CAPITAL FACILITIES

WHAT YOU WILL FIND IN THIS CHAPTER

- Information and policies about existing public facilities and the need for future facilities to address growth and the community's changing needs.
- A connection to the city's seven-year capital Improvement Program for financing capital facilities.
- References to the city's various functional system plans, such as those for water and wastewater.
- Policies regarding the siting of Essential Public Facilities.

CAPITAL FACILITIES VISION

BELLEVUE HAS OUTSTANDING COMMUNITY FACILITIES THAT SERVE THE NEEDS OF A GROWING AND CHANGING CITY.

Bellevue has adequate financial resources to build and maintain the parks, streets, and other community facilities to address the community's growth and evolving needs. These facilities address multiple objectives, such as creating new open space and enhancing neighborhood character, even as they meet basic functional requirements.

INTRODUCTION

Ensuring that public facilities are available when growth occurs is critical. The implementation of a well-defined capital facilities program will help realize the community's vision for outstanding capital facilities as well as the vision and goals of the Land Use Element.

This element demonstrates how Bellevue plans for the provision and maintenance of capital facilities. It acts as a reference to all other capital facility plans, comprehensive plans, capital improvement and investment programs, inventories, and studies that together represent the planning and financing mechanisms necessary to serve the capital facility needs of Bellevue. Figure CF-1 presents a list of other relevant plans.

Bellevue owns and manages a variety of capital facilities including roads, parks, water and sewer lines, police and fire facilities, administrative buildings, and training and maintenance facilities. In addition to facilities owned and managed by Bellevue, there are publicly owned capital facilities managed by other entities which meet some of Bellevue's capital facility needs. These include, but are not limited to, schools, libraries, water supply, sewage treatment, public transit, and publicly owned park-and-ride facilities.

Responsible governing bodies make planning decisions about their facilities, such as when to construct new facilities, improve existing facilities, increase the level of service provided by those facilities, and how to fund and maintain needed facilities. Planning decisions address the evolving and adaptive role of technology in the provision of capital facilities.

While Bellevue does not manage all capital facilities in the city, it does have significant influence on capital facilities planning and development by its authority to regulate land uses and its obligation to develop a comprehensive plan. In addition, the state, through the Growth Management Act, requires Bellevue to demonstrate that all capital facilities serving Bellevue have been considered and that planning is done in a coordinated and comprehensive fashion.

WHY CAPITAL FACILITY PLANNING?

The Growth Management Act gives jurisdictions specific direction on capital facilities through its Public Facilities and Services Goal:

> *"Ensure that those public facilities and services necessary to support development shall be adequate to serve the development at the time the development is available for occupancy and use without decreasing current service levels below locally established minimum standards."*

Countywide Planning Policies ensure jurisdictions' plans for growth are consistent with their Capital Improvement Program and that urban areas have adequate public facilities and services to meet growth targets. The Bellevue Capital Facilities Element demonstrates how the city will provide adequate public facilities to address past deficiencies, anticipate growth needs, achieve acceptable levels of service, efficiently use fiscal resources, and meet realistic timelines.

WHAT DOES IT MEAN?

- Demand for Bellevue's capital facilities is likely to grow over the next twenty years. New demand can be accommodated through new capacity and through managing demand. Demand management could be accomplished in a variety of ways, depending on the service or facility. For example, encouraging residents to use transit instead of single-occupancy vehicles can reduce demand for roads and associated infrastructure.
- Each capital facility system has its own functional plan, which includes a list of needed capital facilities. Facility needs are determined through level of service standards, operating criteria, or performance standards.
- A key feature of the capital facilities planning process is asset management, which continually monitors the condition of existing facilities and infrastructure, identifies the levels of maintenance needed, and determines when facilities need to be replaced. The city's capital facilities policies ensure that the city plans in advance for maintenance and infrastructure replacement to maintain levels of service. These policies also tie capital facilities planning to land use, making sure that assumptions about future growth are consistent.
- Examples of needed facilities for Bellevue include new and expanded fire stations and public safety training facilities, additional water distribution system capacity, additional sewer trunk lines, and additional storm drainage trunk capacity.
- Infrastructure for drinking water, wastewater, and stormwater is aging and will require repairs and replacement during the planning period.

