CHAPTER 13

CAPITAL FACILITIES

City of Liberty Lake Comprehensive Plan

A. Introduction

City residents rely on facilities and services that help to define their quality of life and maintain their health and well-being. They expect their tax dollars to be used efficiently and want measurable and obvious returns on their contributions. They want their quality of life to be maintained and improved through the services and facilities that their government provides. Public facilities and services are often taken for granted. Yet, without coordination and conscientious planning for future growth, facilities and services may be interrupted or inadequate.

One fundamental tenant of the Growth Management Act (GMA) is for local governments to ensure that both existing and future developments are adequately served by public facilities and services. Existing facilities and services must be able to support new development or provisions for improvements must be made where deficiencies exist. If the level of service of an existing road decreases to an unacceptable standard due to the impacts of a development, then the road must be improved to a standard that is acceptable. The concept is simple. The planning process is not. A host of county, state and federal agencies, as well as private service providers, are important players in the City process.

Capital Facilities and Utilities are two of the six elements that the Growth Management Act requires to be included in the City of Liberty Lake's Comprehensive Plan. These services and facilities are provided by both public and private entities and are the integral elements that link the entire plan together (also see Chapter 6, the Utilities element of this plan).

The growth scenarios envisioned in the land use element will not become a reality unless it can be shown through the Capital Facilities Plan (CFP) that there will be adequate facilities and services in place to support future development. It must also be shown that those improvements can be afforded, with funding sources identified. Some of the most important goals of the Growth Management Act are realized through the Capital Facilities element of this plan.

Capital Facilities Element Vision Statements[1]

1. A fire station, post office, and library closer to the center of the city, a city hall, maintenance facility complex, and an expansion of the wastewater treatment plant
2. Regional business development center

B. History and Background

Capital Facilities are characterized by their long, useful life and require significant expenditures to construct. They include facilities such as roads, water and sewer systems, parks, jails and solid waste. Capital Facilities are provided by both public and private entities. Services such as police and fire protection are also included within the Capital Facilities element. Capital facilities appear in other elements of the Comprehensive Plan. For example, transportation facilities such as roads and transit appear in the Transportation and Land Use elements. Parks and other recreational facilities are addressed in the Parks, Recreation, and Open Space Element.

[1] Vision Statements were created by the Planning Commission and City Council to reflect citizen comments.

Capital Facilities Plan

The Capital Facilities Plan is a 6-year plan for capital improvements that support the City's current and future population and economy. One of the principal criteria for identifying needed capital improvements is standards for levels of service (LOS). The CFP contains LOS standards for public facilities and services and requires that new development be served by adequate facilities. The CFP also contains broad goals and specific policies that guide and implement the provision for adequate public facilities, services and concurrency requirements. The purpose of the Capital Facilities Plan is to prepare sound fiscal policies to provide adequate public facilities consistent with the Comprehensive Plan and concurrent with, or prior to, the impacts of development. The CFP will allow the City to achieve and maintain adopted standards for levels of service and to exceed the adopted standards when possible.

Capital Facilities Plans are required in order to accomplish the following:

1. Provide capital facilities for land development that is envisioned or authorized by the Land Use element of the Comprehensive Plan.
2. Maintain the quality of life for existing and future development by establishing and maintaining standards for the level of service of capital facilities.
3. Coordinate and provide consistency among the many plans for capital improvements, including:
    a. Other elements of the Comprehensive Plan;
    b. Master plans and other studies of the local government;
    c. Plans for capital facilities of state and/or regional significance;
    d. Plans of other adjacent local governments; and
    e. Plans of special purpose districts.
4. Ensure the timely provision of adequate and concurrent facilities as required in the GMA.
5. Document all capital projects and their financing.

The CFP is the element that links the entire Comprehensive Plan together. Through it, levels of service standards are established. The levels of service then become the basis for providing capital facilities concurrent with growth, thereby determining the quality of life in the community. The requirement to fully finance the CFP (or revise the land use plan) provides a reality check on the visions set forth in this plan. The capacity of capital facilities that are provided in the CFP affects the size and configuration of the Urban Growth Area.

