

**COMPREHENSIVE PLAN**  
**ELEMENT 7**  
**CAPITAL FACILITIES**

**June 2009**

*"Our islands are places where all citizens can safely walk or play, day or night. . . . Health care and help in time of need are accessible and affordable. . . . Learning is a continuing lifelong process which is encouraged and aided by the community. . . . Recycling, solid waste, and sewage treatment are managed within the confines of each island in an environmentally sound manner. . . . Our cultural facilities such as libraries, museums, and theaters are focal points of activity and community support. . . . Well managed parks, trails, and shoreline access, where appropriate, provide islanders with recreation with due regard for both the rights of private property owners and the natural limitations of each site."*



**ELEMENT 7**

**CAPITAL FACILITIES**

**TABLE OF CONTENTS**

<b>7.1</b>	<b>INTRODUCTION</b>	
7.1.A	Purpose .....	1
7.1.B	Level of Service (LOS) Measures and Standards.....	1
7.1.C	Categories of Capital Facilities and Services .....	1
	1. Urban vs. Rural Capital Facilities and Services .....	1
	2. Inventory of Capital Facilities and Services: Categories A and B.....	2
7.1.D	Concurrency .....	2
7.1.E	Projected Capital Facility and Service Needs.....	6
7.1.F	Capital Financing Plan .....	6
7.1.G	Essential Public Facilities.....	7
7.1.H	Relationship to Other Plans .....	7
7.1.I	Consistency With Plans of Adjacent Jurisdictions .....	7
<b>7.2</b>	<b>GENERAL GOALS AND POLICIES</b>	
7.2.A	General Goals and Policies.....	7
7.2.B	LOS Goals and Policies .....	9
7.2.C	Concurrency Management Goals and Policies.....	12
7.2.D	Capital Facility Financing Goals and Policies .....	13
<b>7.3</b>	<b>GOALS AND POLICIES FOR CATEGORY-A CAPITAL FACILITIES</b>	
7.3.A	County Solid Waste Recycling .....	15
7.3.B	Community Water Systems.....	17
7.3.C	Community Sewage Treatment Facilities .....	20
<b>7.4</b>	<b>GOALS AND POLICIES FOR CATEGORY-B CAPITAL FACILITIES</b>	
7.4.A	County Government Services .....	22
	1. General Administration .....	22
	2. Sheriff.....	23
	3. Public Works .....	25
	4. County Parks and Recreation.....	27
7.4.B	Public Schools .....	30
<b>7.5</b>	<b>GOALS AND POLICIES FOR OTHER CAPITAL FACILITIES AND SERVICES</b>	
7.5.A	Medical Clinics.....	31
7.5.B	Senior Centers.....	31
7.5.C	Public Libraries .....	31
7.5.D	Museums .....	32
7.5.E	Performing Arts Centers.....	32

<b>7.5.F</b>	Community College and Continuing Education .....	32
<b>7.5.G</b>	State, Federal, and Other Public Parks and Recreation Facilities.....	32
<b>7.5.H</b>	Fire and Emergency Medical Services .....	32

### **LIST OF FIGURES**

Figure 1.	Category-A, and -B Capital Facilities in District 1 .....	3
Figure 2.	Category-A, and -B Capital Facilities in District 2 .....	4
Figure 3.	Category-A, and -B Capital Facilities in District 3 .....	5

### **LIST OF TABLES**

Table 1.	Rural and Urban Levels of Service.....	9
Table 2.	Categorization of Capital Facilities in San Juan County .....	10
Table 3.	LOS for Solid Waste and Recycling Facilities .....	16
Table 4.	LOS for Community Water Systems .....	18
Table 5.	LOS for Community Sewage Treatment Facilities.....	21
Table 6.	LOS for County Government Administration Buildings.....	23
Table 7.	LOS for San Juan Island Sheriff Facilities .....	24
Table 8.	LOS for Orcas Island Sheriff Facilities .....	24
Table 9.	LOS for Lopez Island Sheriff Facilities .....	24
Table 10.	LOS for San Juan Island Public Works Facilities.....	25
Table 11.	LOS for Orcas Island Public Works Facilities .....	26
Table 12.	LOS for Lopez Island Public Works Facilities .....	26
Table 13.	LOS for Shaw Island Public Works Facilities.....	26
Table 14.	LOS for Waldron Island Public Works Facilities .....	26
Table 15.	LOS for Decatur Island Public Works Facilities .....	26
Table 16.	LOS for San Juan Island Parks Facilities .....	28
Table 17.	LOS for Orcas Island Parks Facilities.....	28
Table 18.	LOS for Lopez Island Parks Facilities .....	28
Table 19.	LOS for Shaw Island Park Facilities .....	29
Table 20.	LOS for Fire and Emergency Medical Services.....	33

See APPENDIX 7 for Capital Facilities Inventory, Needs Analysis, and initial *Capital Financing Plan*



## 7.1 INTRODUCTION

### 7.1.A Purpose

The Capital Facilities Element (CFE) was developed to evaluate existing conditions, identify future planning needs, and then set out goals, policies, and preferences of the County for maintaining and improving the quality of capital facilities and services while assuring consistency with the goals and policies regarding use and development of land as expressed in the other elements of the *Comprehensive Plan*.

An inventory of capital facilities and services, baseline facility and service capacities for 1993, and a projection of future capital facility and service needs, is included in Appendix 7. The *Capital Financing Plan* (CFP) is also included in Appendix 7 and contains a six-year plan for financing County capital improvements that support the County's current and future population.

This element was prepared in accordance with WAC 365-195-315, and includes the following:

- Goals and policies for capital facilities
- Level-of-service (LOS) measures and standards for some capital facilities
- An inventory of existing capital facilities (Appendix 7)
- Projected facility needs for some capital facilities (Appendix 7)
- A six-year financing plan for needed capital facilities (Appendix 7)

### 7.1.B Level of Service Measures and Standards

One of the principal criteria for identifying needed capital improvements is the establishment of *level of service* (LOS) standards. LOS standards measure the capacity of *capital facilities and services* which are necessary to support new development and enhance the quality of life in the community. The LOS standards for San Juan County are based on the community's values and vision of its future. For many facilities and services, the measurement of LOS is based on the unit capacity of the facility, such as square footage, gallons of water, or acres of parks, but for some facilities capacity is based on other factors.

### 7.1.C Categories of Capital Facilities and Services

#### 1. Urban vs. Rural Capital Facilities and Services

The Growth Management Act restricts urban growth to urban growth areas. It also makes distinctions between urban and rural capital facilities and services. RCW 36.70A.110(4) states that

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

Urban government facilities and services are therefore not totally prohibited in rural areas, but may only be placed there for compelling reasons.

Urban and rural government facilities and services are defined in Section .030 of the GMA:

- (16) "Rural governmental services" or "rural services" include those public services and public facilities historically and typically delivered at an intensity usually found in rural areas, and may include domestic water systems, fire and police protection services, transportation and public transit services, and other public utilities associated with rural development and normally not associated with urban areas. Rural services do not include storm or sanitary sewers, except as otherwise authorized by RCW 36.70A.110(4).

- (19) “Urban governmental services” or “urban services” include those public services and public facilities at an intensity historically and typically provided in cities, specifically including storm and sanitary sewer systems, domestic water systems, street cleaning services, fire and police protection services, public transit services, and other public utilities associated with urban areas and normally not associated with rural areas.

## 2. Inventory of Capital Facilities and Services: Categories A and B

Existing capital facilities and services provide the current or baseline LOS which will be used as a benchmark in measuring and evaluating future facility and service needs. The inventory in Appendix 7 contains facility information obtained from service providers and existing capital improvement plans. The County provides limited capital facilities and services to county residents. Many capital facilities and services are provided by independent taxing districts and public or private service organizations. Capital facilities and services available in San Juan County are divided into two categories, A and B, based on the requirement for concurrency (*see* Section 7.1.D, *below*).

There are many other capital facilities and services owned or operated by independent taxing districts, and public or private service organizations which provide facilities and services to meet the diverse needs of island communities. These facilities and services are not subject to level of service or concurrency standards but are important to the quality of life in the county as indicated in the Vision Statement. Baseline LOS information is provided in the inventory as a benchmark for future planning purposes.

Figures 1, 2 and 3 on the following pages illustrate the locations of Category-A and -B capital facilities for Districts 1, 2 and 3.

