

Introduction

What are Capital Facilities and Why Do We Need to Plan for Them?

Capital facilities are all around us. They are the public facilities we all use, and possibly take for granted, on a daily basis. They are our public streets and transportation facilities, our city parks and recreation facilities, our public buildings such as libraries, fire stations, and community centers, our public water systems that bring us pure drinking water, and the sanitary sewer systems that collect our wastewater for treatment and safe disposal. Even if you don't reside within the City of Lacey, you use capital facilities every time you drive, eat, shop, or play here.

All of these facilities must be planned years in advance to assure that they will be available and adequate to serve all who need or desire to utilize them. Such planning involves determining not only where the facilities will be needed, but when; and not only how much they will cost, but how they will be paid.

The State Growth Management Act and the Capital Facilities Planning Process

In 1990, in response to the effect of unprecedented population growth on our state's environment and public facilities, the Washington State Legislature determined that "uncoordinated and unplanned growth, together with a lack of common goals expressing the public's interest in the conservation and the wise use of our lands, pose a threat to the environment, sustainable economic development, and the health, safety, and the high qual-

ity of life enjoyed by the residents of this state," and that "it is in the public interest that citizens, communities, local governments, and the private sector cooperate and coordinate with one another in comprehensive land use planning." The State of Washington Growth Management Act (GMA) was adopted by the Legislative body in that year to address these concerns.

The GMA requires that all jurisdictions located within counties that (a) have a population of

50,000 or more people and have experienced a population increase of ten or more percent over the last ten years, or (b) regardless of current population have experienced a population increase of twenty or more percent over the last ten years, must write, adopt, and implement local comprehensive plans that will guide all development activity within their jurisdictions and associated Urban Growth Areas (UGA) over the next twenty years. Each jurisdiction is required to coordinate its comprehensive plan with the plans of neighboring jurisdictions, and unin-

corporated areas located within designated Urban Growth Areas must be planned through a joint process involving the associated city and county.

The GMA requires that jurisdictional comprehensive plans guide growth and development in a manner that is consistent with the following State planning goals:

- 1) Encouragement of urban-density growth within designated urban growth areas;



- 2) Reduction of urban sprawl outside of designated urban growth management areas;
- 3) Encouragement of efficient transportation systems, including alternate systems of travel;
- 4) Encouragement of affordable housing availability to all economic segments;
- 5) Encouragement of economic development;
- 6) Just compensation for private property taken for public use;
- 7) Timely processing of governmental permits;
- 8) Enhancement of natural resource based industries and encouragement of productive land conservation;
- 9) Encouragement of open space retention for recreational opportunities and wildlife habitat;
- 10) Protection of the environment, including air and water quality;
- 11) Encouragement of citizen participation in the planning process;
- 12) Provision of adequate public facilities to support development without decreasing current service standards below locally established minimum standards; and
- 13) Encouragement of the preservation of lands, sites, and structures that have either historical or archaeological significance.

This Capital Facilities Plan as an Element of Lacey’s Comprehensive Plan

The Growth Management Act requires inclusion of six mandatory planning elements in each jurisdiction’s comprehensive plan, and suggests the inclusion of several optional elements. The mandatory elements required by the GMA are:

- 1) A Land Use Element designating the proposed general distribution and general location of uses of land for a variety of purposes, including

housing, commerce, industry, recreation and open space;

- 2) A Housing Element that includes (a) an inventory and analysis of existing and projected housing needs; (b) a statement of goals, policies, and objectives for the preservation, improvement, and development of housing; (c) identification of sufficient land for housing; and (d) adequate provision for existing and projected needs of all economic segments of the community;
- 3) A Utilities Element that includes the general location, proposed location, and capacity of all existing and proposed utilities, including, but not limited to, electrical lines, telecommunication lines, and natural gas lines;
- 4) A Transportation Element that implements and is consistent with the land use element, with an analysis of funding capability to judge needs against probable funding sources; and
- 5) An Environmental Protection and Resource Conservation Element that identifies natural resource lands and critical areas, as well as open space corridors useful for recreation, wildlife habitat, trails and connections between critical areas; and
- 6) A Capital Facilities Plan Element that includes (a) an inventory of existing public capital facilities, showing the locations and capacity of such facilities; (b) a forecast of the future needs for such capital facilities; (c) the proposed locations and capacities of expanded or new capital facilities; (d) at least a six-year plan to finance the needed facilities with sources of funding identified; and e) an analysis of the financial capacity of the jurisdiction to utilize the funding sources identified.

