



AGENDA

SHORELINE CITY COUNCIL REGULAR MEETING

Monday, May 15, 2017
7:00 p.m.

Council Chamber · Shoreline City Hall
17500 Midvale Avenue North

| | <u>Page</u> | <u>Estimated Time</u> |
|---|-------------|---------------------------|
| 1. CALL TO ORDER | | 7:00 |
| 2. FLAG SALUTE/ROLL CALL | | |
| (a) Proclamation of Armed Services Appreciation Day | <u>2a-1</u> | |
| 3. REPORT OF THE CITY MANAGER | | |
| 4. COUNCIL REPORTS | | |
| 5. PUBLIC COMMENT | | |
| <i>Members of the public may address the City Council on agenda items or any other topic for three minutes or less, depending on the number of people wishing to speak. The total public comment period will be no more than 30 minutes. If more than 10 people are signed up to speak, each speaker will be allocated 2 minutes. Please be advised that each speaker's testimony is being recorded. Speakers are asked to sign up prior to the start of the Public Comment period. Individuals wishing to speak to agenda items will be called to speak first, generally in the order in which they have signed. If time remains, the Presiding Officer will call individuals wishing to speak to topics not listed on the agenda generally in the order in which they have signed. If time is available, the Presiding Officer may call for additional unsigned speakers.</i> | | |
| 6. APPROVAL OF THE AGENDA | | 7:20 |
| 7. CONSENT CALENDAR | | 7:20 |
| (a) Approving Minutes of Regular Meeting of April 17, 2017 | <u>7a-1</u> | |
| (b) Adopting Ordinance No. 775 – Amending the Shoreline Municipal Code to Sunset the Shoreline Library Board | <u>7b-1</u> | |
| (c) Authorizing the City Manager to Execute a Contract with Trinity Contractors, Inc. in an Amount Not to Exceed \$526,493.20 for Construction of the Shoreline Bike Plan Implementation Project | <u>7c-1</u> | |
| 8. STUDY ITEMS | | |
| (a) Discussing the Selection of Synthetic Turf Infill Material for the Twin Ponds Park Field Turf Replacement Project | <u>8a-1</u> | 7:50 |
| (b) Discussing the Update of the 2017-2022 Surface Water Master Plan | <u>8b-1</u> | 8:20 |
| (c) Discussing the Repeal of Res. No. 312 – Reduction of Regional and Statewide Association Dues | <u>8c-1</u> | 9:20 |
| 9. ADJOURNMENT | | 9:35 |

The Council meeting is wheelchair accessible. Any person requiring a disability accommodation should contact the City Clerk's Office at 801-2231 in advance for more information. For TTY service, call 546-0457. For up-to-date information on future agendas, call 801-2236 or see the web page at www.shorelinewa.gov. Council meetings are shown on Comcast Cable Services Channel 21 and Verizon Cable Services Channel 37 on Tuesdays at 12 noon and 8 p.m., and Wednesday through Sunday at 6 a.m., 12 noon and 8 p.m. Online Council meetings can also be viewed on the City's Web site at <http://shorelinewa.gov>.

CITY OF SHORELINE
SHORELINE CITY COUNCIL
SUMMARY MINUTES OF REGULAR MEETING

Monday, April 17, 2017
7:00 p.m.

Council Chambers - Shoreline City Hall
17500 Midvale Avenue North

PRESENT: Deputy Mayor Winstead, Councilmembers McGlashan, Scully, Hall, McConnell, and Salomon

ABSENT: Mayor Roberts

1. CALL TO ORDER

At 7:00 p.m., the meeting was called to order by Mayor Roberts who presided.

2. FLAG SALUTE/ROLL CALL

Deputy Mayor Winstead led the flag salute. Upon roll call by the City Clerk, all Councilmembers were present with the exception of Mayor Roberts.

Councilmember Hall moved to excuse Mayor Roberts for personal reasons. The motion was seconded by Councilmember McGlashan and passed unanimously, 6-0.

(a) Proclamation of Earth Day

Deputy Mayor Winstead read a proclamation declaring April 22, 2017 as Earth Day in the City of Shoreline. Christine Southwick, member of the Habitat Steward and the Parks, Recreation, and Cultural Services Board, accepted the proclamation.

3. REPORT OF CITY MANAGER

Debbie Tarry, City Manager, provided reports and updates on various City meetings, projects and events.

4. PUBLIC COMMENT

Lisa Pace, Lake Forest Park resident, shared that she has been involved in aquatics for over forty years, taught swimming to youth, provided aquatic support to the elderly and arthritic, and

currently serves as the Head Coach of the Cascade Swim Club. She said having a swimming facility in Shoreline would be a gem and provide benefit to residents and the Community.

Mary Lippola, Seattle resident, said she is a member of the Masters' Swim Team and works out at the Shoreline Pool. She named other organizations that use the pool and said it serves many uses and is not restricted to play and swim lessons. She spoke about the benefits of having two pools, and the need to expand the pool from six lanes to ten lanes.