Planning for major capital facilities and their costs enables the City of Liberty Lake to:

1. Demonstrate the need for facilities and the need for revenues to pay for them.
2. Estimate future operation/maintenance costs of new facilities that will impact the annual budget.
3. Take advantage of sources of revenue (i.e., grants, impact fees, real estate excise taxes) that require a CFP in order to qualify for the revenue.
4. Get better ratings on bond issues when the City borrows money for capital facilities (thus reducing interest rates and the cost of borrowing money).

The Capital Facilities Plan is a separate document that is adopted concurrent with the Comprehensive Plan and will be included in Appendix F of this plan.

Service Agreements

A number of public facilities and services are provided on a regional basis in the City of Liberty Lake. For example, the City's fire protection is provided by Valley Fire District #1. The City of Liberty Lake, Spokane County, and districts need to continually explore costs/ benefits of regional services. Preliminary studies indicate Liberty Lake could be paying a disportionate amount for regional services. In particular, background research is needed to document the experience of other jurisdictions, analyze the extent to which such experience is relevant to the City of Liberty Lake, and develop alternative approaches to provide facilities and services.

The City must continue to work diligently with Spokane County to establish interlocal agreements. The agreements are necessary to establish guidelines for planning, public facility design standards, transfer of facilities upon annexation, and consistency in service delivery.

Focused Public Investment

Focused public investment targets capital improvement expenditures in public investment areas to produce *fully served land* for development. Focused public investment maximizes the use of limited public funds by coordinating government expenditures and focusing development, first in some areas, then in others. The targeted public investment is an incentive for development to occur where the public's capital investment is focused. In order for public investment to be focused to produce fully served land, the City and other service providers will need to resolve the following issues. (1) What criteria should be used to prioritize public investments? (2) How should areas be selected for targeted investment?

Siting of Essential Public Facilities

Local governments are required by GMA to include a process for identifying and siting essential public facilities, such as jails, education facilities, land fills, and sewage treatment plants. Jurisdictions in Spokane County, including the City of Liberty Lake, addressed this requirement through the development of the Spokane County Regional Siting Process for Essential Public Facilities that was accepted by the jurisdictions through an interlocal agreement in early 2003.

Levels of Service (LOS)

Levels of service standards are usually quantifiable measures of the amount of public facilities or services that are provided to the community. Levels of service may also measure the quality of some public facilities. Typically, measures of levels of service are expressed as ratios of facility or service capacity to demand (i.e., actual or potential users). For example, the level of service for parks may be expressed as acres of parks for every 1,000 people. Levels of service standards are measures of the quality of life in the City of Liberty Lake. The standards should be based on the community's vision of its future and its values.

Once the City of Liberty Lake's Comprehensive Plan is adopted, the levels of service identified in the Plan will guide future capital facility and service decisions. Therefore, the City of Liberty Lake's City Council makes the final determination to adopt levels of service that represent the City's visions. The City Council's decision should be influenced by recommendations of the Planning Commission, providers of public services, Steering Committee of Elected Officials, and the public, through the City's citizen participation projects.

Adopted Regional Minimum Level of Service (LOS)

In 1996, the Steering Committee of Elected Officials adopted Interim Levels of Service standards for the region, in accordance with the Countywide Planning Policies (CWPPs). Each jurisdiction within the county may adopt a higher level of service if it is determined that the local needs and desires warrant an increased level of service. The following services have been assigned a minimum regional level of service.

- Fire Protection
- Solid Waste Processing
- Public Transit
- Domestic Water
- Street Cleaning
- Sanitary Sewer
- Storm water
- Transportation

In addition, the City of Liberty Lake shall establish Levels of Service for police protection, schools, libraries, and parks.

Concurrency

One of the requirements of the GMA is for public facilities and services to be provided concurrent with development. *Concurrency* means that adequate public facilities will be in place to support new development when the impacts of that development take place or within a specified time thereafter (WAC 365-195-070[3]). For transportation facilities, the specified time is 6 years from the time of development. The impacts of development are usually equated with occupancy and use of the development (RCW 36.70A.020). Concurrency requires that facilities have sufficient capacity to serve development without decreasing levels of service below minimum standards adopted in the CFP.

