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COMPREHENSIVE PLAN

SECTION B, ELEMENT 7

CAPITAL FACILITIES AND SERVICES

June 30, 2020

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ELEMENT 7 CAPITAL FACILITIES AND SERVICES

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1 **2036 VISION EXCERPT**

2
3 **GOVERNANCE Our government institutions balance responsibility with resources and**
4 **costs, consolidate services where practical, manage prudently, provide reliable data, are**
5 **service-oriented, and perform in a timely manner.**
6

7 **7.1 INTRODUCTION**

8
9 Planning ahead for capital investments and needed services is good management because capital facilities
10 usually have long lives and significant costs. Advance planning helps San Juan County use limited funding
11 wisely and most efficiently to maximize revenue sources and opportunities. By determining future needs,
12 the County can identify funding and projects needed to implement the County’s 2036 Vision.

13
14 The County must plan to provide capital facilities and services needed to support existing development
15 and new development envisioned in Element 2, Land Use, and 2036 population projections. The capital
16 infrastructure required to serve the future land use map is determined by inventorying existing facilities
17 and services, establishing a minimum level of service (LOS) to accommodate the projected growth, and
18 measuring what is available and needed. The Capital Facilities Element (CFE) and Appendix 7, Capital
19 facilities Plan (CFP) identify what capital facilities and public services will be necessary to support
20 development. The CFE includes the goals and policies that help the County serve the community and that
21 guide budgetary decisions.
22

23 The CFE is a mandatory planning element required for San Juan County, which is fully planning under the
24 Washington Growth Management Act (GMA). The specific requirements for the CFE are set forth in the
25 GMA (RCW 36.70A.070). The GMA has two main goals (1) and (12) related to capital facilities and services:
26

27 1. Urban growth. Encourage development in urban areas where adequate public facilities
28 and services exist or can be provided in an efficient manner.

29
30 12. Public facilities and services. Ensure that those public facilities and services necessary
31 to support development shall be adequate to serve the development at the time the
32 development is available for occupancy and use without decreasing current service levels
33 below locally established minimum standards.
34

35 GMA defines:

36
37 "Public facilities" to include streets, roads, highways, sidewalks, street and road lighting
38 systems, traffic signals, domestic water systems, storm and sanitary sewer systems, parks
39 and recreational facilities, and schools, and
40

41 "Public services" to include fire protection and suppression, law enforcement, public
42 health, education, recreation, environmental protection, and other governmental
43 services.
44

45 RCW **36.70A.070** (3) requires a capital facilities plan element that consists of:

46
47 “(a) An inventory of existing capital facilities owned by public entities, showing the
48 locations and capacities of the capital facilities;
49

- 1 (b) a forecast of the future needs for such capital facilities;
2 (c) the proposed locations and capacities of expanded or new capital facilities;
3
4 (d) at least a six-year plan that will finance such capital facilities within projected funding
5 capacities and clearly identifies sources of public money for such purposes; and
6
7 (e) a requirement to reassess the land use element if probable funding falls short of
8 meeting existing needs and to ensure that the land use element, capital facilities plan
9 element, and financing plan within the capital facilities plan element are coordinated
10 and consistent. Park and recreation facilities shall be included in the capital facilities
11 plan element.”
12

13 Another important tenet of GMA related to planning and capital budget decision is RCW 36.70A.120:
14

15 “Each county and city that is required or chooses to plan under RCW 36.70A.040 shall
16 perform its activities and make capital budget decisions in conformity with its
17 comprehensive plan.”
18

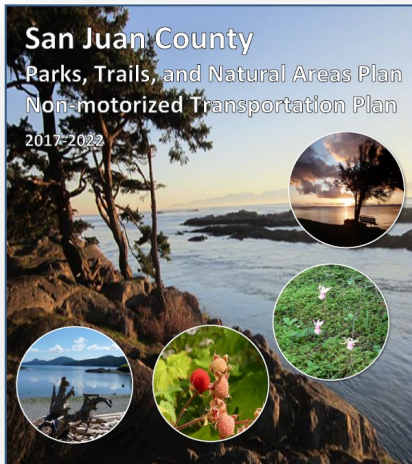
19 This CFE and Appendix 7, Capital Facilities Plan (CFP), were prepared in accordance with Washington
20 Administrative Code (WAC) 365–195–315. They address capital facilities and public services owned or
21 operated by the County, independent taxing districts, or by public or private service organizations that
22 receive consistent funding from the County. The WAC guidelines require solid waste facilities, water and
23 sanitary sewer systems, and facilities for storm and reclaimed water, schools, parks, recreational, police,
24 and fire protection to be addressed. Other facilities and services included in this element are a local
25 choice.
26

27 The CFP in Appendix 7 identifies current deficiencies in existing facilities and services that will need to be
28 expanded to serve new growth. It projects future needs, most often based on 2036 population projections
29 (Appendix 1). It includes:
30

- 31 • An inventory and maps of existing capital facilities;
- 32 • An overview of existing and projected conditions;
- 33 • Level of service (LOS) measures and standards;
- 34 • Analysis of existing and projected 2036 capacity;
- 35 • Projected facility needs;
- 36 • Proposed locations and capacity of future facilities;
- 37 • A six-year capital improvement plans that identifies projects and funding sources (CIP); and
38
39
40
41

1 **7.1.A RELATIONSHIP TO OTHER PLAN ELEMENTS AND FUNCTIONAL PLANS**

2
3 The CFE and Appendix 7 are based on the growth assumptions provided in Section A.1 of this *Plan*. They
4 guide implementation of Element 2, Land Use, and affect where growth can occur. The CFE must address
5 all public facilities except transportation facilities, which are addressed in Element 6, Transportation. The
6 Transportation Element includes goals, policies and levels of service for transportation. ~~†—The~~
7 Transportation Element also includes a discussion of the 6-and 20-year transportation Improvement plans



8 (TIPs) and planning processes. *The Parks, Trails and Natural*
9 *Areas Plan and Non-Motorized Plan* (Appendix 11) is the
10 primary parks and non-motorized transportation plan;
11 however, Appendix 7 provides a level of service analysis for
12 this plan the CFE.
13

14 The CFE pulls together recommendations for capital
15 facilities from various County functional plans that contain
16 detailed inventories and needs assessments along with
17 plans for conducting operations, maintaining facilities,
18 addressing deficiencies and planning for growth.
19

20 A complete list of functional plans is in Attachment 1 of
21 Appendix 7. Examples of functional plans are the *SJC Public*
22 *Works Operations Plan*, the *SJC Solid Waste and Moderate*
23 *Risk Waste Management Plan*, the *SJC Facilities Master*
24 *Plan*, the *SJC Comprehensive Water Plan*, and community
25 sewer and water system plans of service providers.

