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CHAPTER 6. CAPITAL FACILITIES PLAN

6.1 INTRODUCTION

A Capital Facilities Plan is one of eight elements required by the Growth Management Act (GMA) to be included in Yakima County's comprehensive plan. The reason for this requirement recognizes that enabling the growth and development of land and achieving desirable communities requires public agencies to simultaneously provide certain types of capital facilities, such as streets, water and sewer systems, fire hydrants, parks, etc.

The GMA, however, allows local governments wide discretion in determining which types of capital facilities to require within their jurisdictions and the levels of service to require as growth and land development occur.

6.1.1 What are Capital Facilities?

Yakima County defines Capital Facilities in its Capital Improvement Plan (CIP) as:

“...any purchase or construction activity exceeding \$25,000 and having a useful life exceeding five years. Technology acquisitions may have a useful life of less than five years.”

For the purposes of **Horizon 2040**, the types of capital facilities that are included in this Capital Facilities Plan element are those required by GMA to be included. They include facilities that are owned by Yakima County and by other public entities.

Note: The County's capital facilities plan for transportation facilities and for parks and recreation facilities are located in the Transportation Element and the Parks and Recreation Element, respectively, as allowed by Commerce Department regulations¹.

6.1.2 How Does this Capital Facilities Plan Achieve its Purpose?

Horizon 2040's Capital Facilities Plan element achieves its purpose and meets the requirements² of the GMA by:

¹ WAC 365-196-415(2)(a)(iii)

² RCW 36.70A.070(3), WAC 365-196-415(1)

- Inventorying the capital facilities types designated by the GMA,
- Determining the types of capital facilities that are necessary for development,
- Establishing the desired minimum levels of service for such facilities,
- Forecasting the future need for such facilities based on those levels of service,
- Proposing the locations and capacities of expanded or new facilities,
- Including a plan for at least six years that will finance such proposed facilities within projected funding capacities,
- Ensuring that probable funding is sufficient to meet existing needs, and
- Ensuring that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent.

This CFP also provides goals and policies to guide: (1) the regulations that will ensure the provision of adequate capital facilities deemed necessary for development, (2) the development of the six-year Capital Improvement Plan (CIP), and (3) the capital budget decisions of the County. (The CIP is a stand-alone document that is revised every several years and is consistent with and implements this CFP element.)

By establishing minimum levels of service standards as the basis for providing capital facilities deemed necessary for development, the CFP element enables the future growth and development of land. The requirement to fully finance the CFP element (or revise the land use plan) provides a reality check on the vision set forth in the comprehensive plan.

If the CFP cannot be fully funded to meet the established minimum levels of service, reassessments and revisions of the land use element, CFP element, and the financing plan within the CFP element must be made so that they are coordinated and consistent.

6.1.3 Why Plan for Capital Facilities?

There are three good reasons to plan for capital facilities: the Growth Management Act requires it, the citizens and sound management of public finances demand it, and eligibility for particular grants and loans depends on it.

- **Growth Management**

The CFP is one of eight elements of Yakima County's comprehensive plan required by the GMA.

- **Sound Fiscal Management**

Planning for capital facilities determined necessary for development and their costs enables Yakima County to:

1. Demonstrate the need for facilities and the need for revenues to pay for them;

2. Estimate future operation and/or 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; and
4. Get better ratings on bond issues when the County borrows money for capital facilities (thus reducing interest rates and the cost of borrowing money).

- **Eligibility for Grants and Loans**

Commerce Department's Public Works Trust Fund requires that local governments have a CFP in order to be eligible for grants and loans. Some other grants and loans have similar requirements (e.g., Recreation and Conservation Office grants, the Department of Ecology's Centennial Clean Water Fund), or give preference to governments that have a CFP.

6.1.4 Visioning

The element builds upon principles and policies provided by the Countywide Planning Policy, the **Focus 2010** and **Vision 2010** documents, and the Visioning "check in". During the **Plan 2015** process, housing policies were developed through extensive public participation to provide long-term guidance for Yakima County in developing the Capital Facilities Element. This work, including the Visioning "check in", has been carried forward in **Horizon 2040**. These goals are shown in three insets throughout the Element.

Inset 1. Horizon 2040 Visioning Goals
Capital Facilities – Related Goals

Quality of Life and Government Services:

1. **(Governmental Coordination and Services)**
 - A. Promote coordinated planning and balanced delivery of services among federal, state, county, municipal and tribal governments especially in areas of overlapping influence such as urban growth areas.
 - B. Promote coordination among federal, state, county, municipal, and tribal law enforcement and fire protection agencies.
 - C. Encourage land uses that are sensitive to the history and culture of the region.

*Inset 2. Horizon 2040 Visioning Goals
Capital Facilities – Related Goals*

2. (Public Safety)

- A. Significantly reduce crime by promoting youth education programs, and an assertive, effective criminal justice system.
- B. Significantly improve fire protection through assertive program of education, inspections, and code enforcement.
- C. Significantly reduce public health hazards through education programs.

6.2 GROWTH MANAGEMENT ACT REQUIREMENTS

6.2.1 Statutory and Regulatory Requirements

Washington State's Growth Management Act (GMA) contains 13 goals for the purpose of guiding the development of comprehensive plans and development regulations. The following GMA goals (goals 1, 6, 10, 11, and 12) specifically relate to capital facilities planning:

- (1) Urban growth. Encourage development in urban areas where adequate public facilities and services exist or can be provided in an efficient manner.
- (6) Property rights. Private property shall not be taken for public use without just compensation having been made. The property rights of landowners shall be protected from arbitrary and discriminatory actions.
- (10) Environment. Protect the environment and enhance the state's high quality of life, including air and water quality, and the availability of water.
- (11) Citizen participation and coordination. Encourage the involvement of citizens in the planning process and ensure coordination between communities and jurisdictions to reconcile conflicts.
- (12) Public facilities and services. 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.

GMA³ states the requirements for the Capital Facilities Plan element as follows:

- (a) An inventory of existing capital facilities owned by public entities, showing the locations and capacities of the capital facilities;
- (b) A forecast of the future needs for such capital facilities;
- (c) The proposed locations and capacities of expanded or new capital facilities;

³ RCW 36.70A.070(3)

Horizon 2040

Capital Facilities Plan Element

- (d) At least a six-year plan that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes;
- (e) A requirement to reassess the land use element if probable funding falls short of meeting existing needs and to ensure that the land use element, capital facilities plan element, and financing plan within the capital facilities plan element are coordinated and consistent; and
- (f) Park and recreation facilities shall be included in the capital facilities plan element.

GMA does not define “capital facilities.” However, the Commerce Department’s implementing regulation⁴ provides the definition by requiring capital facilities plans to at least contain “public facilities,” which are defined by GMA⁵ to include the following:

- (1) Streets, roads, highways, sidewalks, street and road lighting systems, traffic signals [note: the plans for these transportation-related capital facilities are found in **Horizon 2040’s** Transportation Element as allowed by guidance from the Commerce Department⁶];
- (2) Domestic water systems;
- (3) Storm sewer systems;
- (4) Sanitary sewer systems;
- (5) Parks and recreation facilities [note: the plans for parks and recreation capital facilities are found in **Horizon 2040’s** Parks and Recreation Element as allowed by guidance from the Commerce Department⁷]; and
- (6) Schools.

6.2.2 Revisions Required by GMA Amendments

There have been no GMA amendments since 2003⁸ that require revisions to the capital facilities plan element during the 2017 periodic update.

6.2.3 State Agency Recommendations

In addition to the statutory and regulatory requirements described in Section 6.2.1, the Commerce Department provides the following recommendations for the Capital Facilities Plan element:

- (1) Inventory of existing capital facilities.

⁴ WAC 365-196-415(1)(a)

⁵ RCW 36.70A.030(12)

⁶ WAC 365-196-415(2)(a)(iii)

⁷ WAC 365-196-415(2)(a)(iii)

⁸ *Periodic Update Checklist for Counties – Updated June 2016*, Commerce Department, June 2016.

- Capital facilities that are needed to support the transportation, parks and recreation, and utilities elements may be addressed in those elements or in the capital facilities plan element⁹;

(2) Forecast of future needs and proposed locations.

