

SECTION VII: CAPITAL IMPROVEMENT PLAN

CAPITAL IMPROVEMENT PLAN

Implementing the action plan will require adequate and predictable funding. This section of the Plan explores current and future sources of funds, suggests grant funding sources and a schedule for applying to those sources, and provides a CIP schedule.

The objective of this capital improvement plan section is to maximize the County's ability to successfully implement the recommendations of this Plan.

Current Sources of Funds

Operations

The State and County recognize the Park Board as having the authority and responsibility for providing parks and recreation to San Juan County residents. The Park Board is assisted in its charge by a professional park staff. In 2004, San Juan County Parks had an operating budget of \$395,790. The funding of parks comes primarily from the department's own activities—camping fees, commercial recreation, facility rentals, etc. In 2004, park activities generated approximately 68 percent of the operating budget. The local Lodging Tax fluctuates annually, and can contribute to both operating and capital funding. In 2004, this tax provided 24 percent of the Parks operating budget, with the County General Fund contributing the balance of 8percent. Figure 8 shows the sources of operating revenue for 2004.

Figure 8

Sources of Funds for San Juan County Parks 2004 Operations

Source	Amount
Campground revenues	
San Juan County Park	\$102,505
Odlin Park	53,221
Shaw Park	13,290
Reservation fees	10,560
Contract work	7,038
Use Fees	
Eastsound Village Square fees	3,200
County support	
General funds & Youth admin.	29,540
Orcas Island Recreation Program	72,793
Interest, leases, miscellany	6,939
Lodging Tax revenues	96,704
Total operating revenues	\$395,790

Land Bank Budget

The Land Bank budgeting process is a multi-step process providing a wide platform for community review and input. The community is welcome and public comments are invited at every monthly Land Bank Commission meeting. Identified projects are included in the Land Bank's expenditure and acquisition plans. Public hearings on these proposed plans are held by the Land Bank Commission and subsequently, by the Board of County Commissioners. In this way the community has several opportunities to review these projects and provide input before and during the approval process.

Capital Improvement Projects

Capital funding for recent park projects has come from a variety of sources. Figure 9 shows these revenue sources for San Juan County Parks for 2004.

Figure 9

Sources of Funds for San Juan County Parks 2004 Capital Projects

Source	Amount
Lodging Tax	\$ 0
IAC Boating Facilities Grant Odlin Park boating improvements	154,843
HB2260	
Odlin Pavilion restroom	40,000
San Juan North Beach stairs	15,000
Eastsound Square bandshell	100,000
Total Capital Project revenues	\$309,843

Future Sources of Funds

To implement the recommendations of the 2005-2010 action plan, additional funds for both capital improvements and program enhancements are needed.

During the planning process, many of the community involvement venues— public meetings, community survey, and citizen correspondence— included discussions about funding issues. From these discussions, the following conclusions were derived:

1. Grants are a valuable source of funds, but in most cases require local matches.
2. Newer facilities may require less maintenance, and they may experience less vandalism.

3. Land Bank funds are used to purchase land for conservation purposes, and some of these lands may be developed by the County for passive recreation.
4. Volunteers may provide an additional resource. Volunteers may offset some costs such as in interpretive/education programs; however, it is difficult to use volunteers on a long-term basis for offsetting maintenance costs.

In this Plan, a total of \$3,276,850 in capital improvements and program enhancements is recommended for 2005-2010. Although measures such as establishing an active park foundation and increasing concessions may provide some of these needed funds, significant steps to establish secure and predictable funding will be needed. The recommendations of this plan include matching grants. The sources of funds are discussed more fully in the following sections.

An aggressive campaign to raise matching funds for eligible projects through state funding sources has the potential to raise approximately \$748,775. Thus, the County's contribution would be reduced to approximately \$2,528,075.

Figure 10 below identifies each year of the Plan and its corresponding capital improvement/program enhancement funding needs. It further identifies the local and grant shares of these needs.

Figure 10

Capital Improvement/Program Enhancement Needs by Year with
Corresponding Local and Grant Funding Shares

2005-2010

Year	Total Need	Local Share	Grant Share
2005	\$492,100	\$492,100	\$0
2006	339,500	247,350	92,150
2007	310,000	220,000	90,000
2008	373,500	205,250	168,250
2009	666,750	548,375	118,375
2010	1,095,000	815,000	280,000
Total	\$3,276,850	\$2,528,075	\$748,775

Matching Grants

Grant programs that may be considered for parks, recreation, and preserved lands projects include the following:

Aquatic Lands Enhancement Account (ALEA)

Administered by the Interagency Committee for Outdoor Recreation, this funding source was created in 1984 and expanded in 1987. The purpose, as described by the Interagency for Outdoor Recreation, is as follows:

The ALEA Grant Program is used to provide grant-in-aid support for the purchase, improvement, or protection of aquatic lands for public purposes, and for providing and improving access to such lands. It is guided by concepts originally developed by DNR, including re-establishment of naturally self-sustaining ecological functions related to aquatic lands, providing or restoring public access to the water, and increasing public awareness of aquatic lands as a finite natural resource and irreplaceable public heritage.