26
27 **7.1.B CONSISTENCY WITH THE FRIDAY HARBOR COMPREHENSIVE PLAN**

28
29 The San Juan County and Town of Friday Harbor Joint Planning Policies (Appendix 2) fulfill a GMA
30 requirement that adjacent jurisdictions coordinate planning and develop comprehensive plans consistent
31 with each other. These policies contain the framework for joint planning of the Friday Harbor Urban
32 Growth Area (FHUGA). The FHUGA Management Agreement provides for implementation of these
33 policies (Appendix 3). Capital facilities provided by the Town of Friday Harbor and required for
34 development are not included in the CFE per the FHUGA Management Agreement.
35

36 **7.1.C TYPES AND CATEGORIES OF CAPITAL FACILITIES AND SERVICES**

37
38 Urban vs. Rural Capital Facilities and Services

39
40 The GMA restricts urban growth to urban growth areas. It also makes distinctions between urban and
41 rural capital facilities and services. RCW 36.70A.110(4) partially states:
42

43 “(4) ... In general, it is not appropriate that urban governmental services be extended
44 to or expanded in rural areas except in those limited circumstances shown to be
45 necessary to protect basic public health and safety and the environment and when
46 such services are financially supportable at rural densities and do not permit urban
47 development.”
48

49 Urban government facilities and services are, therefore, not totally prohibited in rural areas. They may
50 only be placed there for compelling reasons. For example, in urban areas there are large scale sewage
51 systems, while most rural area homes have septic systems with drain fields. In certain rural areas, such

1 as rural activity centers and hamlets, the density of dwellings is high enough that a community sewage
 2 system is needed to protect public health and the environment. Table 1 sets forth distinctions between
 3 rural and urban-level facilities and services, consistent with RCW 36.70A.110(4).
 4

5
 6 **Table 1. Rural and Urban Levels of Service.**

Rural-Level Services	Urban-Level Services
Potable Water Supply	
Group B and Group A community water systems ¹	Water usage per capita at urban levels; urban-level piping, pressure; pressurized fire flow ¹
Sanitary Waste and Sewage Treatment, and Wastewater	
Septic tanks; Community septic systems and drainfields	Sewage treatment systems; sanitary and wastewater sewer systems
Stormwater	
Localized measures; Drainage pipes, ditches, holding areas	Area- or system-wide stormwater drainage systems
Fire Suppression Services	
Pond-supplied, and other fire suppression except pressurized, piped flow ¹	Pressurized, piped fire-suppression flow and hydrants ¹

7 ¹ However, if required by the fire marshal or by the fire hydrant code, SJCC 13.08, a residential rural level of service for water
 8 supply and fire protection may include a piped system capable of delivering a pressurized fire-flow, and fire hydrants.
 9

10 **Essential Public Facilities**

11
 12 Some capital facilities, such as Public Works facilities and sewage treatment plants, are necessary for the
 13 wellbeing of the community, but are also unpopular and difficult to site. This is especially true in San Juan
 14 County due to a predominantly residential land use pattern. Certain capital facilities are designated as
 15 Essential Public Facilities (EPFs) to ensure that they may be provided in the future. Policies for EPFs are
 16 included in Appendix 2, as part of the County and Town of Friday Harbor Joint Planning Policies. The
 17 County’s EPFs are identified in Element 2, Land Use and defined in San Juan County Code (SJCC) 18.20.050
 18 “E” definitions.
 19

20 **7.1.D LEVEL OF SERVICE MEASURES AND STANDARDS**

21
 22 One of the principal criteria for identifying needed capital improvements is the establishment of level of
 23 service (LOS) standards. These are minimum standards for how many public facilities or services are
 24 required to adequately serve the population. The LOS standards measure the capacity of capital facilities
 25 and services necessary to support new development and enhance the quality of life.
 26

27 The County must set LOS standards for certain transportation facilities to meet the GMA’s concurrency
 28 requirement. For example, a new development may not be built unless there are adequate transportation
 29 facilities to serve it. While transportation is the only *Plan* element requiring LOS standards and
 30 concurrency, the County adopts LOS standards for other capital facilities and services. These standards
 31 are based on the community’s values and vision. For most facilities and services, the measurement of LOS
 32 is based on the unit capacity of the facility, such as square footage, gallons of water, or acres of parks.

1
 2 San Juan County provides capital facilities and public services to serve the County’s needs. Needs include
 3 the cost of operating and maintaining existing facilities, addressing deficiencies and planning for new
 4 growth. Appendix 7 and functional plans identify facilities that need significant repair, remodeling,
 5 renovation, or outright replacement. Other facilities may require expansion to increase the quantity of
 6 the service they provide, as the County’s population grows. When considering development, it is
 7 important to know how public facilities and services will be provided, if they will support the population
 8 and intensities of development envisioned at adopted levels of service (LOS).
 9

10 **7.1.E CATEGORIES OF CAPITAL FACILITIES AND SERVICES AND CONCURRENCY**

11
 12 Under the GMA, some capital facilities and services such as transportation needed to serve proposed
 13 development must be made concurrently with development. That means that the facilities must be
 14 available and adequate to maintain the LOS set in this *Plan* when the impacts of development
 15 occur. Concurrency is implemented through implementation of the concurrency regulations in San Juan
 16 County Code during approval or denial of development permits.
 17

18 Capital facilities and services addressed in this Element are divided into categories, A and B, based on
 19 concurrency requirements (see Table 2 below). Category A capital facilities and services must be matched
 20 with development. These include solid waste and recycling facilities, community water systems, and
 21 community sewage treatment facilities. Each Category A facility or service has an adopted LOS standard.
 22

23 Concurrency and LOS standards are not required for Category B capital facilities and services. These are
 24 facilities and services owned or operated by independent taxing districts, and public or private service
 25 organizations. These facilities and services are important to the quality of life as indicated in the 2036
 26 Vision. Baseline LOS standards are provided for Category B facilities in Appendix 7 as planning benchmarks
 27 and indicators of existing and future conditions.
 28

Table 2. Categorization of Capital Facilities and Services in San Juan County.