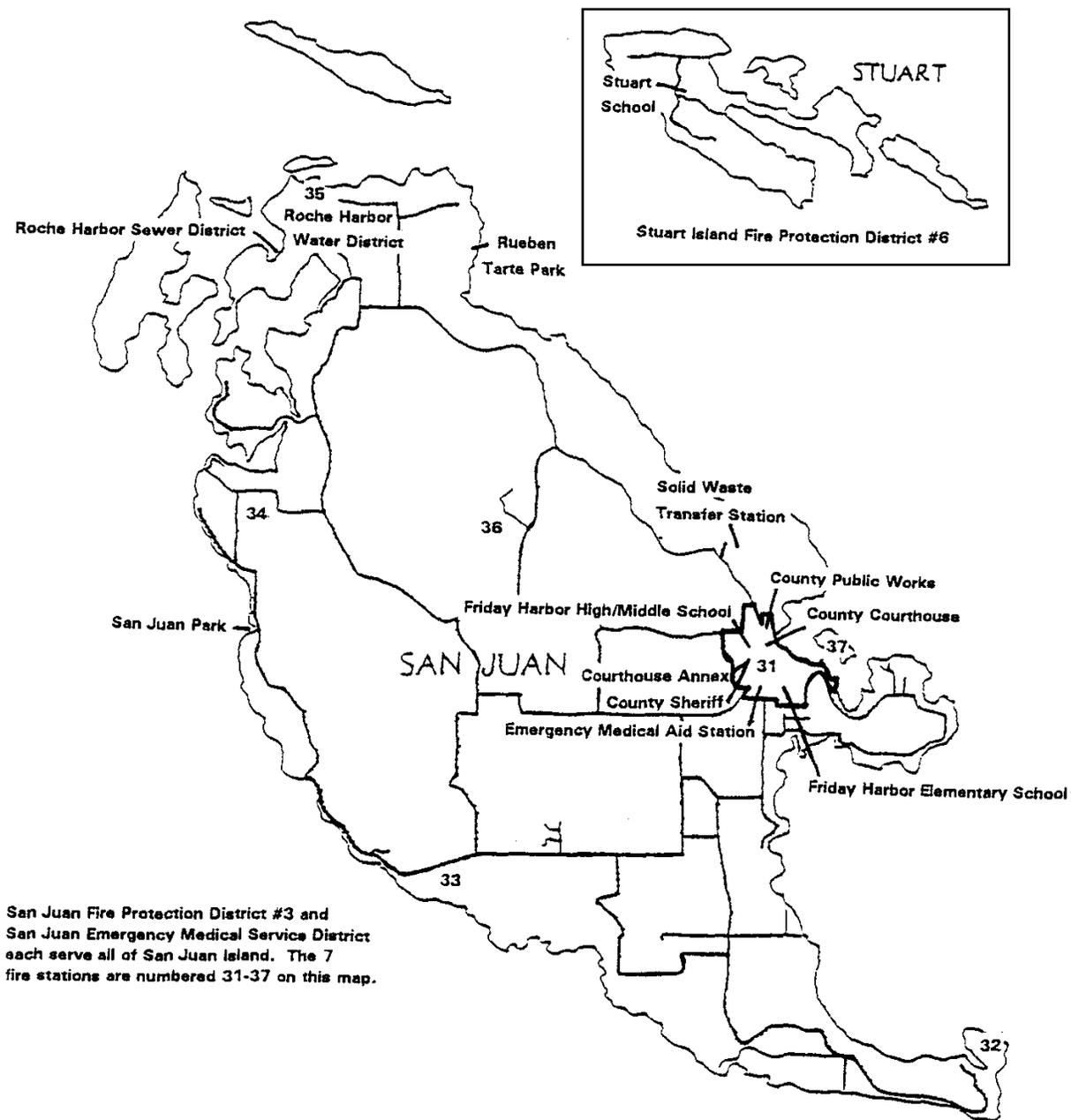
### 7.1.D Concurrency

The *concurrency* requirement of this *Plan* requires that capital facilities and services be matched with development. Concurrency will be required only for the capital facilities and services that are designated in “Category A.” These include County Solid Waste and Recycling Facilities, Community Water Systems, and Community Sewage Treatment Facilities which serve urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resorts activity centers. For those Category-A capital facilities that the County does not provide but which are necessary for development, the concurrency requirement will be implemented through the issuance (or denial) of development permits.

In order for the County to meet its concurrency and permit processing responsibilities, the Category-A capital facilities and services providers which are not controlled and operated by the County will be responsible for reporting to the County, at least annually, the available and planned capacities of their facilities or services necessary to adequately maintain the LOS levels adopted in this *Plan*. These providers are not required to *develop* capital facilities and services to meet the LOS standards of this *Plan*, but are required to undertake certain planning and analysis responsibilities that are described in the sections below (*see* Policies 7.3.A.6, 7.3.B.7 and .8, and 7.3.C.8 and .9).

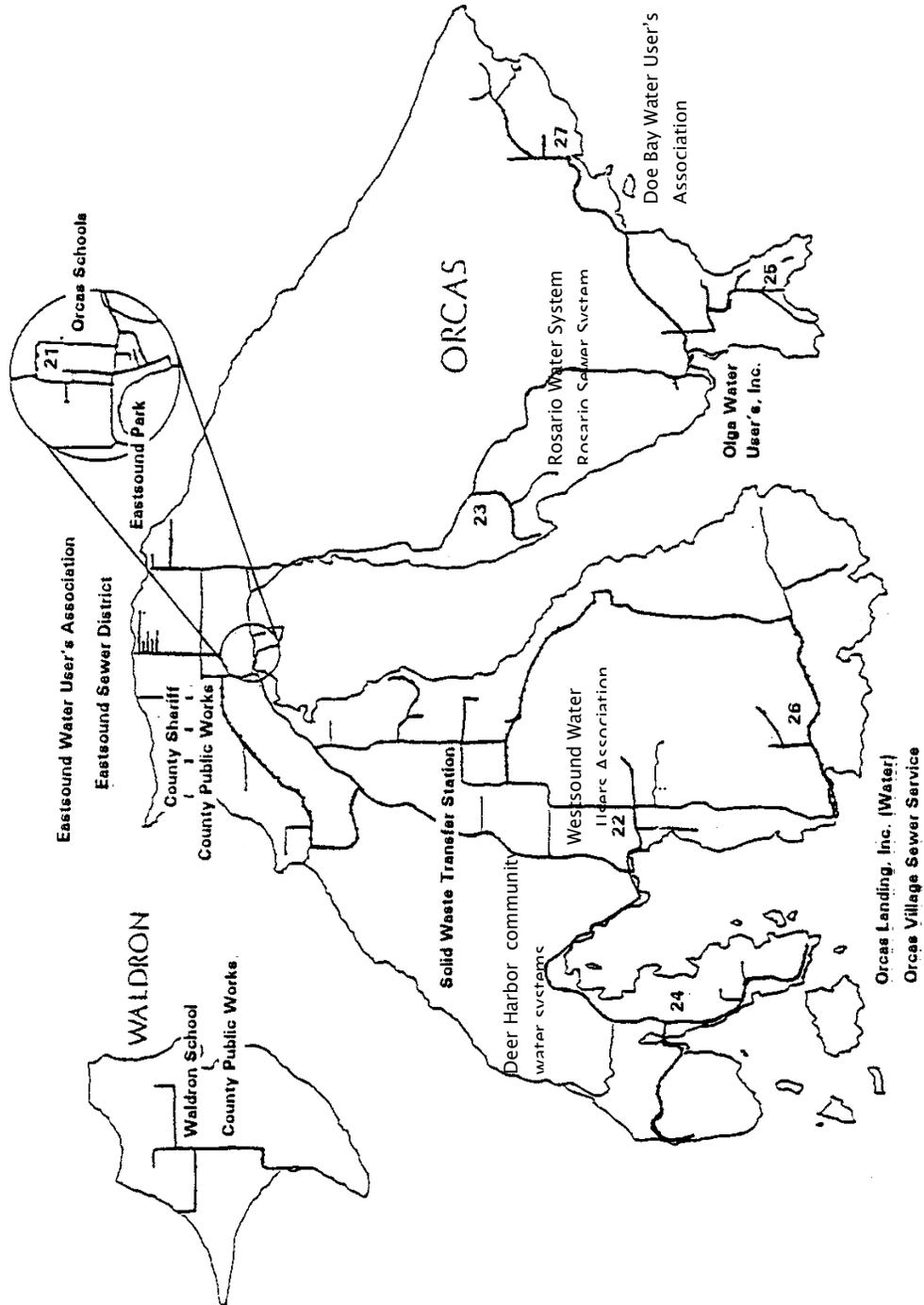
Concurrency is not required for the capital facilities and services that are designated in “Category B.”