The 2004 ALEA program provided 50 percent funding matches for public access development/restoration projects (grant amounts up to \$500,000) and for new access acquisition/combination grants (grant amounts up to \$1,000,000).

Depending on the availability of funds, ALEA grants are scheduled on a biennial basis (even years at present). Historically, grant deadlines have included a letter of intent deadline of March 1 and an application deadline in May. Final project presentations are evaluated in August.

Washington Wildlife and Recreation Program (WWRP)

Administered by the Interagency Committee for Outdoor Recreation, this funding source was established in 1990 to provide funding assistance for a broad range of land protection, park development, preservation/conservation, and outdoor recreation facilities. Grant applications are evaluated in seven categories: local parks, state parks, water access, trails, critical habitat, natural areas, and urban wildlife habitat. Funds are not available for maintenance and operations.

The Board of the Interagency Commission for Outdoor Recreation (IAC) has established these maximum grant request levels:

- Local Parks category acquisition projects - \$500,000 each.
- Local Parks category development projects - \$300,000 each.
- Local Parks category combination projects (acquisition and development) - \$500,000 each, of which not more than \$300,000 may be for development costs.

There are no maximum request levels for projects in the urban wildlife habitat, trails, or water access categories.

Funding levels historically have provided 50 percent funding matches.

The WWRP competitive grant process is annual. Historically, grant deadlines have included a letter of intent deadline of March 1 and an application deadline in May. Final project presentations are scheduled for July/August.

Boating Facilities Program (BFP)

The Interagency Committee (IAC) administers this funding source, historically known as the Initiative 215 program.

This program is funded through non-refunded marine gasoline taxes. Thus, grants are restricted to projects designed to support recreational motorized boat facilities. Typical projects include acquiring and developing boat launches, transient moorage, and upland support facilities.

Local agency project sponsors must provide at least 25 percent of the resources needed to complete the project. Resources used to match the state assistance may come from a variety of sources, including appropriations, tax levies, bond issues, force account labor, and donations (including land, cash, labor, materials and equipment). Funding maximums are \$1,000,000 per project.

The BFP competitive grant process is annual. Historically, grant deadlines have included a letter of intent deadline of March 1 and an application deadline in May. Final project presentations are scheduled for September.

Equity Act for the 21st Century (TEA-21)

As part of Washington State's Federal Highway funds, an enhancement account is set aside for transportation related projects such as bike lanes and pedestrian paths. These funds were historically administered under Washington State's Intermodal Surface Transportation Efficiency Act program (ISTEA). That program has been superseded by the Transportation Equity Act for the 21st Century (TEA-21), established in late 1998.

Funding is made available every other year and is administered by the State of Washington Department of Transportation (WSDOT). The fund was authorized in 2003 for \$12.6 million and requires a 13.5% match on all projects. The next call for projects is pending reauthorization of TEA-21.

Other Funds

The Interagency Committee for Outdoor Recreation administers three additional funding sources that may be of long-term interest to San Juan County.

The National Recreational Trails Program provides funding for trail development. The funding cycle is annual with a \$50,000 maximum grant per development project (\$10,000 for education projects) and requires a minimum 20% match.

The Land and Water Conservation Fund (LWCF) provides funding to assist in preserving, developing, and assuring accessibility to outdoor recreation resources including but not limited to parks, trails, wildlife lands, and other lands and facilities desirable for individual active participation. The IAC's Board has established minimum and maximum grant requests of \$25,000 and \$500,000 for each application.

The Youth Athletic Facilities Account Grant Program is a program authorized by Referendum 48 in 1997. It supports grants for acquisition, development, equipment, maintenance, and improvement of youth and community athletic facilities.

A local option Real Estate Excise Tax (REET2)(RCW 82.46.035) was authorized by State Legislature in 1990. It allows a tax of up to .25% on the seller of real property. San Juan County is required to plan under GMA, therefore, the BOCC can adopt this tax without a vote of the people. Revenue generated by the REET2 tax can only be used to fund capital projects identified in the County's comprehensive plan. "Capital project" means those public works projects of a local government for planning, acquisition, construction, reconstruction, repair, replacement, rehabilitation, or improvement of streets, roads, highways, sidewalks, street and road lighting systems, traffic signals, bridges, domestic water systems, storm and sanitary sewer systems, and planning, construction, reconstruction, repair, rehabilitation, or improvement of parks.