Category	Description	Facilities and Services Included
<p>A</p>	<p>Facilities/services owned or operated by the County or independent taxing districts and public or private service organizations that are necessary to support development.</p> <p>These are required to be available at adopted levels of service concurrent with new development.</p>	<ul style="list-style-type: none"> ▪ Solid Waste and Recycling ▪ Community Water Systems ▪ Community Sewage Treatment Systems
<p>B</p>	<p>Facilities/services owned or operated by the County or independent taxing districts, and public or private service organizations.</p> <p>These facilities and services support development. Some are subject to LOS benchmark standards.</p> <p>They are not required to be available concurrent with new development.</p>	<ul style="list-style-type: none"> ▪ County Government Administration ▪ County Public Works ▪ County Sheriff ▪ Stormwater Utility ▪ County Parks and Recreation ▪ Public Schools ▪ Fire Protection and Emergency Medical Services ▪ Ports ▪ Health and Social Services (Medical Clinics, Senior Services) ▪ Educational and Recreational Services (Libraries, Museums, Performing Arts, Community College)

1 Existing and Future Development

2

3 The costs of needed capital facility improvements should be borne by existing and future development.
4 For the purposes of this Plan "existing development" means development that has occurred or that is
5 vested prior to regulations implementing this Plan. "Future development" means development that has
6 not occurred and was not vested under development regulations adopted to implement this Plan.
7

8

9 **7.1.F CAPITAL IMPROVEMENT PLANS (CIPS)**

10

11 Six-year capital improvement
12 plans (CIPs) identify capital
13 facilities and services required to
14 support existing and new
15 development. This is reviewed
16 and adopted during the County's
17 budget process. The Capital

SAN JUAN COUNTY - CAPITAL COMMITTEE											
2020 CAPITAL IMPROVEMENT PLAN (CIP)											
Capital Improvement Projects List - By Department											
Department	Code	Project	FOR 2020 BUDGETS								TOTAL 2020 EST. COSTS
			2020 REET 1	2020 REET 2	2020 CAPITAL RESERVES	2020 TCIA	2020 LTAC	2020 PFAP	2020 PUBLIC WORKS	2020 OTHER	
Admin	COB-01	Child Campus Plan	\$500,000								\$500,000
Admin	COB-05	Single-Lot Purchase - Affordable Housing Project			\$237,000						\$237,000
Courts	CUJ-2	Superior Court Renovation				\$18,000					\$18,000
COJ	COJ-05	Window Installation / Replacement	\$9,000								\$9,000
ISAR	ISAR-08	Recreation Valley Operations Center	\$271,762								\$271,762
ISAR	ISAR-08	Fleet Replacement - Sheriff's Office Vehicles & Equipment						\$103,000			\$103,000
ISAR	ISAR-03	Fleet Replacement - Other Vehicles & Equipment						\$80,000			\$80,000
ISAR	ISAR-08	Fleet Replacement - IS&M Vehicles & Equipment						\$70,000			\$70,000
ISAR	ISAR-01	Fleet Replacement - Roads Vehicles & Equipment						\$400,000			\$400,000
Facilities	FAC-09	Countywide - Electronic Locks	\$25,000								\$25,000
Facilities	FAC-12	Pedestrian Annual Capital Building Projects	\$25,000								\$25,000

17 Committee meets from April through December to help the auditor set the CIP. Individual CIPs for various
18 departments are rolled into a single County CIP. The financing plans of independent service providers are
19 not included in the CIP because the County has no responsibility for their budgets or financial plans.

20



32

The six-year CIPs are designed to be financially feasible. They identify revenue sources equaling or exceeding anticipated costs. Each type of capital facility and service on the list is examined during the budget process.

The costs of all facilities are added together to determine the overall financial feasibility. If the analysis determines that an improvement or the CFP is not financially feasible, the County may consider many options including non-capital solutions such as:

33

- 34 1. Reducing the LOS, which will reduce the cost (amend the CFE);
- 35 2. Increasing revenues; (e.g., higher rates, new sources of revenue, or a combination of both);
- 36 3. Reducing the cost of the needed facilities (e.g., alternative technology, ownership, or financing);
- 37 4. Reducing the demand by reducing consumption (e.g., water conservation, reducing, recycling, and reusing solid waste);
- 38 5. Reducing the demand by restricting development (e.g., amend Element 2, Land Use);
- 39 6. Reducing or eliminating the need (e.g., provide public education, volunteer training and recruitment, contract with private service providers, etc.);
- 40 7. Providing a non-capital substitute (e.g., availability of state, federal, or other parks facilities);
- 41 8. Implementing alternative methods to provide capacity (e.g., long-hauling solid waste instead of constructing new landfills, allowing telecommuting instead of expanding work space); and
- 42
- 43
- 44
- 45
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- 51
- 52

- 1 9. Implementing efficiency programs (e.g., flextime or night shifts as an alternative to adding new
2 space for staff).
3
4 10. Reexamine the need for the underlying governmental service.
5

6 This approach can bring development into balance with available and affordable capital facilities and
7 services. The goals and policies in this CFE establish response mechanisms to be taken for specific
8 Category A and B facilities if expected funding falls short.
9

10 **7.1.G 2036 CAPITAL FACILITIES HIGHLIGHTS**

11
12 San Juan County’s 2019 Budget Book message is, “Finish What We’ve Started.” The County has many
13 planned facility upgrades and replacements during this planning horizon as discussed in the Capital
14 Facilities Plan, Appendix 7. Two major capital improvement projects include developing a new:
15

- 16 ■ Shop and storage facility at the County’s Beaverton Valley location, and
- 17 ■ Administration building, commonly referred to as the Civic Campus, adjacent to the courthouse.
18

19
20 The Beaverton Valley facility will
21 replace the Guard Street shop, in use
22 since the 1940s, with a modern shop
23 facility for maintenance and
24 equipment crews. The site will also
25 include a fuel station for County Use
26 and an emergency generator.
27 Construction could begin in 2020.



