

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### Chapter VI — Capital Facilities Element

#### CONTENTS

[Executive Summary](#)

[Introduction](#)

[Background](#)

[Capital Facilities Element Components and Tools](#)

[Level of Service Standards](#)

[Description of Services, Inventories and Level of Service by Facility Type](#)

[Capital Facilities Planning and Finance Plan](#)

[Reassessment of Land Use Element](#)

[Goals and Policies](#)

#### EXECUTIVE SUMMARY

##### **The Growth Management Act (GMA) and Capital Facilities**

The Capital Facilities Element (CFE) is one of several elements required by the Growth Management Act to be in a local government's comprehensive plan. The purpose of the CFE is to provide a comprehensive overview and to set policy direction for all capital facility improvements which are proposed in the City's comprehensive plan and in those of other local districts, such as schools and fire protection. In doing so, the city is required to:

- Provide capital facilities for land development that is envisioned or authorized by the Land Use Element of the Comprehensive Plan.
- Affect the quality of life envisioned in the City's Comprehensive Plan by establishing and maintaining standards for level of service.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

- Coordinate and provide consistency among the many plans for capital improvements, including:
  - a. Other elements of the comprehensive plan such as the transportation and utilities elements.
  - b. Master plans and other studies of the City.
  - c. Plans for capital facilities of state and/or regional significance.

### **THE CAPITAL FACILITIES ELEMENT MUST INCLUDE:**

1. An inventory of existing capital facilities owned by public entities, including locations and capacities of these facilities
2. A forecast of future needs for such facilities
3. The proposed locations and capacities of expanded or new facilities
4. At least a six-year plan that will finance such facilities within projected funding capacities (and showing the sources of funding)
5. A requirement to reassess the Land Use Element if probable funding falls short of meeting existing needs, and to ensure that the Land Use and Capital Facilities elements are consistent.

d.Plans of other local governments (e.g., Whatcom County).

e.Plans of special districts (e.g., schools, fire district).

- Ensure the timely provision of adequate facilities and services for land use development.

- Document all capital projects and their financing.

- Determine the financial resources available for capital facilities projects and improvements.

This Capital Facilities Element has been developed in accordance with RCW 36.70A.070 (the Growth Management Act), and represents the City's policy plan for the provision of capital facilities to the year 2036, and includes a financing plan for capital facilities from 2016 to 2021. The goals, policies, and financing strategy presented here are consistent with the Whatcom County-wide Planning Policies and with all other elements of the Ferndale Comprehensive Plan.

For the first time, the element also includes a Comprehensive Projects Map portraying the capital projects (parks, transportation, water, sewer, stormwater) proposed by the City of

Ferndale.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### INTRODUCTION

A community is often judged by the quality of the facilities and services it provides. Quality of life and community pride are reflected by the condition of the city streets, parks, community buildings, and other public works and services. A municipality has the primary, and sometimes the sole responsibility to provide water and sewer services, parks and recreation, public safety, safe streets and roads, and other basic public services and facilities. If public investment and facilities are able to accommodate private investment (growth), then sound economic development and growth can occur. If traditional public services that would provide additional capacity are not available, then growth and development opportunities are limited.

Finding money for capital improvements has become increasingly difficult. The cost for new projects and the rehabilitation of older facilities is increasing beyond what some cities can afford. Making the most of limited financial resources is a challenge facing agencies across the nation. Therefore, it is essential that comprehensive, capital-facility improvement planning be a priority in order to maintain the quality of facilities and services that the citizens of Ferndale have come to expect.

Capital facilities and services are provided by both public and private entities and are the integral elements that link the entire plan together (also see Chapter V, the Utilities Element of this Comprehensive Plan).

The growth scenarios envisioned in the Land Use Element will not become a reality unless it can be shown through the Capital Facilities Improvement Plan (CIP) that there will be adequate facilities and services in place to support future development. It must also be shown that those improvements can be financed, and the appropriate funding sources identified. Some of the most important goals of the Growth Management Act are realized through implementation of the Capital Facilities Element of the Comprehensive Plan.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### BACKGROUND

Capital Facilities are those public facilities and services, including utilities that are necessary for a government to carry out its functions or to provide services to its citizens (see Figure CFE-1, below). Examples are roads, public buildings, schools, parks, water and sewer systems, fire protection, police protection, jails, and libraries. Often the entire collection of these facilities is referred to as *infrastructure*. *Capital facility improvements* refer to major capital expenditures needed to purchase, construct, replace, and maintain public facilities or services.

Capital Facilities are characterized by their long useful life and require significant expenditures to construct and maintain. In Ferndale, as in many cities, services are provided by a combination of city-managed and non-city-managed providers. Depending on the service provided, these are variously state-regulated, federally-licensed and/or municipally franchised providers. Capital facilities also appear in other elements of the Comprehensive Plan:

**FIGURE CFE-1**



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

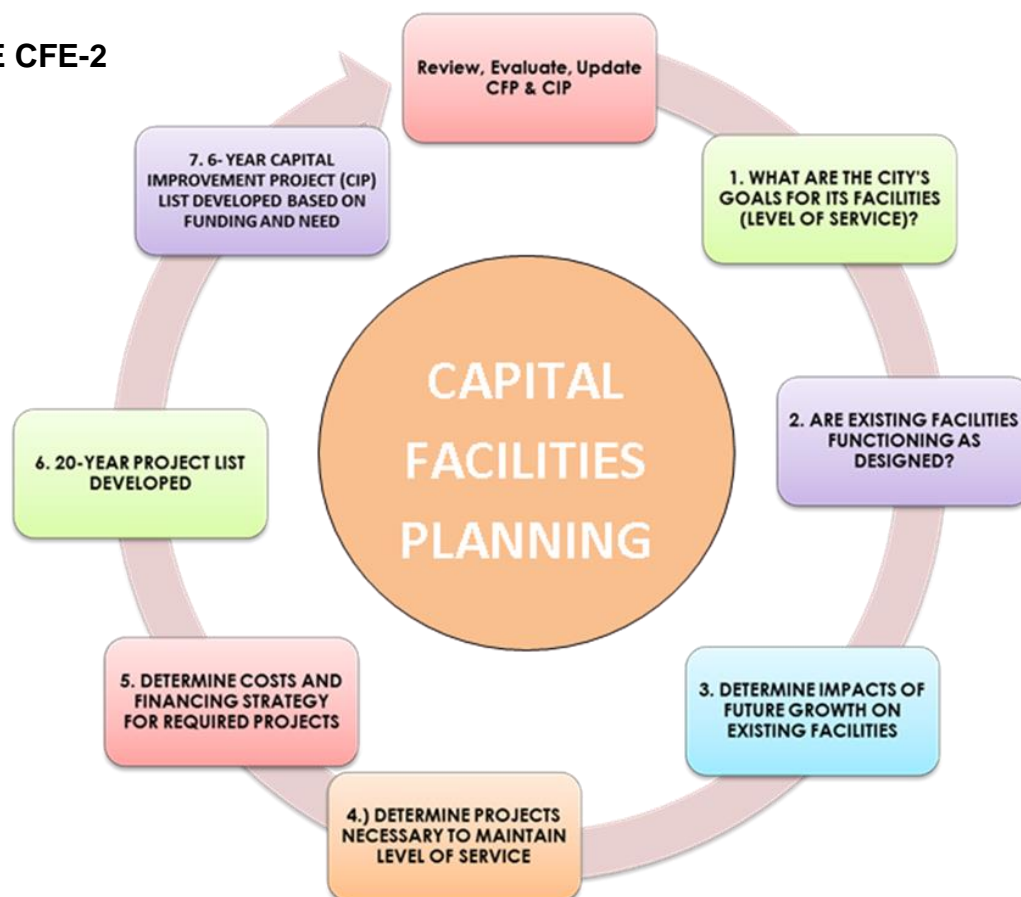
## FERNDALDE COMPREHENSIVE PLAN

### CAPITAL FACILITIES ELEMENT COMPONENTS AND TOOLS

As shown in Figure CFE-2, below, the Capital Facilities planning and implementation process is complex and depends on a consistent series of steps and analysis. The City begins by analyzing existing facilities while establishing policies for the measurement of these facilities (Level of Service). Next, the City projects the impacts of future growth and maintenance costs on those facilities. Where existing facilities need to be replaced, expanded, or new facilities added, the City determines project boundaries and projected costs. Finally, the City identifies reasonable funding strategies to pay for these projects and if necessary reconsiders LOS, growth, or revenue policies as a result.

The City's 6-Year Capital Improvement Plan (CIP) guides capital projects from a general planning stage to construction. The CIP is supported by such other tools as concurrency programs which require facility expansion in-line with new growth, impact fees, project engineering and design, and more.

**FIGURE CFE-2**



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### Six-Year Capital Facilities Improvement Plan

While the Capital Facilities Element forecasts general needs and projects to 2036, the the [Six-Year Capital Facilities Improvement Plan \(CIP\)](#) identifies specific projects and project costs within the first six-year period, and is updated annually. The CIP makes the rest of the Capital Facilities Element – and the Comprehensive Plan - come to life. By funding projects needed to maintain levels of service, and for concurrency, the CIP determines the quality of life in the community. The requirement to fully finance the CIP provides a reality check for the vision of the Comprehensive Plan.

The Capital Facilities Improvement Plan (CIP) is a document that provides a list of proposed major capital expenditures throughout the City. It also provides a multi-year look at the strategies and financing requirements for major capital programs. The CIP projects needs six years into the future for major construction, infrastructure improvements, land acquisition, and machinery and equipment purchases. The CIP also provides a funding strategy and illustrates projected funding scenarios for each successive year. The minimum cost threshold for mandatory inclusion into the Capital Facilities Improvement Plan is \$10,000.

