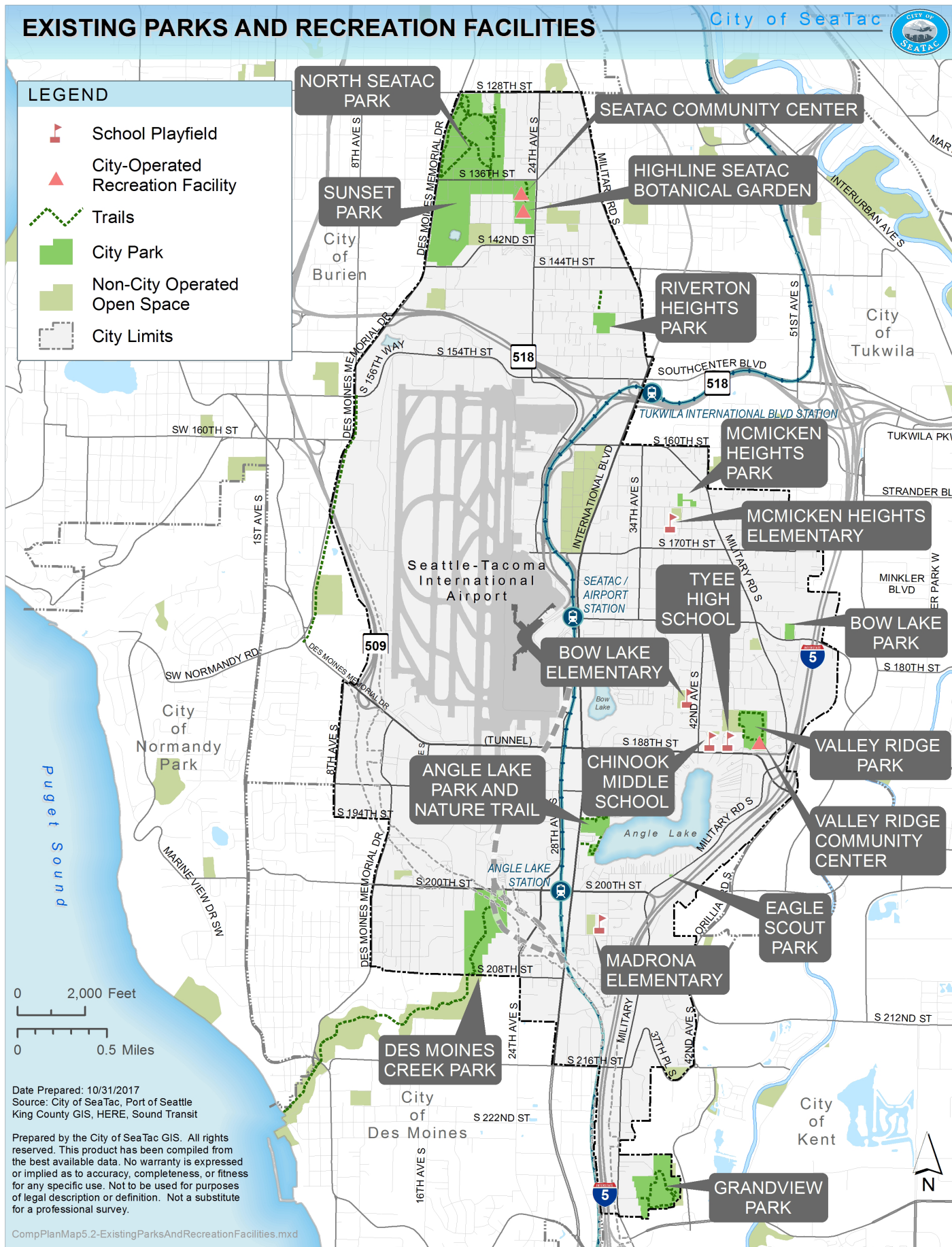
EXISTING PARKS AND RECREATION FACILITIES

City of SeaTac



LEGEND

- School Playfield
- City-Operated Recreation Facility
- Trails
- City Park
- Non-City Operated Open Space
- City Limits