28 *Rendering of the planned Public Works facility. Source: SJC Public Works.*

29
30
31 The 2017 SJC Public Works Operations Plan provides the assessment of Public Works facilities and projects
32 capital improvement needs through the planning horizon.

33
34 The Civic Campus concept is envisioned to house in one building departments currently occupying five
35 separate buildings scattered across Friday Harbor. This plan is intended to enhance efficiency and
36 communication between departments, provide better public service, and reduce maintenance and
37 operating costs from not having to heat and continually repair old structures.

38
39 Master planning is also underway with draft Fairgrounds Master Plan that will set the stage for County
40 fairground facilities responsive to the needs of residents and visitors.

41
42 Unprecedented circumstances in 2020 will require thoughtful consideration of all capital improvement
43 projects.
44
45
46
47
48
49
50

1 **7.2 GENERAL GOALS AND POLICIES**

2
3 The following goals and policies address capital facilities and public services, levels of service, concurrency
4 management, and financing.
5

6 **7.2.A GENERAL GOALS AND POLICIES**

7
8 **Goal 1: Provide for the capital facility needs of land development authorized in Element 2, Land Use,**
9 **and the existing and projected population discussed in Appendix 1.**

10
11 **Policies**

- 12
13 1. Consider the geographical location and capacity of existing capital facilities and services in the
14 designation of future land uses and land use district boundaries, and analysis of potential effects
15 on resource lands, special districts, and critical areas.
16
17 2. Restrict the provision of urban-level facilities and services outside of Urban Growth Areas (UGAs)
18 or Limited Areas of More Intensive Rural Development (LAMIRDs). Case-specific and narrowly
19 defined exceptions may be made for rural schools, EPFs located in rural or resource lands, and
20 where the exception is necessary to protect basic public health and safety, and the environment.
21
22 3. Establish and maintain level of service standards (LOS) for capital facilities and services, and
23 implement concurrency management regulations.
24
25 4. Consider the needs of individual islands when planning for capital facilities and services, except
26 for those facilities serving residents countywide.
27
28 5. Provide capital improvements to correct existing deficiencies, replace worn out or obsolete
29 facilities, and accommodate future growth as indicated in six-year capital improvement plans
30 (CIPs).
31

32 **Goal 2: Make capital budget decisions consistent with this *Plan*.**

33
34 **Policies**

- 35
36 1. Demonstrate the need for capital facilities and the revenues to pay for them.
37
38 2. Estimate the eventual operation and maintenance costs of new Category A and B capital facilities
39 provided by the County that will impact the County's biennial budget.
40
41 3. Base the provision of capital improvements and facilities on both demand for facilities and the
42 financial capacity of the County and other purveyors to pay for those improvements and facilities.
43
44 4. Explore potential revenue sources (*i.e.*, grants, impact fees, real estate excise taxes) and non-
45 capital alternatives to improve facility capacity and service.
46
47
48
49

1 **Goal 3: Coordinate and provide consistency among CIPs, including those addressed in other elements**
2 **of this *Plan*; County subarea plans; other studies; and the plans for capital facilities of state and regional**
3 **significance, the Town, and independent service districts.**

4
5 **Policies**
6

- 7 1. Encourage community sewer and water purveyors, school and fire districts and other independent
8 service providers providing public facilities or services to identify their facility and service needs and
9 the means to fund them within the context of this Element.
10
11 2. Explore the costs and benefits of public/private partnerships.
12
13 3. Require providers to maximize the use of existing facilities and promote orderly growth.
14

15 **7.2.B LEVEL OF SERVICE GOALS AND POLICIES**
16

17 **Goal: Ensure that capital facilities and services necessary to support development are adequate to**
18 **serve the development at the time it is available for occupancy and use.**
19

20 **Policies**
21

- 22 1. Consider the following capital facilities and services strategies during the budget process:
23

24 Category A
25

- 26 a. Apply the LOS standards for each type of capital facility or service to permits for development
27 issued by the County after the effective date of this *Plan*.
28
29 b. Consider the LOS standards for each capital facility or service in the County's biennial budget and
30 annual update of the six-year CIP.
31
32 c. Do not apply the LOS standards for Category A public facilities and services provided by entities
33 other than the County during budgeting because they apply to the annual budgets and capital
34 improvement plans of the service providers.
35
36 d. Require that the providers of Category A capital facilities not controlled and operated by the
37 County to:
38
39 i. Develop and report to the County the methodologies used to determine the capacities of their
40 capital facilities and services and to conduct concurrency tests.
41
42 ii. Conduct concurrency tests for their facilities and services for development projects that will
43 make demands on their facilities and services.
44
45 iii. Report to the County at least biennially the existing and planned capacities of their facilities
46 or services available to adequately maintain the LOS levels adopted in this *Plan*.
47
48
49
50

1 Category B

- 2
- 3 a. Maintain facility capacities at or above minimum standards.
- 4
- 5 b. Ensure plans are in place to serve future development.
- 6
- 7 c. If a facility does not meet the LOS standard, re-evaluate it to determine if it is appropriate, and if
- 8 not, revise the LOS standard.
- 9
- 10 d. Do not apply LOS standards for capital facilities or services in Category B to development permits.
- 11
- 12 e. Use Category B LOS standards as benchmarks to measure the adequacy of capital facilities and
- 13 services.
- 14
- 15 f. Consider the LOS standards for Category B facilities or services provided by the County in the
- 16 biennial budget and annual update of the CIP.

