



Policies related to facilities and equipment necessary to support County operations and services to support Island County's current and future population.

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10.1 INTRODUCTION

This Capital Facilities Element (CFE) is a mandatory Element of the Island County Comprehensive Plan as required by the Washington State Growth Management Act (GMA). Capital facilities are the long lasting facilities and equipment necessary to support County operations and services which generally call for significant investment. These generally include, but are not limited to facilities such as streets, roads, highways, sidewalks, parks and recreational facilities, schools, water supply and conveyance systems, storm water management systems, domestic waste and wastewater disposal and treatment systems, government buildings, and emergency service facilities. Capital facilities usually require funding separate from the County's general funds. Planning of capital facilities is crucial to support the County's current and future population, and effective planning can keep costs lower, provide better services and maintain facilities more thoroughly.

10.1.1 COMMUNITY SERVICES AND FACILITIES

As population growth continues, the County will need to increase expenditures for basic capital facilities and services.

Capital facility planning focuses on providing adequate capital facilities and services as required under the Growth Management Act. The County's Capital Facilities Element is an important tool linking land use and capital facilities planning with long-term fiscal planning. Participation by special purpose districts (pursuant to RCW 36.70.520) in this planning effort is important to the County's future. For example, intensively developed

CAPITAL FACILITIES GOALS

- 1** Establish Level of Service (LOS) Standards for each type of capital facility, and determine what capital improvements are needed in order to achieve and maintain the standards for existing and future populations and to repair or replace existing capital facilities.
- 2** Ensure the costs of County-owned capital facilities are within the County's funding capacity, and fairly distributed between users and the County in general.
- 3** Provide adequate capital facilities by constructing needed capital improvements which repair or replace obsolete or worn out facilities, eliminate existing deficiencies, and meet the needs of future development and redevelopment caused by previously issued and new development permits. The County's ability to provide needed improvements will be demonstrated by maintaining a financially feasible schedule of capital improvements in this Capital Facilities Plan (CFP) and the Capital Improvement Program (CIP).
- 4** Implement the Capital Facilities Element in a manner that coordinates and is consistent with the plans and policies of other Elements of the Island County Comprehensive Plan, the Countywide Planning Policies (CWPP), and the Growth Management Act of the State of Washington. Where possible, the Capital Facilities Element will also coordinate and be consistent with the plans and policies of other regional entities, adjacent counties, and municipalities.

CAPITAL FACILITIES GOALS (CONTINUED)

- 5** Implement programs to ensure that the goals and policies established in the Capital Facilities Element will be achieved or exceeded and that the necessary capital improvements will be constructed. Each implementation program will be adopted by ordinance as appropriate for each implementation program.
- 6** Provide for the siting of essential public facilities.
- 7** Ensure that those public services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current LOS below locally established minimum standards.

residential areas with septic tank drainfields require close monitoring to protect water quality. Alternative sewage treatment solutions may be needed for areas where concentrations of septic tank failures occur, yet population density will not support development of regionally centralized sewage treatment facilities.

Public police, fire protection, and health services must be integrated into planning efforts. Population growth and aging of school facilities will require building improvements or construction of new schools over the next 20 years. Independent capital facility and service providers will need to coordinate efforts with the Island County Comprehensive Plan to ensure consistency and meet the needs of the community.

10.1.2

ORGANIZATION OF THE CAPITAL FACILITIES ELEMENT

The Capital Facilities Element is broken into three parts:

1. 10 - Capital Facilities Element (CFE) :
 - Goals, policies and background information on the capital facilities program for Island County
 - Level of Service (LOS) Standards
2. 10A - Capital Facilities Plan (CFP):
 - Inventory of existing capital facilities
 - Comparison of existing LOS to the LOS Standards set in the CFE
 - A list of non-capital alternatives for achieving or maintaining Levels of Service
3. 10B - Capital Improvement Program (CIP):
 - Projects, including funding sources, approved by the Board of Island County Commissioners for the next 6 years

The CFE contains objectives, principles, and standards that guide and implement the provision of concurrent and adequate capital facilities. The purpose of the CFE is to use sound fiscal policies to provide adequate capital facilities consistent with the Land Use Element in order to achieve and maintain adopted LOS Standards

The CFP includes the projected needs for capital facilities for the next 20 years. One of the principal criteria for identifying needed capital improvements is standards for levels of service (LOS).

The annually updated Capital Improvement Program (CIP), which contains the schedule of capital expenditures, forms the basis of the annual capital improvement budget. The CIP contains the six-year plan for financing capital improvements that supports the County's current and future population and economy. The capital improvements are reasonably funded (i.e. not a wish list).

10.1.3 WHY PLAN FOR CAPITAL FACILITIES?

There are several reasons to plan for capital facilities. The three main reasons include:

1. Growth Management Act requirements
2. Best management practice
3. Eligibility for grants and loans

10.1.3.1 Growth Management Act Requirements

The Capital Facilities Elements is required by RCW 36.70A.070 to include:

1. An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities;
2. A 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.

Because the CFE is an open public process, development of the CFE enables citizen participation in decision making and ensures accountability of public funds. Also, participation in the capital planning process helps the community understand why a project may be given priority over others and what the funding limitations are. When seen in the context of a comprehensive planning and budgetary framework, prioritization and sequencing decisions are more clearly understood.

By establishing LOS Standards as the basis for providing capital facilities, and ensuring the adequacy of capital facilities during the division of land and building permit processes, the CFE helps maintain the quality of life in this community.