0 2,000 Feet
0 0.5 Miles

Date Prepared: 10/31/2017
Source: City of SeaTac, Port of Seattle
King County GIS, HERE, Sound Transit

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CompPlanMap5.2-ExistingParksAndRecreationFacilities.mxd

Map 5.2. 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
5.1 PLAN FOR FACILITIES THROUGH LOS STANDARDS			
<p>5.1A Define Level of Service (LOS) standard categories for:</p> <ol style="list-style-type: none"> 1. City-owned/operated public facilities subject to concurrency. 2. City-owned/operated public facilities not subject to concurrency. 3. Public facilities owned/operated by other jurisdictions, subject to concurrency. 4. Public facilities owned/operated by other jurisdictions, not subject to concurrency. 	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
<p>5.1B Set LOS standards.</p>	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
	For Category 3 facilities, choose LOS standards which are necessary for health and safety for all development.	Staff, City Council, Planning Commission	Ongoing

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
<p>5.1C Determine public facility needs.</p>	<p>Standardize the Capital Improvement Program preparation process in conjunction with City departments as follows:</p> <ul style="list-style-type: none"> • 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 5.1E and 5.1F 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. 	<p>Staff</p>	<p>Ongoing</p>

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
5.1D Amend the Capital Improvement Program (CIP) biennially.	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
5.1E Prioritize projects across facility types using LOS standards.	Use the capital budgeting process to set City Council priorities.	City Council	Ongoing
5.1F Prioritize projects of the same type using LOS standards.	Use the capital budgeting process to set City Council priorities.	City Council	Ongoing
5.2 PROVIDE NEEDED PUBLIC FACILITIES			
5.2A Ensure that capital improvement costs do not exceed revenues.	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
5.2B Do not require development to pay more than its fair share of new facilities.	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

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
<p>5.2C Use sound fiscal policy in financing decisions.</p>	<p>Evaluate funding sources based on:</p> <ul style="list-style-type: none"> • 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. 	<p>Staff, City Council, Planning Commission</p>	<p>Ongoing</p>
<p>5.2D Consider ongoing operation and maintenance costs when funding capital projects.</p>	<p>Evaluate the impact of new facilities on annual operating and maintenance budgets as part of the CIP.</p>	<p>Staff, City Council, Planning Commission</p>	<p>Ongoing</p>
<p>5.3 PROVIDE FACILITIES CONCURRENTLY</p>			
<p>5.3A Implement the CIP.</p>	<p>Include the City-funded CIP projects in the City’s biennial budget.</p>	<p>Staff, City Council</p>	<p>Ongoing</p>
<p>5.3B Do not permit development for Category 1 and 3 projects unless LOS targets are met:</p> <ul style="list-style-type: none"> • For sewer and water, at the time of the impacts of development. • For transportation and other facilities, within six years of development impacts. 	<p>Develop a “Concurrency Management System” as part of the permit review process. Track facility capacity and LOS for each public facility in TrackIt.</p>	<p>Staff</p>	<p>Ongoing</p>

POLICIES	IMPLEMENTATION STRATEGIES	PRIMARY RESPONSIBILITY	TIME FRAME
<p>5.3C Exempt the following developments from concurrency:</p> <ul style="list-style-type: none"> • Vested developments • Development already tested • Development that has no 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
<p>5.3D Allow optional mitigation techniques to meet concurrency.</p>	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			
<p>5.4A Require non-City service providers provide a LOS consistent with City policy.</p>	Coordinate with non-city agencies to develop LOS standards that support City and agency goals. Update biannually with CIP update process.	Staff	Ongoing
<p>5.4B Understand that non-City providers pay for their own public facilities.</p>	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