Optional elements jurisdictions are encouraged to incorporate into their comprehensive plans include solar energy and recreation. Lacey has

elected to include a Parks and Recreation Element, as well as an Economic Development Element. While economic development is not specifically listed as either mandatory or optional, the act does stress the importance of economic planning.

Each of Lacey’s Comprehensive Planning Elements, shown in Chart 2.1, require specialized planning. The GMA requires, however, that planning done under each element be coordinated and consistent with planning done under other elements.

Concurrency and Levels-of-Service Requirements

The Growth Management Act requires jurisdictions to have capital facilities in place and readily available when new development occurs or a service area population grows. This concept is known as concurrency. Specifically, this means that:

- 1) All public facilities needed to serve new development and/or a growing service area population must be in place at the time of initial need. If the facilities are not in place,

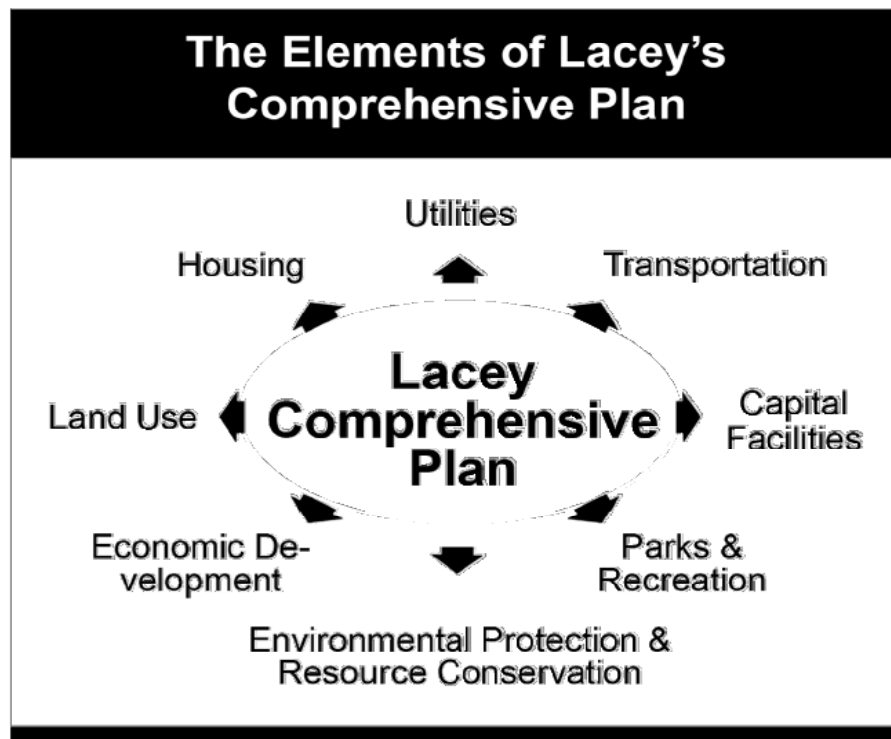
a financial commitment must have been made to provide the facilities within six years of the time of the initial need; and

- 2) Such facilities must be of sufficient capacity to serve the service area population and/or new development without decreasing service levels below locally established minimum standards, known as levels-of-service.

Levels-of-service are quantifiable measures of capacity, such as acres of park land per capita, vehicle capacity of intersections, or gallons of water available per capita in a water system. Minimum standards are established at the local level. Factors that influence local standards are citizen, City Council, and Planning Commission recommendations, national standards, and the standards of neighboring jurisdictions.

