

## **CHAPTER 5: CAPITAL FACILITIES, UTILITIES, AND PUBLIC SERVICES ELEMENT**

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### **5-01 GOALS**

**5-01-01** To ensure adequate public facilities appropriate for the delivery of public services and utilities to accommodate the demand associated with current and future land uses. Such services and utilities should be provided in a manner that maximizes public safety and minimizes adverse environmental impacts.

### **5-02 BACKGROUND AND CONTEXT**

**5-02-01** Capital facilities, utilities, and public services include a variety of properties, improvements and services often administered by governmental agencies for the general public. Examples of capital facilities include City administration buildings, libraries, parks and recreational facilities, and public schools. Utilities include electric, telecommunication, natural gas lines, and refuse collection.

**5-02-02** Certain facilities and utilities are owned/offered by the City of Des Moines while others are owned/offered by other agencies, special districts, or companies. Public services include police protection, transportation, and surface water management.

**5-02-03** Transportation and circulation-related facilities are addressed in the Transportation Element and the Comprehensive Transportation Plan. Parks, recreation, and open space are addressed in the Parks, Recreation, and Open Space Element and Parks, Recreation, and Senior Services Master Plan.

**5-02-04** The population of the City of Des Moines has increased with the development and redevelopment of City land. The City of Des Moines also has grown in size and population by annexation of unincorporated lands, and is now entirely surrounded by other incorporated cities and water. There is little room left for expansion except by infill. It is expected that the number of persons within the City will continue to increase through the 2024 year planning horizon of this Plan.

**5-02-05** The availability of capital facilities, utilities, and public services directly influences the quality of life in Des Moines. Adequate facilities, utilities, and services are needed to ensure that those who reside and work in Des Moines are reasonably free of safety and environmental hazards, and provided with desired public services.

**5-02-06** The increase in population within the City has created a corresponding increase in the demand for capital facilities, utilities, and public services.

**5-02-07** The demand for, and the delivery of facilities, utilities, and services is influenced by regional factors, such as regional population densities, and the services provided by other jurisdictions. These regional factors must be considered in the planning for adequate facilities and utilities.

**5-02-08** The siting, construction, and operation of capital facilities and utilities, including essential public facilities, has sometimes resulted in adverse impacts upon nearby properties and the natural environment. The City currently receives more than its fair share of adverse impacts associated with air transportation. Therefore, as permitted by state and federal law, before permitting the siting or expansion of any capital facilities or utilities it is extremely important that comprehensive environmental review of such proposals be completed so that decision makers are fully informed of the proposal's adverse impacts and whether adequate mitigation measures can be implemented to mitigate such impacts.

**5-02-09** Comprehensive plans and capital improvement plans have been prepared by many of the providers of public facilities, utilities, and services within Des Moines. Such plans are applicable to Des Moines' Comprehensive Plan in that they contain detailed inventories of existing improvements, projected demand for services in the future, and funding strategies for capital improvements. The following references should be consulted for detailed information regarding existing and planned Capital Facilities, Utilities, and Public Services:

- (1) City of Des Moines Comprehensive Marina Master Plan
- (2) City of Des Moines Surface Water Management Program
- (3) City of Des Moines Comprehensive Transportation Plan
- (4) City of Des Moines Six-Year Capital Improvement Program
- (5) City of Des Moines Parks, Recreation and Senior Services Master Plan
- (6) King County Water District #54 CFP (2004)
- (7) Highline Water District Water Facilities Plan (2006)
- (8) Lakehaven Utility District Water Facilities Plan (2006)
- (9) Midway Sewer District CFP (2008)
- (10) Southwest Suburban Sewer District Sewer Plan (2006)
- (11) Lakehaven Utility District Sewer Facility Plan (2009)
- (12) Highline School District Facility Plan (2009)
- (13) Federal Way School District 2011 Capital Facilities Plan

**5-02-10** An inventory and analysis of the publicly owned capital facilities, and public/private utilities within the City of Des Moines are summarized below. More detail is provided in Appendix E.