**FIGURE 1. Category-A and -B Capital Facilities in District 1.**





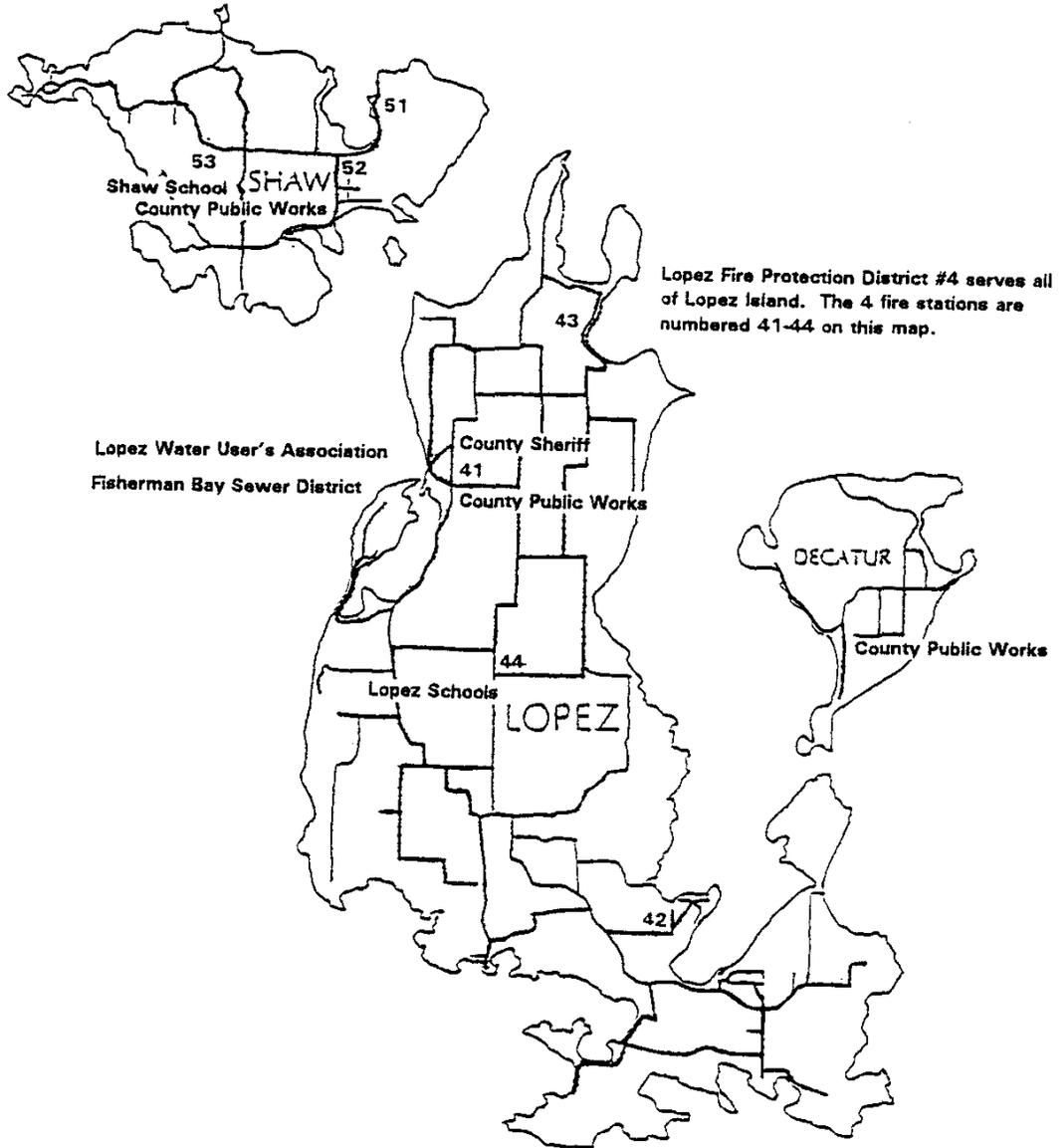
**FIGURE 2. Category-A and -B Capital Facilities in District 2.**



Orcas Fire Protection District #2 serves all of Orcas Island. The 7 fire stations are numbered 21-27 on this map.

**FIGURE 3. Category-A and -B Capital Facilities in District 3.**

**Shaw Fire Protection District #5 serves all of Shaw Island. The 3 fire stations are numbered 51-53 on this map.**



### **7.1.E Projected Capital Facility and Service Needs**

The projections in Appendix 7 identify capital facilities and services which will be required to support new development during the six years 1996–2001. Existing facilities may need maintenance or capital improvements in order to continue providing the appropriate level of service. Facilities that have deteriorated significantly may not provide adequate levels of service, or may only provide service for a few more years. The inventory in this element identifies facilities which need significant repair, remodeling, renovation, or outright replacement.

### **7.1.F Capital Financing Plan**

The initial *Capital Financing Plan* (CFP) which is included in Appendix 7 spells out the costs of Category-A and -B County facilities and the sources of revenue that will be used to fund the facilities. The financing plans of independent service providers are not included in the CFP as the county has no responsibility for their budgets or financial plans. The CFP must be financially feasible; in other words, dependable revenue sources must equal or exceed anticipated costs. There are two questions that the CFP must answer:

- What is the quantity of capital facilities and services that will be required by the end of the sixth year of the CFP?
- Is it financially feasible to provide the quantity of facilities and services that are required?

The answer to each question can be calculated by using objective data and formulas. Each type of capital facility and service is examined separately. The costs of all facilities are then added together to determine the overall financial feasibility of the CFP. If the CFP is determined to be financially feasible then it is forwarded to the Board of County Commissioners (BOCC) for final approval. If the analysis determines that the CFP is not financially feasible, six options are available to the County:

1. Reduce the level of service, which will reduce the cost (reduction of an adopted LOS standard will require an amendment to this element of the *Comprehensive Plan*);
2. Increase revenues to pay for the proposed level of service (*e.g.*, higher rates for existing revenues, new sources of revenue, or a combination of both);
3. Reduce the average cost of the needed capital facilities (*e.g.*, alternative technology, ownership, or financing), thus reducing the total cost, and possibly the quality of the facilities or service;
4. Reduce the demand by reducing consumption (*e.g.*, water conservation, reducing, recycling, and reusing solid waste) which may have high short-term costs, but are likely to result in long-term savings;
5. Reduce the demand for the facilities or service by restricting development (*i.e.*, amend the Land Use Element) which may cause growth to occur in other areas; or
6. Any combination of options 1-5.

The goal of this approach is to bring development into balance with available and affordable capital facilities and services. An outline of response mechanisms, or steps or actions to be taken in such circumstances is provided for Category-A and -B capital facilities.

A Capital Improvement Committee (CIC) appointed by the Board of County Commissioners is responsible for developing the annual update of the six-year schedule of capital improvements in the CFP. The committee will hold public meetings to review LOS requirements and analyze alternatives and the financial feasibility of the CFP. The CIC will produce a final CFP report with recommendations for the BOCC. The

final legal authority to adopt, maintain, or change LOS standards in the six-year *Capital Facilities Plan* rests with the BOCC. The six-year CFP is approved as part of the annual County budget by the BOCC.

### **7.1.G Essential Public Facilities**

Some capital facilities, such as public works facilities and sewage treatment plants, are necessary for the well being of the community, but are also unpopular neighbors and are difficult to site. This is especially true in San Juan County due to a limited land supply and a predominantly residential land use pattern. Certain capital facilities are designated as *essential public facilities* to ensure that they may be provided in the future. Policies for essential public facilities are included in Appendix 2, as part of the Joint Planning Policies.

### **7.1.H Relationship To Other Plans**

This element pulls together recommendations for public facilities from existing County plans, and is coordinated with other jurisdictions including the San Juan County *Park and Recreation Plan*; the San Juan County *Solid Waste Plan*; the San Juan County *Facilities Master Plan*; the San Juan County *Comprehensive Water Plan*; and, the Community Sewer and Water System plans of service providers.

### **7.1.I Consistency With Plans of Adjacent Jurisdictions**

San Juan County and Town of Friday Harbor Joint Planning Policies. The GMA requires that adjacent jurisdictions coordinate planning efforts and develop comprehensive plans that are consistent with each other. The County and Town adopted Joint Planning Policies in July 1992, which were further amended in 1996 (*see* Appendix 2). These policies established a framework for County and Town planning efforts for the Friday Harbor Urban Growth Area (FHUGA) and resulted in the FHUGA Management Agreement adopted by the Town and County in 1996 and included in Appendix 3. The Town's Capital Facilities Element is contained within the Town of Friday Harbor *Comprehensive Plan*.

## **7.2 GENERAL GOALS AND POLICIES**

This section of the CFE provides general goals and policies stating San Juan County's intentions for capital facilities and identifies specific goals and policies addressing levels of service, concurrency management, and financing.

### **7.2.A General Goals and Policies**

#### **General Goals:**

1. To provide for the capital facility needs of land development authorized by the land use element of this *Plan* and the existing and projected population associated with this land development.
2. Ensure that capital budget decisions are made consistent with this Plan.
3. To establish and maintain level of service standards for capital facilities.
4. To coordinate and provide consistency among the many plans for capital improvements, including other elements of the *Comprehensive Plan*, County subarea plans and other studies, the plans for capital facilities of state and regional significance, the plans of other adjacent local governments, and the plans of independent service districts.
5. To provide guidance and direction to facility and service providers regarding which services and facilities are urban-level, and for which new service may only be provided in growth areas.

**General Policies (7.2.A.1-14):**

1. Demonstrate the need for capital facilities and the revenues to pay for them.
2. Estimate the eventual operation and maintenance costs of new County provided Category-A and -B capital facilities that will impact the County's annual budget.
3. Appoint a Capital Improvement Committee consisting of department administrators to discuss County capital facility space and service needs, financing, and recommend strategies to achieve adopted LOS standards. The Capital Improvement Committee will be responsible for developing the annual update of the six-year schedule of capital improvements.
4. Capital improvements will be provided to correct existing deficiencies, to replace worn out or obsolete facilities, and to accommodate future growth as indicated in the six-year schedule of improvements.
5. Community sewer and water purveyors, school districts, fire districts and other independent service providers which provide a public facility or service are encouraged to identify their facility and service needs and the means to fund them within the context of this Element.
6. The County, school districts, fire districts, and independent sewer and water purveyors should provide needed capital facilities to all residents within their boundaries in a manner which maximizes the use of existing facilities and promotes orderly growth.
7. Consider the needs of each individual island when planning for capital facilities, except for those facilities provided to serve residents County-wide.
8. Provision of capital improvements and facilities should be based on both demand for facilities and the financial capacity of the County and other purveyors to pay for those improvements and facilities.
9. Explore other revenue sources (*i.e.*, grants, impact fees, real estate excise taxes) which require a capital facilities plan in order to qualify for funding.
10. Explore non-capital alternatives to improve facility capacity and service.
11. Explore the costs and benefits of public/private partnerships in the provision of capital facilities.
12. Consider the geographical location and capacity of existing capital facilities and services in designation of future land uses and land-use district boundaries, and analysis of potential effects on resource lands, special districts, and critical areas.
13. Table 1 sets forth distinctions between rural and urban-level facilities and services, consistent with direction in RCW 36.70A.110(4) and .030(16) and (19):

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

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

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

14. Urban-level facilities and services should not be provided outside of urban growth areas or AMIRDs that have such services and service levels already. Case-specific and narrowly defined exceptions may be made to this policy for rural schools, essential public facilities located in rural or resource lands, and where the exception is necessary in order to protect basic public health and safety and the environment.