17

18 Categories A and B

- 19
- 20 a. Calculate the improvements needed to eliminate existing deficiencies at adopted LOS standards
- 21 and to serve the projected needs of growth for each capital facility as follows:
- 22

Q = (S x D) – I where

- Q = Quantity of capital improvements needed
- S = Adopted standard for level of facility
- D = Demand, such as population
- I = Inventory of existing capital facilities and services

- 23
- 24 b. Consider circumstances in which LOS standards are not an exclusive determinant of need for an
- 25 improvement including:
- 26
- 27 i. Repair, remodeling, renovation, and replacement of obsolete or worn out facilities.
- 28
- 29 ii. Construction or acquisition of capital improvements that provide LOS in excess of the
- 30 standards adopted in this *Plan* if the following conditions are met:
- 31
- 32 (1) The improvement does not preclude other improvements that are needed to achieve or
- 33 maintain the LOS standards adopted in this *Plan* unless the existing LOS standard is
- 34 lowered accordingly; and
- 35
- 36 (2) The improvement does not contradict, limit, or substantially change the goals and policies
- 37 of any element of this *Plan*; and
- 38
- 39 (3) One of the following conditions is met:
- 40
- 41 i. The excess capacity is an integral part of an improvement needed to achieve or
- 42 maintain standards for facility capacity (*i.e.*, the minimum capacity of a capital project
- 43 is larger than the capacity required to provide the LOS); or
- 44
- 45 ii. The excess capacity provides economies of scale making it less expensive than
- 46 acquiring a comparable amount of capacity at a later date; or
- 47

- iii. The asset acquired is land that is environmentally sensitive, or necessary for conservation, or recreation; or
- iv. The excess capacity is part of a capital project financed by general obligation bonds approved by referendum; or
- v. The excess capacity results from an opportunity unique or unlikely to be repeated; or
- vi. The capacity will not be excessive to the point of diminishing rural character.

3. Provide non-capital alternatives to achieve and maintain the adopted level of service standard when feasible.

7.2.C CONCURRENCY MANAGEMENT

Goal: Provide adequate capital facilities to meet the needs of future population growth and associated development and redevelopment by maintaining, repairing or replacing obsolete or worn out facilities, and eliminating existing deficiencies.

Policies

1. Provide needed improvements by maintaining financially feasible six-year CIPs.
2. Provide the capital improvements listed in the six-year CIPs. Update the schedule of capital improvements annually in conjunction with the budget process.
3. Include all of the capital improvement projects listed in the CIP for expenditure during the appropriate fiscal year in the biennial budget appropriations except any improvements for which a binding agreement has been executed with another party to provide the project in the same fiscal year.
4. Conclude that the concurrency requirement for Category A facilities is met if they have sufficient capacity to meet the adopted LOS standard.
5. Require that the construction or expansion of a structure or use, or a change in use of land or structures development meet applicable concurrency tests.
5. Conclude that there is available capacity in Category A facilities and services to support development if:
 - a. The necessary facilities and services are in place when the development permit is issued, or
 - b. Development permits are issued subject to a condition that prior to occupancy or use:
 - i. The development necessary facilities and services will be in place, or
 - ii. A binding executed contract or development agreement which provides for the actual construction of the required facilities is approved.
6. Do not issue development permits unless sufficient capacity is provided.

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7.2.D CAPITAL FACILITY FINANCING GOALS AND POLICIES

Goal: Provide needed capital facilities that are within the County’s ability to fund, or within the County's authority to require other providers to fund.

Policies

1. Use conservative revenue estimates when estimating the costs of needed improvements.
2. Derive the costs of needed improvements from both existing and future development.
3. Fund improvements for existing development that reduce or eliminate existing deficiencies, and address some or all of the replacement of obsolete or worn out capital facilities.
4. Fund a fair share of the costs of improvements needed for future development by addressing the impact of the new development and a portion of the outright replacement cost needed for obsolete or worn out facilities to accommodate the future development. Do not include any of the costs to eliminate existing deficiencies.
5. Consider “future” development “existing” development upon completion of construction, and allow providers to contribute the costs of the replacement of obsolete or worn out facilities.
6. Pay for the costs of capital improvements for existing and future development to maintain LOS standards using user fees, taxes, grants, entitlements, or budgets of public or private parties.
7. Ensure that the County and service providers are able to pay for their annual operating and maintenance costs.
8. Revise the *Plan* to adjust for the lack of revenues if revenues that support the provision of adequate facilities and services are unavailable by any combination of the following:
 - a. Reducing the LOS for one or more capital facilities;
 - b. Increasing the use of other sources of revenue; or
 - c. Decreasing the demand for and subsequent use of the capital facilities.

1 **7.3 GOALS AND POLICIES FOR CATEGORY A CAPITAL FACILITIES**

2 The following goals and policies address level of service standards (LOS) and concurrency for specific
3 Category A facilities. The LOS standards should be used for planning the future facility and service needs
4 of the County.
5

6 **7.3.A SOLID WASTE AND RECYCLING SERVICES**

7
8 **Goal: Manage solid waste cost effectively while minimizing environmental impacts and creating**
9 **sustainable practices.**

10
11 **Policies**

- 12
- 13 1. Measure solid waste and recycling facility capacity on a countywide basis and for each facility.
 - 14
 - 15 2. Take into account both public and private facilities when evaluating LOS, and for San Juan Island
16 facilities, consider the needs of Friday Harbor in measurements.
 - 17
 - 18 3. Establish LOS F as adequate for available transfer facility capacity on San Juan, Orcas, and Lopez
19 Islands. Facilities are considered adequate if they have sufficient existing or planned capacity.
20
 - 21 4. Require service providers to initiate the following response mechanisms when solid waste and
22 recycling facilities fall below LOS B:
23
 - 24 a. Increase solid waste and recycling facility capacity by:
25
 - 26 i. Increasing the number of days that facilities are open per week; or
 - 27 ii. Remodeling/expanding existing facilities; or
 - 28 iii. Renting, leasing, or purchasing additional land for constructing new, or expanding existing; or
 - 29
 - 30 iv. Conditioning permits for new development to provide for facilities which are lacking.
 - 31
 - 32 b. Decrease demand for solid waste transfer and recycling facilities and services by:
33
 - 34 i. Evaluating the goals and policies of the Land Use Element and Shoreline Master Program that
35 affect the rate and amount of growth allowed; or
 - 36 ii. Re-evaluating the concurrency policies and revising them if appropriate; or
 - 37
 - 38 iii. Implementing ordinances and educational programs in to reduce the waste stream; or
 - 39
 - 40 iv. Increasing efforts to educate and involve businesses and the public in local waste reduction
41 and recycling programs.
 - 42
 - 43
 - 44 5. Have providers annually evaluate demand and capacity of transfer stations and other components of
45 solid waste management both on a county-wide basis and individually for each facility.
46
 - 47 6. Encourage service providers to manage the solid waste stream cost-effectively, consistent with
48 progressive waste reduction and recycling programs designed for sustainability.
49
50