The GMA *require*s concurrency only for transportation facilities. However, the Washington State Department of Community, Trade and Economic Development (CTED) recommend concurrency for water and sewer systems (see WAC 365-195-070[3]). GMA also requires all other public facilities to be “adequate” (see RCW 19.27.097, 36.70A.020, 36.70A.030 and 58.17.110). Concurrency management procedures should be developed to ensure that sufficient public facility capacity is available for each proposed development.

Utilities

Utilities is one of six elements required by the GMA to be included in this plan. Utilities is covered in Chapter 6 of this plan under the Utilities Element. Utilities are identified as electric, telecommunications, natural gas facilities, water, and sewer.

In December 1995, a Regional Utility Corridor Plan (RUCP) was developed to fulfill the requirements of the Countywide Planning Policies. This plan includes an inventory and analysis of existing and proposed electric, gas, telephone/fiber optic, water and sewer “corridors”. Through the inventory and mapping of existing and proposed utility corridors, it was determined that opportunities to share corridors may be limited. A Utility Corridor map within the RUCP identifies electric, gas, and telephone/fiber optic corridors from various utility providers. The RUCP provides policies and action statements that are used to guide the goals and policies of this plan.

C. Goals and Policies

The Capital Facilities Element unites all the elements of this Comprehensive Plan. The purpose of the Capital Facilities Element is to establish a viable planning link between inventory, level of service, and financing for future public facilities. The goals state the general Growth Management intentions of the City, while the policies are guidelines for decisions on how goals will be achieved. Please see Chapter 4 for policies related to transportation facilities, Chapter 6 for the policies specifically relating to utilities, Chapter 8 for parks and recreation policies, and Chapter 12 for essential public facilities policies.

Goal

CF.1: Establish appropriate Level of Service standards for public facilities and services

Policy

CF.1.1: Normally facilities and services should meet or exceed the minimum required regional Level of Service standards as adopted by the Steering Committee of Elected Officials. Full descriptions of Level of Service may be found in the Capital Facilities Plan. The following Levels of Service have been adopted:

FIGURE 13.1 LEVELS OF SERVICE

Domestic Water	One equivalent residential unit (ERU) is 800 gallons per day. Require that adequate water capacity, distribution, and transmission facilities are in place to accommodate new development at the current level of service.
Sanitary Sewer	Public sewer required within the City limits.
Transportation	LOS for operational analysis shall be as contained in the City of Liberty Lake Standards for Road Construction. Maintain travel corridor time as established by the SRTC
Storm water	New development shall not increase runoff volume off-site. Prevent flooding of property during a 25-year storm. Prevent damage to buildings from a 100-year storm. Storm water discharge to any surface or ground waters will be prohibited if it will degrade water quality below standards.
Law Enforcement	1 officer per 1000/population.
Parks & Open Space	30 acres per 1000/population.
Libraries	.41 square feet per City resident.
Solid Waste/ Recycle	Solid waste processing will meet Federal and State regulations.
Street Cleaning	Implement plan as identified in Transportation Element.
Public Transit	As adopted by Spokane Transit Authority Board of Directors.
Fire and Emergency Services	Urban areas served by Fire District with at least a Class 4 Insurance Rating. Fire Flow and hydrant placement per Uniform Fire Code. Urban areas must be within 5 road miles of station with “Class A” pumper. Urban areas shall be served by a basic life support (BLS) agency.
Public Schools	To be determined by individual school district CFP.

Goal

CF.2: Implement a Capital Facilities Plan that ensures that public facilities and services meet the established Levels of Service.

Policies

CF.2.1: Determine the quantity of capital improvements that are needed to eliminate existing deficiencies and to maintain the Level of Service standards for public facilities and services provided by the City of Liberty Lake.

CF.2.2: Establish priorities among capital improvement projects through annual review and amendments to the Capital Facilities Element and the City's Six-Year Capital Improvements and Transportation Improvement Programs.

CF.2.3: Ensure that the estimated cost of all capital improvements does not exceed the estimate of available revenues.

CF.2.4: Monitor the implementation of the Capital Improvement Program and development to ensure that the Land Use, Transportation, Utilities, and Capital Facilities Elements are coordinated and consistent and that established Level of Service standards for public facilities and services are achieved.

CF.2.5: Finance capital improvements and manage debt consistent with the Capital Facilities Element of the Comprehensive Plan.