**7.2.B LOS Goals and Policies**

Goal: To ensure that those capital facilities and services necessary to support development are adequate to serve the development at the time the development is available for occupancy and use without decreasing current facility capacity below locally established minimum standards, and to ensure that plans are in place to serve future development.

Policies (7.2.B.1-6):

1. Identify both capital facilities and services necessary for growth that will be required to be available at adopted capacities concurrent with new development and those that will not be required to be concurrent with new development. Capital facilities provided by the Town of Friday Harbor are not included (see the FHUGA Management Agreement, Appendix 3). Capital facilities are divided into the two categories, A and B, as is described in Section 7.1.D, above, and shown in Table 2:

**Table 2. Categorization of Capital Facilities in San Juan County.**

Category	Description	Facilities Included
<b>A</b>	Facilities owned or operated by San Juan County or independent taxing districts and public or private service organizations that are necessary to support development and are required to be available at adopted levels of service concurrent with new development.	<ol style="list-style-type: none"> <li>1. County Solid Waste and Recycling.</li> <li>2. Community Water Systems that Serve urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort activity centers.</li> <li>3. Community Sewage Treatment Systems that serve urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort activity centers.</li> </ol>
<b>B</b>	Facilities owned or operated by San Juan County or independent taxing districts and public or private service organizations that are necessary to support development and subject to level of service standards, but are not required to be available concurrent with new development.	<ol style="list-style-type: none"> <li>1. County Government Services:               <ol style="list-style-type: none"> <li>a. General Administration</li> <li>b. Sheriff</li> <li>c. Public Works</li> <li>d. Parks and Recreation</li> </ol> </li> <li>2. Public Schools.</li> </ol>

2. The development permit applicability and budget implications for Category-A and -B capital facilities and services are as follows:

a. Category A

- (1) The LOS standards for each type of capital facility or service in Category A will apply to permits for development issued by the County after the effective date of implementation of the *Comprehensive Plan*.
- (2) The LOS standards for each capital facility or service in Category A which are provided by the County will be included in the County's annual budget and in the County's Annual Capital Improvement Program beginning with the 1997 fiscal year.
- (3) The LOS standards for Category-A public facilities provided by entities other than San Juan County will not apply to the County's annual budget or the County's CFP. The LOS standards will, however, apply to the annual budgets and capital improvement programs of the entities which provide them.
- (4) Category-A capital facilities and services providers not controlled and operated by the County shall be responsible for:
  - i. Developing and reporting to the County the methodologies to be used by them to determine the capacities of their capital facilities and services and to conduct concurrency tests.
  - ii. Conducting concurrency tests for their facilities and services for development projects that will make demands on their facilities and services.

- iii. Reporting to the County at least annually the capacities (existing and planned) of their facilities or services available to adequately maintain the LOS levels adopted in this *Comprehensive Plan*.

b. Category B

- (1) The LOS standards for each type of capital facility or service in Category B will *not* apply to development permits issued by the County.
  - (2) The LOS standards are provided as a benchmark to measure the adequacy of capital facilities and services in the future.
  - (3) The LOS standards for each capital facility or service in Category B which are provided by the County will be included in the County's annual budget and in the County's Annual Capital Improvement Program beginning with the 1997 fiscal year.
3. Capital facility improvements which are needed to eliminate existing deficiencies at adopted LOS standards and to serve the projected needs of future growth for each capital facility will be calculated as follows:

$$Q = (S \times D) - I$$

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

4. Circumstances in which LOS standards are not the exclusive determinant of need for a capital improvement are:
- a. Repair, remodeling, renovation, and replacement of obsolete or worn out facilities shall be determined by the Board of County Commissioners upon recommendation by the Capital Improvement Committee.
  - b. Capital improvements that provide levels of service in excess of the standards adopted in this *Plan* may be constructed or acquired at any time as long as the following conditions are met:
    - (1) The capital improvement does not preclude any other capital improvement that is needed to achieve or maintain the standards for facility capacity adopted in this *Plan* unless the existing LOS standard is lowered accordingly; and
    - (2) The capital improvement does not contradict, limit, or substantially change the goals and policies of any element of this *Comprehensive Plan*; and
    - (3) One of the following conditions is met:
      - i. The excess capacity is an integral part of a capital improvement that is needed to achieve or maintain standards for facility capacity (*i.e.*, the minimum capacity of a capital project is larger than the capacity required to provide the level of service); or
      - ii. The excess capacity provides economies of scale making it less expensive than a comparable amount of capacity if acquired at a later date; or
      - iii. The asset acquired is land that is environmentally sensitive, or designated by the County as 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. Excess capacity results from an opportunity unique or uncommon or unlikely to be repeated; or
  - vi. Capacity will not be excessive to the point of diminishing the rural character of an area.
5. The County may provide non-capital alternatives to achieve and maintain the adopted standard for level of service. Non-capital alternatives use programs, strategies, or methods other than traditional “brick and mortar” capital improvement standards. Non-capital alternatives include, but are not limited to the following:
- a. Programs that reduce or eliminate the need for capital facilities (*i.e.*, public education, volunteer training and recruitment, contracting with private service providers, *etc.*).
  - b. Programs that provide a non-capital substitute for the capital facility (*i.e.*, availability of state, federal, or other parks and recreation facilities).
  - c. Programs that reduce the demand for a capital facility or the service it provides (*i.e.*, waste reduction, reuse, and recycling as an alternative to long-hauling solid waste).
  - d. Programs that use alternative methods to provide facility capacity (*e.g.*, long-hauling solid waste as an alternative to constructing new landfills, telecommuting as an alternative to expanding employee work space).
  - e. Programs that use existing facilities more efficiently (*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 County government administration staff).
6. Any capital improvement that is needed as a result of any of the factors listed in Policy 5, *above*, will be included in the regular schedule of capital improvements contained in this element. All such capital improvements will be approved in the same manner as the capital improvements that are needed according to the quantitative analysis described in Policy 3, *above*.

### **7.2.C Concurrency Management Goals and Policies**

Goal: To provide adequate capital facilities by constructing needed capital improvements for repair or replacement of obsolete or worn out facilities, to eliminate existing deficiencies, and meet the needs of future population and associated development and redevelopment.

Policies (7.2.C.1-6):

- 1. Demonstrate the ability to provide needed improvements by maintaining a financially feasible six-year *Capital Financing Plan* (CFP).
- 2. Provide the capital improvements listed in the six-year CFP. The schedule of capital improvements will be updated annually in conjunction with the budget process.
- 3. Include in the capital appropriations of the annual budgets all of the capital improvement projects listed in the schedule of capital improvements for expenditure during the appropriate fiscal year, except that the County may omit any capital improvements for which a binding agreement has been executed with another party to provide the same project in the same fiscal year.

4. The concurrency requirement for Category-A capital facilities is met upon determination that there is sufficient capacity of Category-A capital facilities to meet adopted LOS standards. Development required to meet the concurrency test includes any construction or expansion of a structure or use, *or* any change in use of land or structures that creates a need for Category-A capital facilities.
5. The availability of capital facility capacity to support development should be determined separately for each type of facility deemed necessary and in accordance with the following for all Category-A capital facilities:
  - a. The necessary facilities and services are in place at the time a development permit is issued;
  - b. Development permits are issued subject to a condition that necessary facilities and services will be in place prior to occupancy or use of the development;
  - c. The necessary facilities are under construction at the time a development permit is issued, and the necessary facilities will be in place prior to occupancy or use of the development;
  - d. 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 prior to occupancy or use of the development; or
  - e. The necessary facilities are guaranteed in an enforceable development agreement that guarantees the necessary facilities will be in place prior to occupancy or use of the development.
6. Development permits will not be issued by the County unless sufficient capacity of Category-A capital facilities is available as described under Policy 4, *above*.

#### **7.2.D Capital Facility Financing Goals and Policies**

Goal: To provide needed capital facilities that are within the ability of the County to fund, or within the County's authority to require others to provide.