- Determine which types of capital facilities are **necessary for development**, and establish minimum level of service (LOS) standards for each. Counties are not required to set LOS standards for facilities that are not **necessary for development**¹⁰. Commerce recommends that counties should use three criteria¹¹ to determine which types of capital facilities they consider to be **necessary for development**:
 - (i) If the need for new facilities is reasonably related to the impacts of development;
 - (ii) If a county imposes an impact fee as a funding strategy for those facilities;
 - (iii) In urban areas, all facilities necessary to achieve urban densities must be identified as **necessary for development**.
- For those types of capital facilities that a county determines to be **necessary for development**, the county should determine which types will be:¹²
 - (i) Subject to concurrency (transportation facilities are the only facilities required by GMA to have a concurrency mechanism¹³); and
 - (ii) Required, as a condition of project approval, but not subject to concurrency. For such capital facilities, the county “should set a minimum level of service standard, or provide some other basis for assessing the need for new facilities or capacity. It should be the standard the jurisdiction strives to meet as growth occurs.”¹⁴
- All facilities included in the Capital Facilities Plan element must [...] include or reference the location and capacity of needed, expanded, or new facilities.¹⁵

(3) Financing plan.

⁹ WAC 365-196-415(2)(a)(iii)

¹⁰ WAC 365-196-415(2)(b)(ii)C

¹¹ WAC 365-196-415(5)(a)

¹² *Capital Facilities Planning Guidebook*, Commerce Department, 2014, p. 2.

¹³ WAC 365-196-415(5)(b)(i)

¹⁴ *Capital Facilities Planning Guidebook*, Commerce Department, 2014, pages 19-20.

¹⁵ *Capital Facilities Planning Guidebook*, Commerce Department, 2014, p. 2.

- A critical component of capital facilities planning is to compile cost estimates of needed projects [...] for the entire planning horizon, not just for the 6-year CIP. A 6-year CIP is project specific, while the remaining balance of the 20-year Capital Facilities Plan has cost estimates for services by area.¹⁶
- Where the capital facilities are provided by other entities [e.g., cities, sewer districts, school districts], these other providers should provide financial information [...]¹⁷.

(4) Reassessment.

- Failure to fund facilities that are not **necessary for development** does not require a reassessment of the land use element.¹⁸
- If public facilities are inadequate, local governments must address this inadequacy and may do so using a variety of strategies, including:¹⁹
 - (A) Reducing demand through demand management strategies;
 - (B) Reducing levels of service standards;
 - (C) Increasing revenue;
 - (D) Reducing the cost of the needed facilities;
 - (E) Reallocating or redirecting planned population and employment growth within the jurisdiction or among jurisdictions within the urban growth area to make better use of existing facilities;
 - (F) Phasing growth or adopting other measures to adjust the timing of development, if public facilities or services are lacking in the short term for a portion of the planning period;
 - (G) Revising county-wide population forecasts within the allowable range, or revising the county-wide employment forecast.

6.2.4 County-wide Planning Policy

The Capital Facilities Plan element must be consistent with the Yakima County-wide Planning Policy (CWPP)²⁰, which was last updated and approved by the county and its cities in 2003 “*as the policy framework to guide revisions to comprehensive plans.*²¹” The following provisions of the CWPP are relevant to the Capital Facilities Plan Element:

1. Growth planning roles and responsibilities:²²

¹⁶ *Capital Facilities Planning Guidebook*, Commerce Department, 2014, pages 39-40.

¹⁷ WAC 365-196-415(2)(c)(i)

¹⁸ WAC 365-196-415(2)(b)(ii)(C)

¹⁹ WAC 365-196-415(2)(d)(iii)

²⁰ WAC 365-196-305(3)

²¹ Resolution No. 553-2003, adopted by the Board of Yakima County Commissioners on October 7, 2003.

²² *Yakima County-wide Planning Policy*, revised and adopted October 2003, page 4.

- Yakima County will be responsible for the development, adoption and implementation of comprehensive plans [...] within the unincorporated portions of the County; and
- Cities will be responsible for the development, adoption and implementation of comprehensive plans [...] within the incorporated city *and within unincorporated portions of urban growth areas as may be agreed upon through interlocal agreements.*

2. Policies:

B.3.2. Urban growth management interlocal agreements will identify services to be provided in an urban growth area, the responsible service purveyors, and the terms under which the services are to be provided. (These provisions in the Master Interlocal Agreement are described in section 6.2.5, below.)

B.3.4. The capital facilities [...] elements of each local government's comprehensive plan will specify the general location and phasing of major infrastructure improvement and anticipated revenue sources. [...] These plan elements will be developed in consultation with special purpose districts and other utility providers.

B.3.5. New urban development should utilize available/planned urban services. [...]

C.3.1. The County and the cities will inventory existing capital facilities [of a countywide or statewide nature] and identify needed facility expansion and construction.

C.3.2. From local inventory, analysis and collaboration with state agencies and utility providers, a list of Countywide and statewide public capital facilities needed to serve the Yakima County region will be developed. These include, but are not limited to, solid and hazardous waste handling facilities and disposal sites; major utility generation and transmission facilities; regional education institutions; airports; correctional facilities; in-patient facilities including hospitals and those for substance abuse, mental health, group homes and secure community transition facilities; and regional park and recreation facilities.

F.3.3. Joint financing ventures should be identified to provide services and facilities that will serve the population within the urban growth area.

H.3.1. Each local government will prepare a capital facilities plan consisting of: [the GMA requirements, as stated above in section 6.2.1(a)-(e)].

H.3.2. As part of the planning process, the County and the cities should coordinate with capital facilities providers and other interested parties to ensure that consideration is given to all capital service requirements and the means of financing capital improvements.

H.3.3. The County and the cities should consider an impact fee process, as provided for in RCW 82.02.050-090, to [e]nsure that new development pays its fair share of the

cost of improvements necessitated by growth and contributes to the overall financing of capital improvements.

6.2.5 Master Interlocal Agreement for Growth Management Act Implementation in Yakima County (ILA)

Under GMA, planning for future growth and development in the unincorporated portions of each city's Urban Growth Area is a shared responsibility of the county and each city. The *Master Interlocal Agreement for Growth Management Act Implementation in Yakima County (ILA)*²³ establishes how the county and cities will accomplish this joint planning. The following provisions of the ILA are relevant to preparing this Capital Facilities Plan element:

6.2.5.1 Domestic Water Systems

- Cities are the preferred provider of water services within the UGAs.
- Responsibility for the provision of water service by a water purveyor will be depicted on a service area map maintained by the County in the regional GIS database.
- The designated water purveyor shall be responsible for planning and development of water service within the 20-year planning horizon to meet the level of service standards indicated in the most recent comprehensive plan.
- Water service within the UGA will be provided consistent with the Capital Facilities Plans.
- The costs of system extension will be as enumerated in the Capital Facilities Plan.
- Design of water systems shall meet the purveyor's standards.

6.2.5.2 Sanitary Sewer Systems

- Sewer service is expected to be provided by cities or sewer service providers approved by the Ecology Department (or Environmental Protection Agency within boundaries of the Yakama Nation).
- Responsibility for the provision of sewer service will be depicted on a service area map in the regional GIS database maintained by the County in cooperation with the Cities and sewer service providers.
- The designated sewer purveyor shall be responsible for planning and development of sewer service to meet the level of service standards for the land uses and populations indicated in the most recent comprehensive plan within the 20-year planning horizon.
- Requiring sewer service to potential customers within the UGA consistent with the Capital Facilities Plans is intended.
- The costs of system extension will be enumerated in the Capital Facilities Plan.
- Rates are the responsibility of the provider.

²³ The ILA was revised and agreed to by the county and all 14 cities in December 2015.

- Minimum standards for design and construction shall be those contained in the applicable city, Ecology Department, Health Department, or Environmental Protection Agency statutes and regulations or guidance documents.

6.2.5.3 Storm Sewer Systems

- The County will have responsibility for assuring that stormwater generated from development outside City limits will be handled consistent with the standards below.
- Design and construction of stormwater collection, retention, conveyance, treatment, and disposal systems will be the responsibility of the developer.
- On-site retention, treatment and disposal of stormwater is required. Exceptions will only be allowed by the County if off-site collection, treatment, and disposal services are available from a municipality, or other entity property authorized to collect and dispose of such flows.
- All stormwater shall be retained and disposed on-site according to processes and designs approved by the County unless an agreement with a public entity is in place for conveyance, treatment, and disposal of such flows.