CF.2.6: Provide public facilities and services or accept their provision by other entities only if the City of Liberty Lake or the other entity is able to pay for subsequent operation and maintenance costs.

Goal

CF.3: Ensure that public facilities and services support proposed development at established Levels of Service.

Policies

CF.3.1: Development shall be approved only after it is determined that public facilities and services will have the capacity to serve the development without decreasing levels of service below adopted standards.

CF.3.2: Assess the Comprehensive Plan and, as appropriate, reduce Level of Service standards, increase funding for new or improved facilities, or reassess the Land Use element if the adopted Level of Service standards are not achieved.

CF.3.3: Designate phases for development within Urban Growth Areas as follows:

Phase 1: Includes existing urbanized areas for which the 6-year Capital Facilities Plan provides urban services and facilities.

Phase 2: Areas for which urban services and facilities are planned for years 7-20 of the 20-year planning period. Urban services and facilities will be provided by the developer concurrent with development or by public providers by implementing all or a portion of the capital facilities plan.

CF.3.4: For vested development approvals and vested preliminary plats, which were issued prior to the adoption of this Comprehensive Plan, provide public facility capacity, if available, for a period of five years plus one (one year) extension.

CF.3.5: The City of Liberty Lake will implement a Concurrency Management System to ensure that adequate public facilities and services needed to support development are available concurrent with the impacts of such development. The following facilities must meet adopted level of service standards and be consistent with the Concurrency Management System: Fire protection, police protection, parks and recreation, libraries, public sewer, public water, solid waste disposal and recycling, transportation, and schools.

Goal

CF.4: Ensure that capital improvements are made in conformance with the goals and policies of the other elements of the Comprehensive Plan.

Policies

CF.4.1: Locate all City owned public facilities in conformance with the adopted land use map and the goals and policies of the Comprehensive Plan.

CF.4.2: Integrate capital improvements with land use planning decisions.

Goal

CF.5: Establish interlocal agreements with Spokane County and other entities to coordinate efficient provision of public facilities consistent with the Capital Facilities Element.

Policies

CF.5.1: Establish interlocal/ joint planning agreements with Spokane County and other entities to coordinate planning for, and development of, Urban Growth Areas.

Domestic Water Systems

Goal

CF.6: Coordinate public water system planning to promote efficient service, protect the natural resources, and ensure the orderly physical development of the City of Liberty Lake consistent with adopted plans and policies.

Policies

CF.6.1: Ensure water system plans are consistent with anticipated population growth and the Comprehensive Plan.

CF.6.2: Prohibit the extension of water service to new development that will decrease the level of service of the existing water system below the adopted minimum level of service standards.

CF.6.3: Ensure water systems for developments include adequate supply and distribution systems for domestic use and fire protection per local, state and federal plans, policies and regulations.

CF.6.4: Provision of water services and construction of water service lines or other water system facilities that promote urban development outside the Urban Growth Area boundaries (UGAs) will be discouraged. (see U.4.6)

CF.6.5: Implement measurable water conservation practices.

Sanitary Sewer Systems

Goal

CF.7: Coordinate public sanitary sewer planning to promote efficient service, protect natural resources, and ensure the orderly physical development of the City of Liberty Lake consistent with adopted plans and policies.

Policies

CF.7.1: The Comprehensive Wastewater Management Plan (CWMP) is a part of the Comprehensive Plan.

CF.7.2: Prohibit the expansion of any sewer services that will degrade the existing system below the adopted level of service.

CF.7.3: Sewer planning should be consistent with anticipated population growth and developed in coordination with comprehensive plan land use policies.

CF.7.4: Existing and future sewage disposal systems shall meet or exceed all applicable local, state, and federal regulations.

CF.7.5: The location and capacity of existing and planned sewer facilities shall be important factors when determining the intensity and/or density of land use designations.

CF.7.6: Require that new proposed development be accommodated within the planned capacity of the sewer conveyance and treatment system before approval.

CF.7.7: Pursuant to RCW 36.70A.110(4), public sewer service shall not be extended or expanded, including new connections where connections fees have not been collected, outside the Urban Growth Area boundary, except in response to an immediate threat to public health, safety, or the environment, or when necessary for the protection of aquifers designated pursuant to RCW 36.70A.170. (see U.4.7)

Stormwater

Goal

CF.8: Provide stormwater facilities and related management programs that protect surface and groundwater quality and habitat, prevent chronic flooding from stormwater, maintain natural stream hydrology, and protect aquatic resources.