Policies (7.2.D.1-4):

1. Estimated costs of all needed capital improvements should not exceed conservative estimates of revenues from sources that are available to the County. Conservative estimates need not be the most pessimistic estimate, but cannot exceed the most likely estimate.
2. The costs of needed capital facility improvements should be borne by both existing and future development. For the purposes of this *Plan* "existing development" means development which has occurred or development which is vested prior to regulations implementing this *Plan* and "future development" means development which has not yet occurred and has not been vested prior to regulations implementing this *Plan*.
  - a. Existing Development
    - (1) Financial responsibility includes:
      - i. capital facility improvements that reduce or eliminate existing deficiencies; and

- ii. some or all of the replacement of obsolete or worn out capital facilities, including a portion of the cost of capital facility improvements needed to serve future development.
  - (2) Forms of payment may include: user fees, service charges, special assessments, and taxes.
- b. Future Development
  - (1) Financial responsibilities include:
    - i. a fair share of the costs of capital improvements needed to address the impact of future development; and
    - ii. a portion of the cost of outright replacement of obsolete or worn out facilities to accommodate future development.
  - (2) Financial responsibilities do not include a portion of the costs to eliminate existing deficiencies of capital facilities.
  - (3) Forms of payment include, but are not limited to: voluntary contributions for the benefit of any capital facility, impact fees, dedications of land, provision of capital facilities, public or private partnerships and payment of future user fees, service charges, special assessments, and taxes.
  - (4) Upon completion of construction, “future” development becomes “existing” development, and shall contribute to paying the costs of the replacement of obsolete or worn out facilities.
- c. Existing and Future Development

The cost of capital improvements to maintain LOS standards may be paid by user fees, taxes, grants, entitlements, or out of capital facility budgets of public or private parties.

- 3. The County should not provide a capital facility, nor should 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.
- 4. In the event that revenues identified as necessary for the provision of adequate capital facilities and services are unavailable, this *Plan* should be revised to adjust for the lack of such revenues, in any of the following ways:
  - a. Reduce the level of service for one or more capital facilities; or
  - b. Increase the use of other sources of revenue; or
  - c. Decrease the demand for and subsequent use of the capital facilities; or
  - d. A combination of the above alternatives.

### 7.3 GOALS AND POLICIES FOR CATEGORY-A CAPITAL FACILITIES

The goals and policies in this section only address LOS and concurrency issues for Category-A facilities, all other issues related to these facilities are addressed in specific facility plans. The LOS standards provide actual numbers and ratios which the Capital Improvement Committee should use for planning the future facility needs of the County.

#### 7.3.A Solid Waste and Recycling Services Supplied by County and Non-County Providers

Goals:

1. To ensure that solid waste is managed to the benefit of the environment and the residents of San Juan County.
2. To manage the solid waste stream cost-effectively, consistent with a progressive waste reduction and recycling program.
3. To reduce the volume of the waste stream through effective and sustained waste reduction and recycling efforts.
4. To fully comply with or exceed Minimum Functional Standards (San Juan County *Solid Waste Management Plan*, 1992) for solid waste management and disposal, and to meet or exceed operating permit requirements.

Policies (7.3.A.1-8):

1. Solid waste and recycling facilities named in the *Solid Waste Management Plan* should be considered essential public facilities.
2. Solid waste and recycling facility capacity should be measured on a county-wide basis and for each facility. LOS calculations should take into account both public and private facilities. For San Juan Island facilities the measures should take into account the needs of Friday Harbor.
3. The LOS measurements for County solid waste facilities are calculated as follows:

$$(LHD - SWG) / LHD = AFC$$

Where

LHD = Long-Haul Disposal capability and planned capacity (*i.e.*, the volume of garbage that can be processed. This is the volume of garbage per truck multiplied by the number of transfer trailers that can be filled and transferred off the island in a day.)

SWG = Solid Waste (garbage) Generated by County population. (Because there are limits to the number of garbage trucks that can be moved by the ferries, it is the amount of garbage, not recycling, that at present is the important quantity for determining capacity.)

AFC = Available Facility Capacity at solid waste transfer stations

3. LOS standards for solid waste transfer and recycling facilities on San Juan, Orcas, and Lopez islands are listed in Table 3, *below*.

**Table 3. LOS for Solid Waste and Recycling Facilities.<sup>1</sup>**

Category-A Capital Facility	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Solid Waste Transfer and Recycling Facilities	Available Facility Capacity (%)					
	>25	25	20	15	10	<10

<sup>1</sup> Measured on a county-wide basis, including both public and private facilities, and including the needs of the Town of Friday Harbor.

5. Establish LOS F as adequate for available transfer facility capacity on San Juan, Orcas, and Lopez Islands. This means that, for County planning purposes, solid waste transfer facilities will be considered to be adequate if they have sufficient existing capacity or planned capacity as defined by the San Juan County Code.
6. Solid waste transfer facilities and services providers not controlled and operated by the County shall be responsible for:
  - a. Developing and reporting to the County the methodologies to be used by them to determine the capacities of their capital facilities and services.
  - b. Reporting to the County at least annually the capacities (existing and planned) of their facilities or services available to adequately maintain the LOS levels adopted in this *Comprehensive Plan*.
7. When solid waste and recycling facilities fall below LOS B the County and individual service providers should initiate response mechanisms as follows:
  - a. Re-evaluate the LOS standard to determine if it is appropriate. If it is no longer considered appropriate, revise the LOS standards in Policy 5, *above*.
  - b. Increase solid waste and recycling facility capacity by:
    - (1) Increasing the number of days that solid waste transfer and recycling facilities are open per week; or
    - (2) Remodeling/expanding existing solid waste transfer and recycling facilities; or
    - (3) Renting, leasing, or purchasing additional land for constructing new, or expanding existing, solid waste transfer and recycling facilities; or
    - (4) Condition permits for new development to provide for solid waste and recycling facilities which are lacking.
  - c. Decrease demand for solid waste transfer and recycling facilities and services by:
    - (1) Evaluating the goals and policies contained in the Land Use Element and Shoreline Master Program that affect the rate and amount of residential, commercial, recreational, and industrial growth allowed; or
    - (2) Re-evaluating the concurrency policies contained in this Element and revise the concurrency standards if appropriate; or

- (3) Implementing ordinances and educational programs in public schools to reduce the waste stream; or
  - (4) Increasing efforts to educate and involve businesses and the public in local waste reduction and recycling programs.
8. Adopt and enforce a concurrency management ordinance which would prohibit development approval if the development causes the LOS for solid waste and recycling facilities to decline below the LOS standard adopted in Policy 5, *above*, unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.
  9. Establish a monitoring program in which the County will annually evaluate demand at and capacity of transfer stations and other components of solid waste management both on a county-wide basis and individually for each facility, review the continuing appropriateness of methodologies and assumptions (*e.g.*, the relative importance of garbage *v.* recycling to available capacity), and evaluate the effect of changes in the waste stream (*e.g.*, additional recycling items) or regulatory responsibilities. The County will review on a five-year basis the consistency of the *Solid Waste Management Plan* with this *Plan* and the Growth Management Act.

**7.3.B Community Water Systems That Serve UGAs, AMIRDs, and MPR Activity Centers**

Goal: To ensure that designated urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort activity centers are served by community water supply systems and that plans for future development are in place.

Policies:

1. Community water systems which serve urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort activity centers should be considered essential public facilities.
2. New *development* within urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort activity center boundaries should be served by approved community water systems.
3. New land *development* should be required to contribute to a community water system facility. Standards for exceptions should consider existing sources of water or alternative systems.
4. The LOS measurement for community water systems should be based on system capacity and calculated as follows:

$$EC / AC = OC$$

Where

EC = Existing Connections (expressed in Equivalent Residential Units. Existing connections include those memberships that are purchased but not yet connected)

AC = Approved Connections and planned capacity (or the system capacity, expressed in Equivalent Residential Units. Approved connections include the total number of connections approved for the system by the County or State)

OC = Operating Capacity (the portion of total system capacity that is committed to serving existing connections and memberships)

5. Service providers should develop Water System Plans (WSP) for community water systems which serve urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort

Activity Centers. WSP's should include an inventory, analyze existing facilities, identify a schedule of needed improvements, a financial program, and an operations program. Details of WSP requirements are outlined in WAC 248-54-065. Each plan should include an analysis of the community water system's ability to serve existing and potential land use development and population growth.

Facility and Service providers are responsible for reporting their facility capacities to the County, and for fulfilling the concurrency responsibilities of Policy 7.2.B.2(a)(4). In addition, those providers not controlled by the County but who require a membership or other commitment as a condition of service shall account for their available capacity in both of the following ways:

- a. "Available Capacity". The existing capacity of the concurrency facility, plus the planned capacity, reduced by the capacity that is already used or that is reserved or committed for use in the future,
  - b. "Available Capacity Minus Potential Demand by Approved Projects". The available capacity, minus the capacity that potentially would be used by approved new development projects, in order to reflect the potential additional demand that will be made by the developments when they subsequently apply for memberships and/or meet the conditions of service prior to the time of occupancy or use.
6. LOS standards for community water systems serving urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort activity centers are listed in Table 4, *below*.

**Table 4. LOS for Community Water Systems.**

Category-A Capital Facility	Level of Service (LOS) Standards (Operating Capacity, in percent) <sup>1</sup>					
	A	B	C	D	E	F
<b>Eastsound Water User's Association</b>	<80	80	85	90	95	>95
<b>Fisherman Bay Water Association</b>	<80	80	85	90	95	>95
<b>Milagra Water System</b>	<80	80	85	90	95	<95
<b>Roche Harbor Water System, Inc.</b>	<80	80	85	90	95	>95
<b>Deer Harbor</b>	<80	80	85	90	95	>95
<b>Doe Bay Water User's Association</b>	<80	80	85	90	95	>95
<b>Olga Water User's, Inc.</b>	<80	80	85	90	95	>95
<b>Orcas Landing, Inc.</b>	<80	80	85	90	95	>95
<b>Westsound Water Users Association</b>	<80	80	85	90	95	>95
<b>Rosario Water System</b>	<80	80	85	90	95	>95

<sup>1</sup> Operating Capacity = Percent of system capacity committed to serving existing connections and memberships.