### Concurrency

In addition to mandating that a Capital Facilities chapter be included in comprehensive plans, the GMA also introduced the concept of concurrency. In general terms, concurrency describes the situation where adequate and necessary public services and facilities are available at the same time as the impacts of new development are experienced, or within a specified time thereafter. Concurrency has two levels of applicability.

The first is at the planning level and refers to all services and facilities, over the long term, and at the citywide scale. Planning level concurrency is what this chapter is all about. It inventories all existing facilities and services, establishes a LOS standard for each, estimates new facility requirements to accommodate projected growth, and develops a financing plan that identifies the revenues necessary to pay for all the new facilities. If the necessary revenues are not available, then the jurisdiction fails the planning level concurrency test and must take appropriate action. Those actions include lowering the LOS standard, raising taxes, restricting growth, or a combination of these actions. This chapter satisfies the planning level concurrency requirement as outlined in the GMA.

*Concurrency describes the situation where adequate and necessary public services and facilities are available at the same time as the impacts of new development are experienced, or within a specified time thereafter.*

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

The second level of concurrency analysis is project specific and only required for transportation facilities. Specifically, the GMA [RCW 36.70A. 070(6)] states:



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

“...local jurisdictions must adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with the development.”

That same section goes on to say that “concurrent with the development” shall mean that improvements or strategies are in place at the time of development, or that a financial commitment is in place to complete the improvements or strategies within six years. To satisfy the project-level concurrency requirement, a concurrency management discussion is referenced in Chapter IV, the Transportation Element and specific concurrency requirements are described in the Ferndale Municipal Code.

### Impact Fees

Local jurisdictions planning under the GMA are authorized to assess impact fees for development activity as part of financing for public facilities, such as parks, transportation, and schools. Impact fees must be based on adopted capital facilities improvement plans. In addition, the collected fees must be used for projects that are reasonably related to, and will reasonably benefit, the development paying the fees. The fees must also be used within a specified time from the date they were collected or returned to the payee. Impact fees may be imposed for system improvement costs previously incurred to the extent that new growth and development will be

### WHAT IF: A VOICE IN OLYMPIA

Washington State typically requires that jurisdictions that request funding assistance demonstrate that capital projects are included within their comprehensive plans. As a consequence, State legislators are frequently presented with projects from around the state that provide a demonstrable benefit to their community.

Jurisdictions that employ full, part-time or targeted lobbyists for specific projects tend to do disproportionately better at securing grants than jurisdictions that do not.

The City of Ferndale has a significant number of capital projects that it must complete within the twenty-year planning period, but relatively few projects that would grab headlines. Ferndale is projected to grow fast, but not explosively. Ferndale is not a small town – but it is not a large city.

These factors might otherwise tend to push Ferndale into the background, making the City less competitive for grants and funding. Finally, in some cases the City must recognize that it cannot and should not pay for the entirety of projects within the City – and must work in partnership with other agencies and representatives to secure funding.

By employing a lobbyist, the City would position itself to establish a relationship with elected officials around the state, to put individual projects in the appropriate context, to share Ferndale’s progress towards accomplishing its plans, and to promote or defend Ferndale in times of conflict or confusion.



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

served by the previously constructed improvements, provided they not be imposed to make up for any system improvement deficiencies. To impose an impact fee program, the City must have a plan in place to make up any existing system deficiencies. The City's impact fee policies are contained within the Ferndale Municipal Code.

### Level of Service

To prepare a Capital Facilities Element, one of the first decisions a jurisdiction must make involves establishing a level of service (LOS) standard. The level of service standard is the measurement through which the City will determine the effectiveness of the facility or service. LOS is usually expressed as a ratio of amount of service to a selected demand unit (see Figure CFE-3).

For example, the City's LOS for its park and trail system is based on a combination of distance from a park (measured by trail connectivity) and the overall number of people in close proximity to individual parks (measured by park capacity).

Those facilities that provide multiple services (such as City buildings) may have very complex LOS – or may need to be evaluated by a variety of performance measurements. In any event, adopting LOS standards for all the services and facilities the City provides would help it: 1) evaluate how well it is serving existing residents, and 2) determine how many new facilities will have to be constructed to service new growth and development.

FIGURE CFE-3

## LEVEL OF SERVICE (LOS) AND CAPITAL FACILITIES

**OBJECTIVE: ESTABLISH QUANTIFIABLE MEASUREMENTS  
FOR THE PERFORMANCE OF CAPITAL FACILITIES  
(AND THE PROJECTS NECESSARY TO MAINTAIN THOSE SERVICES)**



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### LEVEL OF SERVICE STANDARDS

The Growth Management Act requires the establishment of level of service (LOS) standards for those capital facilities for which such standards can be quantified. However, some levels of service standards are quantified as engineering standards and are therefore not included in this Capital Facilities Element. As the various Levels of Service represent the City's definition of success for its services, careful thought must go into those standards. The City has established general objectives for LOS definitions at the conclusion of this element.

The City should not adopt more standards than it can manage or maintain. The LOS goals are standards which the City generally meets under existing conditions, but may not meet at certain times or in certain areas. These levels of service also generally indicate needed capital facilities improvements in order to achieve the LOS goal. Jurisdictions have broad discretion in determining LOS standards and measurements in order to reflect their specific needs and goals. The LOS standards in Exhibit CFE-1 reflect the City's existing policies, but may be amended or changed to reflect changed City conditions or policies.

Exhibit CFE-4 contains the levels of service standards that have been established for capital facilities in the City of Ferndale.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

<b>Exhibit CFE-4</b> <b>City of Ferndale Level of Services</b>		
<b>Capital Facility</b>	<b>Lead Agency</b>	<b>Level of Service Standards</b>
<b>Water</b>	City of Ferndale	Provide adequate storage
<b>Sanitary Sewer</b>	City of Ferndale	Capacity adequate to handle the demand from each service connection
<b>Stormwater</b>	City of Ferndale	All stormwater detention and treatment facilities shall comply with the most current Department of Ecology Stormwater manual.
<b>Fire</b>	Whatcom County Fire District 7	80% of calls responded to within eight minutes for staffed stations, 80% of calls responded to within ten minutes for non-staffed stations as per WCFD 7 Capital Facilities Plan 2011-2031
<b>Police</b>	City of Ferndale	Average seven minute response time for calls for service
<b>Parks</b>	City of Ferndale	70% of population within a ten minute walk of a park, .5 miles of trails per 1,000 population, 3 acres of Regional Parks per 1,000 population.
<b>Municipal Facilities</b>	City of Ferndale	1,000 square feet per employee NOTE: As of June 30, 2016, the City is completing analysis of existing municipal facilities and anticipates the consideration of new or amended Level of Service measurements for municipal facilities in Fall 2016.
<b>Schools</b>	Ferndale School District	0.395 students per new single family residence and 0.151 students per new multi-family residential dwelling unit
<b>Libraries</b>	Whatcom County Library District	Open to the public sixty hours per week

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### DESCRIPTION OF SERVICES, INVENTORIES AND LEVELS OF SERVICE BY FACILITY TYPE: EXISTING AND FUTURE CONDITIONS

#### Existing Conditions for Municipal Facilities

The City of Ferndale provides many services at municipal facilities located throughout the City. The City is expecting to add 6,833 people and approximately 2,800 housing units between the years 2013 and 2036. As planned, this growth will stimulate the local economy and maintain a diverse and vibrant community. This growth will also change the demand for new public services and facilities, such as schools, parks, and police and fire protection. These changes, the new or modified facilities they will require, and the financial implications they will have for Ferndale and its citizens, are the subject of this chapter.

This section describes the City of Ferndale's City Hall and administrative facilities, the City Hall Annex, the City Maintenance facilities, Police and Fire Protection facilities, Water, Wastewater and Stormwater facilities, Library and School facilities, Parks and recreation facilities and Whatcom County Emergency Service and related communications facilities.

Information presented includes an inventory of existing municipal facilities within the UGA, level of service standards, an analysis of deficiencies, recommendations for improvements, and relevant goals and policies for the provision of municipal facilities.

#### WHAT IF: TO BUILD OR NOT TO BUILD?

This element focuses on the City's capital facilities – those buildings and non-transportation infrastructure that provide necessary services to the Ferndale community. The growth anticipated within this plan will place varying pressures on these existing facilities and in many cases will compel modifications or expansions to this infrastructure.

While the evaluation process will be different for each facility, one fundamental question that must be addressed is whether the existing facility can be efficiently modified to serve growth without being completely rebuilt or replaced.

In some cases, the costs of these retrofits may be less than a complete rebuild – but in other cases a retrofit may not be appropriate, or may only be appropriate to marginally extend its useful life until a permanent replacement can be made.

The costs of bringing older infrastructure or buildings into full compliance with current codes is often more expensive than a complete rebuild – and may put the City in a position of choosing between the lesser of two evils. As an example, it may be possible to add more office space to existing buildings, but at the cost of necessary storage space and a diminishment of productive work environments.

For these reasons, this plan cannot always anticipate the true nature of future projects, and will rely on responsible, public deliberations by future decision-makers.



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### Administrative Facilities

While City Hall is perhaps the most visible of all City administrative facilities, it is by no means the only one. Other municipal facilities include the City Hall Annex, the Police Department, City Shops, the West City Hall Annex, the Pioneer Pavilion and the Water Plant.

The City of Ferndale employs a total of 69 full-time employees. Twenty-three employees are housed at the main City Hall facility; 13 employees are at the City Shop facility, 2 employees at the parks office, 4 employees are at the Water Treatment facility, and 24 employees, including 3 staff support personnel and 3 court/ probation staff, are housed at the Police Department. The Whatcom County Library System employs the equivalent of 20 full time employees.

The current inventory of city government administrative offices and municipal facilities totals 74,858 square feet of gross floor area. Exhibit CFE-6 lists each facility along with its current capacity in net square feet of area.