6.3 MAJOR CONSIDERATIONS

6.3.1 Review and Revise Development Regulations

After the CFP element is updated and adopted as part of **Horizon 2040**, the County must review, and if necessary, update its development regulations (YCC Title 19) to implement the CFP's goals and policies in Section 6.5. The development regulations are essential to ensure the CFP's success because they provide detailed requirements and procedures for implementing this element.

6.3.2 Consideration of Impact Fees

Impact fees are payments of money imposed by local governments upon development as a condition of approval to pay for public facilities needed to serve new growth and development. Yakima County committed itself to consider impact fees in 1993 with adoption of the County-wide Planning Policy, which states:

Policy H.3.3. “The County and the cities should consider an impact fee process, as provided for in RCW 82.02.050-090²⁴, to insure that new development pays its fair share of the cost of improvements necessitated by growth and contributes to the overall financing of capital improvements.”

The concept behind impact fees is based on the recognition that new developments result in the need for new publicly-funded capital facilities that could unfairly burden the financial resources of local governments to pay for them. Impact fees provide for the new developments to pay for a portion of the public's costs of these new capital facilities, rather than the tax payers alone.

²⁴ Due to statutory amendments subsequent to 1993, impacts fees are currently addressed in RCW 82.02.050-110.

The Growth Management Act of 1990 authorized local governments that plan under GMA to establish impact fee programs. Such programs are not required by the GMA but may be established at the discretion of each county, city, and town. GMA authorizes impact fees to pay a portion of the costs of the following types of capital facilities that are owned or operated by government entities:

- Public streets and roads;
- Publicly owned parks, open space, and recreation facilities;
- School facilities; and
- Fire protection facilities.

GMA provides very specific criteria (RCW 82.02) for local governments to follow when they choose to establish impact fee programs, including that they:

- Must provide that impact fees may be collected and spent only for capital facilities as addressed by the local government's capital facilities plan element of its comprehensive land use plan;
- Must provide for a balance between impact fees and other sources of public funds and cannot rely solely on impact fees;
- Must include for deferred collection of impact fees for single-family residences;
- Must only be imposed for "system improvements" that are reasonably related to the new development;
- Must not exceed a proportionate share of the cost of "system improvements" that are reasonably related to the new development;
- May provide exemptions for low-income housing;
- Must establish procedures and criteria so that developments don't pay arbitrary or duplicative fees;
- Must establish transparent accounting and reporting of the sources and uses of collected impact fees;
- Must allow payments of impact fees under protest and provide for an administrative appeals process; and
- Must provide for refunds of collected impact fees that are not expended within 10 years.

It is Yakima County's considered position that all tax payers should continue to pay for new capital facilities that are necessitated by growth and development. Therefore, an impact fee program is not warranted at this time. If the County ever elects to add this optional revenue source, additional documentation and calculations will be needed to comply with RCW 82.02, and an

ordinance will need to be enacted amending this Capital Facilities Plan element and YCC Title 19, following public hearings.

6.3.3 Infrastructure Cost Recovery

Fiscal imbalances can occur between Yakima County and its cities as a result of infrastructure investments or lack thereof. Sometimes the County is disadvantaged, other times it is cities. For example, the County sometimes installs new roads, only to have them annexed by cities. Conversely, cities sometimes annex areas that the County allowed to be developed without adequate urban-level infrastructure, and the cities must make the improvements to bring the facilities up to municipal standards (i.e., curb, gutter and sidewalk, public water and sewerage systems).

To encourage solutions for these potential problems, the County and its cities adopted the *Master Interlocal Agreement for Growth Management Act Implementation in Yakima County* (ILA). Originally adopted in 1999 and 2000 as two separate agreements, the County and its cities adopted a single revised ILA in 2015 that provides several mechanisms to address such infrastructure and annexation issues:

1. The cities and County provide updated maps of their utilities and transportation infrastructure to the Yakima County GIS Division, which maintains the regional GIS database that is accessible to all parties. [ILA Section II.F.]
2. The County ensures that all streets within the unincorporated UGA are constructed concurrently with development, using design standards intended to be generally consistent with standards adopted by the affected cities. [ILA Section II.F.1.]
3. Adequate domestic water and sanitary sewers are required to potential customers within the UGA consistent with the capital facilities plan. The designated purveyors of these systems, preferably and usually the cities, are responsible for planning these facilities in their capital facilities plans, establishing minimum design standards, and for developing such facilities. [ILA Sections II.F.2. & 3.]
4. The County may seek specific agreements with the affected cities when the County intends to upgrade or replace infrastructure in a UGA. The agreement may address the financial impacts of future annexation and provide for coordinated infrastructure development, appropriate allocation of costs and/or revenue sharing arrangements, and optimal leveraging of local funds to obtain available grants and loans. [ILA Section II.G.2.b.(7)]
5. Sub-agreements are encouraged to establish areas with focused and targeted public investment, which directs capital facilities expenditures into specific geographic areas to provide fully-serviced land for development. This is explained further in the next section. [ILA Section II.F.]

6.3.4 Focused Public Investment

The Capital Facilities Plan provides for public facilities in various locations in the County. 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 to 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 County and other service providers (including cities within their UGAs) will need to resolve the following issues: (1) what criteria should be used to prioritize public investments, and (2) how should areas be selected for targeted investment?

6.3.5 Levels of Service (LOS)

The Growth Management Act requires Yakima County's comprehensive plan to determine which types of capital facilities are *necessary for development* and to establish minimum Level of Service (LOS) standards for each type. The County is not required to set minimum LOS standards for capital facilities that are not *necessary for development*.²⁵ The Commerce Department recommends²⁶ that counties use these three criteria to determine which types of capital facilities are *necessary for development*:

- (i) If the need for new facilities is reasonably related to the impacts of development;
- (ii) If a county imposes an impact fee as a funding strategy for those facilities;
- (iii) In urban areas, all facilities necessary to achieve urban densities.

Based on the criteria above, the discussion below, and maintaining consistency with the ILA, the following types of facilities are hereby determined to be *necessary for development*:

- Streets/roads/etc. (county-wide);
- Domestic water systems (in UGAs); and
- Sanitary sewer systems (in UGAs);

Because new developments require transportation access, which results in the need for new and improved transportation infrastructure, streets/roads/etc. are *necessary for development*. Minimum LOS standards, considerations, and issues concerning streets/roads/etc. are provided in the Transportation Element.

Domestic water systems and sanitary sewer systems are *necessary for development* in UGAs based on the following considerations:

²⁵ WAC 365-196-415(2)(b)(ii)(C)

²⁶ WAC 365-196-415(5)(a)

- Achieving urban densities within UGAs requires area-wide public water supply domestic water systems and regional sanitary sewer systems. Allowing development within UGAs on wells and septic systems results in densities that are lower than urban densities due to the amount of land necessarily devoted to well control zones and septic tank drainfields. Development on wells and septic tanks also fails to provide the funds necessary to incrementally build the logical network of water and sewer line extensions and fire hydrants, which are necessary to achieve urban densities and growth that is safe and desirable.
- Outside of UGAs, new development typically uses privately-owned wells and on-site sewage disposal systems, which are not capital facilities under the GMA definition.

Storm sewer systems, which GMA allows normally only in UGAs, are not necessary to achieve urban densities or related to the impacts of development because Yakima County's strategy for controlling storm water is based on development standards that require privately-owned on-site retention structures rather than publicly-owned conveyance and treatment systems. Privately-owned infrastructure is not a capital facility under GMA's definition.

Minimum LOS standards for streets/roads/etc. are provided in Chapter 10 (Transportation Element) and for domestic water systems and sanitary sewer systems are provided in Section 6.5 (Capital Facilities Plan: Goals and Policies). If such capital facilities cannot be fully funded to meet the established minimum levels of service, reassessments and revisions must be made in the Land Use, CFP, and Transportation elements (including their financing plans) so that all are funded, coordinated, and consistent.

Inset 3. Horizon 2040 Visioning Goals
Capital Facilities - Related Goals

Urban Growth and Land Use:

1. (Infrastructure):

- Ensure adequate transportation infrastructure and delivery system to meet the needs of, and promote, a diversified economy.
- Provide adequate services to properties to promote diversified economic growth.
- Develop a regional airport in the Yakima Valley.
- Ensure that adequate educational and vocational opportunities and resources will be provided to facilitate planned growth and emergence of a more diverse economy in the Yakima regional area.