TODAY'S CONDITIONS AND TOMORROW'S PROJECTIONS

CAPITAL FACILITIES TODAY AND TOMORROW

Current Facilities

The City of Bellevue owns and maintains a variety of public services infrastructure, including: drinking water, wastewater, and stormwater systems; parks and open space; police and fire facilities; municipal buildings; public roads and transportation infrastructure.

The city departments responsible for each of these services conduct ongoing facilities planning. Larger systems, such as utilities, have specific functional plans. Capital facilities belonging to privately owned utilities serving Bellevue (electrical, natural gas, pipelines and telecommunication) are addressed in the Utilities Element of the plan.

Bellevue Utilities owns, operates, and maintains over $3.5 billion of infrastructure to provide drinking water, wastewater, and stormwater and surface water services to over 40,000 customer accounts. Continued investment in this infrastructure is necessary for continued delivery of utility services that are critical for human health and safety, economic development, as well as supporting a sustainable, healthy environment. Capital facility investment helps to ensure that Bellevue can continue to deliver the high quality municipal utility services customers expect.

In addition to utilities, the city owns and manages a collection of recreational facilities, including more than 2,400 acres of parkland, 94 miles of trails, and a variety of athletic facilities, swimming pools, playgrounds, and community centers. A detailed inventory and discussion of goals and policies for recreation are included in the Bellevue Parks and Open Space Plan.

Other facilities managed by the city include fire stations, a central police station, substations, a 9-1-1 communications center, and associated equipment and assets (fire engines, police cars, ambulances, hazardous materials response equipment, etc.). The city also manages buildings and facilities necessary to conduct day-to-day operations, such as the city hall and public works facilities. See the section under Bellevue's Capital Facilities Plan.

Public capital facilities located in Bellevue but owned or operated by other agencies include state and federal transportation infrastructure, a King County solid waste transfer station, King County libraries, and various schools owned by the Bellevue, Lake Washington, Issaquah, and Renton School districts. Similar to city-managed systems, each of these providers conducts its own capital planning processes to ensure its ability to meet demand. Some of these non-city provider plans are listed at the end of this element under Implementation.

Future Needs

The provision of capital facilities contributes to Bellevue's quality of life. Parks, utilities, fire stations, and other community and regional facilities are a physical reflection of Bellevue's vision for the community.

Bellevue is a highly urbanized community with little vacant land, though there is a full array of urban services to accommodate projected growth in households and jobs over the next 20 years. Therefore, planning for needed capital facilities will focus on maintaining and improving levels of service as redevelopment occurs.

Bellevue's 20-year planning targets include 17,000 additional housing units and 53,000 additional jobs. These planning targets drive Bellevue's capital facilities planning to ensure that Bellevue plans for and is able to fund needed capital facilities. These facilities are needed to consistently implement the Land Use Element, which focuses growth in urban areas to avoid sprawl and reduce service delivery cost. Providing adequate capital facilities in Bellevue also implements the Urban Growth Goal of the Growth Management Act, encouraging development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.

Bellevue maintains performance measures and thresholds for all capital facilities to evaluate performance and needs. The quantity and quality of capital facilities needs are established by adopted levels of service, operating criteria, or performance standards. These measurement tools are listed in each capital facility functional plan. Each functional plan also contains a list of capital facility needs and planned improvements.

CHALLENGES AND OPPORTUNITIES

While there are unique challenges to specific capital facility services, several issues apply broadly in Bellevue:

- **Accommodating Increased Demand.** Increased demand will require investment for building and maintaining facilities for services like water, wastewater, stormwater, parks, fire, police, transportation, and municipal buildings. Non-city providers, such as school districts, libraries and solid waste processors, will also experience increased demand for services and will need to plan for new or improved facilities.
- **Aging Infrastructure.** Some of Bellevue's capital facilities are aging and will require repairs and replacement over the next twenty years. The costs of replacing utility infrastructure and roads are substantial and take years for planning and implementation. Likewise, facilities such as parks and municipal buildings require ongoing maintenance, improvements, or replacement. City departments maintain plans and strategies for funding and building necessary improvements, which are scheduled and assigned funding in the city's seven-year Capital Investment Program.
- **Service Provider Coordination.** Capital facilities in Bellevue are a collection of infrastructure managed by the city as well as a variety of non-city providers. For example, the surface water drainage system is a combination of private and public systems. These systems, over half of which are private, work together to convey stormwater, control flooding, and protect water quality. Other non-city facilities include schools, public libraries, transit stations, and solid waste transfer stations. The city is responsible for ensuring that adequate services are provided for all residents.