<b>Exhibit CFE-6</b>		
<b>Current Facilities Inventory – Municipal Facilities</b>		
<b>Name</b>	<b>Location</b>	<b>Capacity (Net Square Feet)</b>
City Hall	2095 Main Street	6,934
Annex Building	5694 Second Avenue	4,113
Pioneer Pavilion	2007 Cherry Street	10,998
Police Department	2220 Main Street	18,000
City Shops	5735 Legoe Avenue	20,368
Water Plant	5405 Ferndale Road	12,045
West City Hall Annex	2113 Main Street	2,400
Ferndale Public Library	2125 Main Street	15,000
Bergsma House	5475 Ferndale Road	1,912



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### **Administrative Facilities – Conclusions**

With the exception of City Hall (which includes the majority of administrative offices and departments) the City Hall Annex (which includes City Council Chambers, the Ferndale Municipal Court, and a range of other uses), the City Shop, and structures at the City's Water and Wastewater Treatment Plants<sup>1</sup>, the City's public buildings are anticipated to be of sufficient size and basic configuration to meet demands through the year 2038. In 2017 the City contracted with King Architecture to perform a needs analysis for those functions now provided by City Hall and the City Council Annex. The needs analysis concluded that neither City Hall or the City Council Annex are of sufficient size or configuration to meet the demands that will be placed on them by 2037, and are likely of insufficient size and configuration to meet the demands that are currently placed on them.

At least one, and likely both buildings will need to be replaced or significantly expanded within the planning period. These modifications may occur either in the same location, by co-locating the various functions of the buildings in the location of one of the existing structures, or by identifying a new location for these uses.

The precise size, configuration, and location are to be determined. Initial (2017) estimates project up to 27,500 square feet of combined indoor floor area for a total estimated cost of approximately \$11.5 million (2017 dollars), not including possible site acquisition.

While the precise costs, configuration, and size of these facilities has not yet been precisely established, it is the policy of the City of Ferndale to continue to refine these projections for the purpose of identifying the location and size of a new or expanded City Hall and City Council Chambers. It is not the policy of the City of Ferndale to consider reconfiguration of the existing facilities without expansion, except for short-term purposes while a permanent design is being developed.

The City has also determined that the City Shop is of insufficient size to effectively serve the City through the twenty-year planning period. The two acre facility at 5375 Legoe Lane is constrained by development around it and cannot be significantly expanded without acquiring additional property. The Shop office facility lacks adequate space for the full functions of Public Works Maintenance personnel, and is deficient in office space,

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<sup>1</sup> As described in the City's Comprehensive Sewer Plan, which is adopted by reference to this element, the existing Wastewater Treatment Plant (WWTP) must be updated and expanded to meet future demand. This expansion will result in the reconstruction and repurposing of several of the existing buildings currently onsite.



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDAL COMPREHENSIVE PLAN

locker storage, and areas that would facilitate twenty-four hour operations during emergency events. The covered maintenance bays are inadequate to perform necessary repairs to the City's fleet vehicles. The Shop site itself no longer provides adequate bulk storage (stockpile space) for City supplies, and constraints placed on the space as a result of two on-site wells and a bioswale have reduce the ability to maneuver within the site without impacting operations. It is likely impractical to further expand the existing facilities without also establishing a secondary offsite facility, and the City may find that the most cost-effective and efficient solution will be to transfer all Maintenance Shop operations to a new location with five acres or more of useable space.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### **City Hall**

**Location:** 2095 Main Street

**Year Built:** 1980

**Building Size:** 7,184 square feet

**Lot Size:** 1.1 Acres



**Services Provided:** Departments and services typically associated with direct customer service, including customer information, utility billing, permits and licensing. Also located in the main city hall building are those persons or departments which manage City operations including the Mayor's Office, the City Administrator, the City Clerk, the City Treasurer, the Public Works Department, and the Community Development Department

**Other:** City Hall is part of the City's Civic Campus and includes the Ferndale Public Library and "Pizza Annex." The Ferndale Post Office is directly across the street.

**Number of Employees:** 23

**Existing Staff/Area Ratio:** One employee per 312 square feet of indoor space.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### The City Hall Annex,

**Location:** 5694 Second Avenue

**Year Built:** 1944, expanded 1955

**Building Size:** 3,816 square feet

**Lot Size:** .5 Acres (22,500 square feet)

**Services Provided:** Ferndale Municipal Court, Ferndale City Council, Ferndale Hearing Examiner and Ferndale Planning Commission meetings are held within Council chambers. The Community Resource center and related non-profit groups utilize attached office space.



**Other:** The City Hall Annex was previously utilized as City Hall. Historically, facilities onsite included the Ferndale Fire Department, Police Station and Ferndale City Hall.

**Number of Employees:** None.

**Existing Staff/Area Ratio:** Not applicable.

**Existing Level of Service:** Supports a variety of City and community group functions.

**Other:** Fixed seating for 100, judge's chambers, defendant chambers (2), prisoner cell (2), jury room, jury box, prosecution and defense tables, conference room, file storage, offices.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### **Ferndale Police Department**

**Location:** 2220 Main Street

**Year Built:** 1991, expanded 2012

**Building Size:** 18,000 square feet

**Lot Size:** 3.4 Acres (co-located with Public Works Shop).



**Services Provided:** Routine patrol, crime and accident investigation, traffic and City code enforcement, crime prevention, community outreach, court services, probation, records and evidence keeping, armory, and offices.

**Other:** In 2012, the Police Department transitioned from its former location at 5640 Third Avenue to its new location at 2220 Main Street. The Police Department building was originally constructed in 1991 and was the location of the Ferndale Public Library until 2010.

**Number of Employees:** 24

**Existing Staff/Area Ratio:** One employee per 750 square feet of indoor space

Another measure of LOS is response time to incident calls. In 2010, the Police Department responded to a total of 11,375 dispatched calls for service, an increase of 33% above the 2005 level of 8,532 dispatched calls (excluding calls for service received in person and in the station, which are not documented). The growth of dispatched calls outpaced the City's actual population growth of 15% during the time period (9,750 residents in 2005, 11,210 in 2010).

Despite relatively constant population growth and an increase in incident responses, the Police Department has been able to maintain 2005 response time goals of seven minutes per call. Although existing police services are adequate to serve the current population of the City, and the new Police Department facility will provide adequate space throughout the planning period, it is likely that Police Department staffing will be unable to maintain the current response times in a twenty-four hour cycle beyond the immediate future. In addition, the complexity of modern police work may require a more complex Level of Service calculation in addition to response time. Police Department staffing levels should be addressed as soon as possible.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

The majority of police patrols are conducted utilizing single officer vehicles which must be maintained in high operating condition. An appropriate Level of Service for police vehicles is as follows:

**Reserve Vehicles:** One reserve vehicle per four patrol officers

**Maximum Average Vehicle Mileage:** 100,000 miles

**Projects Necessary to Achieve Level of Service:** TBD

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### City Shops and Maintenance Facilities

**Location:** 5375 Legoe Avenue

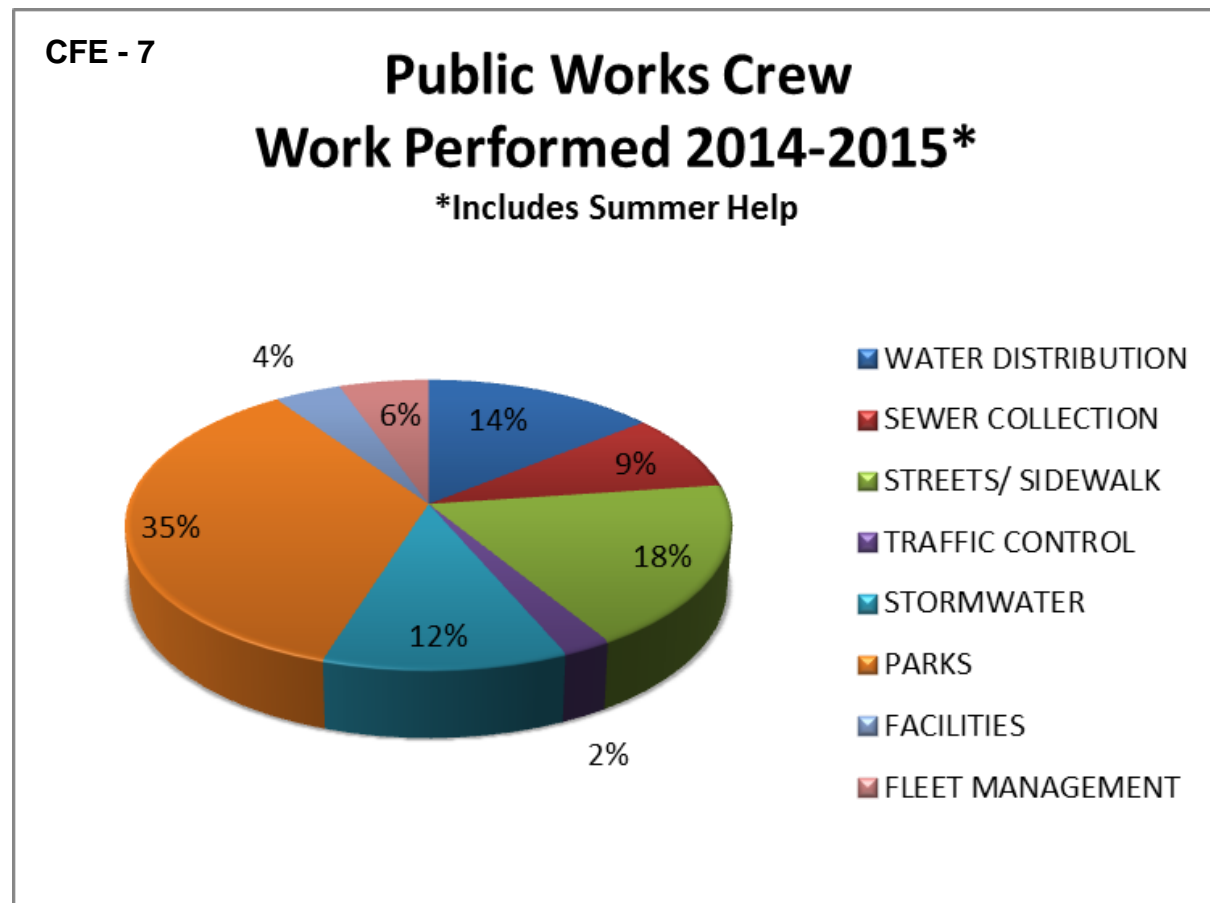
**Year Built:** Various – established 1980, new buildings 2002, 2005.