7. Establish LOS F as adequate for the community water systems in Table 4 above. This means that, for County planning purposes, the community water systems listed above are considered to have adequate distribution capacity if they have sufficient capacity or planned capacity as defined by the San Juan County Code. (For providers who are not controlled by the County and who require a membership or other commitment as a condition of service, available capacity should be reduced by the potential additional demand of approved projects.) When water distribution facilities reach 85 percent of system

capacity the service provider should be required to develop formal plans addressing how additional distribution capacity will be provided. These plans should be submitted to the County for review. If a community water system does not plan to expand or provide additional service then additional development will not be permitted to occur for that system or service area once the system reaches 100 percent capacity.

8. When community water systems fall below LOS C, the County and individual service providers should initiate response mechanisms as follows:
  - a. The County should re-evaluate the LOS standard to determine if it is appropriate. If it is no longer considered appropriate, revise the LOS standards in policy 7, *above*.
  - b. Facility and service providers may increase community water system facility capacity by:
    - (1) Remodeling/expanding existing community water system facilities; or
    - (2) Repairing leaks in existing community water system facilities; or
    - (3) Developing new water sources; or
    - (4) Implementing conservation measures, including restrictions on some uses of water, such as watering lawns and washing automobiles.
  - c. The County may decrease demand for community water system facilities and services by:
    - (1) Evaluating the goals and policies contained in the Land Use Element and Shoreline Master Program that affect the rate and amount of residential, commercial, recreational, and industrial growth allowed; or
    - (2) Re-evaluating the concurrency policies contained in this Element and revise the concurrency standards if appropriate; or
    - (3) Implementing a moratorium on new development within community water system service boundaries.
9. Adopt and enforce a concurrency management ordinance which would prohibit development approval if the development causes the LOS for community water system facilities to decline below the LOS in Policy 7, *above*, unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.
10. The following general water system plans are adopted and included in this *Plan* by reference:
  - a. Fisherman Bay Water System Plan (June 2006) as amended to reflect 2008 service area expansion and 2008 Capital Improvements Plan.
  - b. Water System Plan for Milagra Water System (November 2008), with the exception of those portions of the plan which show former rather than current boundaries of the Lopez Village UGA.

(Ord. 15-2009, Ord. 5-2009)

### **7.3.C Community Sewage Treatment Facilities That Serve UGAs, AMIRDs, and MPR Activity Centers**

Goal: To ensure that designated urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort activity centers are served by community sewage treatment facilities and that plans for serving future development are in place.

Policies:

1. Community sewage treatment facilities which serve urban growth areas, AMIRDs (areas of more intensive rural development), or Master Planned Resort activity centers should be considered essential public facilities.

County septage collection and treatment facilities should also be considered essential public facilities.

2. Land *development* within urban growth areas, Master Planned Resort activity centers, or Village activity centers which is expected to have an impact equal to or greater than a single family residence should be served by community sewage treatment facilities.

3. Community sewage treatment service providers should develop capital improvement plans which:

- a. Delineate service area boundaries;
- b. Inventory existing and approved development within service area boundaries;
- c. Inventory potential development within service area boundaries under the *County Comprehensive Plan* and other applicable plan designations;
- d. Establish the available community sewage treatment facility service capacity;
- e. Adopt LOS standards and response mechanisms;
- f. Contain a schedule of capital improvements necessary to maintain the community sewage treatment facility at the adopted LOS, including project, timing, cost, and funding source.

Facility and Service providers are responsible for reporting their facility capacities to the County, and for fulfilling the concurrency responsibilities of Policy 7.2.B.2(a)(4). In addition, those providers not controlled by the County but who require a membership or other commitment as a condition of service shall account for their available capacity in both of the following ways:

- (1) "Available Capacity". The existing capacity of the concurrency facility, plus the planned capacity, reduced by the capacity that is already used or that is reserved or committed for use in the future; and
- (2) "Available Capacity Minus Potential Demand by Approved Projects". The available capacity, minus the capacity that potentially would be used by approved new development projects, in order to reflect the potential additional demand that will be made by the developments when they subsequently apply for memberships and/or meet the conditions of service prior to the time of occupancy or use.

4. The following general sewer plans have been adopted and included in this *Plan* by reference:

- a. *General Sewer Plan* – Roche Harbor Area (Ordinance No. 1-1995)

- b. *Eastsound Sewer and Water District 2008 Update of 2003-2023 General Sewer Plan (2008)* except for any references in that plan to the development of a sewer line extension outside of the Eastsound UGA.
  - c. Those portions of the Fisherman Bay Sewer District Wastewater System Master Plan (2008) attached as Addendum 1 to Appendix 7 of this *Plan*.
5. The County and independent sewer districts should work cooperatively to develop fair and consistent policies and incentives to phase out private sewer/septic systems in areas served by community sewage treatment facilities.
  6. The LOS measurement for community sewage treatment facilities will be based on system capacity and calculated as follows:

$$EC / AC = OC$$

Where

EC = Existing Connections (expressed in Equivalent Residential Units. Existing connections include those memberships that are purchased but not yet connected)

AC = Approved Connections and planned capacity (or the system capacity, expressed in Equivalent Residential Units. Approved connections include the total number of connections approved for the system by the County or State)

OC = Operating Capacity (the portion of total system capacity that is committed to serving existing connections and memberships)

7. LOS standards for community sewage treatment facilities which serve Village activity centers are listed in Table 5, *below*.
8. Establish LOS F as adequate for community sewage treatment facilities in Table 5. This means that, for County planning purposes, the community sewage treatment facilities listed above are considered to have adequate treatment capacity if they have sufficient existing capacity or planned capacity as defined by the San Juan County Code. (For providers who are not controlled by the County and who require a membership or other commitment as a condition of service, available capacity should be reduced by the potential additional demand of approved projects.)

When sewage treatment facilities reach 85 percent of system capacity the service provider will be required to develop formal plans addressing how additional treatment capacity will be provided. These plans will be submitted to the County for review. If a community sewage treatment system does not plan to expand or provide additional service then additional development will not be permitted to occur for that system or service area once the system reaches 100 percent capacity.

**Table 5. LOS for Community Sewage Treatment Facilities.**

Category-A Capital Facility	Level of Service (LOS) Standards (Operating Capacity, in percent) <sup>1</sup>					
	A	B	C	D	E	F
Eastsound Sewer District	<80	80	85	90	95	>95
Orcas Landing Sewer System	<80	80	85	90	95	>95
Roche Harbor Sewer System	<80	80	85	90	95	>95
Rosario Sewer System	<80	80	85	90	95	>95

Fisherman Bay Sewer System	<80	80	85	90	95	>95
----------------------------	-----	----	----	----	----	-----

<sup>1</sup> Operating Capacity = Percent of system capacity committed to serving existing connections and memberships.

9. When community sewage treatment facilities fall below LOS C, the County and individual service providers should initiate response mechanisms as follows:
  - a. The County should re-evaluate the LOS standard to determine if it is appropriate. If it is no longer considered appropriate, revise the LOS standards in Policy 8, *above*.
  - b. Facility and service providers may increase community sewage treatment facility capacity by:
    - (1) Remodeling and/or expanding existing community sewage treatment facilities; or
    - (2) Constructing new community sewage treatment facilities.
  - c. The County may decrease demand for community sewage treatment facilities and services by:
    - (1) Evaluating the goals and policies contained in the Land Use Element and Shoreline Master Program that affect the rate and amount of residential, commercial, recreational, and industrial growth allowed;
    - (2) Re-evaluating the concurrency policies contained in this Element and revise the concurrency standards if appropriate; or
    - (3) Implementing a moratorium on new development within community sewage treatment facility service boundaries until capacity can be expanded.
10. Adopt and enforce a concurrency management ordinance which would prohibit development approval if the development causes the LOS for community sewage treatment facilities to decline below the LOS in Policy 8, *above*, unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

(Ord. 14-2009, Ord. 11-2009, Ord. 39-2008)

## **7.4 CATEGORY-B CAPITAL FACILITIES AND SERVICES**

### **7.4.A County Government Services**

#### **1. General Administration**

Goal: To provide adequate building space to facilitate maximum efficiency of government administration and the most effective provision of government services to County residents.