- (1) **City Administration:** The City of Des Moines owns several properties and buildings that are used for the administration of City services. The maintenance, improvement and expansion of City facilities is guided by a six-year capital improvement program and an annual budget approved by the City Council. The capital improvement program prioritizes projects, establishes improvement schedules, and identifies revenue sources.
- (2) **Electricity:** The transmission of electricity to the City is regulated by the Washington Utilities and Transportation Commission and is delivered by Puget Sound Energy.
- (3) **Fire Protection:** Fire protection and other emergency services within the City are provided by South King County Fire and Rescue. These services are guided by the comprehensive plans of the districts/departments.
- (4) **Hazardous Waste Collection and Disposal:** The collection and disposal of hazardous waste within the City is provided for through an Interlocal Agreement between King County and the municipalities within the City. The Local Hazardous Waste Management Plan for Seattle-King County provides for regional coordination and funding of this program.
- (5) **Library:** Library services in the City are provided by King County Library District. Adopted level of service guidelines direct the construction and expansion of library facilities. The Highline Community College also operates a library that is utilized by many residents of the City.
- (6) **Marina:** An 840-slip marina along Des Moines' shoreline is owned and operated by the City of Des Moines. The City's capital improvement program and annual budget guide the expenditure of funds for the operation of the facility. The ~~2004~~ 2007 Comprehensive Marina Master Plan identifies near-term and long-term capital improvements, funding strategies and project schedules for the existing marina.
- (7) **Natural Gas:** Natural gas is distributed in the Puget Sound region by Puget Sound Energy. This utility is regulated by several governmental agencies. A franchise agreement authorized by the Des Moines City Council provides additional level of service requirements for the delivery of natural gas to customers within the City's corporate limits.
- (8) **Parks and Recreation:** Publicly owned recreational facilities within the City are operated by the City of Des Moines, the State of Washington, and the Highline and Federal Way School Districts. A regional dog park is located in the City of SeaTac. City, County and State Parks and Recreation Plans guide the

administration of recreational programs of the respective jurisdictions. Various services, such as the Des Moines Senior Center, are provided at one or more of Des Moines' recreational facilities. The 2003 Parks, Recreation and Senior Services Master Plan will help guide the scheduling and funding of future capital and programmatic improvements. (See Chapter 6)

- (9) **Police:** Police protection is provided by the City of Des Moines. The City of Des Moines also has interlocal agreements with the Cities of SeaTac, Kent and Normandy Park; King County, the State of Washington, and the Port of Seattle.
- (10) **Postal Service:** The US Postal Service operates one facility and one contract station within the City.
- (11) **Sanitary Sewer:** The Midway, Southwest Suburban, and Lakehaven Utility Districts provide for the collection, treatment, and disposal of effluent. These services are directed by the comprehensive plans adopted by these districts. A portion of the City is still served by septic systems.
- (12) **Schools:** Publicly owned educational facilities are operated by the Highline and Federal Way School Districts, Highline Community College and Central Washington University. Several private schools are also located within the City.

Highline and Federal Way School Districts provide K-12 educational programs to all students who live in the respective service areas.

Highline School District has four elementary schools (Des Moines, Parkside, Midway, and North Hill), one middle school (Pacific), and two high schools (Aviation and Mount Rainier) located in Des Moines. The *2009 Capital Facilities Improvement Plan* identifies the Districts 4-year prioritized projects, funding, and construction schedule for facility improvements. Three of the four elementary schools (Parkside, Midway, and North Hill) and one of the high schools (Mount Rainier) have been replaced over the past decade, resulting modern facilities equipped with technology required for today's education.

Federal Way School District serves the southern part of Des Moines (south of South 252<sup>nd</sup> Street). Woodmont Elementary is the District's only school located in Des Moines. The District's *2011 Capital Facilities Plan* adopted in May 2010, sets forth the capital improvement projects and services to be implemented over the next several years. The plan includes new school construction, purchasing and siting of temporary facilities, and services operation.

Highline Community College (HCC) provides post secondary education and degree programs. Founded in 1961 as the first community college in King County, HCC is nationally and internationally recognized as a premier community college and is one of 34 community and technical colleges in Washington State. The college's main campus is location on an 80-acre wooded site in the South Des Moines Neighborhood. Classes are also provided at the

Marine Science and Technology Center (MAST) at Redondo Beach. The MAST facility was completed reconstructed 2008 and is home to the third largest salt water aquarium in Washington State. HCC provides to branch campuses located in Burien and White Center.