**Building Size:** Total: 16,386 square feet. Main Office: 2,720 sf. Garage: 8,476 sf. Warehouse: 2,340 sf, 2,850 sf.

**Lot Size:** 2.5 acres – located adjacent to Ferndale Police Department

**Services Provided:** Citywide maintenance and operations of capital facilities and buildings, including City levee system. City fleet parking, material storage, equipment storage, minor fabrication and machine shop. Minor automotive repair, fleet fuels.

**Other:** Co-located with City well. City maintenance and operations responsibilities vary substantially each year. Between 2014 and 2015, the City crew responsibilities were divided as follows:



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

Number of Employees: 15 Full Time Employees, not including seasonal parks and maintenance employees.

Existing Staff/Area Ratio: One employee per 1,092 square feet of indoor space.

Adopted Level of Service: To Be Determined

Projects Necessary to Achieve Level of Service: To Be Determined

### Ferndale Public Library



**Location:** 2125 Main Street

**Year Built:** 2014.

**Building Size:** 15,000 square feet

**Lot Size:** 4+ acres

**Services Provided:**

**Other:** The Ferndale Public Library is located adjacent to Ferndale City Hall. The two facilities share a public parking lot and wetland mitigation area. The library building is owned and maintained by the City of Ferndale, with library services provided by the Whatcom County Library System (WCLS).

**Number of Employees:** 20

**Existing Level of Service:** Open minimum of sixty hours per week, open six days per week.

**Projects Necessary to Achieve Level of Service:** None identified.



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### **City Biosolid Field**

The City utilizes a 20-acre property adjacent to the wastewater facility on the east side of Imhoff Road for a bio-solid field.

### **City Well**

Another City-owned site located on the west side of Imhoff Road just south of Douglas Road is utilized as a second well for municipal water, completing the City's transition from water purchased from the Public Utilities District to groundwater. Another portion of the site has also been developed as a regional stormwater detention facility.

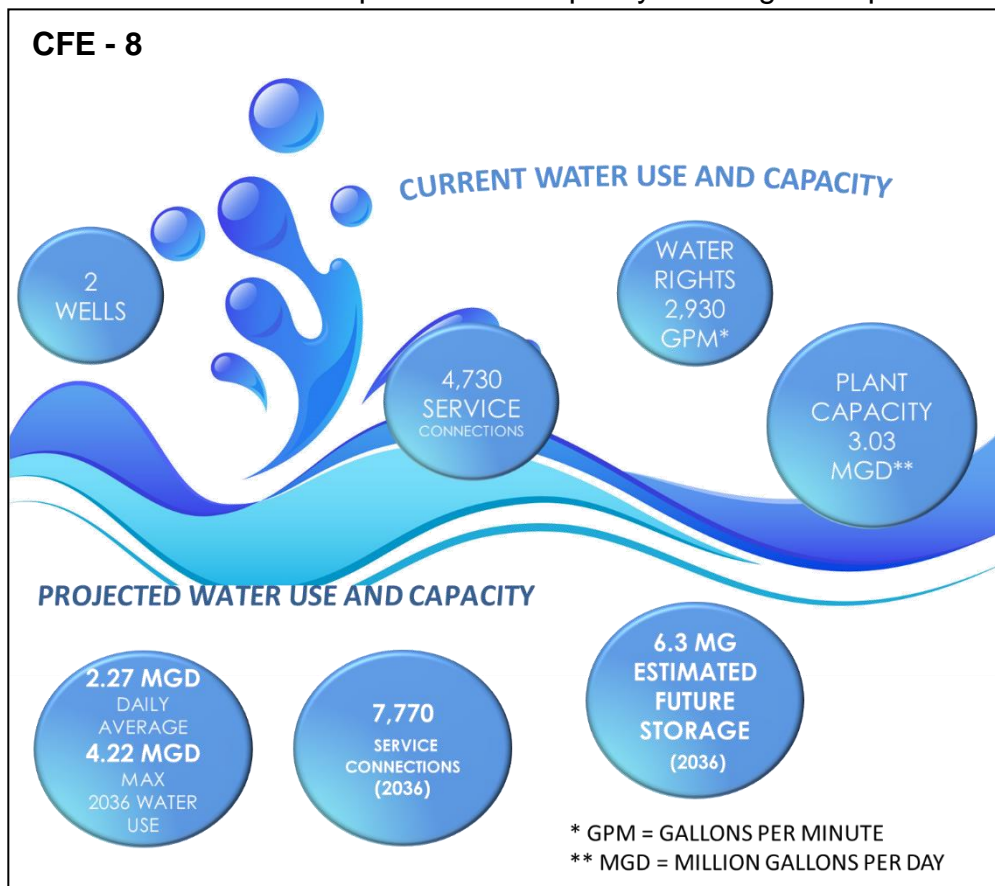
# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### Water System and Treatment Facility

The City's water system consists of facilities for source, treatment, transmission, storage and distribution. Prior to 2012, the primary source of water was from the PUD #1 of Whatcom County, through an intake and filtration plant north of the City's water plant on the Nooksack River west bank, near the south edge of the City limits. In late 2011, the City converted its primary source to groundwater, utilizing the City's "Shop" well located at the City shop and the "Douglas" well, located on City-owned property south of Douglas Road. The Shop well has a capacity of 870 gallons per minute and the Douglas well has

a capacity of 1,300 gallons per minute. The combined 2,170 Gallons Per Minute (GPM) translates to 3.125 Million Gallons Per Day (MGD), or roughly three times the current demand. There is an additional capacity available for a new well at the Douglas site with an estimated 700 gpm, resulting in a total capacity of up to 4.133 mgd.



The water treatment plant, constructed in 1975, has a capacity of 4.125 MGD with space available for future doubling. Storage

reservoirs consist of a 1.0 MG concrete

reservoir located near Thornton Street and Vista Drive and a 1.7 MG steel tank south of Thornton Street on the Bender Park property.

The City's Water Systems Plan is adopted by reference to this document.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### **Plant Capacity:**

The City's water treatment plant is located at 5405 Ferndale Rd, Ferndale, WA 98248. Converted in 2012 to treat groundwater water rather than surface water, the plant operates at approximately 30% capacity in 2016. Based on the projected growth as identified in the Land Use Element of this plan, the plant capacity is sufficient for the 20 year planning period.

The water system relies on two existing wells located at the City's Shop and Douglas Rd. The City has determined water rights are sufficient for the 20 year planning period, however one or more additional wells are required to provide a measure of reliability in case existing wells fail or unusual conditions impose higher demands than expected. The City has initiated planning for these well/water right expansions. Planning level costs are estimated to be \$500,000.

### **Conveyance:**

The City's water system conveyance relies on approximately 73 miles of pipe, ranging from 2"-20" in size. The City also utilizes four pump stations. The majority of the City's conveyance line is ductile iron with sections of aging asbestos-cement. The majority of the conveyance projects anticipated within the planning period are intended to replace aging mains, meet current fire flow standards, increase system capacity and reliability, and expand into urban growth areas as development occurs. New extensions of water mains are expected to be paid for by new development, although the City may participate through ULID or Latecomer processes. The total cost to the City is estimated at \$25 million over the 20-year planning period.

The City does not intend to extend water service to the unincorporated Urban Growth Area or Urban Growth Area Reserve. In those rare cases where an extension may be required to extend through these unincorporated areas, no services will be allowed except in cases of emergency. The City will rely on its Annexation Blueprint/Annexation Phasing Plan to determine when or if water extension projects should be planned for recently-annexed areas. For these reasons, while the City has analyzed future conveyance projects at a planning level for the purposes of this document in order to ensure orderly outward growth and consistency with existing infrastructure, those projects that are identified within the unincorporated UGA or Urban Reserve will not be constructed prior to annexation.

### **Level of Service**

Based on existing conditions and a slower-than-expected growth rate, it appears that the capacity of the water treatment facility will not be exceeded within the first (six-year)

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# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

planning period. No deficiencies currently exist, and no deficiencies are forecast before the conclusion of the six year planning period (2016-2022)The City is in the process of preparing expansion plans, as anticipated by previous updates to this plan.