- **Compliance with New Laws and Regulations.** Changing state and federal mandates governing capital facilities systems require the city to monitor and review its systems to ensure compliance. For example, compliance with the city's National Pollutant Discharge Elimination System Municipal Stormwater Permit, a Federal Clean Water Act mandate that affects programs citywide, will have significant long-term impacts on the way the city does business, on city expenses, and on private development costs.

BELLEVUE'S CAPITAL FACILITIES PLAN

CAPITAL FACILITIES INVENTORY

Most city-owned capital facility systems are governed by a dedicated functional plan. These plans contain detailed inventories of existing facilities and infrastructure, as well as planned improvements. In addition to the facilities covered by functional plans, the City of Bellevue maintains and uses a number of other facilities to perform city administrative functions. Figure CF-1 contains a list of both types of facilities, a description, and a link to the functional plan, if applicable.

The city has planned for the following major facility expansions and improvements within the planning period:

- Expansion of the City Hall east parking garage and reduction of the north garage to accommodate a new light rail station.
- Creation of a permanent home for the Bellevue District Court; the current lease is for 10 years with an option for an additional 10 years.
- Construction of a new Fire Station #10 to serve Downtown.
- Replacement of Fire Station #5.
- Expansion of the Fire Training Center site.

A complete list of capital facility improvements planned in the next seven years is included in the city's Capital Investment Program, which is described in the following section.

The Capital Investment Program and the functional plans listed in the Implementation section of this element and in Figure CF-1 identify facility inventories, needs, projected costs, and funding sources.

Figure CF-1. Inventory of City-Owned Capital Facilities

Facility Type	Description	Functional Plan with Detailed Inventory Information
Bellevue City Hall	City departments, council chambers, police headquarters, and a police custody facility.	N/A
Bellevue District Court (King County)	Prosecution and probation services for adult misdemeanor cases.	N/A
Bellevue Services Center	Maintenance services, operation services, and the maintenance vehicle fleet.	N/A
Fire	Fire stations and emergency services facilities.	Bellevue Fire Department Facilities Master Plan
Parks	Parks and community facilities, including 1,800 acres of park land, 120 miles of trails, and five community centers.	Parks and Open Space System Plan
Wastewater	Facilities that convey wastewater to the Metro regional treatment system.	Wastewater System Plan
Stormwater	Infrastructure that conveys and manages storm and surface water.	Storm and Surface Water System Plan
Transportation	Street, sidewalks and other transportation infrastructure.	Transportation Facilities Plan
Water	Infrastructure for providing potable and fire response water, including water storage tanks.	Water Comprehensive Plan
Other properties	Old Fire Station #3 (148th & Bel-Red Road); Lincoln Center (NE 4th & 116th).	

CAPITAL IMPROVEMENT PLANNING

Capital investment recommendations are drawn primarily from functional plans specific to each capital facility service or city department. Utilities such as water, sewer, and stormwater have specific requirements according to state and federal law. Each city department or responsible agent forecasts needed improvements for at least a twenty-year horizon and, in some cases, through ultimate system build-out, based on the city's land use plan. The plans contain inventories of the system and forecasts of system demand and capacity based on population and regulatory mandates. The functional plans identify capital investments required to meet future demand and to replace or maintain existing facilities for continued service. The plans also define customer service levels and system-specific operating policies.

Each system plan is updated every six to ten years depending on need and regulatory requirements. These system plans are the best resource for comprehensive inventories and facility location information, as well as existing capacity and forecasted needs.

Bellevue's *Capital Investment Program* (CIP) is the city's seven-year financing and implementation plan. The objective of the CIP is to identify capital facility needs and funding mechanisms to finance the construction, reconstruction, and acquisition of assets needed due to population growth, aging of existing infrastructure, changing needs, or Bellevue's desire to improve the city's capital investments. Updated every two years, the CIP consolidates the planned infrastructure and facilities improvements identified in the system plans. The CIP prioritizes projects, identifies project order, and assigns funding.