10.1.3.2 Best Management Practice

Planning for major capital facilities and their costs requires Island County to:

- Demonstrate the need for facilities and the need for revenues to pay for them;
- Estimate eventual operation and maintenance costs of new capital facilities that will impact the annual budget;
- Take advantage of sources of revenue that require a CFE in order to qualify for the revenue; and
- Get better ratings on bond issues when the County borrows money for capital facilities (thus reducing interest rates and the cost of borrowing money).

10.1.3.3 Eligibility for Grants and Loans

The State of Washington Department of Community, Trade and Economic Development's Public Works Trust Fund requires that local governments have a CFE in order to be eligible for loans. Some other grants and loans have similar requirements or give preference to governments that have a CFE.

10.1.4 OTHER STATUTORY REQUIREMENTS FOR CAPITAL FACILITIES PLANS

Other requirements of the GMA mandate forecasts of the long range future needs for capital facilities and the use of LOS Standards of facility capacity as the basis for capital facilities contained in the CFE (RCW 36.70A.020(12)). For this reason the planning period of the CFE extends for the entire 20 year planning period. As a result, capital facilities in the CFE must be based on quantifiable, objective measures of capacity, such as traffic volume capacity per mile of road or acres of park per capita.

One of the goals of the GMA is to ensure that those capital facilities necessary to support development be adequate to serve the development at the time development is available for occupancy. This concept is known as concurrency. Island County manages concurrency through the Concurrency Ordinance (ICC 11.04).

Although the statutory mandate for capital facilities planning originated with the adoption of GMA, the review of public works projects for consistency with the comprehensive plan originated in the Planning Enabling Act (RCW 36.70.540).

10.2 DEFINITIONS

The following definitions apply throughout this Capital Facilities Element.

“Capital Facility” or “Public Facility” means the publicly owned capital improvements and systems that serve Island County, including, but not limited to the following facilities or services. Some capital facilities (e.g. libraries, hospitals, etc.) are not currently considered in this Element but could be added to the definition of Capital Facilities in future CFE updates:

- A. Arterial Roads/Transit Routes
- B. Domestic Water
- C. Community Parks
- D. Sanitary sewer
- E. Schools
- F. Solid waste
- G. Surface and storm water management
- H. Transit

“Capital Improvement” means land, improvements to land, structures (including design, permitting, and construction), initial furnishings and selected equipment. Other capital costs, such as motor vehicles and motorized equipment, computers and office equipment, office furnishings, and small tools are considered to be minor capital expenses in the County’s annual budget, are not generally considered capital improvements for the purposes of this Comprehensive Plan, or the issuance of development permits.

“Category of Capital Facilities” means a specific group of capital facilities, as follows:

- A. Category A capital facilities are facilities owned or operated by Island County and subject to the requirement for concurrency.
- B. Category B capital facilities are facilities owned or operated by federal, state, or city governments, independent districts, or private organizations and subject to the requirement for concurrency.
- C. Category C capital facilities are facilities owned or operated by Island County but not subject to the requirement for concurrency.
- D. Category D capital facilities are facilities owned or operated by federal, state, or city governments, independent districts, or private organizations but not subject to the requirement for concurrency.

“Community parks” means parks owned and operated by the County as defined by the Parks and Recreation Element.

“Concurrency” means that adequate capital facilities are available when the impacts of development occur, except that in the case of transit routes and county/city/town arterial roads and their intersections, concurrent with development shall mean:

- A. That the capacity of an affected transit route/arterial or arterial intersection(s) is sufficient to accommodate the projected transportation impacts of a proposed development; or

- B. That improvements, strategies, or other mitigation measures which will achieve or maintain an operating level at or above the level of service standard established for the affected transit route/arterial or arterial intersection(s):
1. Are in place; planned, reasonably funded, and scheduled for completion no later six year after development approval as reflected in the most recent version of the adopted Transportation Improvement Program (TIP); or
 2. Will be available and complete no later than six years after development approval, as provided by a voluntary financial commitment (where appropriate) by the applicant that is in place at the time of the development's approval.

“Correction” means a project(s) or strategy(ies) to correct existing or projected Level of Service (LOS) deficiencies.

“Development activity” means any proposal requiring a permit or approval which will result in construction, development, earth movement, clearing, or other site disturbance and requires a permit, approval or authorization from the County or is proposed by a public agency.

“Essential public facilities” means those facilities that provide a service to the public and are required to support basic social needs in the community, region and state and to implement the comprehensive plan but are typically difficult to site because they may require an extremely large amount of acreage, can have aesthetic issues that may not meet standards for rural character, can create exceptionally high impacts from the amounts and type of transportation, excessive noise, odor, lighting and glare, and may involve unusually high security measures. Essential public facilities include but are not limited to airports, military installations, state educational facilities, state or regional transportation facilities, state and local correctional facilities, solid waste-handling facilities, and large in-patient facilities including substance-abuse facilities, mental health facilities, group homes, and secure community transition facilities.

“Level of Service (LOS) Standard” means an established minimum capacity of capital facilities that must be provided per unit of demand or other appropriate measure of need. See section 10.3 for more details on LOS Standards.

“Mitigation” means the avoidance or minimization of a development activity's impact upon an affected arterial or arterial intersection through such means as limiting or altering the proposed uses, intensities, or design of the development or by compensating for the impact by replacing, enhancing, or providing system improvements which provide additional capacity.

“Planned Transportation Facility” means a correction project scheduled to be completed no later than the sixth year of the current Transportation Improvement Program (TIP) for which a financial commitment has been made and projects to be funded in total or in part by the state/city/town or for which voluntary financial commitments have been secured.

“Reasonably Funded” means a mitigation measure or other transportation improvement that is scheduled for completion and is designated as funded in the current version of the Transportation Improvement Program (TIP) of the County or City/Town.