Policies

CF.8.1: New development shall require stormwater management systems.

CF.8.2: Best management practices should be utilized to treat stormwater runoff prior to injection of runoff into the ground.

CF.8.3: New development shall be designed to protect natural drainage functions including flood plains, drainageways, sink areas, and other natural and existing drainage facilities.

CF.8.4: New development shall be designed to prevent on-site and off-site damage from stormwater runoff that result from site development or from the new land use activity.

CF.8.5: New development shall consider, where feasible, the multiple uses of facilities, such as the integration of stormwater facilities with recreation/ open space areas.

CF.8.6: Conduct stormwater management planning by drainage basin, treating basins as complete drainage systems, to assure that the most economical and beneficial stormwater controls are provided.

CF.8.7: Encourage use of alternatives to impervious surfaces through rewards and credits. Promote efficient use of required impervious surfaces by maximizing allowed net floor to area ratios and reducing front setbacks.

CF.8.8: Implement a coordinated, regional stormwater service organization to provide stormwater services to all areas of the City.

CF.8.9: Watershed protection areas should be adopted for watersheds where steep slopes, high groundwater, shallow soils, poorly draining soils, and other special physical conditions make on-site disposal of stormwater difficult. In these watershed protection areas, special stormwater management studies and techniques may be required.

Schools

Goal

CF.9 Coordinate with the Central Valley School District to ensure that school sites and facilities meet the educational needs of the City of Liberty Lake residents.

Policies

CF.9.1: Encourage the Central Valley School District to allow for shared access of facilities for recreational or other public purposes.

CF.9.2: Assist the Central Valley School District in developing a Capital Facilities Plan that is consistent with the Growth Management Act and the City's Comprehensive Plan.

CF.9.3: Develop land use designations and policies that protect and allow for the establishment of new schools in the City, whether public or private.

CF.9.4: Encourage the expansion of school facility capacity to proceed at a comparable rate with that of private residential development and demographic trends.

CF.9.5: Consider the adequacy of school facilities when reviewing new residential development.

CF.9.6: Explore the possibility of establishing an independent school district.

CF.9.7: Minimize the distance which children and youth must travel for educational services and encourage a closer bond between the community and its schools. (See CHS.2.5)

Libraries

Goal

CF.10: Provide library services efficiently and cost effectively to Liberty Lake residents.

Policies

CF.10.1: Encourage inter-jurisdictional cooperation and sharing of equipment and facilities.

CF.10.2: Ensure that the expansion of library capacity and service proceeds at a comparable rate with that of private residential development and demographic trends.

CF.10.3: Ensure that land use regulations allow siting of library facilities in locations convenient to residential areas.

Police Protection

Goal

CF.11: Provide police protection efficiently and cost effectively to residents of the City of Liberty Lake.

Policies

CF.11.1: Encourage interjurisdictional cooperation among law enforcement and corrections agencies to further develop, where practical, shared service and facility use.

CF.11.2: Develop community benchmarks and program performance measures to evaluate police protection effectiveness. Such performance measures might include response time to calls, crime solution rates, or other methods to determine actual effectiveness.

CF.11.3: Require development of comprehensive emergency management plans consistent with the elements of the Comprehensive Plan.

CF.11.4: Encourage and utilize volunteer services consistent with volunteer and public safety.

Fire Protection

Goal

CF.12: Provide fire and emergency medical services efficiently and cost effectively to residents of the City of Liberty Lake.

Policies

CF.12.1: Ensure provisions for road access adequate for residents, fire department or district ingress / egress, and water supply for fire protection in commercial and residential developments.

CF.12.2: Provide defensible space between structure and adjacent fuels and require that fire rated roofing materials be used.

CF.12.3: Encourage development of community benchmarks and program performance measures to monitor outcomes from public safety efforts.

CF.12.4: Identify and implement comprehensive emergency management plans consistent with the elements of the Comprehensive Plan.

Solid Waste Disposal

Goal

CF.13: Provide solid waste disposal service to reduce public nuisance, health hazard, and pollution to the City of Liberty Lake's environment.