The CIP uses many revenue sources to fund the capital investment projects identified in the plan, including sales tax, business and occupation tax, utility rates, state revenues, bonds, and grants. Impact fees1 and other specific revenues allowed under the

Growth Management Act also offer potential funding sources. Similar to city-managed capital facilities, non-city-managed capital facilities improvements are funded through bonds and other mechanisms.

The Growth Management Act requires that capital improvement planning be coordinated with the city's larger land use planning framework. The city is responsible for monitoring the status of development relative to planned conditions and for reviewing and revising plans as necessary. In particular, the city must ensure that adequate capital facilities are available when they are needed to serve development. If limited funding or other circumstances would prevent the city from providing adequate facilities and services, the Growth Management Act requires the city to re-evaluate the Land Use Element and make sure that capital facilities plans and land use plans are consistent.

HOW IS LEVEL OF SERVICE MEASURED?

Level of Service is measured differently depending on the type of service. It can range from a precise measurement, such as the amount of time it takes for a fire truck to reach the scene of a fire, to a general, qualitative measurement, such as a community's perception of how much and what type of open space is needed.

LEVEL OF SERVICE

Level of Service (LOS) is the adopted standard of service adequacy. For capital facilities planning, the LOS measure for each facility type provides guidance as to whether facilities are adequate to meet service needs and what new capital facilities may be needed.

LOS standards are created through an on going iterative process that considers the community's population, economics, and fiscal resources. Population figures tell who, how many, and where people need services, and the economics determines the amount of funding available to meet those service needs.

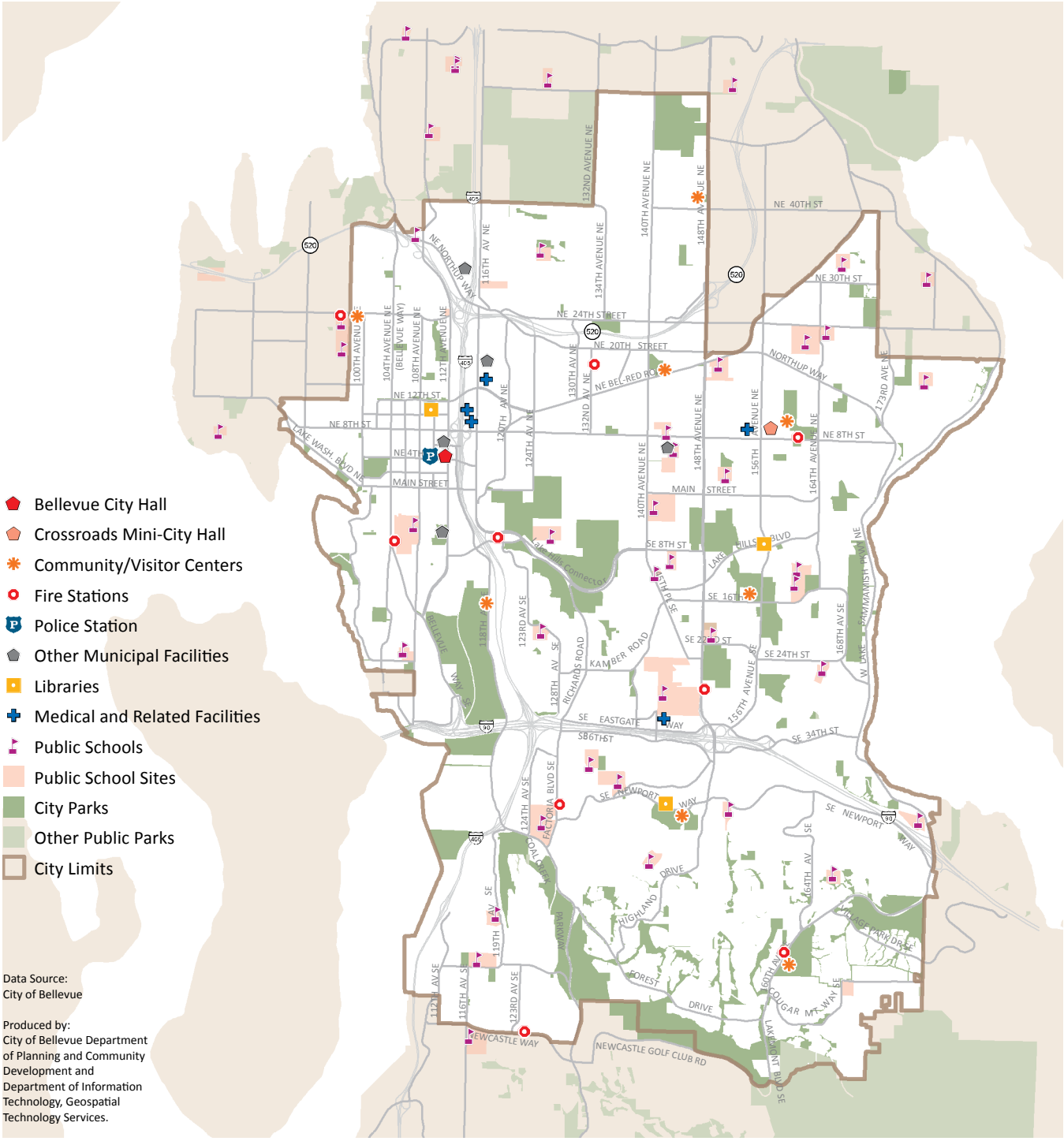
The performance of a capital facility can be measured once an LOS standard has been established. A capital facility operating at or above the established LOS indicates no need for improvements or new facilities. A facility operating below the established LOS is an indication that there may be a need for improvements, new facilities or a re-evaluation of the LOS standard. However, if funding is not available to bring service up to the established level, then the LOS is reexamined to determine if it is appropriate.