“Strategies - Transportation Demand Management” means managing transportation demand, usually to reduce it or to shift it to different times, locations, routes, or modes all designed to increase the number of person-trips which can be carried on the highway system without significantly increasing the design capacity of the highway system and without increasing the number of through traffic lanes.

“Transit Routes” means County/City/Town Roads identified in the adopted Transportation Elements of the respective political subdivision. Roads used by Island Transit that are not identified in the referenced Transportation Elements will be considered for inclusion in the plans as transit routes during updates of the Transportation Elements and are not considered transit routes until they are so identified

10.3 LEVEL OF SERVICE (LOS) METHOD FOR ANALYZING CAPITAL FACILITIES

10.3.1 EXPLANATION OF LOS

Level of Services (LOS) are usually quantifiable measures of the capacity of capital facilities. LOS may also measure the quality of some capital facilities. LOS should be set to reflect realistic expectations consistent with the achievement of growth aims. Setting such levels too high, such as requiring 100 acres of parks per every resident, could be unrealistic and costly. Setting levels too low, such as only needing to have a solid waste transfer station process a pound of waste per 10,000 residents per day, when in reality each resident is producing much more than, could result in an inadequate facilities. LOS Standards are generally an established minimum capacity for capital facilities or services that is planned to be provided per unit demand or other appropriate measure of need and is used as a gauge for measuring the quantity of service.

Concurrency is another important factor in setting LOS Standards. Currently, the County's concurrency ordinance only includes transportation systems. Not meeting the road LOS Standards requires a moratorium on development. LOS Standards are valuable planning and budgetary tools even if concurrency is not required for that facility.

10.3.2 SETTING THE LOS STANDARDS

Because the need for capital facilities is largely determined by the adopted Level of Service (LOS) Standards, one of the primary purposes of the CFE is the selection of these standards. LOS Standards should be based on the community's vision and values for the future. The regionally-established LOS Standards for State highways and ferries are to be developed jointly with the State Department of Transportation to encourage consistency across jurisdictions. Island County, Oak Harbor, Langley, and Coupeville have established LOS Standards for their own arterial roadway systems and intersections and transit routes.

The LOS Standards are provided in detail in CF 1.2. The adopted standards:

1. Determine the need for capital improvements projects (see CF 2.3)
2. Are the benchmark when required for testing the adequacy of capital facilities for each proposed development pursuant to the concurrency requirements (see CF 4.3).

10.4 COUNTY MANDATES

10.4.1 COUNTY-WIDE PLANNING POLICIES (CWPP)

Many capital facilities either cross jurisdictional boundaries or are used by both rural and urban citizens. The County-Wide Planning Policies (CWPP) establishes policies for inter-jurisdictional coordination and planning around capital facilities. CWPP 3.6 includes restrictions on where certain capital facilities should be sited and which jurisdictions should be involved in the planning process.

10.4.2 NON-COUNTY CAPITAL FACILITIES

The CFE contains LOS Standards for certain non-County, publicly- and privately-owned facilities. By this means adequacy will be determined and ensured. Non-County providers will need to decide their relationship to the County's Element and how they intend to provide services at an acceptable LOS.

10.4.3 ESSENTIAL PUBLIC FACILITIES

The Growth Management Act (RCW 36.70A.200) requires that each local jurisdiction planning under the GMA provide a process within its Comprehensive Plan for identifying and siting essential public facilities. Facilities, such as airports, state education facilities, state or regional transportation facilities, state and local correctional facilities, solid waste handling, and inpatient facilities including substance abuse, mental health, and group home facilities require special consideration and planning when selecting appropriate sites. The GMA does not directly require that Federal facilities be included when identifying essential public facilities. Federal lands are not subject to local land use regulations under GMA.

The GMA prohibits local jurisdictions from imposing outright bans on essential public facilities. Due to the size and location of Island County, it is highly unlikely that any new essential public facilities, such as large scale utilities, will be constructed in the foreseeable future. Goal CF 6 and subsequent policies relate to the siting of essential public facilities. CWPP 3.7 includes additional policies related to the siting of essential public facilities.

10.5 GOALS AND POLICIES

Level of Service

Goal 1. Establish Level of Service (LOS) Standards for each type of capital facility, and determine what capital improvements are needed in order to achieve and maintain the standards for existing and future populations and to repair or replace existing capital facilities.

CF 1.1. The County's adopted LOS Standards for Categories A and B capital facilities are as follows:

CF 1.1.1. Category A. The LOS Standards of each type of capital facility in Category A, as defined above, shall apply to development permits issued by the County after the effective date of implementation of this Element, as described in CF 3.3, the County's annual budget, the County's Capital Improvements Program, and other Elements of this Comprehensive Plan.

CF 1.1.2. Category B. The LOS Standards of each type of capital facility in Category B, as defined above, shall apply to development permits issued by the County after the effective date of implementation of this Element, as described in CF 3.3, and other Elements of this Comprehensive Plan. Category B capital facilities are provided by entities other than Island County, therefore the LOS Standards shall not apply to the County's annual budget or the County's Capital Improvements Program.

CF 1.1.3. Categories C and D. The LOS Standards for those capital facilities in Categories C and D, as defined above, that are required to be found adequate pursuant to RCW 58.17 or required to be found adequate for building permits, shall apply to development permits issued by the County, as applicable.

CF 1.2. The LOS Standards for capital facilities shall be as follows. The County recognizes that the methodology used to determine the LOS Standards for capital facilities may need to be revisited and adjusted with future updates to this element. These standards apply to the unincorporated area of the County. Municipalities may establish different LOS Standards.