- 1 7. Encourage service providers to comply with or exceed the minimum functional standards for solid
2 waste management and disposal in the San Juan County *Solid Waste and Moderate-Risk Waste*
3 *Management Plan* and to meet or exceed operating permit requirements.
4

5 **7.3.B COMMUNITY WATER SYSTEMS**

6

7 **Goal: Ensure that designated Urban Growth Areas (UGAs), Limited Areas of More Intensive Rural**
8 **Development (LAMIRDs), and Master Planned Resort (MPRS) activity centers are served by community**
9 **water supply systems and that those providers have plans in place for future development.**

10 **Policies**

11

- 12 1. Establish LOS F as adequate for the community water systems.
13
14 2. Require service providers to initiate the following response mechanisms when community water
15 systems fall below LOS C:
16
17 a. Increase community water system facility capacity by:
18 i. Remodeling/expanding existing facilities; or
19 ii. Repairing leaks in existing facilities; or
20 iii. Developing new water sources; or
21 iv. Implementing conservation measures.
22
23 b. The County may decrease demand by:
24 i. Evaluating the Land Use Element and Shoreline Master Program rates and amount of growth
25 allowed; or
26 ii. Re-evaluating and revising concurrency policies if appropriate; or
27 iii. Implementing a moratorium on new development in affected service areas.
28
29 3. Require new development within UGAs, LAMIRDs, or MPRs to be served by approved community
30 water systems.
31
32 4. Require contributions to community water system facilities from proponents of new land
33 development, and allow standards for exceptions that consider existing sources of water or
34 alternative systems.
35
36 5. Require water system plans in accordance with WAC 248-54-065 for community water systems that
37 serve UGAs, LAMIRDs, or MPRs. Water systems plans include an inventory and analysis of existing
38 facilities, a schedule of needed improvements, and a financial and operations plan addressing the
39 system's ability to serve existing and potential land use development and population growth.
40
41 6. Encourage facility and service providers to report their facility capacities to the County and fulfill their
42 concurrency responsibilities.
43
44 7. Encourage providers to account for their available capacity by reporting the following to the County:
45 a. Existing available capacity of the concurrency facility, plus the planned capacity, reduced by the
46 capacity that is already used or that is reserved or committed for use in the future, and
47
48
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50
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1
2 b. The available capacity, minus the capacity that potentially would be used by approved new
3 development projects, in order to reflect the potential additional demand that will be made by
4 the developments when they apply for memberships and/or meet the conditions of service prior
5 to occupancy or use.
6

7 8. Require service providers to develop and submit plans to the County addressing how additional
8 distribution capacity will be provided, when water distribution facilities reach 85 percent system
9 capacity. If there are no plans to expand or provide additional service, then additional development
10 will not be permitted for that service area when the system reaches capacity.
11

12 **7.3.C COMMUNITY SEWAGE TREATMENT FACILITIES**

13
14 **Goal: Ensure that designated Urban Growth Areas (UGAs), Limited Areas of More Intensive Rural**
15 **Development (LAMIRDs), and Master Planned Resort (MPRs) activity centers are served by community**
16 **sewage treatment facilities and that providers have plans in place for serving future development.**
17

18 **Policies**

- 19
20 1. Establish LOS F as adequate for community sewage treatment facilities.
21
22 2. Require land development within UGAs, MPRs, and Village activity centers expected to have an impact
23 equal to, or greater than a single family residence, to be served by community sewage treatment
24 facilities.
25
26 3. Require service providers to develop CIPs that:
27
28 a. Delineate service area boundaries;
29
30 b. Inventory existing and approved development within service area boundaries;
31
32 c. Inventory potential development within service area boundaries under the *Plan*;
33
34 d. Establish the available community sewage treatment facility service capacity;
35
36 e. Adopt LOS standards and response mechanisms;
37
38 f. Contain a schedule of capital improvements necessary to maintain the facility at the adopted LOS,
39 including project, timing, cost, and funding source.
40
41 5. Require facility and service providers to report their facility capacities to the County. Providers who
42 require a membership or other commitment as a condition of service shall account for their available
43 capacity as indicated in Policy 7 in section 7.3.B above.
44
45 6. Work cooperatively with independent sewer districts to develop fair and consistent policies and
46 incentives to phase out private sewer/septic systems in areas served by community sewage treatment
47 facilities.
48
49 7. Require service providers to develop and submit plans to the County addressing how additional
50 distribution capacity will be provided, when water distribution facilities reach 85 percent system
51 capacity. If there are no plans to expand or provide additional service, then additional development
52 will not be permitted for that service area when the system reaches capacity.
53

- 1 8. Require service providers to initiate the following response mechanisms when community sewage
2 treatment facilities fall below LOS C:
3
4 a. Facility and service providers may increase capacity by:
5
6 (1) Remodeling and/or expanding existing community sewage treatment facilities; or
7
8 (2) Constructing new community sewage treatment facilities.
9
10 b. The County may decrease demand by:
11
12 (1) Evaluating the Land Use Element and Shoreline Master Program rates and amount of
13 growth allowed;
14
15 (2) Re-evaluating and revising the concurrency policies if appropriate; or
16
17 (3) Implementing a moratorium on new development within community sewage treatment
18 facility service boundaries until capacity can be expanded.
19

20 7.4 CATEGORY B CAPITAL FACILITIES AND SERVICES

21 7.4.A COUNTY GOVERNMENT SERVICES

22 General Administration

23
24 **Goal 1: Provide adequate building space to facilitate the provision of efficient and effective government
25 administration and services.**