Policies (7.4.A.1.1-5):

1. County government administrative buildings should be measured on a county-wide basis.
2. The LOS measurement for County government administration facilities should be calculated as follows:

$$\text{ASF} / \text{CR} = \text{SFA}$$

where

ASF = Administrative Square Feet

CR = County Residents

SFA = Square Feet Available

3. LOS standards for County government administration facilities are listed in Table 6, *below*.

**Table 6. LOS for County Government Administration Buildings.**

LOS Measurement	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Building Square Feet per Capita	>2.75	2.75	2.70	2.65	2.60	<2.60

4. Establish LOS C as adequate for County government administrative facilities. This means that the County should maintain the same amount of administrative square feet per capita that existed in 1993.
5. When County government administrative buildings fall below established LOS standards the following response mechanisms should be considered:
- a. Re-evaluate the LOS standard to determine if it is appropriate. If it is no longer considered appropriate, revise the LOS standards in Policy 4, *above*.
  - b. Increase County government administrative facility capacity by:
    - (1) Constructing additional County government administrative facilities; or
    - (2) Remodeling existing County government administrative facilities; or
    - (3) Renting, leasing, or purchasing appropriate building space from private property owners; or
    - (4) Implementing flextime, evening, and night shifts to use existing facilities more efficiently.
  - c. Decrease demand for County government administrative facilities by:
    - (1) Contracting with the private sector to provide additional services; or
    - (2) Evaluating the goals and policies contained in the Land Use Element and Shoreline Master Program that affect the rate and amount of residential, commercial, recreational, and industrial growth allowed.

**2. County Sheriff**

Goal: To provide adequate building space to facilitate maximum efficiency and timely provision of public safety, law enforcement, and emergency services.

Policies (7.4.A.2.1-7):

1. County Sheriff facilities should be considered essential public facilities.
2. County Sheriff facilities should be measured separately on San Juan, Orcas, and Lopez islands.
3. The LOS measurements for County Sheriff facilities should be calculated using the following two formulae:

$$EO / IR = EP$$

where

EO = Enforcement Officers  
 IR = Island Residents  
 EP = Enforcement Provided

$$SSF / EO = EAS$$

where

SSF = Station Square Feet  
 EO = Enforcement Officers  
 EAS = Enforcement Administrative Space

4. LOS standards for County Sheriff facilities are listed in Tables 7, 8, and 9, *below*.

**Table 7. LOS for San Juan Island Sheriff Facilities.**

LOS Measurement (per Capita)	Level of Service (LOS) Standards					
	A	B	C	D	E	F
<b>Enforcement Officers</b>	>.0010	.0010	.00095	.00090	.00085	<.00085
<b>Station Square Feet</b>	>.325	.325	.300	.275	.250	<.250

**Table 8. LOS for Orcas Island Sheriff Facilities.**

LOS Measurement (per Capita)	Level of Service (LOS) Standards					
	A	B	C	D	E	F
<b>Enforcement Officers</b>	>.0010	.0010	.00095	.00090	.00085	<.00085
<b>Station Square Feet</b>	>.130	.130	.120	.110	.100	<.100

**Table 9. LOS for Lopez Island Sheriff Facilities.**

LOS Measurement (per Capita)	Level of Service (LOS) Standards					
	A	B	C	D	E	F
<b>Enforcement Officers</b>	>.0010	.0010	.00095	.00090	.00085	<.00085
<b>Station Square Feet</b>	>.425	.425	.400	.375	.350	<.350

5. Establish LOS B as adequate for Sheriff enforcement officers on San Juan, Orcas, and Lopez Islands.
6. Establish LOS B as adequate for Station Square Feet/Capita on San Juan, Orcas, and Lopez islands.
7. When County Sheriff facilities fall below established LOS standards the following response mechanisms should be considered:

- a. Re-evaluate the LOS standards to determine if it is appropriate. If it is no longer considered appropriate, revise the LOS standards in Policies 5 and 6, *above*.
- b. Increase County Sheriff facility capacity by:
  - (1) Constructing additional County Sheriff facilities; or
  - (2) Remodeling existing County Sheriff facilities; or
  - (3) Renting, leasing, or purchasing appropriate additional building space.
- c. Decrease demand for County Sheriff facilities and services by:
  - (1) Evaluating the goals and policies contained in the Land Use Element and Shoreline Master Program that affect the rate and amount of residential, commercial, recreational, and industrial growth allowed; or
  - (2) Implementing public educational programs, such as D.A.R.E.; or
  - (3) Implementing crime prevention programs, such as Neighborhood Watch.

**3. Public Works**

Goal: To provide adequate building and yard space to facilitate maximum efficiency of public works administration and maintenance functions and the effective provision of public works services.

Policies (7.4.A.3.1-7):

- 1. County public works facilities should be considered essential public facilities.
- 2. County public works facilities should be measured separately on San Juan, Orcas, Lopez, Shaw, Waldron, and Decatur islands.
- 3. The LOS measurement for County public works facilities should be calculated using the following two formulae:

**BSF / IR = PWBS**

Where

BSF = Building Square Feet

IR = Island Residents

PWBS = Public Works Space

**A / IR = PWA**

where

A = Acreage

IR = Island Residents

PWA = Public Works Acreage

- 4. LOS standards for County public works facilities are listed in Tables 10, 11, 12, 13, 14, 15, *below*.

**Table 10. LOS for San Juan Island Public Works Facilities.**

LOS Measurement	Level of Service (LOS) Standards					
	A	B	C	D	E	F
<b>Building Square Feet per Capita</b>	>1.75	1.75	1.70	1.65	1.60	<1.60
<b>Acreage per Capita</b>	>.0020	.0020	.0015	.0010	.0005	<.0005

**Table 11. LOS for Orcas Island Public Works Facilities.**

LOS Measurement	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Building Square Feet per Capita	>2.55	2.55	2.50	2.45	2.40	<2.40
Acreage per Capita	>.0016	.0014	.0012	.0010	.0008	<.0008

**Table 12. LOS for Lopez Island Public Works Facilities.**

LOS Measurement	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Building Square Feet per Capita	>3.00	3.00	2.90	2.80	2.70	<2.70
Acreage per Capita	>.0018	.0018	.0016	.0014	.0012	<.0012

**Table 13. LOS for Shaw Island Public Works Facilities.**

LOS Measurement	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Building Square Feet per Capita	>9.00	9.00	8.00	7.00	6.00	<6.00
Acreage per Capita	>.005	.005	.004	.003	.002	<.002

**Table 14. LOS for Waldron Island Public Works Facilities.**

LOS Measurement	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Acreage per Capita	>.004	.004	.003	.002	.001	<.001

**Table 15. LOS for Decatur Island Public Works Facilities.**

LOS Measurement	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Acreage per Capita	>.075	.075	.070	.065	.060	<.060

5. Establish LOS B as adequate for Public Works building square feet on San Juan, Orcas, Lopez, and Shaw islands.
6. Establish LOS C as adequate for Public Works acreage on San Juan, Orcas, Lopez, Shaw, Waldron, and Decatur islands.

7. When the LOS for County public works buildings and grounds falls below the established LOS initiate response mechanisms as follows:
  - a. Re-evaluate the LOS standard to determine if it is appropriate. If it is no longer considered appropriate, revise the LOS standards in Policies 5 and 6, *above*.
  - b. Increase County public works facility capacity by:
    - (1) Contracting with the private sector to provide additional capacity.
    - (2) Constructing or purchasing additional County public works building space or acreage; or
    - (3) Remodeling existing County public works facilities; or
    - (4) Renting, leasing, or purchasing appropriate building space or acreage; or
    - (5) Implementing flextime, evening, and night shifts to use existing facilities more efficiently.

#### **4. County Parks and Recreation**

Goal: To provide residents with a range of recreational opportunities that are in keeping with the character of the islands.

Policies (7.4.A.4.1-9):

1. County parks and recreation facilities should be measured on each of the four ferry-served islands.
2. The County should strive to serve the recreational needs of residents.
3. The County should review and revise as necessary its adopted *Parks and Recreation Plan* at least once every six years and should regularly attempt to determine recreational needs on each of the major islands and to evaluate existing recreational facilities in terms of their ability to respond to those needs.
4. The County should acquire and develop appropriate property, as needed to meet the County's current and anticipated recreational needs.
5. The County should consider the plans and programs of local, state, and federal jurisdictions and agencies when formulating its own plans and programs, and should cooperate with such agencies to improve County residents' recreational opportunities.
6. The LOS measurements for County parks and recreation should be 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
  - Miles of Developed Hiking Trail per Capita
7. LOS standards for park and recreation facilities and opportunities are listed in Tables 16, 17, 18, and 19, *below* (see Appendix 7 for existing facility capacity).