CF 1.2.1. Category A Capital Facilities:

CF 1.2.1.1. County Roads (rural arterials & transit routes): See the Transportation Element

CF 1.2.1.2. County Roads (urban arterials & transit routes): See the Transportation Element

2016 UPDATES

NEW New goals and policies are indicated with ***red italicized*** numbering

REVISED Goals and policies that have been revised (more than minor text edits) are indicated with ***blue italicized*** numbering

CF 1.2.4.3.1. Must be designed to control both stormwater quantity and quality impacts.

CF 1.2.4.3.2. Surface Water – Habitat – Both areas: Restore in-stream flows, reduce peaks, and maintain clear fish passage.

CF 1.2.4.3.3. Surface Water – Quality – Both Areas: Federal/State water quality standards for receiving waters

CF 1.2.4.4. Domestic Water: Refer to State Department of Health and Island County Code for proof of water availability requirements

CF 1.2.4.5. State Transportation Facilities:

CF 1.2.4.5.1. Regional Facilities: As adopted by Island Regional Transportation Planning Organization (IRTPO)

CF 1.2.4.5.2. State-wide Facilities: As adopted by WSDOT/Legislature

CF 1.2.4.5.3. Ferry: As adopted by WSDOT/Legislature

CF 1.3. Determining Capital Facility Needs. The County shall determine the quantity of capital improvements needed to eliminate existing deficiencies and to meet the needs of future growth. The following methodology shall be used in determining capital facility needs.

CF 1.3.1. The quantity of capital improvements shall be determined by the following calculation: $Q = (S \times D) - I$,

Where: Q is the quantity of capital improvements needed,

S is the standard for LOS,

D is the demand, such as the population, and

I is the inventory of existing facilities.

CF 1.3.2. The calculation shall be used for existing demand in order to determine existing deficiencies. The calculation shall be used for projected demand in order to determine needs of future growth.

CF 1.3.3. LOS is not the exclusive determinant for capital improvement needs. Repair, remodeling, renovation, and replacement of obsolete or worn out facilities as determined by the Board of Island County Commissioners, or the construction of capital facilities in excess of the minimum LOS Standards adopted in this Element, may be constructed or acquired at any time as long as the following conditions are met:

CF 1.3.3.1. The capital improvement does not make financially infeasible any other capital improvement that is needed to achieve or maintain the LOS Standards adopted in this Element, and

- CF 1.3.3.2. The capital improvement does not contradict, limit or substantially change the goals and policies of any Element of this Comprehensive Plan, and
- CF 1.3.3.3. One of the following conditions is met:
 - CF 1.3.3.3.1. The excess capacity is an integral part of a capital improvement that is needed to achieve or maintain LOS Standards (i.e., the minimum capacity of a capital project is larger than the capacity required to provide the LOS).
 - CF 1.3.3.3.2. The excess capacity provides “economies of scale” making it less expensive than a comparable amount of capacity if acquired at a later date.
 - CF 1.3.3.3.3. The asset acquired is land that is environmentally sensitive, or designated by the County as necessary for conservation or recreation.
 - CF 1.3.3.3.4. The excess capacity is part of a capital project financed by general obligation bonds approved by referendum.
- CF 1.3.4. The County may provide non-capital alternatives to achieve and maintain the adopted LOS Standards. Non-capital alternatives use programs, strategies or methods other than traditional “brick and mortar” capital standards. Non-capital alternatives include, but are not limited to the following:
 - CF 1.3.4.1. Programs that reduce or eliminate the need for the capital facility.
 - CF 1.3.4.2. Programs that provide a non-capital substitute for the capital facility (e.g. electronic home monitoring or other sentencing alternatives to incarceration in traditional jail facilities).
 - CF 1.3.4.3. Programs that reduce the demand for a capital facility or the service it provides (e.g. telecommuting as an alternative to commuting to work; transit as an alternative to cars; recycling as an alternative to landfills).
 - CF 1.3.4.4. Programs that use alternative methods to provide the same LOS (e.g. “natural” drainage in managed flood basins as an alternative to levees and dikes).
 - CF 1.3.4.5. Programs that use existing facilities more efficiently to reduce the need for additional facilities (e.g. night court as an alternative to more courtrooms during the day; flextime and evening and night shifts as an alternative to additional space for government staff).
- CF 1.3.5. Any capital improvement that is needed as a result of any of the factors listed in CF 1.3.3 shall be included in the regular schedule of capital improvements contained in both the Capital Facilities Plan (CFP) and the Capital Improvements Program (CIP). All such capital improvements shall be approved in the same manner as the capital improvements that are needed according to the quantitative analysis described in CF 1.3.1.

CF 1.4. Priorities. The relative priorities among capital improvements projects are as follows:

CF 1.4.1. *Priorities Among Types of Capital Facilities.* Relative priorities among types of capital facilities (i.e., roads, septage, etc.) should be established by adjusting the LOS Standards and the available revenues until the resulting capital facilities needs become financially feasible. This process should be repeated with each update of the Capital Facilities Element to allow for changes in priorities among types of capital facilities.

CF 1.4.2. Priorities of Capital Improvements Within a Type of Capital Facility.

Capital improvements within a type of capital facility are to be evaluated on the following criteria and considered in the order of priority listed below. The County shall establish the final priority of all capital facility improvements using the following criteria as general guidelines. Any revenue source that cannot be used for a high priority facility shall be used beginning with the highest priority for which the revenue can legally be expended.

CF 1.4.2.1. New capital facilities, and improvements to existing capital facilities, that eliminate public hazards if such hazards were not otherwise eliminated by facility improvements prioritized according to CF 1.4.2.2 of CF 1.4.2.3.

CF 1.4.2.2. Reconstruction, rehabilitation, remodeling, renovation, or replacement of obsolete or worn out facilities that contribute to achieving or maintaining LOS adopted in this Element.