Central Washington University (CWU) operates a branch campus at HCC. CWU is a comprehensive, four year public university offering both baccalaureate and master's degree programs at its main and branch campuses.

- (13) **Solid Waste Collection and Disposal:** Allied Waste Disposal Company provides for the collection and disposal of solid waste within the City. These services are regulated by the Cities of Des Moines, Kent, and SeaTac, and the Washington Utilities and Transportation Commission. Recyclables collection service of specified materials is available to households and businesses through solid waste haulers.
- (14) **Surface Water Management:** The collection and disposal of stormwater in the City is provided by the City of Des Moines.
- (15) **Telecommunication:** Qwest delivers telecommunication service for the City as regulated by the Washington Utilities and Transportation Commission. Cable Television is provided by Comcast Cable Services. Cellular telephone services are provided by Cingular, Nextel, Qwest Cellular, Sprint PCS, T-Mobile, and Verizon Wireless.
- (16) **Transportation Facilities:** State and Regionally owned transportation facilities are listed in the GMA as essential public facilities to be sited. Details of transportation facilities inventories, future needs and plans are provided in the City of Des Moines Comprehensive Transportation Plan.
- (17) **Water:** Domestic water within the City is provided by King County Water District 54, Highline Water District, and Lakehaven Utility District. Each of these districts' operations is guided by a water system plan. A significant portion of the water available in the City is purchased from the Seattle and Tacoma Water Departments.
- (18) **South County Correctional Entity (SCORE) Jail:** Pursuant to an interlocal agreement, the Cities of Auburn, Burien, Des Moines, Federal Way, Renton, SeaTac, and Tukwila are jointly developing a consolidated misdemeanor correctional facility in the City of Des Moines. As part of this agreement, an autonomous public agency, SCORE was formed and represents almost 340,000 citizens in South King County. Located at 20817 17<sup>th</sup> Avenue South, the 137,000 square foot facility will employ approximately 120 individuals and house up to 820 inmates

## **5-03**            **POLICIES**

**5-03-01**            To the extent permitted by law, Des Moines should require that the plans of the agencies identified in this Plan be consistent with the City of Des Moines Comprehensive Plan.

**5-03-02**            To advance the City's interests, Des Moines should promote cooperative working relationships between Des Moines and the other municipalities, agencies and districts identified in this Comprehensive Plan.

**5-03-03**            Planning for utilities and public facilities should be recognized as the primary responsibility of the government or private agency providing the corresponding services. Des Moines should generally participate in the development of, and rely upon, plans prepared by each agency undertaking facility and capital improvement planning.

**5-03-04**            Des Moines should not allow land development to exceed the capacity of essential facilities/utilities (i.e., domestic water, fire protection, sanitary and storm sewer, transportation, etc.). Such facilities should be available at the time of development.

**5-03-05**            City plans and development regulations should identify, and provide a process for consideration of, the siting of essential public facilities. Essential public facilities should include: A) domestic water, sanitary sewer, public schools, and fire protection; B) difficult-to-site facilities such as those identified by RCW 36.70A.200 and County-wide Planning Policies; and C) essential state facilities specified by the office of financial management. Des Moines should not accept a disproportionate share of the adverse impacts resulting from the siting of essential public facilities.

**5-03-06**            Des Moines should generally rely on the level-of-service standards/guidelines used by public facility and utility providers for determining adequacy and concurrency. When desired, Des Moines should establish a public process whereby other level-of-service (LOS) standards are adopted for public facilities and utilities. Unless other LOS standards are adopted, the LOS guidelines outlined in the Public Facilities and Utilities Implementation Strategies should be used to determine adequacy and concurrency.

**5-03-07**            New or expanded facilities/utilities should be compatible with surrounding land uses; such facilities should minimally impact the natural or built environment.

**5-03-08**            Des Moines should encourage, and to the extent permitted by law, require implementation of resource conservation practices to extend the useful life and capacity of existing and planned facilities.

**5-03-09**            Provide for the siting of electrical vehicle infrastructure as required by HB 1481. Electrical vehicle infrastructure includes structures, machinery and equipment necessary and integral to support an electrical vehicle including battery charging stations; rapid charging stations and battery exchange stations.