2. (New Goal)

- Future development and planning should consider future data demands.

6.3.6 Concurrency or Required as a Condition of Project Approval

GMA provides that a CFP must explicitly state which public facilities are determined to be *necessary for development* and each of the facilities so designated must be either subject to concurrency or required as a condition of project approval. Transportation facilities are the only facilities required to have a concurrency mechanism, although a local government may choose to adopt a concurrency mechanism for other facilities.²⁷

Concurrency means that adequate capital facilities meeting the minimum LOS standards will be in place for development before the impacts of that development would take place. For example, a new subdivision would require adequate water and sewer services, as well as adequate roads to serve the new residents. Under concurrency, those facilities must be in place when the residents move in. (Under Washington's GMA, *transportation* facilities and/or strategies are considered concurrent if they are available within six years of the impacts of development.) The impacts of development are usually equated with occupancy and use of the development (RCW 36.70A.020).

When a development is proposed, the County compares the public facilities available for the new development to the required minimum LOS standards. For example, is the present capacity of the water system sufficient to handle the new demand? Is the capacity of the waste water treatment facility sufficient to handle the increased waste? If both answers are "yes," the applicant passes the concurrency "test." If the answer is "no," the applicant fails the concurrency "test" and development regulations would require that the development be approved subject to conditions requiring the development to provide the capital facilities meeting the minimum LOS standard.

The County may make the "testing" process relatively simple by using annual certifications of the capacity of some facilities (i.e., water supply, sewage treatment). As a result, each applicant will be approved on the basis of annual capacity certifications for some facilities, and case-by-case review of other facilities (i.e., streets and roads).

The concurrency provisions for transportation facilities are found in Chapter 10 (Transportation Element).

As provided in Section 6.5 (Capital Facilities Plan: Goals and Policies), domestic water systems and sanitary sewer systems will be subject to conditions of project approval rather than to concurrency.

6.3.7 Siting Essential Public Facilities and Those of a Countywide or Statewide Nature

The Growth Management Act requires the Yakima County-wide Planning Policy (CWPP) to address policies for siting public capital facilities of a countywide or statewide nature, including transportation facilities of statewide significance as defined in RCW 47.06.140²⁸.

²⁷ *Capital Facilities Planning Guidebook*, Commerce Department, 2014, pages 2-3.

²⁸ RCW 36.70A.210(3)(c).

Relatedly, GMA also requires the County's comprehensive plan to include a process for identifying and siting essential public facilities that are essential to the community, but which are difficult to site at an acceptable location (such as airports, sewage treatment plants, state education facilities, state or regional transportation facilities, regional transit authority facilities, state and local correctional facilities, solid waste handling facilities, and inpatient facilities)²⁹. Consistent with County-wide Planning Policy, counties and cities should create their own lists of essential public facilities. WAC 365-196-550 lists recommendations for establishing a list of essential public facilities and planning for them.

The Yakima CWPP includes policies (Section C.3.1 and C.3.2) for identifying needed facilities of a countywide or statewide nature and includes additional policies (Section C.3.3 through C.3.6) that establish a process and review criteria for siting such facilities. These policies are in turn reflected in the goals and policies in this Capital Facilities Plan element in Section 6.5.

The goals and policies in the CWPP and the CPF provide the framework for action, and the County will need to take the actions specified by the framework.

6.4 INVENTORIES, FORECASTS, AND PROPOSALS

This section provides the following information required by GMA:

- (a) An inventory of the existing capital facilities owned by public entities, showing the locations and capacities of the capital 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 that will finance such capital facilities within projected funding capacities and clearly identifies sources of public money for such purposes.

As discussed above under the "GMA Requirements" heading, this information for transportation-related and parks- and recreation-related capital facilities is provided in the Transportation and Parks and Open Space Elements, respectively. Therefore, this section provides the information for the other types of capital facilities located in the county's unincorporated areas, namely:

- 6.4.1 Domestic water systems,
- 6.4.2 Sanitary sewer systems,
- 6.4.3 Storm sewer systems, and
- 6.4.4 Schools.

²⁹ RCW 36.70A.200.

6.4.1 Domestic Water Systems

As agreed³⁰ by Yakima County and its cities, the areas to which each water purveyor is responsible for providing domestic water service is depicted on a service area map maintained by the County in the regional GIS database. For all UGAs in Yakima County, except Yakima's and Union Gap's UGAs, the designated service providers are each UGA's corresponding city, as shown in each city's UGA Future Land Use map in Chapter 4 (Land Use).

Within Yakima's UGA the designated provider for the western portion³¹ is the Nob Hill Water Association, as shown in Map 9.5.5-1; the designated provider for the UGA portion lying east of the Yakima River is Yakima County's Terrace Heights Water System, as shown in Map 9.5.3-1; and the designated provider elsewhere is City of Yakima.

Within Union Gap's UGA the designated provider for the portion west of S. 32nd Ave. extended is Nob Hill Water Association³²; and the designated provider elsewhere is Union Gap.

As also agreed by Yakima County and its cities, the water purveyors so designated are responsible for the planning and development of water services within the 20-year planning horizon to meet the level of service standards indicated in the most recent comprehensive plan.

Accordingly, Yakima County is responsible for meeting GMA's capital facilities planning requirements for the service areas of the following 30 domestic water systems; and the GMA's requirements for such planning is provided below:

- Four Group A systems owned by Yakima County (Terrace Heights, Buena, Crewport, and Gala Estates);
- Nob Hill Water Association (a Group A system); and
- 25 Group B systems owned by Yakima County.

6.4.1.1 Terrace Heights Water System

The Terrace Heights Water System is classified as a Group A system by the state Health Department. Its service area consists of the portion of Yakima's UGA east of the Yakima River plus a few additional areas to the northeast that are below elevation 1550 feet. The locations and capacities of the existing system and its designated service area are shown in Map 9.5.3-1 and includes fire hydrants. Terrace Heights' most recent (2008) Water System Plan (WSP) indicates that the system serves an estimated 1,654 ERUs³³ and that the system's components have sufficient capacity to serve 710 additional residential service connections, with storage

³⁰ ILA, Section F.2.a.

³¹ A Memorandum of Understanding between Yakima and Nob Hill Water Association, dated September 6, 2000, establishes the boundary between their service areas and provides for changes in areas that were not yet completely developed.

³² An Agreement between Union Gap and Nob Hill Water Association, dated August 26, 1996, establishes the boundary between their service areas.

³³ Equivalent Residential Units

capacity being the limiting factor, as indicated in Table 6.4.1.1-1. The WSP also states that these capacities should easily be sufficient through 2028, based on past growth rates. The forecast for future needs for capital facilities consists of the projects listed in Table 6.4.1.1-2 “Finance Plan.” The proposed locations and capacities of expanded or new distribution extensions to serve new customers will not be known until they request the service.

Table 6.4.1.1-1 Remaining Capacity Available – Terrace Heights Water System

System Component	Additional Residential Service Connections that could be served with Remaining Capacity
Storage facilities	710
Supply facilities (wells & pumps)	930
Water rights	3,800

Source: Yakima County Utilities Division

Table 6.4.1.1-2 Finance Plan – Terrace Heights Water System

Description	Estimated Cost	Estimated Year	Sources of public money
Well 6 Supply Improvements	\$ 600,000	2017	Water system rates
Tower Reservoir Rehabilitation	\$ 230,000	2017	Water system rates
New Storage Building @ Well #5	\$ 150,000	2017	Water system rates
Reservoir #1 Painting	\$ 140,000	2018	Water system rates
Distribution System Improvements	\$ 300,000	2019-2021	Water system rates
New Well #7 (location TBD)	\$ 800,000	2021	Water system rates
Distribution extensions	Determined when requested		Developer pays cost

Source: Yakima County Utilities Division

Within the Terrace Heights Water System’s future service area there are currently 30 small private systems, as shown in Map 6.4.1.1-1. In 2015 the Department of Health funded two feasibility studies for the possible consolidation of 18 of these small systems. YVCOG was contracted to conduct the studies and published drafts of each study in 2016. Policies are included in Section 6.5 (Capital Facilities Plan: Goals and Policies) to support this consolidation and to prohibit the formation of new private systems within the Terrace Heights Water System future service area unless they meet urban standards, including providing fire hydrants.