CF 1.4.2.3. New or expanded facilities that reduce or eliminate deficiencies in LOS for existing demand.

CF 1.4.2.4. Improvements to existing facilities, and new facilities that significantly reduce the operating cost of providing a service or facility, or otherwise mitigate impacts of capital facilities on future operating budgets.

CF 1.4.2.5. New facilities that exceed the adopted LOS for new growth during the next six fiscal years by either

- Providing excess capital facility capacity that is needed by future growth beyond the next six fiscal years, or
- Providing higher quality capital facilities than are contemplated in the County's normal design criteria for such facilities.

CF 1.4.2.6. Facilities not described in CF 1.4.2.1 through CF 1.4.2.5, but which the County is obligated to complete, provided that such obligation is evidenced by a written agreement the County executed prior to the adoption of this Element.

CF 1.4.3. All facilities scheduled for construction or improvement in accordance with this policy shall be evaluated to identify any plans of State or local governments or districts that affect, or will be affected by, the proposed County capital improvement.

- CF 1.4.4. Project evaluation may also involve additional criteria that are unique to each type of capital facility, as described in other Elements of this Comprehensive Plan.

Financial Feasibility

Goal 2. Ensure the costs of County-owned capital facilities are within the County's funding capacity, and fairly distributed between users and the County in general.

CF 2.1. Financial Feasibility. The estimated costs of all needed capital improvements shall not exceed conservative estimates of revenues from sources that are available to the County pursuant to current statutes, and which have not been rejected by referendum, if a referendum is required to enact a source of revenue. Conservative estimates need not be the most pessimistic estimate, but cannot exceed the most likely estimate.

CF 2.2. Financing Policies. Capital improvements shall be financed, and debt shall be managed as follows:

- CF 2.2.1. Capital improvements for County enterprise funds (e.g. solid waste) shall be financed by one of the following:
- CF 2.2.1.1. Debt to be repaid by user fees and charges and connection or capacity fees for enterprise services.
 - CF 2.2.1.2. Current assets (e.g. reserves, equity or surpluses, and current revenue, including grants, loans, donations and interlocal agreements).
 - CF 2.2.1.3. A combination of debt and current assets.
- CF 2.2.2. Capital improvements financed by non-enterprise funds shall be financed from either current assets: (i.e., current revenue, fund equity and reserves), or debt, or a combination thereof. Financing decisions shall include consideration for which funding source (current assets, debt, or both) will be most cost effective, consistent with prudent asset and liability management, appropriate to the useful life of the project to be financed, and the most efficient use of the County's ability to borrow funds.
- CF 2.2.3. Debt financing shall not be used to provide more capacity than is needed within the schedule of capital improvements for non-enterprise capital facilities unless one of the conditions of CF 2.3.3.3 is met. For REET 1, REET 2, and Conservation Futures Funds, the total 6-year planning period obligations to debt service shall not exceed 50% of the total 6-year planning period revenue of the individual funds.

CF 2.3. Operating and Maintenance Costs. Except for open space and habitat areas, the County shall not provide a capital facility, nor shall it accept the provision of a capital facility by others, if the County or other provider is unable to pay for the subsequent annual operating and maintenance costs of the facility. Non-capital alternatives, as provided in CF 1.3.3, shall be utilized to meet LOS standards if operating and maintenance cost restrictions prohibit capital construction.

CF 2.4. Revenues Requiring Referendum (voter approval). In the event that sources of revenue require voter approval in a local referendum that has not been held, and a referendum is not held, or is held and is not successful, this Comprehensive Plan shall be revised at the next annual amendment to adjust for the lack of such revenues, in any of the following ways:

- Reduce the LOS for one or more capital facilities;
- Increase the use of other sources of revenue;
- Decrease the cost, while retaining the quantity of the facilities that is inherent in the standard for LOS;
- Decrease the demand for and subsequent use of capital facilities;
- A combination of the above alternatives.

CF 2.5. Conditional Permits for Projects Waiting Approved Financing. All development permits issued by the County which require capital improvements that will be financed by sources of revenue which have not been approved or implemented (such as future debt requiring a referendum) shall be conditioned on the approval or implementation of the indicated revenue sources, or the substitution of a comparable amount of revenue from existing sources.

CF 2.6. Funding Shortage. The Land Use Element will be reassessed if probable funding falls short of meeting existing needs and to ensure that the Land Use Element, Capital Facilities Element, and financing plan within the Capital Facilities Element are coordinated and consistent.

Provide Needed Improvements and Concurrency Management

Goal 3. Provide adequate capital facilities by constructing needed capital improvements which repair or replace obsolete or worn out facilities, eliminate existing deficiencies, and meet the needs of future development and redevelopment caused by previously issued and new development permits. The County's ability to provide needed improvements will be demonstrated by maintaining a financially feasible schedule of capital improvements in this Capital Facilities Plan (CFP) and the Capital Improvement Program (CIP).

CF 3.1. Schedule of Capital Improvements. The County shall provide the County-owned capital improvements listed in the CIP. The CIP may be modified as follows:

CF 3.1.1. The CIP shall be updated annually.

CF 3.1.2. Pursuant to the Growth Management Act, amendments to the CIP may only occur during the annual update.

CF 3.1.2.1. In certain cases, the CIP may be adjusted by budgetary amendment rather than through an amendment to the Comprehensive Plan. The conditions under which this may occur include: correction of errors, updates of data,

emergencies, reallocation of funds between projects appearing within the adopted plan regardless of year, or modifications concerning costs; revenue sources; acceptance of facilities pursuant to dedications which are consistent with the approved CIP; or the date of construction (so long as it is completed within the 6-year period) of any facility enumerated in the schedule of capital improvements.