26 Policies:

- 27
28
29
30
31 1. Evaluate administrative buildings on a county-wide basis.
32
33 2. Establish LOS C for County government administrative facilities.
34
35 3. Consider the following response mechanisms when County government administrative buildings fall
36 below established LOS standards—the following response mechanisms:
37
38 a. Re-evaluate the LOS standard to determine if it is appropriate and if not, revise the LOS standard.
39
40 b. Increase government administrative facility capacity by:
41
42 i. Constructing additional facilities; or
43
44 ii. Remodeling existing facilities; or
45
46 iii. Renting, leasing, or purchasing appropriate building space; or
47
48 iv. Implementing telecommuting, flextime, or night shifts.
49
50 c. Decrease demand for County government administrative facilities by:
51
52 i. Contracting with the private sector to provide additional services; or
53
54 ii. Evaluating the Land Use Element and Shoreline Master Program rates and amount of
55 growth allowed.

1
2 Infrastructure and Fleet Equipment
3

4 **Goal 2: Operate and maintain infrastructure and fleet equipment that have reduced environmental**
5 **impact and that are resilient to climate change.**
6

7 **Policies**
8

- 9 1. Switch to electric vehicles for new County fleet purchases and electric motors when feasible.
10
11 2. Eliminate the new purchase and/or use of two-stroke engine equipment (*e.g.*, leaf blowers, lawn
12 movers, weed whips, chain saws, boat engines), and replace as needed with viable electric
13 alternatives. Look for opportunities to have County contractors to follow the same requirement by
14 2021.
15
16 3. Provide recharge stations at key destinations throughout the County.
17
18 4. Institute a policy of managed retreat for public infrastructure away from climate impacted locations
19 as they fail or require upgrade, to improve the long-term resiliency of investments.
20

21 County Sheriff
22

23 **Goal 3: Provide adequate building space to facilitate efficient and timely provision of public safety, law**
24 **enforcement, and emergency services.**
25

26 **Policies**
27

- 28 1. Measure County Sheriff facilities separately on San Juan, Orcas, and Lopez islands.
29
30 2. Establish LOS B for Sheriff enforcement officers on San Juan, Orcas, and Lopez Islands.
31
32 3. Establish LOS B for Station Square Feet/Capita on San Juan, Orcas, and Lopez islands.
33
34 4. Consider the following response mechanisms when facilities fall below established LOS standards.
35
36 a. Re-evaluate the LOS standard to determine if it is appropriate and if not, revise the LOS standard.
37
38 b. Increase County Sheriff facility capacity by:
39
40 i. Constructing additional facilities; or
41
42 ii. Remodeling existing facilities; or
43
44 iii. Renting, leasing, or purchasing appropriate building space.
45
46 c. Decrease demand for County Sheriff facilities and services by:
47
48 i. Evaluating the Land Use Element and Shoreline Master Program rates and amount of
49 growth allowed;
50
51 ii. Implementing public educational programs; or
52
53 iii. Implementing crime prevention programs.

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Public Works

Goal 4: Provide adequate building and yard space to facilitate Public Works administration, maintenance functions and efficient provision of Public Works services.

Policies

1. Measure County Public Works facilities separately on San Juan, Orcas, Lopez, Shaw, Waldron, and Decatur islands.
2. Establish LOS B for Public Works building square feet on San Juan, Orcas, Lopez, and Shaw islands.
3. Establish LOS C for Public Works acreage on San Juan, Orcas, Lopez, Shaw, Waldron, and Decatur islands.
4. Initiate the following response mechanisms if the LOS standard for County public works buildings or grounds fall below the established LOS:
 - a. Re-evaluate the LOS standard to determine if it is appropriate and if not, revise the LOS standard.
 - b. Increase County public works facility capacity by:
 - i. Contracting with the private sector to provide additional capacity.
 - ii. Constructing or purchasing additional building space or acreage; or
 - iii. Remodeling existing facilities; or
 - iv. Renting, leasing, or purchasing appropriate building space or acreage; or
 - v. Implementing telecommuting, flextime, and night.

County Parks and Recreation

Goal 5: Provide residents with a range of recreational opportunities consistent with island character.

Policies:

1. Measure County parks and recreation facilities on each of the four ferry-served islands.
2. Measure County parks and recreation facilities as follows:
 - Acres of park per capita,
 - Number of public beach access points per capita,
 - Number of boat launches per capita
 - Number of day use and overnight camping sites per capita, and
 - Miles of developed hiking trails per capita.

- 1 3. Establish LOS B for County park acreage, beach access points, boat launches, day use sites, camp sites
2 and hiking trails.
3
- 4 4. Review and revise the *Parks, Trails and Natural Areas and Non-Motorized Transportation Plan* every
5 six years evaluating recreational facilities in terms of the County's ability to respond to the
6 recreational needs of each island.
7
- 8 5. Acquire and develop property needed to meet current and anticipated recreational needs.
9
- 10 6. Consider the plans and programs of local, state, and federal jurisdictions and agencies when
11 formulating recreational plans and programs, and cooperate with them to improve recreational
12 opportunities.
13
- 14 7. Initiate the following response mechanisms when facilities fall below established LOS standards:
15
 - 16 a. Re-evaluate the LOS standard to determine if it is appropriate and if not, revise the LOS standard.
17
 - 18 b. Increase park and recreation facility capacity by:
19
 - 20 i. Encouraging the development of private facilities that meet County park and recreation
21 goals; or
22
 - 23 ii. Working with private property owners to allow public recreation on the shoreline; or
24
 - 25 iii. Acquiring and developing appropriate properties for new parks; or
26
 - 27 iv. Developing additional facilities at existing County Parks; or
28
 - 29 v. Developing County road-ends with marine recreation potential; or
30
 - 31 vi. Acquiring appropriate shoreline properties for public access to marine waters; or
32
 - 33 vii. Acquiring and developing access to existing public shorelines; or
34
 - 35 viii. Working with other public agencies to increase recreation on the shoreline; or
36
 - 37 ix. Identifying bicycle and pedestrian lanes and roadside rest areas on appropriate County
38 roads.
39
 - 40 x. Encouraging the County Parks and Recreation Board, Land Bank and Public Works to identify
41 and acquire trails and easements exclusively for recreational pedestrian and equestrian use.
42
 - 43 c. Decrease demand for park and recreation facilities by evaluating the Land Use Element and
44 Shoreline Master Program rates and amount of growth allowed.
45