## **5-04**            **STRATEGIES**

**5-04-01**        Utilize the plans of providers of facilities and utilities within the City to supplement this Comprehensive Plan Element. For City of Des Moines planning purposes, this Comprehensive Plan should take precedence when such facility/utility plans may conflict.

**5-04-02**        Coordinate Des Moines' land use planning with the facility/utility planning activities of agencies and utilities identified in this Comprehensive Plan Element. Encourage, and to the extent permitted by law, require providers of public services and private utilities to utilize the Land Use Element of the City of Des Moines Comprehensive Plan in planning for future facilities. Encourage, and to the extent permitted by law, require providers of public facilities and utilities update their comprehensive plans on a regular basis and in a timely manner.

**5-04-03**        Adopt procedures that encourage mutual review of, and comment on, proposed actions and policies between Des Moines and other providers of public services. Review of development proposals by providers of public facilities and utilities should ensure that there will be sufficient capacity at the time of development.

**5-04-04**        Utilize the plans of public facility and utility providers, and the Des Moines Capital Improvement Plan, to identify lands useful for public facility or utility purposes. Essential Public Facilities as defined by RCW 36.70A.200 are processed as Unclassified Use Permits (UUP) unless the use is permitted outright in a given zoning classification. Cooperatively work with surrounding municipalities and King County during the siting and development of facilities of regional significance. As permitted by state and federal law, including the lawful exercise by the City of its SEPA authority pursuant to RCW 43.21C.060, City approvals related to facilities, operations and activities within the City of Des Moines associated with Sea-Tac International Airport, including but not limited to, necessary support activities, connected-actions and projects, may include conditions which are necessary to mitigate specific adverse environmental impacts on the City of Des Moines identified in environmental documents prepared pursuant to SEPA. The City may decide not to approve such facilities or operations if the City finds: (a) the proposal would likely result in a significant adverse environmental impact(s) identified in a final or supplemental environmental impact statement prepared under SEPA, and (b) reasonable mitigation measures capable of being accomplished are insufficient to mitigate the identified impact(s).

**5-04-05**        Require new development to contribute to the construction, renovation, or expansion of necessary public facilities. Support the establishment of late-comer agreements to ensure that adequate public facilities and utilities will be provided and equitably funded. Establish processes whereby impact fees can be collected for facility and utility improvements as permitted by State Law.

**5-04-06**        Limit new development until necessary public facilities and/or utilities are available. If necessary, reassess the Land Use Element if probable funding or land for public facilities or utilities will not be available to accommodate demand.

**5-04-07** Prohibit or limit the construction of facilities/utilities where such construction would result in severely adverse environmental or public health impacts, or where such construction would encourage land development inconsistent with adopted City policies. Adverse impacts may include, but are not limited to: excessive noise or traffic, the discharge of pollutants into the air or water, or harmful electromagnetic fields. Ensure that such improvements will not result in significant adverse impacts upon the surrounding land uses or the natural environment. Utilize the permitting authority and processes provided by the Des Moines Municipal Code during review of proposed facilities.

**5-04-08** Encourage, and to the extent permitted by law, require the implementation of resource conservation measures through various means, such as public education, energy-conserving construction techniques, and alternative landscaping provisions. Encourage, and to the extent permitted by law, require providers of public facilities and utilities to implement public education and information programs that describe the benefits of conservation.

**5-04-09** Require the undergrounding of utility lines as specified by the DMMC to minimize public safety hazards, visual clutter, and the obstruction of views. Encourage the undergrounding of utilities throughout Des Moines. Encourage the use of shared corridors for several utilities.

**5-04-10** Require adequate screened space in multifamily and commercial developments for on-site recycling containers.

**5-04-11** Identify facility needs for the provision of City services; explore funding options to accommodate those needs. Ensure that City facilities are sufficient in quantity and quality to allow for superior public service.

**5-04-12** Adopt ordinances as necessary to ensure that new public facilities and utilities include all improvements needed during use of the facility/utility, such as adequate on-site parking, appropriate signs, and lighting.