WHAT DOES SUCCESS LOOK LIKE?

- Bellevue's infrastructure is carefully planned and expanded to serve population growth and future demand.
- Aging facilities are maintained and replaced as necessary to ensure good working order.
- The city has sustainable funding sources to implement future capital improvement projects.

Map CF-1. Municipal and Other Public Facilities

This map shows the locations of existing municipal and other public facilities in Bellevue.



GOALS & POLICIES

GOAL

To efficiently serve the community's growth at planned levels of service through fiscal prioritization, innovation, and attention to the city's character and quality.

POLICIES

CF-1. Ensure that capital facilities necessary to meet level of service standards are provided within a reasonable amount of time.

CF-2. Plan for the long-term renewal or replacement of aging capital facilities as needed to maintain target service levels.

CF-3. Use the city's Capital Investment Program, as amended every other year, to prioritize the financing of capital facilities within projected funding capacities.

CF-4. Ensure that Bellevue's Land Use Element and its Capital Facilities Element are consistent.

CF-5. **R**eassess Bellevue's Land Use Plan periodically to ensure that capital facilities needs, financing and level of service are consistent.

CF-6. Base capital facilities needs on employment and population projections developed by the city in conjunction with county and regional estimates.

CF-7. Use facility system plans to identify and plan for the long-range facility needs for individual city services.

CF-8. Use adopted Level of Service, operating criteria or performance standards to evaluate capital facilities' needs.

CF-9. Coordinate planned capital investments across departments.

CF-10. Coordinate with non-city-managed capital facilities providers consistent with Bellevue's Comprehensive Plan.

CF-11. Consider levying impact fees on development in the portion of Bellevue served by a school district upon the request of the district, presentation of its adopted Capital Facilities Plan, and demonstration that such facilities are needed to accommodate projected growth in the district.

CF-12. Maintain the post-disaster Response and Recovery Plan that ensures the city's capability to recover and reconstruct from a disaster.

CF-13. Support consolidation (by mutual agreement) of those portions of special purpose service districts and King County Flood Control Districts with the city where the service district is providing service within the city's corporate boundary.

CF-14. Provide public services and/or utilities within the corporate limits of adjoining cities when there is a service agreement in effect or when such temporary service is necessary because of an emergency.

CF-15. Recognize existing utility agreements with adjacent cities, towns, and districts, and acknowledge the continuation of such agreements. Ensure that these agreements contain conditions that have the necessary development review authority in order to maintain acceptable service levels to those municipalities.

Essential Public Facilities (EPF)

CF-16. Define essential public facilities, consistent with the Growth Management Act.

CF-17. Require essential public facilities to be sited and designed according to city standards and criteria in order to minimize potential impacts to the community, while recognizing the public importance and difficult-to-site nature of such facilities.

CF-18. **P**articipate in inter-jurisdictional efforts to site countywide or statewide essential public facilities. Pursue agreements among jurisdictions to mitigate against the disproportionate burden that may fall on the jurisdiction which becomes the site of a facility.