- CF 3.1.3. Any act, or failure to act, that causes any project listed in the CIP for which concurrency is required to be scheduled for completion in a fiscal year later than the fiscal year indicated in the CIP shall be effective only if the act, or failure to act, causing the delay is subject to one of the following:
 - CF 3.1.3.1. Projects providing capacity equal to, or greater than the delayed project are accelerated within, or added to the CIP, in order to provide capital facility capacity in the fiscal year at least equal to the capacity scheduled prior to the act which delayed the subject project.
 - CF 3.1.3.2. Amendment of the Comprehensive Plan (during the allowable annual amendment) to reduce the adopted LOS Standards for capital facilities until the fiscal year in which the delayed project is scheduled to be completed.
- CF 3.2. Budget Appropriation of CIP. The County shall include in the capital appropriations of its annual budget all the capital improvements projects listed in the CIP for expenditure during the appropriate fiscal year, except that the County may omit from its annual budget any capital improvements for which a binding agreement has been executed with another party to provide the same project in the same fiscal year. The County may also include in the capital appropriations of its annual budget additional capital facility projects that conform to CF 1.3.3 and CF 1.4.2.6.
- CF 3.3. Adequate Capital Facility Concurrency. The county shall condition the issuance of development permits on a determination that there is sufficient capacity of Category A and Category B capital facilities to meet the LOS Standards for existing and approved development and the impacts of the proposed development are concurrent with the proposed development.
 - CF 3.3.1. In implementing ordinances, the County should consider setting specific development permit threshold levels depending upon the classification and/or ownership of the transportation facility.
 - CF 3.3.2. A finding of concurrency should be a prerequisite of applying for a permit for a non-exempt development activity.
 - CF 3.3.3. For the purpose of this policy and the County's land development regulations, "concurrent with" shall be defined as follows and the availability of capital facility capacity to support development concurrent with the impacts of such development shall be determined in accordance with the following:
 - CF 3.3.3.1. For all Category A and B capital facilities except arterial roads and transit routes:

- CF 3.3.3.1.1. The necessary facilities and services are in place at the time a development permit is issued; or
- CF 3.3.3.1.2. Development permits are issued subject to the condition that the necessary facilities and services will be in place when the impacts of the development occur; or
- CF 3.3.3.1.3. The necessary facilities are under construction at the time a development permit is issued, and the necessary facilities will be in place when the impacts of the development occur; or
- CF 3.3.3.1.4. The necessary facilities are the subject of a binding executed contract which provides for the actual construction of the required facilities and guarantees that the necessary facilities will be in place when the impacts of the development occur; or
- CF 3.3.3.1.5. The necessary facilities are guaranteed in an enforceable development agreement that must guarantee that the necessary facilities will be in place when the impacts of the development occur.
- CF 3.3.3.2. For arterial roads and transit routes:
- CF 3.3.3.2.1. Any of the provisions of CF 3.3.3.1; or
- CF 3.3.3.2.2. The County has in place binding financial commitments to complete the necessary capital facilities within six years, provided that:
- The CIP and Transportation Improvement Program (TIP) must be financially feasible.
 - The County uses a realistic, financially feasible funding system based on revenue sources available according to laws adopted at the time the CIP is adopted.
 - Improvements, strategies, or other mitigation measures which will achieve or maintain an operating level at or above the LOS Standard for the affected arterial, transit route, or their intersection are in place, planned, and reasonably funded, and the CIP must demonstrate that the actual construction of the arterial roads and transit routes are scheduled to commence on or before the sixth year of the CIP.
 - The CIP must include necessary facilities to maintain the adopted LOS Standards to serve the new development proposed to be permitted and the necessary facilities required to eliminate existing deficiencies.

- The concurrency period may be shorter than 6 years if the impact on the LOS of the facility is severe.

CF 3.3.3.3. For those capital facilities that are not designated as Category A or B capital facilities and for which the State Subdivision Law (RCW 58.17) requires a finding that appropriate provisions have been made for specified capital facilities, regulations/policies will be enacted to support the “approving authorities” finding and/or action in approving or disapproving the proposal. The check for adequacy logically occurs during the preliminary approval process of a regulated division of land or in the case of a building permit, prior to its issuance.

CF 3.3.4. The County will evaluate and update current development regulations to identify non-exempt development and ensure all non-exempt development demonstrates that there is adequate capacity for Category C and Category D facilities to meet the LOS Standards.

CF 3.3.5. No permit for an identified non-exempt development activity shall be issued by the County without a determination of the concurrency of Category A and Category B capital facilities. Verifying that concurrency exists should be a prerequisite of submittal of a permit for a non-exempt development activity.

CF 3.3.6. As specified in the implementing regulation, non-exempt development permits issued pursuant to CF 3.3.4 and CF 3.3.5 shall be subject to the following requirements:

CF 3.3.6.1. For the following capital facilities, the capacity must meet the LOS Standards prior to the issuance of the building permit.

- Domestic water
- Sanitary sewer
- Surface water

CF 3.3.6.2. For the following capital facilities, the capacity must be available within the area of impacts as determined by a traffic report/study at the time of development, as defined in the implementing ordinance, or be the subject of a specific financial commitment, strategies, or mitigation to meet the standards within 6 years of the issuance of the final development permit:

- County Arterial roads
- County Transit routes
- State Route 20
- State Route 525

CF 3.3.6.3. The determination that facility capacity is available to meet the LOS Standards shall apply only to specific uses, densities, and intensities based

on information provided by the applicant and included in the development permit.