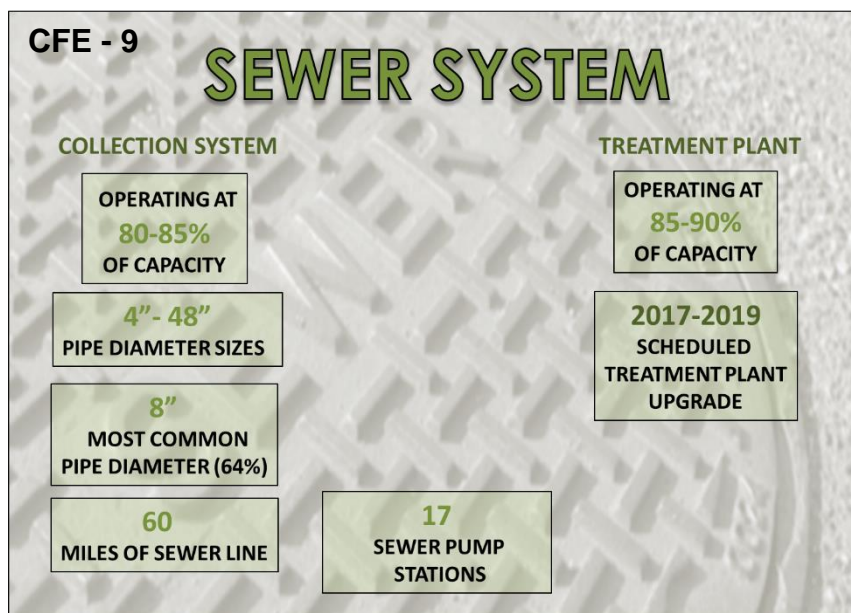
# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### Wastewater (Sewer) Facilities

The City's Wastewater Facilities Plan was first established in 1996 and 1998 and subsequently updated in 2012 and 2016. The plan analyzes existing and future conditions for both the conveyance system and the treatment plant, identifies existing deficiencies in the system, lists projects necessary to maintain service levels, and addresses the City's ability to fund those projects.

Figure CFE -9, right, summarizes the existing sewer system.



The City's Sewer Plan is adopted by reference to this document.

### Wastewater Treatment Plant Capacity:

The City's wastewater treatment plant is located at 5405 Ferndale Road at the south city limits. Built in 1969 and expanded most recently in 1996/1998, the plant operates at 89% of capacity in 2016. Based on the projected growth as identified in the Land Use Element of this plan, the plant capacity will need to be increased from a monthly average flow limit of 3.23 to 4.10 million gallons per day (MGD) by 2019. This capacity is projected to be sufficient until 2036 when an additional aeration basin and clarifier would be added.

This expansion will not only expand the capacity of the plant, it will also provide improved and more consistent removal of pollutants and better energy efficiency. The City has estimated that the expansion construction will take place between 2018 and 2019 and cost approximately \$22,000,000 (in 2016 dollars). The City has planned for such an expansion since 2014, and expects to fund the project through the use of revenue bonds, which are ultimately repaid by sewer service and sewer connection fees.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

The wastewater treatment plant upgrade will include needed improvements unrelated to growth. These include grit removal, eliminating chlorine use, and improved removal of all pollutants and ammonia and nutrients in particular. The treatment system will be converted from an aerated lagoon system to an activated sludge system, which will provide the needed improvement in treatment to provide the best protection of environmental water quality (Nooksack River and Bellingham Bay). All improvements will be located at the site of the existing facility.

### **Conveyance:**

The City's sewer conveyance system relies on 60 miles of pipe, ranging from 4" to 48" in size (the majority being 8") and 17 pump stations. The majority of the City's conveyance piping is either PVC (70%) or concrete (18%). The majority of the conveyance projects anticipated within the planning period are intended to correct existing deficiencies (including reducing inflow and infiltration), to increase capacity, or to expand into new areas concurrent with development. New extensions of sewer line are expected to be paid for by new development, although the City may participate through ULID or Latecomer processes. The total cost to the City is estimated at 30,000,000 (in 2016 dollars).

The City does not intend to extend sewer lines to the unincorporated Urban Growth Area or Urban Growth Area Reserve. In those rare cases where an extension may be required to extend through these unincorporated areas, no services will be allowed except in cases of emergency. The City will rely on its Annexation Blueprint/ Annexation Phasing Plan to determine when or if sewer extension projects should be planned for recently-annexed areas. For these reasons, while the City has analyzed future conveyance projects at a planning level for the purposes of this document in order to ensure orderly outward growth and consistency with existing infrastructure, those projects that are identified within the unincorporated UGA or Urban Reserve will not be constructed prior to annexation.

Many sewer facility improvement projects have been completed recently, including upgrades for the city's three major pump stations. Pump Station #4, which will receive wastewater from the new county jail or other industrial facilities, was upgraded in 2015. Major improvement projects currently being implemented include upgrade of Pump Stations #2 and #3 are scheduled for construction in 2016 and 2017, respectively.

### **Level of Service**

The City has the capacity to maintain a sufficient level of sewer service to its citizens. Anticipated sewer fund revenue is estimated to be \$125 million over the next 20 years compared to projected expenses of \$101 million. Maintaining service within the city limits

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

will be maintained by implementation of planned improvements as well as developer funded improvements. Service to UGA areas scheduled for annexation will be provided by developer funded sewer extensions and by City funded projects as appropriate. Existing deficiencies and future deficiencies (due to growth) will be addressed by planned and funded projects as shown in the sewer plan's 6-year and 20-year capital improvement plans (CIPs). The 2019 wastewater treatment plant upgrade is necessary to allow continued growth in the City and in future UGA annexations.

### Stormwater



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

The City of Ferndale is subject to the Western Washington Phase II Municipal Stormwater Permit, and as of December 31, 2016 was required to administer that permit subject to the 2014 Stormwater Management Manual for Western Washington.

Consistent with these requirements, the City must address several primary goals as shown in Figure X, to the right – as well as ensure compliance with stormwater regulations through maintenance, consistent development and enforcement regulations, monitoring, and integration with capital projects.

As the 2014 Manual focuses on Low Impact Development (LID) approaches to stormwater management – rather than large stormwater

ponds that have typified stormwater over the last two decades – there are few capital projects specifically focused on stormwater. However, nearly every public and private development has a stormwater component, stormwater issues must be addressed – and stormwater funds may be used to partially fund elements of a variety of projects.

Still, while stormwater funds may be available for certain capital projects, compliance with Washington State stormwater mandates are largely unfunded by Washington State and must instead be paid for through General Fund monies, or through Stormwater Impact Fees.



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### **Parks & Recreation Facilities**

The Parks Recreation and Trails Master Plan was updated in 2013. That plan, which is adopted by reference into this Comprehensive Plan, describes existing parks, recreation and trails facilities, adopts a Level of Service (LOS) for parks and trails, and identifies projects and funding necessary to achieve that LOS.

The plan also includes a variety of non growth-related park and trails projects that will be funded through a variety of sources. These projects include the replacement or expansion of existing playground equipment and sports fields/facilities, the development of existing (but undeveloped) park land, and more.

The Parks, Recreation and Trails Master Plan is the basis for the City's Park Impact fee and land dedication in lieu of fees. The plan also serves as the basis for the City's Park Six-Year Capital Improvement Program.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### Existing Conditions for Non-Municipal Facilities

#### Fire Protection

Following a majority vote in 2015, the City of Ferndale was annexed into Whatcom County Fire District 7. This annexation was completed in order to moderate service fee changes, to provide City residents with the opportunity to run for Fire Commissioner, and to further ensure consistent emergency services for the foreseeable future.

Whatcom County Fire District Seven is a quasi-municipal corporation (political subdivision) in the State of Washington, pursuant to RCW 52,

The District serves a seventy-five square mile area and provides fire protection and EMS service to approximately

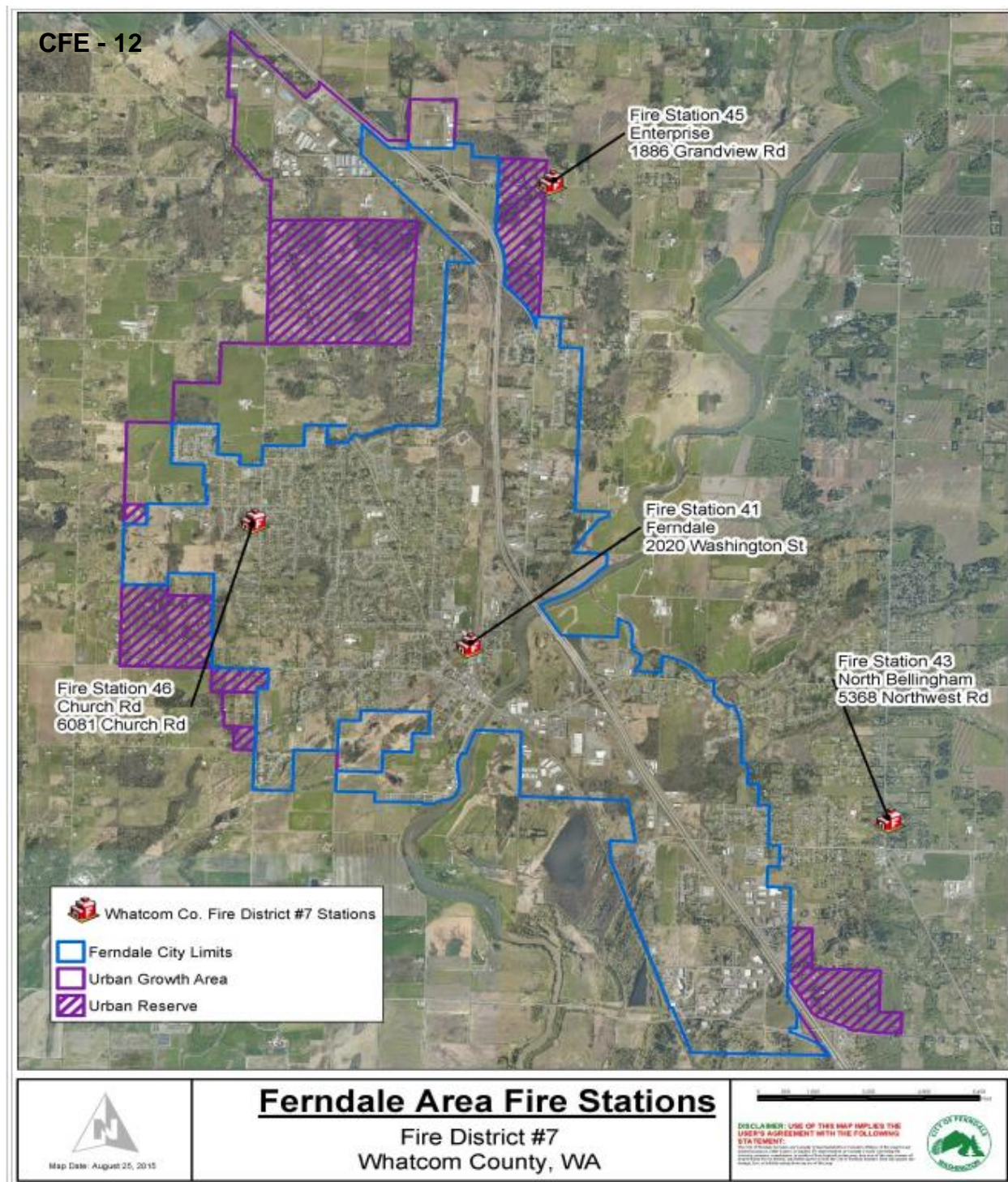
twenty-five thousand residents, including the residents of Ferndale. The District boundaries are roughly between Slater Road north to Bay Road, and Aldrich Road west to the Straight of Georgia. Figure CFE-6 illustrates the District's boundaries. The Fire District adopted its first Capital Facility Plan in 2011 and amended it in 2016, with a planning horizon to 2036. The City has adopted this capital facilities plan and future updates by reference into its Comprehensive Plan.





# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### Level of Service

The Fire District has established four Levels of Service, based on the distinct use classifications within its boundaries. The City of Ferndale is subject to the District's Urban LOS, which is defined as follows:

*Urban levels of service shall be a response time of 8 minutes 80% of the time when the responsible Department has a staffed station and 10 minutes 80% of the time when the fire station is not staffed. This equates to a WSRB (Washington Surveying and Rating Bureau) Rating of 5 in the City of Ferndale and 6 in District 7.*

Based on existing conditions, it appears that the capacity of the District to provide an adequate LOS based on response times will not be exceeded within the first (six-year) planning period. No deficiencies currently exist and no deficiencies are forecasted.

The District anticipates that a total of \$14.4 million in facility and apparatus purchase/replacement improvements will be required district-wide during the twenty-year planning period district-wide, including future modernization of both stations within the City of Ferndale between 2026 and 2036.

### READY: EMERGENCY PREPAREDNESS

This comprehensive plan focuses primarily on intentional changes that may occur over the next twenty years - essentially growth and the consequences of that growth. Yet the City must also be prepared for unintentional and unpredictable changes that may significantly disrupt day-to-day operations - and in extreme cases, basic standard of living and safety.

Natural and human-caused disasters are a fact of life in many parts of the world, and Northwest Washington is not immune to these events. Earthquakes, fires, flood, train derailments, school shootings, and terrorism are frequently in the headlines - and systems have been established to respond to each of these events (and many more). The City has a basic responsibility to ensure that it has developed the necessary support infrastructure, inter-jurisdictional agreements, technology, communications, and Emergency Operations Plans to respond quickly and effectively to disasters, utilizing all available resources and agencies at its disposal.

In order to respond effectively to disasters, the City must ensure that at least four components are in place: a plan, the technology and equipment to serve that plan, a regular schedule of training and exercises, and the public's confidence in those agencies to carry out the plan.

While steps can be taken to lessen the potential for disasters and their aftermath, if and when a disaster strikes, it will likely be without warning - and the City's emergency preparedness must be prepared to react where and when it occurs.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

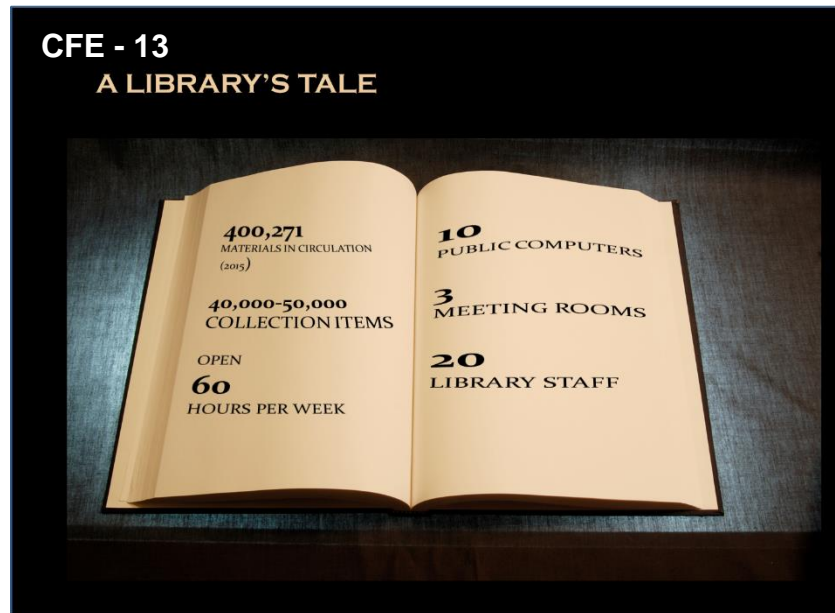
## FERNDALE COMPREHENSIVE PLAN

### Library

The Ferndale Public Library has grown over time and has occupied no less than four buildings from 1991 to the present. The current, and permanent library at 2125 Main Street is approximately 15,000 square feet and was opened in Fall 2014.

All library operations are funded through Whatcom County Library System as part of its countywide statutorily established library district. The Library District has a 2016-2020 Strategic Plan in place that guides and directs its services. The plan emphasizes Reading, Engagement, Access, and Diligent Stewardship of taxpayer resources.

Circulation of materials in Ferndale continues to be the second highest of the ten branches in Whatcom County at 400,271 items in 2015 – an increase of 22% from 2010. Door counts and new patron registrations have also increased in the permanent location.



### Level of Service

The Library has established an LOS of remaining open a minimum of sixty hours per week. This LOS has been established as an appropriate reflection of the costs necessary to maintain the library for such a period of time, as well as the demand for library operations in Ferndale.

The library serves the public seven days per week and currently is the only library in Whatcom County providing Sunday service. The library collection ranges from 40,000 items to 55,000 items, depending on what is checked out. In addition, patrons have access to electronic books and downloadable audiobooks via the library's website. In Ferndale, WCLS provides 14 public access computer terminals and 8 computer stations



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

for staff use. Meeting rooms provide spaces for library programs of all ages from toddler's to Senior Citizens. With staff support, an active Teen Advisory Group has developed a program of specific interest to teens. The library has an ongoing staff training program to ensure a high quality of professional library service to its patrons.

The library space also includes a large meeting and presentation room open to the public as well as dedicated space for the Friends of the Ferndale Library for fundraising activities and used book sales.

The library facility is a community gathering place designed according to the City's EAGLE Standards and of a size that is sustainable and with capacity to provide library materials and programs for the future.



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

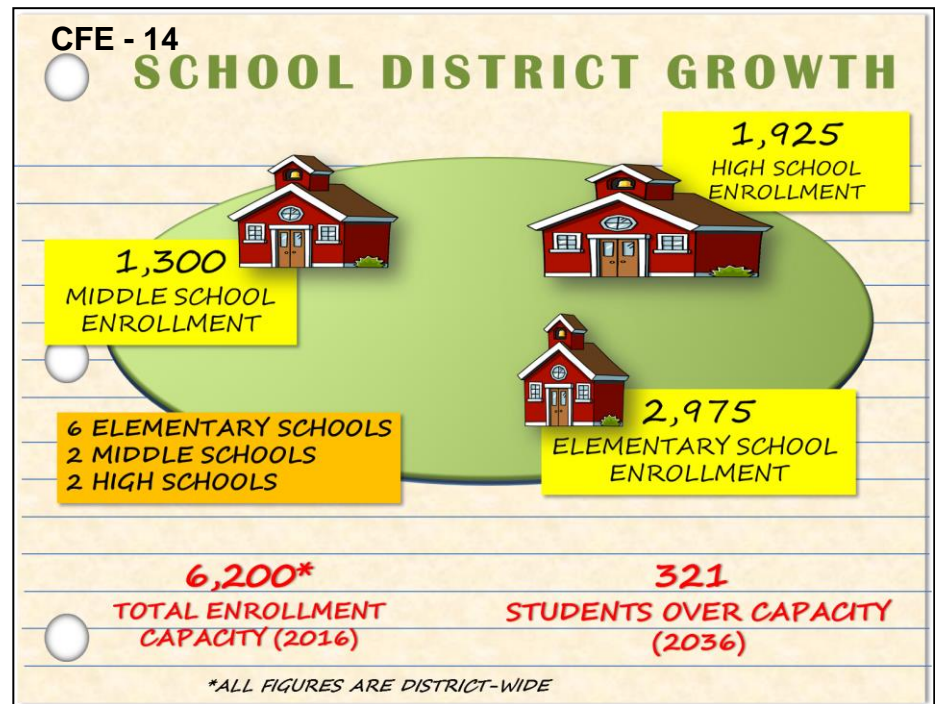
### Schools

The Ferndale School District Capital Facilities Plan was adopted in 2005 and updated in 2013. Another major update is scheduled for 2017. The 2013 update, which is adopted by reference into this Comprehensive Plan, describes existing school facilities, outlines the anticipated enrollment demand on schools, lists the School District's 2013-2019 construction program, and outlines the District's Financing Plan.

The School District anticipates that capital projects within the planning period will consist of the reconstruction or expansion of Ferndale High School, remodeling of one or more elementary schools, and additional modification of existing schools.

These projects would be paid for through bonds or levies approved by school district voters.