Barbara Braden, Shoreline resident, said she leads water aerobics at the pool and shared the benefits of pool exercise. She stated she has observed how popular the Lynnwood pool is and described some of its amenities. She said as more apartments are built in the City, there needs to be a facility where residents can enjoy themselves.

Robin Lesh, recalled her family's past and present use of the Shoreline pool. She said an aquatics facility will be used by all generations and for many different purposes. She reported the number of pools in the region has dwindled and spoke on the benefits of having an Aquatic and Community Center in Shoreline.

Pete Williams, Cascade Swim Club Board of Trustees, said swim club membership is accessible and affordable and scholarships are provided to some of its 675 youth members. He said swimming creates a lifelong opportunity for fitness and health and that Cascade is willing to partner with the City to bring the aquatic center to fruition.

Joan Herrick, Shoreline resident, shared she has been swimming at the pool for thirty years and talked about her family members' involvement with the pool. She said a community is measured by the resources and facilities they provide and a pool is a fundamental amenity. She shared it would be hard to imagine Shoreline without a pool and spoke on the benefits of having one. She said she respects and recognizes the Council's and staff's efforts to find the funding to make the project happen with the help of Shoreline citizens.

Greg Logan, Shoreline resident, said he comes to City Council Meetings to share what is happening in his neighborhood. He said a Planning Department decision has resulted in a pile of sand or dirt 35 feet high and 45 feet wide that creates a large amount of dust in windy weather. He said he spoke to the Customer Response Team Supervisor about the issue and was pleased that he was responsive.

5. APPROVAL OF THE AGENDA

Councilmember Scully moved to switch Agenda Item 9a with Item 8a. The motion was seconded by Councilmember McConnell and passed unanimously, 6-0.

The agenda, as amended, was approved by unanimous consent.

6. CONSENT CALENDAR

Upon motion by Councilmember Hall and seconded by Councilmember McGlashan and unanimously carried, 6-0, the following Consent Calendar items were approved:

- (a) **Approving Minutes of Regular Meeting of March 6, 2017 and Special Meeting of March 27, 2017**

7. COMMUNITY GROUP PRESENTATION

- (a) International Community Health Services (ICHS)

Deputy Mayor Winstead stated that the ICHS presentation is sponsored by Councilmembers McConnell and Salomon.

Michael McKee, Director of Health Services and Community Partnerships, and Joe Sperry, Health Center Manager for the Shoreline Clinic, provided the report. Mr. McKee shared ICHS's mission and explained why they chose to open a clinic in Shoreline. He described services they provide, who they serve, and said no one is refused service. He reviewed that plans for the future are to expand and enhance care, address the opioid epidemic, and he reported they have applied for a grant through the Best Starts for Kid Program to open a school based health center at Shorecrest High School.

Councilmember Salomon asked what services the ICHS school based health center would provide that youth are not accessing through their regular medical care, and asked how robust the service is compared to what schools already offer on campus. Mr. McKee responded that the school based health center provides services on site with a minimal interruption to school, and has resulted in improved students grades, attendance, mental health, and decrease in drug use. He said the school based health centers are staffed by a registered nurse practitioner who is able to provide medical services that a school nurse cannot perform.

Councilmember McGlashan asked if ICHS is affiliated with any hospitals. Mr. McKee responded that ICHS is a free standing non-profit federal qualified health center, and partners with Project Access on hospital referrals for people without insurance.

Deputy Mayor Winstead said she is impressed by ICHS's dental services. She asked if students are charged for services received at the mobile dental clinic and if they have considered providing this service to the Senior Center. Mr. McKee responded that students are not charged, however insurance is billed if they have it; but remaining balances are not passed on to the

patient. He talked about ICHS dental services and said they partner with senior housing facilities, but dental service is not provided at Senior Centers.

Deputy Mayor Winstead thanked ICHS for the valuable work they are performing in the Community.

8. STUDY ITEM

(a) Discussing the Parks, Recreation and Open Space Plan - Aquatics/Community Center Feasibility Study

Eric Friedli, Park, Recreation, and Cultural Services Director, and Mary Reidy, Recreation Superintendent, provided the staff report. Mr. Friedli recalled in 2011 the PROS Plan recommended the study of a new aquatic center; in 2013 a pool assessment was completed; and in 2015 it was determined how to keep the pool operational for another 6-7 years and funding options for an aquatics facility were considered. He noted the Spartan Recreation Center is housed on land owned by the School District and said the future use of that property is uncertain. He said tonight's discussion focuses on costs. He reviewed programs to be housed in the facility, preliminary schematic designs, and general area site selections. Ms. Reidy reviewed operational scenarios for a new facility, talked about bringing the pool and recreation center up to standards, creating placemaking, revamping structures, offering high end classes, increasing hours of operation, and designing it for multigenerational use. Mr. Friedli reviewed operation cost recovery scenarios.