The GMA stipulates that if a jurisdiction is unable to provide or finance capital facilities in a manner that meets concurrency and level-of-service requirements, it must either (a) adopt and enforce ordinances which prohibit approval of proposed development if such development would

Chart 2.1



cause levels-of-service to decline below locally established standards, or (b) lower established standards for levels-of-service.

This Capital Facilities Plan, then, must identify where and when public capital facilities will be required to maintain concurrency and levels-of-service in Lacey’s UGA service area. And, just as importantly, it must demonstrate how the City will finance them.

Determining Where, When, and How Capital Facilities Will be Built

In planning for future capital facilities, several factors have to be considered, many unique to the type of facility being planned. The process used to determine the location of a new park is very different from the process used to determine the location of a new sewer line. Many sources of financing can only be used for certain types of projects. This capital facilities plan, therefore, is actually the product of seven separate but coordinated comprehensive planning documents, each focusing on a specific type of facility. Future sewer requirements are addressed via a sewer plan; parks facilities through a parks and recreation plan; storm drainage facility needs through three stormwater basin plans; water facility needs through a water plan; and transportation needs through a transportation plan.

In addition, the recommendations of local citizens, the Lacey City Council, and the Lacey and Thurston County Planning Commissions are considered when determining types and locations of projects.

Chart 2.2 demonstrates how the Land Use Element of the City’s Comprehensive Plan directly impacts the other plans and ultimately the CFP. By establishing allowable land uses, such as residential, commercial, industrial, park land or open space, and minimum and maximum densities, the Land Use Element affects the type and required capacities of capital facilities required to support

those uses.

Chart 2.3 illustrates how much of Lacey’s total planning area is allocated to each classification of land use. Readers wishing more detailed explanations of land use planning and methodologies are encouraged to read the Land Use Element of the Comprehensive Plan, which is available in the reference section of the Lacey Library or on the City’s website.

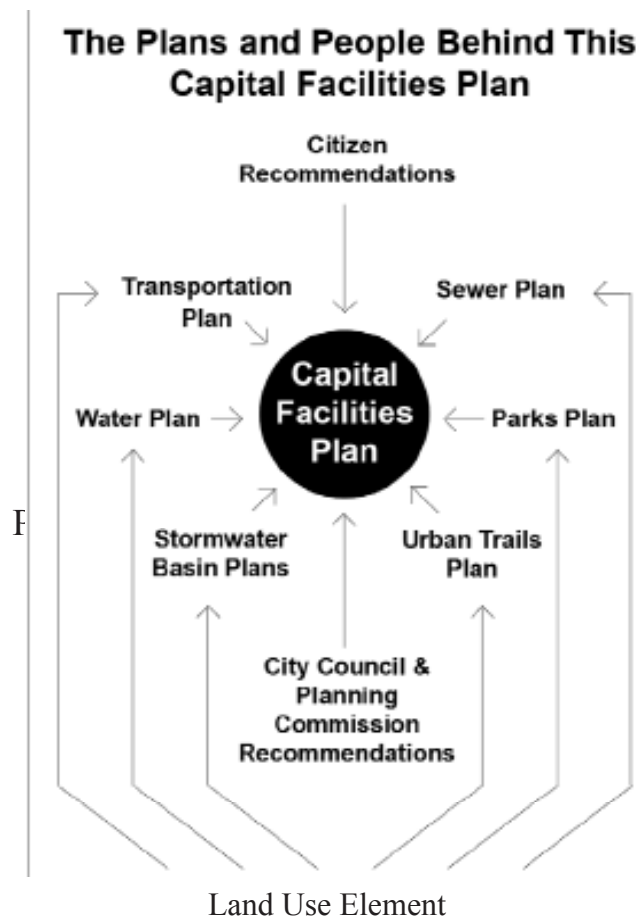


Chart 2.2

Growth Area

The GMA mandates that capital facilities plans be structured to accommodate projected population growth within a jurisdiction's Urban Growth Area planning area. Thurston Regional Planning Council projects 121,000 prospective new people in Thurston County by the year 2040, for a total county population of 393,700. The City of Lacey and its associated UGA area is expected to accommodate almost one-quarter of this new growth, an additional 32,080 people. Each of the capital project category sections of this CFP demonstrate how the facilities listed under that section have been planned to accommodate the additional growth.