In addition to capital facilities plans, the Ferndale School District and the City of Ferndale have coordinated on Safe Routes to Schools programs described within the Parks, Recreation and Trails Master Plan and the Transportation Element.



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### Capital Facilities Planning and Finance Plan

The GMA requires cities and counties to approve and maintain a six (6) year capital facilities improvement plan which includes requirements for specific types of capital facilities, measurable level-of-service (LOS) standards, financial feasibility, and assurance that adequate facilities will be provided as population and employment growth occurs. The [Annual Budget Document](#) and six-year [Capital Facilities Improvement Plan](#) (CIP) of the City of Ferndale fulfill the GMA requirement for facilities planning. Additionally, these documents serve as a foundation for City fiscal management and ensure its eligibility for grants and loans. These documents and the Capital Facilities Element provide coordination among the City's many plans for capital improvements, including other elements of the Comprehensive Plan, operating plans of departmental service providers, non-municipal service providers, and facilities plans of the State, the region, and adjacent local jurisdictions.

The CIP identifies the location and cost of needed facilities, and the anticipated sources of revenue that will be used to fund the facilities. The CIP, which is a component of this Element, is approved through the annual budgeting process. Subsequently adopted amendments to the CIP and the Annual Budget Documents are hereby incorporated by reference into this Element. The Capital Facilities Element contains or refers to LOS standards for each public service and facility type, and requires that new development be served by adequate services and facilities. Operating plans of the City and other public services and facilities providers also contain information associated with levels-of-service. The Annual Budget Document and Six-Year CIP contain broad goals and specific financial policies that guide and implement the provision of adequate public services and facilities.

The CIP must be financially feasible; in other words, dependable revenue sources must equal or exceed anticipated costs. If the costs exceed the revenue, the City must reduce its levels-of-service, reduce costs, or modify the Land Use Element to bring development into balance with available or affordable facilities.

The GMA mandates forecasts of future needs for capital facilities and the use of standards for levels of service of facility capacity as the basis for public facilities contained in the CIP [see RCW 36.70A.020(12)]. As a result, requested public services and facilities detailed in the CIP must be based on quantifiable, objective measures of service or facility capacity.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### Capital Facilities Plan Costs And Revenues

#### ***Financial Resources***

The City has a wide variety of funding methods available, though the limits on uses and capacity of any source may vary significantly. The following is a summary of financial resources that may be considered for future improvement funding:

#### ***Debt Financing***

- Short Term borrowing
- Revenue Bonds (RB)
- General Obligation Bonds (GOB)
- Councilmatic Bonds (CB)

#### ***Taxes***

- Single-Purpose Levies – Local
- Multi-Purpose Levies – Local
  - Property taxes
  - Business and occupation taxes (B&O)
  - Sales tax
  - Utility taxes
  - Real estate excise tax (REET)
  - Franchise taxes
  - Excise taxes
- State-Allocated Taxes
  - Fuel tax
  - Motor vehicle excise tax

#### ***Local Non-Tax Sources***

- Fines, Forfeitures, Fees
- Charges for Services (SC)
- Charge for Connection (Connection Fees) (CC)
- Special Districts (LID)
- Reserve Funds (RF)
- Lease Agreements
- Development Impact Fees (IF)
- Privatization
- Donation (D)

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### ***Grants and Loans***

- Community Development Block Grants (CDBG)
- Department of Commerce (Commerce)
- Community Economic Revitalization Board (CERB)
- US Department of Agriculture (USDA)
- Public Works Trust Fund (PWTF)
- Port of Bellingham (economic development) (POB)
- Whatcom County Economic Development Incentive (EDI)
- State Parks Grant (SP)
- Municipal Stormwater Grants Program (Ecology)
- Interagency Council for Outdoor Recreation (IAC)
- Youth Athletic Facilities (YAF)
- Washington Wildlife Recreation Program (WWRP)
- Centennial Clean Water Fund (CCWF)
- Water Pollution Control Revolving Fund (SRF)

### ***For Transportation-Related Projects***

- Urban Arterial Trust Account (TIB)
- Safe, Accountable, Flexible, Efficient Transportation Equity Act (SAFETEA)
- Federal Highway Administration (FHWA)
- State Transportation Program (STIP)
- Regional Transportation Program (WCOG)
- Transportation Benefit District (TBD)

### ***Fund Review***

Capital improvements will generally be budgeted within ongoing department funds of the City or from special project funds that may be established for a specific purpose or project. The listing of such funds in Exhibit CFE-15 also outlines the kinds of projects that will generally be financed by each fund; the type of financial resources typically employed; and the estimated amounts of funding that will be available during the period of the six-year plan. It should be noted that most amounts are best estimates; actual amounts will vary. Amounts are not inclusive of funding that may be available through debt financing (see Debt Capacity) or from outside sources; i.e. grants or loans or from new tax or fee sources.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

**Exhibit CFE-15**  
**CAPITAL IMPROVEMENTS FUNDS**  
**Type and Estimated Resources**

<b>FUND</b>	<b>PROJECT TYPE</b>	<b>FINANCIAL RESOURCES</b>	<b>ESTIMATED AVAILABLE CITY RESOURCES FOR CAPITAL PROJECTS 2016-2022</b>
Current Expense	General Government Buildings	Taxes, Reserves	\$600,000
In-Lieu Park	Parks	Impact Fees	\$00,000
Water Operations	System Upgrades	Service Charges, Reserves	\$1,200,000
Water Capital	System Expansion	Connection Charges, Reserves	\$2,400,000
Sewer Operations	System Upgrades	Service Charges, Reserves	\$1,200,000
Sewer Capital	System Expansion	Connection Charges, Reserves	\$2,400,000
Real Estate Excise Tax	All Capital Improvements	Taxes	\$800,000
Stormwater Fund	Stormwater Improvements	Impact Fees	\$420,000

Source: City of Ferndale Finance Department

### ***Debt Capacity***

State law allows cities to incur general obligation debt both with and without voter approval. Also, debt is authorized specifically for water or sewer service or for park and open space provision with voter approval. Exhibit CFE-16 outlines the capital costs and financing for the public facilities which are provided by the City of Ferndale per the most recent Capital Facilities Improvement Program (CIP), which is contained in Appendix A.

The need for a sewer plant expansion has been known for many years, and the City has been able to delay such expansion as a result of conservation measures and lower-than-expected growth, while retaining funding and debt capacity to pay for the upgrade, when necessary. It is anticipated that the majority of the upgrade will be paid for through bonds.

The Finance Plan for Park and Recreation Facilities is contained within that chapter.

The Finance Plan for transportation system improvements is contained in Chapter IV, the Transportation Element.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

Similar financial information for the Ferndale School District is available in the districts' capital facilities plans, which have been adopted by reference as part of the Capital Facilities Element.

Similar financial and facilities information for Whatcom County Fire District 7 is available in the districts' capital facilities plans for 2016-2036, and adopted by reference as part of the Capital Facilities Element.

It should be noted that these figures do not include capacity for revenue bonds that may be issued with voter approval and based on utility charges. No statutory limits apply to revenue bonds.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

**Exhibit CFE-16**  
**Municipal Facilities Six-Year Finance Program**  
**General Government and Public Works Facilities**

PROPOSED PROJECTS	FINANCIAL SOURCE	COST (THOUSANDS) PER YEAR					
		16	17	18	19	20	21
WASTEWATER TREATMENT FACILITY: UPGRADE	CCWF, SERVICE CHARGES, BONDS	400	4000	4000	2000	2000	2000
WATER SYSTEM UPGRADES AND IMPROVEMENTS	SRF, FEES, CONNECTIONS	400	400	400	400	400	400
SEWER SYSTEM UPGRADES AND IMPROVEMENTS	CCWF, SERVICE CHARGES	200	200	200	200	200	200
ACQUIRE LAND FOR BIO-SOLID DISPOSAL	CCWF, SERVICE CHARGES					2000	
LIBRARY	GOB, CB, TAXES	100					
PARKS AND TRAILS	IF, GOB, D, SP, IAC	120	120	120	120	120	120
CITY HALL EXPANSION/COURT FACILITY/COUNCIL CHAMBERS	GOB, CB, TAXES				200	3000	1000
<b>TOTAL</b>		1,220	4,720	4,720	2,920	7,720	3,720

Source: City of Ferndale Public Works Department



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### REASSESSMENT OF LAND USE ELEMENT

The City will utilize the following tools to monitor and reassess the Land Use Element in order to determine whether growth and financial resources remain consistent with this element:

- The annual process to amend the Comprehensive Plan
- Periodic City-County review of the Comprehensive Plan
- Project-based review for adherence to minimum density requirements.
- Compliance with adopted Annexation Blueprint
- Annual CIP budget process
- Annual TIP budget process
- Transportation Concurrency Register
- Annual population growth estimates
- Annual monitoring of park and trail acquisitions, compared to current development proposals.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### Essential Public Facilities

According to the GMA, “essential public facilities” is a specialized term applicable in the context of siting certain identified facilities, and refers to facilities that are typically difficult to site. RCW 36.70A.200 identifies Essential Public Facilities as “those facilities that are typically difficult to site, such as airports, state education facilities and state or regional transportation facilities as defined in RCW 47.06.140, state and local correctional facilities, solid waste handling facilities, and in-patient facilities including substance facilities, mental health facilities, group homes, and secure community transition facilities as defined in RCW 71.09.020”. This definition is not considered all-inclusive, but provides examples of facilities that are difficult to site. Essential public facilities can be government owned and operated facilities or privately owned facilities that are regulated by public entities. If a service or facility is considered to be an important public service and is difficult to site, it may be included in this list, regardless of ownership.