6.4.1.2 Buena Water System

The Buena Water System is classified as a Group A system by the state Health Department. The locations and capacities of the existing system and its designated service area are shown in Map 9.5.3-3. The system includes fire hydrants, currently serves 145 connections, and has capacity to serve a total of 160 connections, based on existing water rights. The forecast for future capital facilities needs consists of an intertie (location and timing TBD) with the City of Zillah’s water system and extending the distribution system to serve up to 15 new customers within the existing service area. The proposed locations and capacities of such expanded or new facilities to serve the new customers will not be known until they request the service. The finance plan for proposed facilities is provided in Table 6.4.1.2-1.

Table 6.4.1.2-1 Finance Plan – Buena Water System

Description	Estimated Cost	Estimated Year	Sources of public money
Intertie with City of Zillah	\$ 50,000	2018	Water system rates
Distribution extensions	Determined when requested		Developer pays cost

Source: Yakima County Utilities Division

6.4.1.3 Crewport Water System

The Crewport Water System is classified as a Group A system by the state Health Department. The locations and capacities of the existing system and its designated service area are shown in Map 9.5.3-4. The system includes fire hydrants, currently serves 48 connections, and has capacity to serve a total of 60 connections, based on existing water rights. Except for possible extensions of the distribution system to serve new customers within the service area, no future capital facilities are forecast. The proposed locations and capacities of such expanded or new facilities to serve the new customers will not be known until they request the service. The finance plan for proposed facilities is provided in Table 6.4.1.3-1.

Table 6.4.1.3-1 Finance Plan – Crewport Water System

Description	Estimated Cost	Estimated Year	Sources of public money
Distribution extensions	Determined when requested		Developer pays cost

Source: Yakima County Utilities Division

6.4.1.4 Gala Estates Water System

The Gala Water System is classified as a Group A system by the state Health Department. The locations and capacities of the existing system and its designated service area are shown in Map 9.5.3-2. The system does not include fire hydrants, currently serves 37 connections, and has capacity to serve a total of 44 connections, based on existing water rights. Except for possible extensions of the distribution system to serve new customers within the service area, no future capital facilities are forecast. The proposed locations and capacities of such expanded or new facilities to serve the new customers will not be known until they request the service. The finance plan for proposed facilities is provided in Table 6.4.1.4-1.

Table 6.4.1.4-1 Finance Plan – Gala Estates Water System

Description	Estimated Cost	Estimated Year	Sources of public money
Distribution extensions	Determined when requested		Developer pays cost

Source: Yakima County Utilities Division

6.4.1.5 Nob Hill Water Association Water System

The Nob Hill Water Association System is a private entity, so is not required by GMA to be included in this CFP. However, it is included because it provides service to a significant number of customers and to an area of significant extent, including portions of the Yakima UGA. It is classified as a Group A system by the state Health Department. The locations and capacities of the existing system and its designated service area are shown in Map 9.5.5-1. The system includes fire hydrants, currently serves 11,326 connections (approximately 27,837 people), and has capacity to serve a total of 11,951 (ERUs), with the limiting factor being storage. The forecast for future capital facilities needs consists of improvements to serve 51,536 people (22,226 ERUs) during Nob Hill's 2015-2035 planning period. The proposed locations and capacities of expanded

or new capital facilities are also shown in Map 9.5.5-1. The finance plan for proposed facilities is provided in Table 6.4.1.5-1.

Table 6.4.1.5-1 Finance Plan – Nob Hill Water Association Water System			
Description	Estimated Cost (Feb. 2015)	Estimated Year	Sources of public money
Drill/Equip well No. 8	\$1,636,000	2016	None (private water system rates)
Drill/Equip well No. 9	\$1,636,000	2022-35	None (private water system rates)
Manual transfer switch at Well No. 3	\$ 244,000	2020	None (private water system rates)
Evaluate Minnesota Reservoir	\$ 20,000	2015	None (private water system rates)
Replace Minnesota Reservoir	\$ 2,108,000	2017	None (private water system rates)
Automate Zier booster pump station	\$ 59,000	2022-35	None (private water system rates)
Manual transfer switch at Summitview booster pump station	\$ 53,000	2022-35	None (private water system rates)
Distribution system pipeline replacement	\$ 150,000/yr.	2015-2035	None (private water system rates)
Pressure reducing valve at Ahtanum booster pump station	\$ 40,000	2022-35	None (private water system rates)
Valve exercising and replacement programs	No cost		

Source: Nob Hill Water Association's *Water System Plan 2015-2035*

6.4.1.6 Group B Water Systems Owned by Yakima County

Yakima County owns and operates 25 water systems as listed in Table 9.5.3-1 and classified by the state Health Department as Group B systems. The existing and proposed locations of these systems are shown in Map 9.5.3-5 and Map 9.5.3-6; and their existing and proposed capacities are shown in Table 9.5.3-1. These systems do not include fire hydrants. In addition to possible extensions of the distribution system to serve new customers within their service areas, which will be paid by the developers, the only new capital facilities under consideration is an Advanced Metering Infrastructure system for all Group B systems. No finance plan is currently proposed, but if proposed in the future the cost will likely be paid with water utility rates and a grant from Department of Ecology.

6.4.1.7 Yakima County Water Resource System

Yakima County has procured a \$500,000 Ecology grant to buy pre-1905 water rights to capitalize its planned Water Resource system. The grant expires 6-30-17.

6.4.2 Sanitary Sewer Systems

As agreed³⁴ by Yakima County and its cities, the areas to which each sewer purveyor is responsible for providing sewer service is depicted on a service area map maintained by the County in the regional GIS database. For all UGAs in Yakima County the designated service providers are each UGA's corresponding city, as shown in the UGA boundary maps in Chapter 4 (Land Use), except that the designated provider for the portion of Yakima's UGA lying east of the Yakima River is the Terrace Heights Sewer District as shown in Map 9.6.4-1.

As also agreed by Yakima County and its cities, the sewer purveyors so designated are responsible for the planning and development of water services within the 20-year planning horizon to meet the level of service standards indicated in the most recent comprehensive plan.

Accordingly, Yakima County is responsible for meeting GMA's capital facilities planning requirements for the service areas of the following five sewer systems; and the GMA's requirements for such planning follows:

- Terrace Heights Sewer District;
- Cowiche Sewer District;
- Buena sewer system;
- Fairway Estates sewer system; and
- Mountain Shadows sewer system.

6.4.2.1 Terrace Height Sewer District

The Terrace Heights Sewer District serves approximately 2,500 ERUs, constituting a population of approximately 5,000. The locations and pipe capacities of the Terrace Heights Sewer District's existing system and its designated service area are shown in Map 9.6.4-1. The overall capacity of the district is 4% of the capacity of Yakima Regional Wastewater Treatment Facility, which is currently 850,000 gallons per day. The district currently averages 600,000 gallons per day, including effluent from Moxee. Under agreement with the district, Moxee's sewage is treated by the Regional Facility as part of the district's allocated capacity.

The district currently has no plans for constructing any sewer capital facilities and therefore has no finance plan. It is currently just paying back the bonds (loan) issued for the previous sewer facilities construction. The district's most recent General Sewer Plan was conducted in 1998 and is required every 20 years. Therefore, the district indicates that it will soon start the next plan, which will provide the district's forecast of future facilities needed, and their proposed locations and capacities.

³⁴ ILA, Section F.3.a.

6.4.2.2 Cowiche Sewer District

The Cowiche Sewer District serves 142 connections in Cowiche and treats the effluent for 425 connections in the City of Tieton that is provided through an interceptor line that runs along Summitview Road between Tieton and Cowiche. The locations and capacities of the existing pipes and designated service area are shown on Map 9.6.3-1. Because sanitary sewers are not rural facilities (RCW 36.70A.030(17)) and therefore should only be developed in UGAs except as authorized by 36.70A.110(4), the district's service area is limited to the Cowiche Rural Settlement LAMIRD while the City of Tieton provides retail sewer service within its UGA. The treatment plant is at 35 percent capacity and estimated to reach capacity by 2040. Therefore, except for service extensions that will be paid for by developers, the district currently has no forecast of future facilities needs or a finance plan.