CF-19. Impose conditions of approval or other measures within the scope of the city's authority to mitigate environmental, compatibility, public safety, or other impacts of the essential public facility.

CF-20. Work to site or expand essential public facilities in ways that equitably balance social, environmental, and economic impacts to achieve citywide and regional planning objectives.

CF-21. Locate Secure Community Transition Facilities, as defined by RCW 71.09.020 now or as hereafter amended, outside of single family and multifamily residential districts. Provide a separation between Secure Community Transition Facilities and residentially developed property in other land use districts.

POLICY CONNECTIONS

The purpose of the Capital Facilities Element is to plan for adequate public facilities to be available when growth occurs. If funding falls short, other elements of the Comprehensive Plan must be reassessed for changes. Other elements of the Comprehensive Plan also address the provision of public facilities to meet community needs.

Privately owned utilities (electrical, natural gas, liquid or other gas pipelines and telecommunications) conduct their own planning processes and maintain their own system plans.

The **Utilities** Element includes policies regarding the planning of non-municipal utilities.

The **Transportation** Element includes further detail on planning for capital facilities such as streets, non-motorized facilities, and public transit facilities.

IMPLEMENTATION

Bellevue implements the Comprehensive Plan through numerous actions, including day-to-day operations, capital investments, strategic partnerships, and review of new development projects. The major components of the Capital Facilities Element generally have their own planning processes to ensure future facilities meet the city's needs. In addition, the Capital Investment Program spells out the funding available for these investments. The following list shows some of the relevant plans that implement the Capital Facilities Element.

Implementation Program	Type
Capital Investment Program This is the city's seven-year financing and implementation plan in which needed capital improvements to the city's public facilities and infrastructure are identified and prioritized.	**Funding:** plan updated biennially.
Water System Plan This plan provides a basis for capital improvement planning for six years and forecasts anticipated needs to a 20-year planning horizon.	**Functional Plan:** updated on a 6-10 year cycle, as needed.
Wastewater System Plan This plan addresses aging infrastructure, system expansion to accommodate development, revised policies and practices, data, finances, revised growth forecasting, and recommended improvements.	**Functional Plan:** updated on a 6-10 year cycle, as needed.
Storm and Surface Water System Plan This plan establishes the city's storm and surface water policy.	**Functional Plan:** updated on a 6-10 year cycle, as needed.
Parks and Open Space System Plan This plan is the primary tool to guide the long-term growth and development of Bellevue's parks and open space system. The core of the plan is a set of 20-year capital project recommendations, which are reviewed and updated approximately every six years.	**Functional Plan:** updated on a 6-10 year cycle, as needed.
Fire Department Facilities Master Plan This plan is the Fire Department's long-term vision meant to help prioritize and inform future capital improvement facilities decisions.	**Functional Plan:** updated on a 6-10 year cycle, as needed.
King County Comprehensive Solid Waste Management Plan This plan presents proposed strategies for managing King County's solid waste over a six-year period.	**Functional Plan:** updated on a six-year cycle.
Bellevue School District Five-Year Capital Facilities Plan This plan is the school district's primary facility planning document and contains information on capacity of current facilities, enrollment trends, and projected facility needs within the planning period.	**Capital Facilities Plan:** updated on a five-year cycle.

Implementation Program	Type
Lake Washington School District Seven-year capital Facilities Plan This plan is the district's primary facility planning document and includes information on current facilities, the district's standard of service, enrollment projections, classroom capacities, impact fees, and finance plan.	**Capital Facilities Plan:** updated on a six-year cycle.
Issaquah School District Seven-year capital Facilities Plan This is the district's primary facility planning document, in compliance with the requirements of the Growth Management Act.	**Capital Facilities Plan:** updated on a six-year cycle.
Renton School District Capital Facilities Plan This plan is a description of anticipated capital facility needs and expenditures.	**Capital Facilities Plan:** updated on a six-year cycle.
Redmond Water System Plan The Redmond water utility serves a small portion of Bellevue in the Overlake area.	**Functional Plan:** updated on a six-year cycle.
Transportation Facilities Plan This plan identifies anticipated transportation projects for a twelve-year period and directly supports the Capital Investment Program.	**Functional Plan:** updated every two years.

Page intentionally left blank.