The GMA requires that the City’s Comprehensive Plan contain a process for identifying and siting essential public facilities [WAC 365-196]. Evaluation of proposals for the expansion of existing essential public facilities or construction of new essential public facilities within the city shall be according to a set of criteria. These criteria shall consider, among other things, the need for the facility, its compatibility with surrounding land uses, and the goals of the project.

The City of Ferndale has adopted development standards addressing Essential Public Facilities that is codified in Chapter 18 of the Ferndale Municipal Code.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### GOALS AND POLICIES

The following general goals and policies are proposed for capital facilities:

1. The City will ensure that public facilities and services necessary to support development are sized and constructed to serve new development.

#### **Development-Related Policies:**

- A. The City will work with other purveyors of public services to provide facilities and services concurrent with development.
  - B. The City will ensure convenient and safe access to all municipal facilities.
  - C. The City will consider potential cost savings that may result through partnerships with other purveyors of public services that combine shared or common resources.
  - D. The City will ensure that capital facilities are designed and built to balance durability, safety, a minimization of environmental impacts, efficiency and limited maintenance with cost effectiveness and reasonable flexibility in design.
  - E. The City recognizes that the useful, safe, and efficient life of City Hall and the City Council Annex have ended or will end by no later than 2027, and that it shall be a priority of the City to identify a permanent solution or solutions to address space availability, worker and public safety, secure document storage, public meeting space, and operational and environmental needs.
  - F. The City shall seek to create a fund or funding plan sufficient to pay for land acquisition (if necessary) as well as building and site design and construction, based on an estimated 2017 cost of \$11.5 million.
  - G. It is no longer the policy of the City of Ferndale to consider minor reconfiguration or improvements to either City Hall or the City Council Chambers, except for the purposes of accommodating short-term needs or for life-safety and maintenance purposes.
2. **The City will provide capital facilities that ensure environmentally sensitive, safe and reliable service.**

#### **Environmentally Safe and Reliable Policies:**

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

- A. The City will consider the environment and identify ways to minimize environmental impacts in siting, construction and use of all capital facility expansion and construction projects.
- B. The City will use best available science and best management practices to mitigate adverse impacts resulting from capital facilities projects.
- C. The City will locate capital facilities identified as essential public facilities so as to provide the necessary service to the intended users with the least impact on surrounding land uses.

3. **Capital Projects in Conformance with this Plan:** Unless emergency conditions exist, the City shall strive to undertake capital projects that are specifically listed within the City's Comprehensive Plan, including those improvements necessary to maintain existing infrastructure. However, the City recognizes that the need for certain projects may present itself in a manner that does not allow for immediate amendment to this plan, and that the City shall not be prohibited from taking action on those projects for the benefit of the greater good.

### Conformance Policies:

- A. The City shall strive to base the respective 6-Year Plans that are adopted by the City on an annual basis on the 20-year project list described within this plan, or plans that are adopted by reference to this plan.
- B. It is not the purpose of this plan to constrain the City from undertaking projects not listed on this plan that are timely and which meet the City's overall objectives
- C. In those situations where a project is proposed that is not contained within this plan, the City Council shall consider whether the opportunity or benefits (both material and financial) to complete such a project would be lost if it were to be delayed in order to amend this plan.
  - i. In some cases, projects within the Six-Year Plan may represent a phased approach to larger projects contained in this plan.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

- ii. In preparing the 6-Year Plans, the City shall reference the Project Number identified within this plan.
  - iii. This plan shall be updated on a regular basis to remove projects that have been completed, modified, or are no longer necessary.
  - iv. The City shall develop, and the City Council shall consider, criteria necessary to determine the relative timing of planned projects. Such criteria may include but is not limited to: life-safety, capacity, concurrency requirements, available funding, and the coordination of multiple projects (public and private).
- 4. Level of Service Objective: Level of Service Standards adopted by the City of Ferndale should be useful, quantifiable, and should be designed to result in facilities that reflect overall City objectives.**

### **Level of Service Policies:**

A.: LOS measurements should assure that the City's most important service needs are met, but not be so restrictive that they discourage growth.

B.: LOS measurements should be realistic and capable of being maintained.

C.: LOS measurements should be appropriate for the City, based on its characteristics, needs, and priorities.

D.: LOS methodology should not attempt to combine dissimilar areas, buildings, or facilities for the purpose of a simplified analysis.

E.: LOS measurements should promote efficient, effective, and safe service delivery.

F.: The City should establish programs to monitor and maintain LOS once achieved.

G.: The City should correct existing deficiencies as well as assuring that new facilities meet standards.

H.: LOS measurements should be understandable and valid, measuring what is intended to be measured.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALE COMPREHENSIVE PLAN

### Schools

The City of Ferndale is not typically involved in decision-making or funding for the Ferndale School District. However, GMA requirements and sound long-range planning practices call for the two agencies to work together on planning issues that affect them both. City action that will affect population growth, for example, will affect the school district's need to build additional schools. Land use designations and the availability of municipal services affect where new schools can and should be built.

The following capital facilities goal is proposed for schools:

- 1. The City will work with the Ferndale School District to promote the effective utilization of school facilities by the citizens of Ferndale.**

### School District Policies

- A. The City will consider the public services and land area provided by the Ferndale School District to the citizens of Ferndale as a basis for meeting certain Level of Service requirements for park and trail space.
- B. The City will work with the Ferndale School District to determine appropriate safe routes to school and to identify shared funding sources to support the construction and maintenance of these routes.
- C. The City will work with the Ferndale School District to identify procedural and review requirements for School District projects in order to facilitate the efficient review and processing of development permits.
- D. The City will work with the Ferndale School District to provide information on City events and projects, and will enlist the support of the School District for certain community events.

### Public Safety

The Growth Management Act requires concurrency for public safety services such as police, firefighting, and emergency response. This means that public safety facilities that are needed to accommodate new development must be available at the time the development is completed without degrading service to existing development below established standards. The City will meet the GMA concurrency requirement.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

In addition, perceived personal safety is essential to maintaining a city's high quality of life. Public safety services typically provide an early and ongoing impression of a community's general well-being.

The following capital facilities goals and policies are proposed for public safety:

- 1. The City will provide efficient, cost-effective and concurrent levels of public safety services designed to maintain quality of life.**

**Public Safety Policies:**

- A. The City will maintain current community education programs on crime and fire prevention to increase the level of community awareness.
  - B. The City will emphasize continued cooperation through interlocal agreements with public safety services provide by adjacent agencies and other jurisdictions.
  - C. The City will evaluate the adequacy of its public safety facilities and equipment, mutual aid agreements, and personnel staffing and program needs, for the present and for changes in needs with anticipated growth.
  - D. The City will participate in at least one multi-agency "table top" emergency drill per year to ensure that the various City departments that may be involved in emergencies understand their role in such events.
  - E. Appropriate City staff will acquire and maintain necessary certifications relevant to their role in emergency events.
- 2. The City will reduce the risk of crime and provide residents with security by providing an adequate force of peace officers, by physical planning to provide adequate police facilities and minimize opportunities for crime, and by creating a high level of public awareness and support for crime prevention.**
    - A. In addition to providing an adequate police force, the City will explore other crime-prevention or reduction tools such as improved street lighting, traffic calming devices, neighborhood watch programs, and general education.**



# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

### **Parks, Recreation and Trails Goals:**

The City of Ferndale adopted standards for providing parks and recreation facilities in the Comprehensive Parks, Open Space and Recreation Master Plan in 1996, and subsequently revised this plan in 2001, 2008 and 2013.

The following capital facilities goals are proposed for Parks, Recreation and Trails:

1. The City will maintain the Parks, Recreation and Trails Master Plan, which is adopted by reference to this document.

### **Parks, Recreation and Trails Policies:**

- A. The Parks, Recreation and Trails Master Plan will include goals and policies that are adopted by reference to this document.
2. Parks, Recreation and Trails are an integral component of the City's delivery of services.
  - A. The City will seek to reasonably fund parks maintenance and operations accounts in a sustainable and predictable manner.
  - B. The City will seek to incorporate park and trail planning into overall capital facility planning.

### **Essential Public Facilities Goal**

- I. **Provide for the siting of essential public facilities that will be needed to meet the growing needs of the community.**

#### **Rationale**

The Growth Management Act requires that the City identify procedures for the siting of such facilities.

#### **Essential Public Facilities Policies:**

- A. Work with Whatcom County and other cities within the County to develop a procedure for the siting of essential public facilities of a regional or statewide nature, as identified in the County Wide Planning Policies.

# CHAPTER 5: CAPITAL FACILITIES ELEMENT

## FERNDALDE COMPREHENSIVE PLAN

- B. Use the existing conditional use permit procedure contained in the city's zoning code for siting essential public facilities of a local nature and for facilities of a regional or statewide nature until such time as a new procedure is developed in conjunction with Whatcom County.
- C. Facilities that generate substantial traffic volumes should be located on major arterials that are served by public transit.

### **Emergency Preparedness**

- I. Goal: Ensure that the City of Ferndale is prepared to respond quickly and efficiently to all emergencies at the level required to reduce loss of life and property, and to facilitate the return to normal conditions as rapidly as possible.

### **Emergency Preparedness Policies:**

- A. The City will maintain an Emergency Operations Plan which documents the responsibilities of each department within the City, as well as basic protocols to follow in a variety of emergency situations.
- B. The City will conduct or participate in one or more emergency drills per year to test the training, technology, and validity of the Emergency Operations Plan.
- C. Appropriate City staff shall obtain necessary certifications in Incident Command System and National Incident Management System concepts and operations.
- D. The City shall seek to ensure that City personnel have or have access to all necessary equipment, training, and technology in case of an emergency.
- E. The City recognizes that communications between agencies, and between agencies and the general public are a vital component of emergency response.
- F. The City recognizes that emergencies are fluid and unpredictable, and that emergency plans shall be written to ensure broad flexibility based on ICS and NIMS concepts and hierarchy.