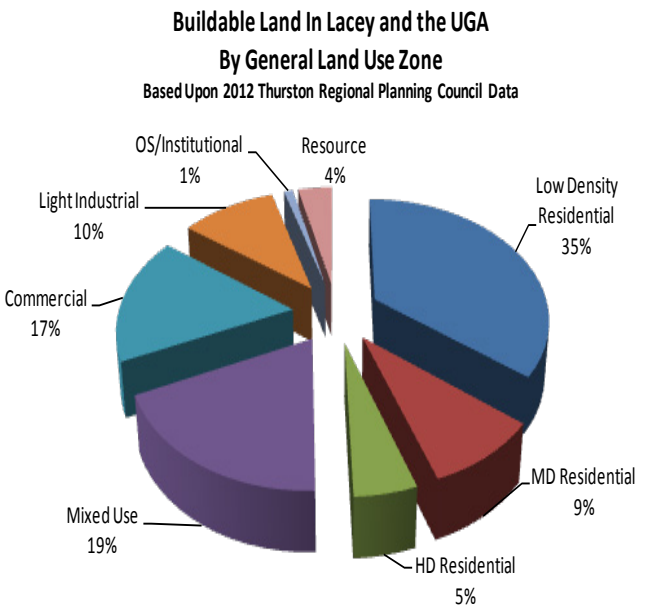


Chart 2.3

How to Read The Capital Facilities Plan

The first section of this document is the Executive Summary. Its purpose is to provide bottom line financial information summarizing capital project costs and proposed funding sources of projects included in the first six years of this 20 year plan.

Following the Introduction section, all of the projects proposed within this CFP's six year and

twenty year planning windows are presented in the following project categories:

- General Government Projects
- Park Projects
- Transportation Projects
- Sewer Projects
- Storm Drainage Projects
- Water Projects

Each of the project category sections are organized in the same way and contain:

- 1) A narrative providing a general background of the planning activities done under that section, as well as discussion of planning goals and policies, documents supporting the section's projects, and key issues related to that particular planning area;
- 2) A level-of-service analysis explaining the City's level-of-service standards in the particular section, and how scheduled projects will affect the level-of-service levels;
- 3) A six-year project financing plan identifying intended project funding sources for that section. The Growth Management Act requires that capital facilities funding sources be identified within 6 years of determining a project's need.
- 4) An inventory map showing existing facilities in that section;
- 5) A project location map showing the location of projects proposed under that section;
- 6) A project summary sheet summarizing proposed project construction costs, revenue sources, and operating costs for all projects in that category; and
- 7) Individual project worksheets detailing the description, UGA planning area location, justification, supporting planning documents,

status, funding sources, and construction and operating costs of all individual project found in that section. A map of the planning areas is shown on page 2-7.

Following the project sections, an Appendix section contains a glossary of terms used in this document; an explanation of capital project revenue sources; the North Thurston School District Capital Facilities Plan; and the Thurston County Capital Facilities Plan.

Joint Projects and Projects by Other Jurisdictions

Several of the projects listed within this document will be undertaken jointly with other jurisdictions or agencies. A stormwater project, for instance, may address a drainage problem that ignores city or UGA boundaries. A transportation project may involve the upgrading of a roadway that crosses in and out of the city and the county. On such projects, joint planning and financing arrangements have been detailed on the individual project's worksheet.

Capital Facilities Not Provided by the City

In addition to planning for public buildings, streets, parks, trails, and water, sewer, and storm drainage systems, the GMA requires that jurisdictions plan for 1) public school facilities, and 2) solid waste collection and disposal facilities. These facilities are planned for and provided throughout the Lacey UGA area by the North Thurston School District and the Thurston County Department of Solid Waste, respectively.