**Table 16. LOS for San Juan Island County Park Facilities.**

LOS Measurement (per Capita)	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Park Acres	>.00210	.00210	.00200	.00190	.00180	<.00180
Public Beach Access Points	>.00030	.00030	.00025	.00020	.00015	<.00015
Boat Launch Sites	>.00017	.00017	.00016	.00015	.00014	<.00014
Day Use Sites	>.00070	.00070	.00060	.00050	.00040	<.00040
Overnight Camping Sites	>.00345	.00345	.00325	.00300	.00275	<.00275
Miles of Developed Hiking Trails	>0	0	0	0	0	0

**Table 17. LOS for Orcas Island County Park Facilities.**

LOS Measurement (per Capita)	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Park Acres	>.00027	.00027	.00026	.00025	.00024	<.00024
Public Beach Access Points	>.00017	.00017	.00016	.00015	.00014	<.00014
Boat Launch Sites	>0	0	0	0	0	0
Day Use Sites	>.00100	.00100	.00095	.00090	.00085	<.00085
Overnight Camping Sites	>0	0	0	0	0	0
Miles of Developed Hiking Trails	>0	0	0	0	0	0

**Table 18. LOS for Lopez Island County Park Facilities.**

LOS Measurement (per Capita)	Level of Service (LOS) Standards					
	A	B	C	D	E	F
Park Acres	>.0313	.0313	.0300	.0275	.0250	<.0250
Public Beach Access Points	>.0018	.0018	.0017	.0016	.0015	<.0015
Boat Launch Sites	>.0013	.0013	.0012	.0011	.0010	<.0010
Day Use Sites	>.0050	.0050	.0048	.0046	.0044	<.0044
Overnight Camping Sites	>.0100	.0100	.0090	.0080	.0007	<.0007

<b>Miles of Developed Hiking Trails</b>	>0	0	0	0	0	0
---	----	---	---	---	---	---

**Table 19. LOS for Shaw Island County Park Facilities.**

<b>LOS Measurement (per Capita)</b>	<b>Level of Service (LOS) Standards</b>					
	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>	<b>E</b>	<b>F</b>
<b>Park Acres</b>	>.1930	.1930	.1900	.1880	.1860	<.1860
<b>Public Beach Access Points</b>	>.0060	.0060	.0058	.0056	.0054	<.0054
<b>Boat Launch Sites</b>	>.0030	.0030	.0028	.0026	.0024	<.0024
<b>Day Use Sites</b>	>.0160	.0160	.0158	.0156	.0154	<.0154
<b>Overnight Camping Sites</b>	>.0387	.0387	.0380	.0375	.0370	<.0370
<b>Miles of Developed Hiking Trails</b>	>0	0	0	0	0	0

8. Establish LOS B as adequate for County park acreage, beach access points, boat launches, day use sites, camp sites and hiking trails.
9. When facilities fall below established LOS standards initiate response mechanisms as follows:
  - a. Re-evaluate the LOS standard to determine if it is appropriate. If it is no longer considered appropriate, revise the LOS standards in Policy 8, *above*.
  - b. Increase park and recreation facility capacity by:
    - (1) Encouraging the development of private recreational facilities which meet County park and recreation goals; or
    - (2) Working with private property owners to allow public recreation opportunities on the shoreline; or
    - (3) Acquiring and developing appropriate properties for new parks; or
    - (4) Developing additional facilities at existing County Parks; or
    - (5) Developing County road-ends with marine recreation potential; or
    - (6) Acquiring appropriate shoreline properties for public access to marine waters; or
    - (7) Acquiring and developing access to existing public shorelines; or
    - (8) Work with other public agencies to increase recreation opportunities on the shoreline; or
    - (9) Identify bicycle and pedestrian lanes and roadside rest areas on appropriate County roads.

- (10) The County Parks and Recreation Board should investigate methods of identifying and acquiring trails and easements exclusively for recreational pedestrian and equestrian use. Trails should be mapped in a recreational plan and maps should be updated periodically.

- c. Decrease demand for park and recreation facilities by:

Evaluating the goals and policies contained in the Land Use Element and Shoreline Master Program that affect the rate and amount of residential, commercial, recreational, and industrial growth allowed.

#### **7.4.B Public Schools**

Goal: To ensure that school-age residents have adequate public school facilities and healthy learning environments.

Policies (7.4.B.1-8):

1. Public school facilities should be considered essential public facilities.
2. The LOS standards and measurements for public schools on San Juan, Stuart, Orcas, Waldron, Lopez, Decatur, and Shaw islands should be determined by each individual school district. These public schools are unique and have special needs that only the specific school districts can address.
3. If impact fees are to be collected, each school district must develop a cost analysis for providing public education in their respective district and develop a program with the County to establish the fee to be collected through the land development process.
4. If impact fees are to be collected, residential land development should be required to contribute to the provision of public school facilities.
5. Independent school districts should provide the County with public school facility needs on an annual basis.
6. Established LOS standards for public school facilities in each of the school districts should be included in this element.
7. The following response mechanisms should be considered by individual school districts if school facilities fall below established LOS standards:
  - a. Re-evaluate the LOS standard to determine if it is appropriate. If it is no longer considered appropriate, then school districts should work with the County to revise the LOS standards.
  - b. Increase County public school facility capacity by:
    - (1) Purchasing additional acreage for new school facilities and/or for new athletic fields; or
    - (2) Constructing additional public school facilities; or
    - (3) Remodeling existing public school facilities; or
    - (4) Renting, leasing, or purchasing appropriate additional building space; or
    - (5) Implementing new scheduling strategies to use existing public school facilities more efficiently.

8. When the school districts have established their LOS standards the County and school districts should consider adopting a concurrency management ordinance which would prohibit new development approval if the development causes the LOS for public school facilities to decline below the adopted LOS standard, unless improvements or strategies to accommodate the impacts of development are made concurrently with the development.

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

There are a number of other facilities and services important to county residents which are owned or operated by independent taxing districts, and public or private service organizations. The County does allocate funding to some of these providers through hotel/motel taxes but has no policy or budget authority over them. They are not subject to level of service or concurrency standards. However, sentiments expressed in the Vision Statement establish the significance of these services and facilities to island communities. Therefore, the County has established general goals and policies for these facilities, and baseline level of service information is provided for future planning purposes.

### **7.5.A Medical Clinics**

Goal: To foster accessible and affordable health care to County residents.

Policies (7.5.A.1-2):

1. Encourage public and private medical clinics to maintain high levels of service.
2. Encourage public and private medical clinics to maintain 1993 baseline facility levels as listed below:

<b>San Juan Island</b>	1.37 square feet per capita
<b>Orcas Island</b>	1.58 square feet per capita
<b>Lopez Island</b>	1.30 square feet per capita

### **7.5.B Senior Centers**

Goal: To support the provision of Senior Services to County senior citizens.

Policies (7.5.B.1-2):

1. Contribute a portion of funds generated from County hotel/motel taxes for services which are provided through non-profit Senior Centers.
2. The County should be responsive to the facility needs of Senior Service Centers.

### **7.5.C Public Libraries**

Goal: To foster the availability of public library services to County residents.

Policies (7.5.C.1-2):

1. The County should be responsive to the facility needs of independent library districts.
2. Encourage public libraries to maintain 1993 baseline facility levels as listed below:

<b>San Juan Island</b>	1.54 square feet per capita
<b>Orcas Island</b>	1.58 square feet per capita
<b>Lopez Island</b>	1.75 square feet per capita

#### **7.5.D Museums**

Goal: To support the display of exhibits which highlight the rural and maritime heritage, the natural environment, and marine life of the San Juan Islands at non-profit public museums.

Policy (7.5.D.1):

1. Encourage public museums to maintain 1993 baseline facility levels as listed below:

<b>San Juan Island</b>	1.28 square feet per capita
<b>Orcas Island</b>	0.72 square feet per capita
<b>Lopez Island</b>	0.45 square feet per capita

#### **7.5.E Performing Arts Centers**

Goal: To support the provision of performing arts to County residents.

Policy (7.5.E.1):

1. Contribute a portion of funds generated from County hotel/motel taxes to performing arts theater facilities, continue partial ownership in them, and ensure that high levels of service to the community are maintained.

#### **7.5.F Community College and Continuing Education**

Goal: To foster continuing education opportunities for County residents.

Policy (7.5.F.1):

1. Encourage educational institutions to develop and expand educational opportunities to County residents of all ages.

#### **7.5.G State, Federal, and Other Public Parks and Recreation Facilities**

Goal: To allow park and recreational opportunities which maintain the rural island character and supplement San Juan County Parks.

Policies (7.5.G.1-2):

1. Encourage and work with other agencies to coordinate recreational planning efforts with those of the County Parks Board.
2. Coordinate with the Town of Friday Harbor, the Port District, the School District and the Park and Recreation District in the provision of recreational facilities on San Juan Island.

#### **7.5.H Fire and Emergency Medical Services**

Goal: To protect the safety of San Juan County citizens and to promote the maximum efficiency and timely provision of fire and emergency medical services to County residents.

Policies (7.5.H.1-4):

1. Cooperate with Fire and Emergency Medical Service Districts to enhance provision of service by advising new home builders that significant increases in response time for fire fighting equipment to reach structures in times of emergency may result from:
  - a. Siting homes on steep hills;
  - b. Creating private roads without sufficient turning radii for fire fighting equipment; and
  - c. Not clearing brush or maintaining private roads.
2. Establish a baseline LOS measurement for fire and emergency medical services consistent with the Washington Rating and Survey Bureau (WRSB) standards and district ratings. WRSB ratings range from 10, which is an unprotected area, to 1, which is an industrial-municipal fire district with minimal response times and abundant water supplies.
3. Baseline LOS standards for fire and emergency medical services are listed in Table 20, *below*.

**Table 20. LOS for Fire and Emergency Medical Services.**

Category-B Capital Facility	Level of Service (LOS) Standards (WRSB Rating) <sup>1</sup>					
	A	B	C	D	E	F
<b>Orcas Fire District #2</b>	5	6	7	8	9	10
<b>San Juan Fire District #3</b>	5	6	7	8	9	10
<b>Lopez Fire District #4</b>	5	6	7	8	9	10
<b>Shaw Fire District #5</b>	5	6	7	8	9	10

<sup>1</sup> Washington Rating and Survey Bureau standards and district ratings.

4. Establish LOS C as the baseline for adequate fire and emergency medical services in Fire Districts #2 and #3. Establish LOS D as the baseline for adequate fire and emergency medical services in Fire Districts #4 and #5.