1 **7.4.B PUBLIC SCHOOLS**
2

3 **Goal: Ensure that school-age residents have adequate public school facilities and healthy learning**
4 **environments.**

5
6 Policies
7

- 8 1. Review the LOS standards and measurements adopted by individual school districts.
9
10 2. Encourage independent school districts to provide the County with public school facility needs on a
11 biennial basis.
12
13 3. Encourage school districts to consider the following response mechanisms if school facilities fall below
14 established LOS standards:
15
16 a. Re-evaluate the LOS standard to determine if it is appropriate and if not, revise the LOS standard.
17
18 b. Increase public school facility capacity by:
19
20 i. Purchasing additional acreage for new school facilities and/or for new athletic fields; or
21
22 ii. Constructing additional public school facilities; or
23
24 iii. Remodeling existing public school facilities; or
25
26 iv. Renting, leasing, or purchasing appropriate additional building space; or
27
28 v. Implementing new scheduling strategies to use existing facilities more efficiently.
29
30 4. Consider, with school districts that have adopted LOS standards, adoption of a concurrency
31 management regulations to prohibit new development if a development would causes the LOS to
32 decline below the adopted standard, unless improvements or strategies to accommodate the impacts
33 of development are made concurrently with the development.
34
35 5. If impact fees are to be collected, require school districts to develop a cost analysis for providing public
36 education in their district and develop a program with the County to establish the fee.
37
38 6. If impact fees are to be collected, require residential land development to contribute to the provision
39 of public school facilities.
40

1 **7.5 GOALS AND POLICIES FOR OTHER CAPITAL FACILITIES AND SERVICES**

2
3 Many facilities and services important to County residents and the quality of life are owned or operated
4 by independent taxing districts, and public or private service organizations. Under the GMA, they are not
5 subject to LOS or concurrency standards. However, the County establishes the following goals and policies
6 for these facilities for future planning purposes.
7

8 **7.5.A MEDICAL CLINICS**

9
10 **Goal: Foster accessible and affordable health care to County residents.**

11 **Policies**

- 12
13
14 1. Encourage public and private medical clinics to maintain high levels of service.
15
16 2. Encourage public and private medical clinics to maintain the following 1993 baseline facility levels:
17

San Juan Island	1.37 square feet per capita
Orcas Island	1.58 square feet per capita
Lopez Island	1.30 square feet per capita

18
19 **7.5.B SENIOR CENTERS**

20
21 **Goal: Support the provision of senior services to County senior citizens.**

22 **Policies**

- 23
24
25 1. Contribute a portion of funds generated from County hotel/motel lodging taxes for services provided
26 through non-profit senior centers.
27
28 2. Be responsive to the facility needs of senior service centers.
29

30 **7.5.C PUBLIC LIBRARIES**

31
32 **Goal: Foster the availability of public library services to County residents.**

33 **Policies**

- 34
35
36 1. Be responsive to the facility needs of independent library districts.
37
38 2. Encourage public libraries to maintain 1993 baseline facility levels:
39

San Juan Island	1.54 square feet per capita
Orcas Island	1.58 square feet per capita
Lopez Island	1.75 square feet per capita

1 **7.5.D MUSEUMS**

2
3 **Goal: Support the display of exhibits at non-profit public museums that highlight the County’s rural and**
4 **maritime heritage, natural environment, and marine life.**

5
6 **Policy:** Encourage public museums to maintain 1993 baseline facility levels:
7

San Juan Island	1.28 square feet per capita
Orcas Island	0.72 square feet per capita
Lopez Island	0.45 square feet per capita

8
9 **7.5.E PERFORMING ARTS CENTERS**

10
11 **Goal: Support the provision of performing arts to County residents.**

12
13 **Policy:** Contribute a portion of funds generated from hotel/motel lodging taxes to performing arts theater
14 facilities, continue partial ownership in them, and ensure that high levels of service to the community are
15 maintained.
16

17 **7.5.F COMMUNITY COLLEGE AND CONTINUING EDUCATION**

18
19 **Goal: Foster continuing education opportunities for County residents.**

20
21 **Policy:** Encourage educational institutions to develop and expand educational opportunities to County
22 residents of all ages.
23

24 **7.5.G STATE, FEDERAL, AND OTHER PUBLIC PARKS AND RECREATION FACILITIES**

25
26 **Goal: Support the development of state, federal and other park and recreational opportunities that**
27 **maintain rural character and supplement San Juan County parks.**

28
29 **Policies**

- 30
- 31 1. Encourage and work with other agencies to coordinate recreational planning efforts with those of the
- 32 SJC Parks and Recreation Commission.
- 33
- 34 2. Coordinate with the Town of Friday Harbor, the Port and School districts, SJC Land Bank, Public Works,
- 35 SJC Parks and Recreation Commission, and SJC Fair Board in the provision of recreational facilities on
- 36 San Juan Island.
- 37

1 **7.5.H FIRE AND EMERGENCY MEDICAL SERVICES**
2

3 **Goal: Protect the safety of citizens and visitors by promoting the maximum efficiency and timely**
4 **provision of fire and emergency medical services.**
5

6 **Policies**
7

- 8 1. Establish LOS C as the baseline for adequate fire and emergency medical services in Fire Districts 2
9 and 3.
10
11 2. Establish LOS D as the baseline for adequate fire and emergency medical services in Fire Districts 4
12 and 5.
13
14 3. Support Fire and Emergency Medical Service districts by advising new home builders that increases in
15 response time in times of emergency may result from:
16
17 a. Siting homes on steep hills;
18
19 b. Creating private roads without sufficient turning radii for firefighting equipment; and
20
21 c. Not clearing brush or maintaining private roads.

DRAFT