- CF 3.3.6.4. The determination that facility capacity is available to meet the LOS Standards shall be valid for the same period of time as the underlying development permit, including any extensions of the underlying development permit. If the underlying development permit does not have an expiration date, the capacity shall be valid for a period not to exceed two (2) years.
- CF 3.3.6.5. The determination that facility capacity is available to meet the LOS Standards shall be binding on the County.
- CF 3.3.6.6. The LOS Standards of Category A and Category B capital facilities shall be applied to the issuance of development permits, as defined in the implementing ordinance, on geographical basis.
- CF 3.3.6.7. Capital facilities shall achieve and maintain the LOS Standards within the service area as determined by a concurrency management process. No development permit application for a non-exempt development activity, as defined in the implementing ordinance, may be submitted if the LOS Standards are not achieved and maintained for the following capital facilities and assigned service areas:
- CF 3.3.6.7.1. County arterials/transit routes/intersection - the service area includes those County arterials/county transit routes and their intersections impacted by the proposed development as determined by a traffic report/study submitted in compliance with the requirements of the County concurrency management program.
- CF 3.3.6.8. No further determination of capacity for the subject property shall be required prior to the expiration of the determination of capacity for the development permit provided that the capacity has been reserved for the development permit. The subject property may extend the reservation of capacity to subsequent development permits for the same property. Any change in the density, intensity, or land use that requires additional capital facilities or capacity is subject to review and approval or denial by the County.
- CF 3.3.6.9. The check for adequacy shall be performed only for certain capital facilities that are designated herein as Category C or D capital facilities and for which the State Subdivision Law (RCW 58.17) requires a finding that appropriate provisions have been made for the specified capital facility prior to preliminary approval of the development activity.
- Drainage ways
 - County parks

- Potable water supplies
- Sanitary wastes
- School sites
- Streets and roads
- Transit stops

CF 3.3.7. The County should evaluate development regulations as they relate to vested rights and ensure vested rights provisions are consistent with state statutes and recent Washington case law.

CF 3.3.8. Island County will continually evaluate and seek opportunities to enhance the effectiveness of County established drainage systems and when possible, invest in additional drainage infrastructure to mitigate flooding within the County.

Coordination and Consistency with Other Plans and Policies

Goal 4. Implement the Capital Facilities Element in a manner that coordinates and is consistent with the plans and policies of other Elements of the Island County Comprehensive Plan, the Countywide Planning Policies (CWPP), and the Growth Management Act of the State of Washington. Where possible, the Capital Facilities Element will also coordinate and be consistent with the plans and policies of other regional entities, adjacent counties, and municipalities.

CF 4.1. Land Development. Manage the land development process to ensure that all development receives capital facility LOS equal to, or greater than the standards adopted in CF 1.2 by implementing the CIP and projects contained in the Capital Facilities Plan (CFP), and by using the fiscal resources provided for in Goal 2 and its supporting policies.

CF 4.1.1. All Category A and Category C capital facility improvements shall be consistent with the goals and policies of other Elements of this Comprehensive Plan. The location and LOS provided by projects in the CIP shall maintain adopted LOS Standards for existing and future development in a manner and location consistent with the Land Use Element of this Comprehensive Plan.

- CF 4.1.2. The County shall integrate its land use planning and decisions with its planning and decisions for capital facility improvements by developing, adopting, and using the programs listed in the Goal 6.
- CF 4.1.3. The land development regulations shall be amended to the extent permissible under State law to expedite land use decisions for County and non-County capital facility projects included in adopted CIP reviewed by the County. Such regulatory amendments will help ensure that capital facilities are provided in a timely, predictable, and cost effective manner and encourage the development of CIP by special purpose districts.
- CF 4.2. CWPP Implementation. Implementation of the Capital Facilities Element shall be consistent with the requirements of adopted CWPP.
- CF 4.2.1. The County will evaluate capital facilities of State or Regional significance as required by CWPP and State statute.
- CF 4.2.2. The County will use its Capital Facilities Element to support the CWPP pertaining to Urban Growth Areas.
- CF 4.3.** Sewer service may not be extended outside of an Urban Growth Area unless consistent with the exemptions listed in CWPP 3.6.1.

Implementation Programs

Goal 5. Implement the following programs by the effective date as adopted by the County, to ensure that the goals and policies established in the Capital Facilities Element will be achieved or exceeded and that the necessary capital improvements will be constructed. Each implementation program will be adopted by ordinance as appropriate for each implementation program.

- CF 5.1. Review of Applications for Development Permits. The County shall maintain its land development regulations to provide for a system of review of various classes of applications for development permits which applications, if granted, would impact the LOS of Category A and Category B capital facilities or for which a finding that appropriate provisions must be made pursuant to the State Subdivision Law (RCW 58.17). Such system of review shall assure that no final development permit, as defined in the implementing ordinance, shall be issued which results in a reduction in the LOS below the standards adopted in CF 1.2.1 and CF 1.2.2 for Category A and Category B capital facilities.
- CF 5.2. The land development regulations shall include, at a minimum, the provisions of CF 3.3 in determining whether a development permit can be issued. These regulations may also establish a class or classes of development that are exempt from concurrency requirements.
- CF 5.2.1. The land development regulations shall also address the circumstances under which capital facilities may be provided by applicants for development permits. Applicants for development permits may offer to provide capital facilities at the applicant's own expense

in order to ensure sufficient capacity of Category A and Category B capital facilities. Development permits may be issued subject to the provision of capital facilities by the applicant subject to the following requirements:

CF 5.2.1.1. The County and the applicant enter into an enforceable development agreement which shall provide, at a minimum, a schedule for construction of the Category A and/or Category B capital facilities and mechanisms for monitoring to ensure that the capital facilities are completed concurrent with the impacts of the development, or the development will not be allowed to proceed.