6.4.2.3 Buena Sewer System

Yakima County owns and operates the Buena sewer system. The system currently serves 282 customers and has a capacity to serve 390 customers. The locations and capacities of the existing pipes and designated service area are shown on Map 9.6.1-1. Because sanitary sewers are not rural facilities (RCW 36.70A.030(17)) and therefore should only be developed in UGAs except as authorized by 36.70A.110(4), the district's service area is limited to the Buena Rural Settlement LAMIRD. The system's forecast of future facilities needs and finance plan are provided in Table 6.4.2.3-1.

Table 6.4.2.3-1 Finance Plan – Buena Sewer System

Description	Estimated Cost	Estimated Year	Sources of public money
Paint Recirculation Tanks	\$ 100,000	2017	Waste water system rates
Filter Bed Rehabilitation	TBD	TBD	Waste water system rates
Collection extensions	Determined when requested		Developer pays cost

Source: Yakima County Utilities Division

6.4.2.4 Fairway Estates Sewer System

Yakima County owns and operates the Fairway Estates sewer system. The system currently serves 10 customers and has a capacity to serve 12 customers. The locations and capacities of the existing pipes and designated service area are shown on Map 9.6.1-2. Because sanitary sewers are not rural facilities (RCW 36.70A.030(17)) and therefore should only be developed in UGAs except as authorized by 36.70A.110(4), the system's service area is limited to its current service area. The County forecasts no future needs for facilities and therefore has no finance plan.

6.4.2.5 Mountain Shadows Estates Waste Water System

Yakima County owns and operates the Mountain Shadows Estates waste water system located within the Yakima UGA. The system currently serves eight customers and has a capacity to serve 11 customers. The locations and capacities of the existing pipes and designated service area are shown on Map 9.6.1-3. The County forecasts no future needs for facilities and therefore has no finance plan. The system will be connected to the City of Yakima's sewer system after the City's sewer lines are extended to the area.

6.4.3. Storm Sewer Systems

Under GMA³⁵ storm sewers are not rural facilities; and in general, it is not appropriate for them to be extended or expanded outside of UGAs 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. Therefore this section presents storm sewer systems under two subsections: Within UGAs, and Countywide.

6.4.3.1 Within Urban Growth Areas

Under the Yakima County-wide Planning Policy and the Interlocal Agreement, Yakima County is responsible for planning any storm sewer systems in unincorporated areas, including within UGAs.

The locations and capacities of such existing facilities are inventoried in *Yakima County Stormwater Curb and Gutter Atlas*, which is hereby incorporated by reference. This atlas was published on paper and in PDF format in February 2012 and is maintained and updated on an on-going basis by the Yakima County GIS Division. Map 6.4.3-1 shows the inventory at a small scale. Larger scale maps may be seen in the published versions or in the GIS version.

It is current County policy, as established in the Interlocal Agreement and development regulations, to require on-site retention, treatment, and disposal of stormwater.³⁶ Design and construction of such facilities will be the responsibility of the developer. Because they will be privately-owned, they are not capital facilities under GMA's definition. Therefore, the County forecasts no needs for future storm sewer systems, proposes no expanded or new facilities, and includes no public funds for them in the six-year finance plan required by GMA. The County's policy means that storm sewer systems (meeting the GMA definition) are not *necessary for development*. Therefore, the County establishes no minimum LOS standard.

6.4.3.2 Countywide

Outside of GMA requirements, however, the County has a significant program addressing stormwater issues. Map 6.4.3-1 also shows the boundary of the Yakima County Stormwater Management Utility, which was established in 2008 to facilitate the county's compliance with the Stormwater Phase II Final Rule. Established by the Environmental Protection Agency in 1999 to implement the Clean Water Act, this rule extended coverage of the National Pollution Discharge Elimination Permit System (NPDES) to certain "small" Municipal Separate Stormwater Sewer Systems (MS4s). As further implemented by the Department of Ecology, the rule requires compliance with the conditions of Ecology's general stormwater permit in Urban Growth Areas and in "Urbanized Areas" as defined by the federal Census Bureau. The Stormwater Management Utility facilitates Yakima County's compliance with the permit by assessing a fee on the owners of property lying within the utility in order to pay for the costs of compliance. Revenue from such fees, however, are not used to pay the costs of expanded or new stormwater capital facilities

³⁵ 36.70A.030(17) and 36.70A.110(4).

³⁶ Exceptions to this policy will only be allowed if off-site collection, treatment, and disposal services are available from a municipality, or other entity property authorized to collect and dispose of such flows.

within the utility boundary or for maintaining such facilities. The capital costs of such new or expanded facilities are budgeted through the six-year Transportation Improvement Plan, with revenue provided by the County's road fund. The County's maintenance and operation of these facilities are also funded by the County's road fund.

The Board of Yakima County Commissioners, in their capacity as decision-making body for the Yakima County Flood Control Zone District, has adopted three comprehensive flood hazard management plans since 1998:

- Upper Yakima River CFHMP (adopted 1998, updated 2007);
- Naches River CFHMP (adopted 2006); and
- Ahtanum-Wide Hollow CFHMP (adopted 2012).

Each of these CFHMPs, which were also adopted by the cities affected, include recommendations that are adopted by reference in Section 6.5 (Capital Facilities Plan: Goals and Policies).

6.4.4 Schools

Seven school districts own facilities/land in the county's unincorporated areas. Their GMA-required information is summarized below for each district.

6.4.4.1 East Valley School District

As shown in Map 6.4.4-1, the district has four schools outside of cities: (1) Terrace Heights Elementary on 10.0 acres on Terrace Heights Drive, and (2) East Valley Elementary on 33.8 acres on Beaudry Road and (3) East Valley Middle and (4) East Valley High on 31.9 acres on Beaudry Road. The existing capacities of these schools and a forecast of future needs are shown in Table 6.4.4.1-1.

Table 6.4.4.1-1 Capacities of Existing School Facilities – East Valley School District

School	Estimated Capacity (students)	Projected Enrollment (students)	Projected is (Over)/Under Capacity (students)
Terrace Heights Elementary	530	Described below	Under in 2024
East Valley Elementary	543	Described below	Under in 2024
East Valley Central Middle	702	800-840 (2019-2020)	(98-138) in 2019-2020
East Valley High	860	1,000 (2022-2023)	(140) in 2022-2023

Source: East Valley School District

In November 2015, the district's voters approved a \$52.9 million bond issue that will combine with approximately \$14 million in state matching funds to finance the following modernization and expansions: (1) modernization and expansion of East Valley High to serve up to 1,100 students, with core spaces that allow expansion up to 1,500 students; and (2) nine additional classrooms and an auxiliary gym at East Valley Middle.

The current 2017-2024 forecast for the district's elementary schools is for enrollment to decrease by 34 students. When elementary enrollment eventually reaches capacity, the current plan is to

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house additional students in portables until the district can either receive state matching funds for unhoused students or be able to pass another bond, likely during 2022-2024.

6.4.4.2 Highland School District

As shown in Map 6.4.4-2, the district has three schools outside of cities: (1) Marcus Whitman Elementary on 13.6 acres on Thompson Road and (2) Highland Middle and (3) Highland High on 43.8 acres in Cowiche. The existing capacities of these schools and a forecast of future needs are shown in Table 6.4.4.2-1.

Table 6.4.4.2-1 Capacities of Existing School Facilities – Highland School District						
School	Regular Classrooms	Special Program Classrooms	Portables	Estimated Capacity including portables (students)	2018 Projected Enrollment (students)	Projected is (Over)/Under Capacity (students)
Marcus Whitman Elementary	20	2	1	459	508	(49)
Highland Jr High	14	3	4	414	221	193
Highland High	14	0	0	402	408	(6)

Source: Highland School District

The district's forecast for future school facilities needs are to upgrade the CTE (Career and Technical Education) building at the Highland High campus, a district-wide technology upgrade, and an electrical upgrade at Marcus Whitman Elementary. In 2015 the district's voters approved a \$6 million bond issue for these purposes. The district will next evaluate future facilities needs in 2023 after its current debt is paid down and in 2029 when the district could next be eligible for state funding. Therefore, the district currently has no further finance plans for its capital facilities. The district reports having fewer students in 2016 than in 1999.