Public Facilities Financing Assistance Program (PFFAP) - 08% Rural Assistance. RCW 82.14.370 allows a rural county to levy a sales and use tax of not more than 0.08 percent (a portion of the 6.5 percent state sales and use tax). These funds may only be used to finance public facilities in rural counties, and projects must be listed in the County's economic development plan.

Figure 11: Capital Improvement Program for 2005-2010

Department	Project Name	Facility Type	Fund Source	Fund Type	2005
Parks	Eastsound Village Stage	P	P	D	\$100,000
Parks	San Juan North Beach stairs	C/P/W	P	D	15,000
Parks	San Juan Brann Cabin Rest'n	C/P/W	D/V/L	R	5,000
Public Works	Cattle Pt Rd shoulders		---		0
Public Works	RH Trail Xing		PW		1,000
Public Works	No. Beach Rd Path (finish)		PW/T		156,100
Public Works	Acquire Mt. Baker Rd. ROW		L		40,000
Public Works	Prevost Harbor float add'n		PW		175,000
Total Capital Improvements for 2005					\$492,100

					2006
Parks	Odlin Park Master Plan	C/P/W	M/U/V	R	100,000
Parks	Agate Beach improvements	P/W	L	D, R	60,000
Parks	Shaw Park Master Plan	C/P/W	D	R	20,000
Parks	San Juan Brann Cabin Rest'n	C/P/W	D/L	R	5,000
Parks	Otis Perkins	P/W	L	R	1,500
Public Works	Cattle Pt. Rd. Trail		PW/M		55,000
Public Works	Mark Ferry egress		PW		5,000
Public Works	Surface Deer Hbr loop		PW/M		8,000
Public Works	Ferry bike staging & kiosk		PW/T		25,000
Public Works	Lopez Village path improv's		PW		25,000
Public Works	Mackaye Harbor ramp		PW		30,000
Public Works	Fish Bay Rd restripe/shoulder				5,000
Total Capital Improvements for 2006					\$339,500

Facility Type

B = Boating Facility

TB = Trail, Bicycle

C = Camping Facility

TP = Trail, Pedestrian

P = Picnic/Day Use

W = Waterfront/Beach

Funding Sources

B = General Obligation Bonds

M = Matching Grant

PW = County Road funds

U = Unknown

D = Donation

O = Other Bonds

R = Revenue Bonds

V = Volunteers

L = Local Funds

P = PFFAP

T = Transp'n Grant

Funding Type

A = Acquisition

R = Renovation

D = Development

E = Equipment

Figure 11: Capital Improvement Program for 2005-2010 (continued)

Department	Project Name	Facility Type	Fund Source	Fund Type	2007
Parks	Shaw Park Master Plan	C/P/W	M/U	R	40,000
Parks	Shark Reef Toilets	P	U	R	50,000
Parks	Odlin Park Master Plan	C/P/W	M/U	R	140,000
Public Works	Ferry bike staging & kiosk		PW/T		25,000
Public Works	Mud Bay Hill shoulder		PW/T		25,000
Public Works	Decatur Ramp repair		PW		30,000
Total Capital Improvements for 2007					\$310,000
					2008
Parks	Odlin Park Master Plan	C/P/W	M/U	R	124,500
Parks	Shaw Park Master Plan	C/P/W	M/U/D	R	100,000
Parks	Shark Reef Trail/Shoreline	P/W	M/L/V/D	R	30,000
Public Works	Lite-Line trail		PW/M		12,000
Public Works	Get Orcas Rd. Grants		PW/V		2,000
Public Works	Mt. Baker - Terrill Bch Path		PW/M		70,000
Public Works	Add bike pullouts-Lopez		T		10,000
Public Works	Reid Harbor ramp extension			PW/M	25,000
Total Capital Improvements for 2008					\$373,500
					2009
Parks	Odlin Park Master Plan	C/P/W	M/U	R	156,750
Parks	Shaw Park Master Plan	C/P/W	M/U	R	55,000
Parks	San Juan Main Building	C/P/W	U	R	30,000
Parks	Eastsound Square Play/Lands	P	U	D	125,000
Public Works	Add add'l bike pullouts		M		25,000
Public Works	Mud Bay Rd improvements		U		25,000
Public Works	San Juan Is. Ramp access*			PW/M	250,000
Total Capital Improvements for 2009					\$666,750
					2010
Parks	San Juan Park main building	C/P/W	D/M/L	R	200,000
Parks	San Juan Park Expansion	C/P/W	U	A	500,000
Public Works	Pear Pt./Gravel Pit trails		PW/T		35,000
Public Works	San Juan Is. Dock access*		PW/M/T		325,000
Public Works	Pear Pt/gravel pit trails		PW/M/T		35,000
Total Capital Improvements for 2010					1,095,000

*Public Works projects not yet approved or funded. Projects subject to funding availability. Please refer to Public Works' Non-Motorized Transportation Plan, an element of San Juan County's Comprehensive Plan Transportation Plan, for most current updates.