**5-04-13** Implement the following level-of-service standards:

- (1) **Collection and Disposal of Solid and Hazardous Wastes:** Require that collection service for garbage, recyclable materials, and yard waste be available to all properties within the City. Include level-of-service provisions in contract/franchise/license agreements. Cooperatively work with King County and related agencies for collection and disposal of hazardous wastes, and public education regarding hazardous wastes.
- (2) **Electrical Service:** Coordinate land use and facility planning to allow for siting and construction of distribution facilities that provide electrical power with minimal periods of service interruption. Carefully evaluate proposed high-voltage distribution facilities for adverse EMF impacts. Include level-of-service provisions in contract/franchise/license agreements.

- (3) **Fire Protection:** Coordinate land use planning, development review, and fire protection facility planning to ensure that: a) adequate fire protection and emergency medical service can be provided; and b) project designs minimize the potential for fire hazard.
- (4) **Libraries:** Continue to receive library services from the King County Library System as long as King County continues to provide a variety of library services from centrally located facilities with convenient hours of operation. Include level-of-service provisions in contract/annexation agreements. Patronage privileges for Des Moines residents are available at the Highline Community College Library.
- (5) **Marina:** Implement capital improvement projects identified in the Marina Master Plan to help the Marina maintain a competitive advantage in attracting moorage tenants and guests, support in-water activities and make the Marina more attractive and pedestrian friendly. Continue to serve as a boating facility while simultaneously promoting the Marina as a premier destination for those arriving by automobile, bicycle, or on foot.
- (6) **Natural Gas:** Promote the extension of distribution lines to unserved areas. Coordinate land use and facility planning to allow for siting and construction of natural gas distribution facilities that provide natural gas with minimal periods of service interruption. Include level-of-service provisions in contract/franchise/license agreements.
- (7) **Parks and Recreation:** Level of service standards for parks and recreation facilities are provided in the Parks, Recreation and Open Space Element.
- (8) **Police Protection:** Coordinate land use planning, development review and police protection facility planning to ensure that: a) adequate police protection can be provided; and b) project designs discourage criminal activity.
- (9) **Postal Service:** Encourage improvements to US Postal Services as necessary for residents and businesses.
- (10) **Public Education:** Coordinate land use planning, development review and school facility planning to ensure that: a) adequate school facilities will be available to accommodate anticipated increases in students; and b) project designs include safe pedestrian paths for school-age children.
- (11) **Sanitary Sewer:** Require that all new developments have sanitary sewer. Encourage or require the extension of sewer service to unserved developed areas. Priority for such extension should be given to areas where septic failures are common, or where the number or "density" of septic facilities exceeds the filtering capacity of the underlying soils. Allow new development to utilize septic drain fields as an interim sewer system only when all of the following conditions are present:

- (a) Underlying soils allow for proper percolation without undue adverse impact; and
  - (b) Sanitary sewer is not within reasonable proximity of the development site; and
  - (c) A binding "no protest" agreement is provided requiring contribution toward extension of, and connection with, the sanitary sewer system when it is available; and
  - (d) The development site represents a small, isolated, vacant or under-developed parcel in an area of developed properties not served by sanitary sewer.
- (12) **Stormwater Management:** Require new development and redevelopment to install on-site stormwater detention and treatment as needed in a manner consistent with the City's National Pollution Discharge Elimination System (NPDES) Phase II permit, the standards of the King County Surface Water Design Manual, and the best management practices of the King County Stormwater Pollution Prevention Manual. Adopt maximum lot coverage policies or standards with respect to impervious surfaces. Require all multifamily development to provide a designated area for vehicle washing in a manner to control rinse water runoff.
- (13) **Telecommunications:** Advocate the development/maintenance of facilities necessary to provide telecommunication services as needed to accommodate population growth and advancements in technology. Include level-of-service provisions in franchise/license agreements. Advocate local regulation of telecommunication services and support state legislation that provides for optimal service from monopolistic providers.
- (14) **Transportation Facilities:** Level of Service standards for transportation facilities are provided in the Transportation Element.
- (15) **Water:** Require that new development have adequate water supply for consumption and fire flow. Advocate the upgrading of existing lines, supply sources, and storage facilities as necessary in areas where fire flow is inadequate.

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