6.4.4.3 Mount Adams School District

As shown in Map 6.4.4-3, the district owns one 27.3-acre site outside of cities along Signal Peak Road in White Swan, WA on which are located two schools: (1) Mount Adams Middle, and (2) White Swan High. The capacity of Mount Adams Middle is approximately 160 students and the capacity of White Swan High is approximately 250 students. The district currently forecasts no future needs at either school, but will begin investigating modernization or replacement of all buildings in the district. The district expects to maintain modernized facilities in the same locations as currently located. When the investigation is complete, the primary source of public funds for the finance plan will be through the OSPI School Construction Assistance Program and other usual district resources.

6.4.4.4 Naches Valley School District

As shown in Map 6.4.4-4, the district owns two sites outside of cities: (1) 3.6 undeveloped acres adjacent to SR 12 and the new elementary school, and (2) the unused former primary school on 7.6 acres along Old Naches Highway. The district has no plans to use these sites for schools; therefore there are no existing or planned capacities or finance plans associated with either site.

6.4.4.5 Sunnyside School District

As shown in Map 6.4.4-5, the district owns two sites outside of cities: (1) 15.1 undeveloped acres adjacent to and north of Sun Valley Elementary along Washout Road, and (2) Outlook Elementary on 8.9 acres along Van Belle Road. Outlook Elementary has 57,388 square feet, 27 classrooms, and a capacity of 638 students. Including the portables currently onsite, the school has 62,640 square feet, making the capacity 694 students.

Enrollment is not growing in the Outlook area; therefore the district forecasts no need to expand Outlook Elementary in the near future. The school will not be available for state matching funds for remodeling or a new school until 2026 at the earliest. The district also has no plans for the vacant land north of Sun Valley Elementary. Accordingly, the district's finance plan for the next six years currently includes no funds for school facilities outside of cities.

6.4.4.6 West Valley School District

As shown in Map 6.4.4-6, the district owns five sites outside of cities: (1) Mountainview Elementary, (2) Cottonwood Elementary, (3) Ahtanum Valley Elementary, (4) West Valley High Freshman Campus, and (5) West Valley High.

(Note: Information on existing capacity, forecast of future needs, and proposed locations and capacity for expanded or new facilities was not received from the school district. Media reports indicate that the district's current planning for facilities improvements involve schools located within Yakima.)

6.4.4.7 Zillah School District

As shown in Map 6.4.4-7, the district owns two undeveloped sites outside of cities: (1) a 4.5-acre parcel adjacent to Zillah Middle School, and (2) a 23.8-acre parcel between Vintage Valley Parkway and Cutler Way. The district forecasts no needs for future facilities on these sites; therefore, there is no plan to finance facilities at these sites. The district will put a bond issue on the February 2017 ballot to finance expansions at the district's high school, which is located within city limits. If approved, the district would not consider another bond issue until 2024 or later, when it is eligible for state construction funding and debt capacity is available.

6.5 CAPITAL FACILITIES PLAN: GOALS AND POLICIES

Some policies in this section were incorporated from the West Valley Neighborhood Plan. These policies have a subscript to the right of the policy, identifying them as follows:

- West Valley Neighborhood Plan – ^{WVNP}.

PURPOSE STATEMENT CF 1

*The Capital Facilities Plan (CFP) is the element that makes the rest of **Horizon 2040** real by establishing minimum level of service standards as the basis for providing capital facilities. The*

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following goal and the related policies are designed to improve the quality of life in Yakima County through the planned provision of capital facilities.

GOAL CF 1:	Maintain the quality of life in Yakima County through the planned provision of capital facilities, either directly by the County or through coordination with other public entities and the development industry.
POLICIES:	
CF 1.1	Determine needed capital facilities based on adopted minimum level of service standards and forecasts of growth in accordance with the land use element of Horizon 2040 .
CF 1.2	Utilize sub-agreements with cities to establish and implement appropriate locations for focused public investment corridors as contemplated by the Interlocal Agreement. ^{WVNP}
CF 1.3	The most recently adopted version of the Capital Improvement Plan shall be considered the “at least six-year finance plan” portion of the Capital Facilities Plan and shall be incorporated by reference into the Yakima County Comprehensive Plan, Horizon 2040 .

PURPOSE STATEMENT CF 2

The Capital Facilities Plan (CFP) is a six-year plan for capital improvements that support the County’s current and future population and economy. The capacity of capital facilities that are provided in the CFP affects the size and configuration of the urban growth areas. The following goal and the related policies are designed to provide a variety of options for balancing growth and the availability of capital facilities.

GOAL CF 2:	Provide a variety of responses to the demands of growth on capital facilities.
POLICIES:	
CF 2.1	Establish land use patterns that optimize the use of capital facilities.
CF 2.2	Make the most efficient use of existing capital facilities, including such techniques and programs as: <ul style="list-style-type: none">• conservation• demand management• improved scheduling• encouraging development that uses existing facilities• other methods of improved efficiency
CF 2.3	Provide additional capital facility capacity when existing facilities are used to their maximum level.
CF 2.4	Restrict the amount and/or direct the location of new development where necessary, in order to preserve the adopted minimum level of service standards for capital facilities if responses CF 2.1 - 2.3 are insufficient to meet the demands of growth.
CF 2.5	Revise development regulations to require not approving new development if the adopted minimum level of service standard for capital facilities cannot be

	maintained by requiring efficient land use patterns (CF 2.1), by applying techniques that optimize use of capital facilities (CF 2.2), or by providing additional capacity when maximum efficiency is reached (CF 2.3).
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PURPOSE STATEMENT CF 3

Level of service standards are measures of the County's quality of life. The standards should be based on the County's values and its vision of the future. The following goal and the related policies represent the County's adopted level of service standards for the existing and future population.

GOAL CF 3:	Provide adequate capital facilities that achieve and maintain the County's adopted level of service standards for existing and future population.														
POLICIES:															
CF 3.1	Establish level of service standards that are achievable within the finances of this Capital Facilities Plan.														
CF 3.2	The following capital facility types, as noted below, are hereby determined to be necessary for development; and the minimum level of service standards are hereby adopted for each:														
<table border="1" style="width: 100%; border-collapse: collapse;"> <thead> <tr> <th style="text-align: left; padding: 5px;">Capital Facility Type</th><th style="text-align: left; padding: 5px;">Adopted Minimum LOS Standards</th></tr> </thead> <tbody> <tr> <td style="padding: 5px;">Streets/Roads/etc.:</td><td style="padding: 5px;">See Transportation Element Policies</td></tr> <tr> <td style="padding: 5px;">Storm sewer systems:</td><td style="padding: 5px;">None. Yakima County hereby determines that these facilities are not necessary for development because the County's strategy and development regulations will require on-site retention facilities that are owned and maintained by the property owners. (Privately-owned facilities are not considered capital facilities by GMA.)</td></tr> <tr> <td style="padding: 5px;">Sanitary sewer systems:</td><td style="padding: 5px;">See YCC 19, Table 19.25-2 (Sewer) as it existed on 6-30-17.</td></tr> <tr> <td style="padding: 5px;">Domestic water systems:</td><td style="padding: 5px;">See YCC 19, Table 19.25-1 (Water) as it existed on 6-30-17.</td></tr> <tr> <td style="padding: 5px;">Schools:</td><td style="padding: 5px;">None. Yakima County hereby determines that these facilities are not necessary for development.</td></tr> <tr> <td style="padding: 5px;">Parks and recreation facilities:</td><td style="padding: 5px;">See Parks and Recreation Element Policies.</td></tr> </tbody> </table>		Capital Facility Type	Adopted Minimum LOS Standards	Streets/Roads/etc.:	See Transportation Element Policies	Storm sewer systems:	None. Yakima County hereby determines that these facilities are not necessary for development because the County's strategy and development regulations will require on-site retention facilities that are owned and maintained by the property owners. (Privately-owned facilities are not considered capital facilities by GMA.)	Sanitary sewer systems:	See YCC 19, Table 19.25-2 (Sewer) as it existed on 6-30-17.	Domestic water systems:	See YCC 19, Table 19.25-1 (Water) as it existed on 6-30-17.	Schools:	None. Yakima County hereby determines that these facilities are not necessary for development.	Parks and recreation facilities:	See Parks and Recreation Element Policies.
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Parks and recreation facilities:	See Parks and Recreation Element Policies.														