CF 5.2.1.2. The capital facilities to be provided by the applicant are contained in the CIP and will achieve and maintain the adopted LOS Standards concurrent with the impacts of development.

CF 5.3. Annual Budget. The annual budget shall include in its capital appropriations all projects in the CIP that are planned for expenditure during the subsequent fiscal year. Individual Conservation Futures projects will be identified annually consistent with I.C.C. 3.22A and miscellaneous courthouse, park, and solid waste improvements may or may not be specifically identified in the annual budget.

CF 5.4. Update of Capital Facilities Plan (CFP). The CFP shall be reviewed and updated annually. The update shall include:

- Review of population projections
- Update of inventory of capital facilities
- Update of capital facilities requirements analysis (actual LOS compared to adopted standards)
- Update of revenue forecasts
- Revision and development of the CIP for the next six fiscal years
- Amendments to the CFP, including amendments to LOS Standards, capital projects, and the financing plan sources of revenue.

CF 5.5. Concurrency Implementation and Monitoring System. The county shall establish and maintain Concurrency Implementation and Monitoring Systems. The systems shall consist of the following components:

CF 5.5.1. Annual Report on the Capacity and LOS of Capital Facilities for which concurrency is required. The County should create an annual report that summarizes the actual capacity of capital facilities compared to the LOS Standards adopted in CF 1.2.1 and CF 1.2.2, and forecast the capacity of capital facilities for the six succeeding fiscal years. The forecast shall be based on the most recently updated CIP. The annual report shall provide the initial determination of the capacity and LOS of capital facilities for the purpose of issuing development permits during the 12 months following completion of the annual report.

- CF 5.5.2. Capital Facility Capacity Review of Development Applications. The county shall use the procedures specified above, to enforce the requirements of CF 3.3 at the time each application for development in the unincorporated area is reviewed. Reviews of applications for development within municipal boundaries will be conducted according to the terms of interlocal agreements between the county and each city/town. Records shall be maintained during each fiscal year to indicate the cumulative impacts of all development permits approved during the fiscal year to date on the capacity of capital facilities as set forth in the most recent annual report on capacity and LOS of capital facilities.
- CF 5.5.3. Review of Changes to Planned Capacity of Capital Facilities. The County shall review each amendment to this Capital Facilities Element, in particular any changes in LOS Standards and changes in the CIP, in order to enforce the requirements of CF 3.1.3.
- CF 5.5.4. Concurrency Implementation Strategies. The County shall annually review the concurrency implementation strategies that are developed to implement CF 3.3 of this Capital Facilities Element. Such strategies may include, but are not limited to, the following:
- CF 5.5.4.1. LOS Standards may be phased to reflect the County's financial ability to increase capital facility capacity, and resulting LOS, from year to year. LOS Standards may be phased to specific fiscal years in order to provide clear, unambiguous standards for issuance of development permits. Phased standards, if any, will appear in CF 1.2.
- CF 5.5.4.2. LOS Standards may be applied according to the timing of the impacts of development on capital facilities. Final development permits which impact capital facilities in a matter of months are issued subject to the availability of capital facilities prior to the issuance of the building permit (except roads and transit which must be available within a maximum of 6 years of the final development permit, as defined in the implementing ordinance).
- CF 5.6. Evaluation Reports. Evaluation reports will address the implementation of the goals and policies of the Capital Facilities Element. The monitoring procedures necessary to enable the completion of evaluation include:
- Review of Annual Reports of the Concurrency Implementation and Monitoring System.
 - Review of Annual Updates of this Capital Facilities Plan, including updated supporting documents.
- CF 5.7. Contractor Performance System. The County will develop a system of monitoring the actual performance of contractors who design or construct capital facilities for the County. The monitoring system shall track such items as actual vs. planned time schedule, and actual vs. bid cost. The performance of contractors shall be considered when the County awards contracts for capital facilities.

Essential Public Facilities

Goal 6. Provide for the siting of essential public facilities.

- CF 6.1.** Provision shall be made in the comprehensive plan and development regulations for siting important and essential public or quasi-public facilities of County or State-wide significance. Examples include, but are not limited to, airports, state education facilities, solid waste handling facilities, and public and private utilities.
- CF 6.2. Siting requirements will be important factors in determining whether essential public facilities will be located in urban or in rural areas.
 - CF 6.2.1. Siting requirements for County facilities within UGAs will be jointly and cooperatively established with the municipalities.
- CF 6.3. Essential public facilities should not be located in Resource Lands and Critical Areas, as defined by 17.02B, unless there is a demonstrated need and no alternative siting options are reasonable/feasible.
 - CF 6.3.1. Siting of essential Public Facilities within Resource and Critical Lands must be consistent with the Comprehensive Plans of the County and Municipalities and must be compatible with adjacent land use and consistent with development regulations adopted pursuant to RCW 36.70A.
- CF 6.4. Essential public facilities sited outside of urban growth areas must be self-supporting and not require the extension of urban services and facilities.
- CF 6.5. The siting of major energy facilities, including throughput transmission facilities, shall not be considered essential public facilities and therefore, comprehensive plans, development regulations and local policies will apply to the siting of such facilities.
- CF 6.6. Essential public facilities shall not be sited in the Commercial Agriculture land use zone.

Public Services

Goal 7. Ensure that those public services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current LOS below locally established minimum standards.

- CF 7.1. Promote the adopted Emergency Response Plan. The objective is to avoid duplication, foster rapid efficient communication and insure prompt delivery of emergency services.
- CF 7.2. Promote the development of a comprehensive social and health service delivery program focusing on the identification of valid social and health needs and implementation of action programs.
- CF 7.3. Coordinate and plan for the provision of public services, and their related facilities, in the most cost effective manner incorporating both the public and private sector.