Policies

CF.13.1: Encourage recycling to conserve resources and energy.

Siting Essential Public Facilities

Goal

CF.14: Facilitate the siting of public and private essential public facilities when the City is the appropriate location. (see the Essential Public Facilities element of this plan)

Policies

CF.14.1: Follow the Spokane County Regional Siting Process for Essential Public Facilities of a statewide or regional nature.

Utilities (electric, natural gas, telecommunications, and cable)

Goal

CF.15: Provide utilities that are consistent and available to support land use policies.

Policies

CF.15.1: Coordinate with utility providers to ensure that sizing, locating, and phasing of utility systems are consistent with the Comprehensive Plan and meet anticipated population needs in a timely manner.

CF.15.2: New development shall be consistent with established utility plans and procedures.

CF.15.3: Promote conservation measures to reduce the need for additional utility distribution facilities/ services in the future.

CF.15.4: Ensure that utility facilities are designed to minimize adverse aesthetic impacts on surrounding land uses.

Natural Gas Policies

CF.15.5: Encourage availability and efficient use of natural gas.

CF.15.6: Encourage coordination with utility providers in the provision of natural gas.

Telecommunication Policies

CF.15.7: Encourage coordination with utility providers in the provision of telecommunication services.

CF.15.8: Promote long-term planning for telecommunications systems.

CF.15.9: If permitted, the placement of cellular communication facilities shall be in a manner that minimizes adverse impacts on adjacent land uses, does not affect viewsheds or corridors, and maximizes the use of existing structures where feasible.

CF.15.10: Encourage telecommunication services as a means to mitigate the transportation impact of development and growth.

Electricity Policies

CF.15.11: Encourage coordination with utility providers in the provision of electrical services.

CF.15.12: Protect existing utility corridors to permit maintenance access and future expansion.

CF.15.13: Provide for efficient, cost effective, and reliable utility service by ensuring land is available for the location of utility lines, including their location within transportation corridors and by creating guidelines and permit processes that are conducive to utility operations.

Utility Corridors Policies

CF.15.14: Coordinate dimensional guidelines for regional corridors with affected utility providers and jurisdictions.

CF.15.15: Promote the co-location of new utility transmission distribution and communication facilities when doing so is consistent with the utility industry practices, DOT requirements, and national electrical and other codes. (Examples of facilities that may be shared are trenches, rights-of-way, towers, poles, and antennas.)

CF.15.16: Provide timely notice to affected private utilities of all major utility projects, including the maintenance and repair of existing roads, in order to promote the joint planning and coordination of public and private utility activities.

CF.15.17: Where consistent with multiple uses, promote joint use of utility corridors with recreational and green space applications.

CF.15.18: Adopt the Regional Utility Corridor Plan through the adoption of the Comprehensive Plan.

CF.15.19: Require undergrounding of all newly installed or extensively modified utilities, 13kV or under, to protect viewsheds and corridors.

Development Impact Fees

Impact fees are fees a local jurisdiction charges new development to at least partially fund off-site public facilities and services made necessary by the new development. The Growth Management Act authorizes local jurisdictions to establish fees to finance certain types of improvements. There is flexibility to tailor the fees, within limits, to meet local needs. The fees are generally levied based on the level-of-service standards established by a jurisdiction.

Goal

CF.16: Growth and development activity should pay a proportionate share of the cost of planned facilities needed to serve the growth and development activity.

Policies

CF.16.1: Consistent with the Capital Facilities Plan, growth related impact fees may be imposed for public streets and roads; public parks, open space and recreation facilities; schools; and fire protection facilities.

CF.16.2: Growth related impact fees:

a. Shall only be imposed for system improvements that are reasonably related to the new development;
b. Shall not exceed a proportionate share of the costs of system improvements that are reasonably related to the new development; and,
c. Shall be used for system improvements that will reasonably benefit the new development.

CF.16.3: New housing units meeting the standard federal and state definition of “low-income housing” shall be exempted from development impact fees.

CF.16.4: New housing units serving populations with special needs, such as persons with severe disabilities, should be eligible for a reduction or exemption to development impact fees consistent with their reasonable and ongoing impact on existing systems.