PURPOSE STATEMENT CF 4

Among the reasons to plan for capital facilities are 1) growth management and 2) good management. The Growth Management Act requires that the Capital Facilities Plan contain level of service standards for capital facilities and that new development be served by adequate facilities when the impacts of development occur (i.e., the "concurrency" requirement). The following goal and the related policies are designed to ensure that capital facilities necessary for development are available, adequate, and concurrent with the development.

GOAL CF 4:	Ensure that capital facilities necessary for development are available and adequate to serve the development, based on the County's adopted minimum level of service standards.
POLICIES:	
CF 4.1	Provide, or arrange for others to provide, the capital improvements listed in this Capital Facilities Plan needed to achieve and maintain the minimum level of service standards adopted in this Capital Facilities Plan. <ol style="list-style-type: none">1. Update the six-year Capital Improvement Program during the GMA-required periodic update or, when deemed necessary, more often in conjunction with the County's annual budget process.2. Pursuant to the Growth Management Act, the CFP may be amended one time during any calendar year.
CF 4.2	Evaluate each application for development proposal to ensure that it will not cause the adopted minimum level service standards for capital facilities to decline below the standards adopted in Policy 3.2.
CF 4.3	Revise development regulations to ensure that levels of service are adequate for all capital facilities with minimum level of service standards adopted in Policy 3.2.

PURPOSE STATEMENT CF 5

Capital facilities should be planned for and constructed in a manner consistent with the other goals and policies of this comprehensive plan which address conservation and environmental issues. The following goal and the related policies are designed to protect public health and environmental quality through the placement and design of capital facilities.

GOAL CF 5:	Protect public health and environmental quality through the appropriate design and installation of capital facilities.
POLICIES:	
CF 5.1	Promote conservation of energy, water and other natural resources in the location and design of capital facilities.
CF 5.2	Practice efficient and environmentally responsible maintenance and operating procedures.
CF 5.3	Revise development regulations to establish minimum distances between sanitary sewers and surface channels to minimize the transmission of pollution to creeks. ^{WVNP}

PURPOSE STATEMENT CF 6

Planning for capital facilities includes at least two elements: 1) the quantity of public facilities (i.e., capacity) and 2) the quality of those facilities (i.e., aesthetic design, compatibility with surrounding areas, etc.). Both elements determine the quality of life in the County. The following goal and the related policies are designed to preserve and enhance the quality of life through the placement and design of capital facilities.

GOAL CF 6:	Preserve and enhance the visual quality of Yakima County through the placement and design of capital facilities.
POLICIES:	
CF 6.1	Encourage capital facilities which serve as amenities and catalysts for beneficial development.
CF 6.2	Maintain public spaces and enhance their appearance.
CF 6.3	Preserve, to the extent possible, significant natural vegetation and features in the development of capital facilities.

PURPOSE STATEMENT CF 7

*The capital improvement in the Capital Facilities Plan (CFP) must be fully funded (i.e., not a "wish list"). The requirement to fully finance the CFP (or revise the land use plan) provides a reality check on the vision set forth in **Horizon 2040**. The following goal and the related policies are designed to ensure that the required capital facilities are financially feasible.*

GOAL CF 7:	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:	
CF 7.1	Base the financing plan for capital facilities on realistic estimates of current local revenues and external revenues that are reasonably anticipated to be received by the County or the providers of the facilities.
CF 7.2	Capital Facilities should generally, where appropriate, be financed from the following: first, from other sources (such as donations, grants, other outside sources); second, from benefited groups (such as LIDs and RIDs, user fees, connection charges, dedicated capital reserves); third, from the general population (such as general obligation bonds, commissioners' bonds, other loans, and general capital reserves); and fourth, from mitigation.
CF 7.3	Finance the six-year Capital Facilities Plan within the County's financial capacity to achieve a balance between available revenue and needed capital facilities and utilities. If the projected funding is inadequate to finance needed capital facilities based on adopted level of service standards and forecasted growth, the County should consider one or more of the following: <ul style="list-style-type: none"> • lower the level of service standard; and/or • change the Land Use Element; and/or • increase the amount of revenue from existing sources; and/or • adopt new sources of revenue enhancements.

Horizon 2040

Capital Facilities Plan Element

CF 7.4	Ensure that both existing and future development pay a proportionate share of the costs of needed capital improvements. <ol style="list-style-type: none">1. Ensure that existing development pays for capital improvements that reduce or eliminate existing deficiencies, and pays for some or all of the cost to replace obsolete or worn out facilities. Existing development may also pay a portion of the cost of capital improvements needed by future development. Existing development's payments may take the form of user fees, charges for services, special assessments, taxes, etc.2. Ensure that future development pays a proportionate share of the cost of new facilities, which it requires. Future development may also assist in paying a proportionate share of the cost to upgrade existing facilities to provide for future development. Future development's payments may take the form of voluntary contributions for the benefit of any capital facility, mitigation payments, capacity fees, dedications of land, provision of public facilities, and future payments of user fees, charges for services, special assessments, taxes, etc.
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PURPOSE STATEMENT CF 8

The Capital Facilities Plan (CFP) contains minimum level of service standards for all capital facility types that are determined necessary for development (both County owned and/or operated and non-county owned and/or operated facilities). These levels of service standards are the basis for identifying needed capital improvements. The following goal and the related policies are designed to ensure that the County coordinates with other providers of capital facilities to make sure that the level of service standards are maintained and the required facilities will be provided as needed.

GOAL CF 8:	Make the Capital Facilities Plan consistent with other county, local, regional and state adopted plans.
POLICIES:	
CF 8.1	Reassess Yakima County's Horizon 2040 during each GMA-required periodic update to ensure that capital facilities' needs, financing, and levels of service are consistent, and that the plan is internally consistent.
CF 8.2	Coordinate with non-county providers of capital facilities on a joint program for maintaining adopted levels of service standards, funding, and construction of shared public facilities.
CF 8.3	The recommendations of Comprehensive Flood Hazard Management Plans that are adopted by Yakima County are hereby incorporated by reference. ^{WVNP}

PURPOSE STATEMENT CF 9

The location of "hard-to-site" facilities (e.g., solid and hazardous waste handling facilities and disposal sites, major utility generation and transmission facilities, regional education institutions, airports, regional park and recreation facilities, etc.) is an issue which the Growth Management Act (GMA) requires comprehensive plans to address. The GMA calls for the establishment of a cooperative process to determine the need for and to choose the best sites for such facilities in a

manner which equitably distributes the sites within a region. The following goal and the related policies are designed to ensure the efficient and equitable siting of essential regional capital facilities through cooperative and coordinated planning.

GOAL CF 9:	Ensure the efficient and equitable siting of essential public facilities and those of a countywide or statewide nature through cooperative and coordinated planning with other jurisdictions and the population in general within the region, and through streamlining of Yakima County's zoning permit process.
POLICIES:	
CF 9.1	Consistent with the Yakima County-wide Planning Policy (CWPP), the County and its cities should create a common list of essential public facilities after considering WAC 365-196-550's recommendations for establishing such lists.
CF 9.2	Follow the procedures and review criteria in Section C.3. of the Yakima CWPP for siting essential public facilities and those of a countywide or statewide nature. Provide early public notice and opportunity for public review of the proposed location of such capital facilities. Public notification efforts should be appropriate to the type of facility and its potential for controversy.

PURPOSE STATEMENT CF 10

Planning for “growth management” and “good management” requires that development be directed to areas in which capital facilities and services can be provided in a manner which preserves the desired quality of life in the County. The Growth Management Act mandates the establishment of urban growth areas and coordinated land use and capital facilities planning to ensure orderly growth. The following goal and the related policies are designated to ensure the provision of adequate public facilities to urban growth areas.

GOAL CF 10:	Provide adequate public facilities to urban growth areas.
POLICIES:	
CF 10.1	The identification of responsibility for planning and providing capital facilities in Urban Growth Areas will be determined in accordance with the Yakima County-wide Planning Policy (CWPP) and the Interlocal Agreement.
CF 10.2	The County may enter into urban growth management agreements with municipalities and other providers of capital facilities to coordinate planning for and development of the Urban Growth Areas.
CF 10.3	The County may enter into agreements with cities and other providers of capital facilities for sharing of resources (fees, assessments, land, etc.) based on the location of the development and the location of its impacts on capital facilities.