Councilmember Hall asked Mr. Friedli to confirm that the existing operations costs displayed on the screen do not include the capital investments made on the pool to keep it running, and pointed out continuing with the status quo would be more expensive. Mr. Friedli confirmed only the operation and maintenance costs are included in the numbers, not capital costs. Ms. Reidy added all program costs are not included.

Mr. Friedli estimated the total cost of the building is \$5.3 Million and land cost is \$15-18 Million. Mr. Friedli reviewed next steps in the process and asked the Council if they wanted to update the PROS Plan to include policy directing staff to move forward with aquatic center planning. He said then staff can formally begin talking with partners. He reviewed impacts of debt on a median price home if bond financing is pursued, and presented anticipated levys impacting Shoreline.

Councilmember McGlashan said it is a great plan and to keep moving forward with the feasibility study. He asked in what capacity Shoreline Community College will use the pool, for student recreation or for a swim team, and what will happen to the old pool. He talked about pool capacity and asked if the standard is six lanes. Ms. Reidy responded the College's past requests were for college credit physical education courses, and said an eight lane pool offers

programming flexibility. Mr. Friedli said some materials from the old pool can be sold as surplus.

Councilmember Salomon conveyed he understands the pool is widely used and loved in the Community. He talked about how much an average household already pays annually to the City in taxes for basic services. He shared he has a problem with the cost and increasing taxes. He said he would like to see if the project can be scaled down and costs dramatically reduced.

Councilmember Scully commented that this is a big ticket item but it is also a part of what makes a city great. He said he would like to time the project so sidewalks can also be completed in the next couple of years. He commented that partnerships are great but he wants to ensure that the facility is open to the public, and not reserved for private use. He said he wants to see both inside and outside space completely used. For example, if there is outside pavement it should be used for a basketball court.

Councilmember Hall commented that the City does not want a private pool that the public cannot access, but stated partnerships are also the best way to share in the costs and reduce General Fund cost. He urged everyone to remember that this is not just a pool, that it is a cross generational place that offers other recreation options. He stated if the City cannot secure partnerships it will be hard to commit this amount of bond capacity to this project.

Councilmember McConnell recommended the pool be state of the art since it needs to last sixty to seventy years and increasing the pool to ten lanes for maximum use. She expressed concern about bond costs, said the higher the cost the less likely it will pass, and suggested timing of the bond and tax fatigue be considered. She commented on the impact a bond would have on homeowners since renters do not pay property tax. She said a dive board will increase pool usage, and that swimming is good for recreation, safety, and survival. She stressed the current pool is past its useful life and needs replacement. Also teens and seniors need a place to hang out, and the Center would be a placemaking environment.

Councilmember McGlashan asked what the purpose of the dive well is other than for school district use. He said there needs to be commitment from the District to include the dive well. He recalled touring community center facilities in other jurisdictions that were amazing. He noted the Spokane Valley facility has a theater stage and an outdoor play area. He said he does not want to lose sight that this is a plan for a community center and gathering place, and not just a pool.

Councilmember Winstead said she visited Federal Way and Tacoma Community Centers and mentioned there is opportunity to offer a host of services in an upscale space that can also generate revenue. She recalled her position as Chair of the 2006 Park Bond and said there is a lot of work involved to pass a bond and community support is needed. She pointed out the Spartan

Center Gym's limited hours, and talked about the need to expand gym opportunities, operation hours, and programs. She said she is in favor of moving forward.

Councilmember Salomon corrected a statement made that only homeowners pay for a bond. He said renters also pay the price when landlords pass increased taxes onto them through their rent. This concerns him because the City is already struggling with a housing affordability crises. He cautioned that revenue may be generated by the Center, but it is projected to operate at a loss each year.

At 8:32 p.m., Deputy Mayor Winstead convened a five minute recess, and she reconvened the meeting at 8:37 p.m.

9. ACTION ITEMS

- (a) Adopting Ordinance No. 760 - Amending the Shoreline Municipal Code to Implement a Deep Green Incentive Program

Miranda Redinger, Senior Planner, presented potential amendments proposed to Ordinance No. 760 Deep Green Incentive Program since the Council's March 27, 2017 discussion. She said the Amendments are:

- Remove Density Bonus in R-4 & R-6
- Remove Open Space and Setback Incentives
- Disallow height bonus in R-4, R-6, R-8, and MUR-35, but allow in other zones
- Increase Potential Parking Reduction

Councilmember Hall moved adoption of Ordinance No. 760. The motion was seconded by Councilmember McGlashan.

Councilmember Hall moved to remove the density bonus as an option in single-family zones, but retain the minimum 10,000 square foot lot size for all zones amending SMC section 20.50.630(E)(3)(a). The motion was second by Councilmember Scully.

Councilmember Hall said based on the Light Rail Station Subarea planning performed by the City Council, the City can accommodate all the forecasted growth on Aurora Avenue and in the Subareas. He explained this amendment allows growth in compact areas and preserves the character of single-family neighborhoods.

The motion passed unanimously, 6-0.

Councilmember Hall moved to remove the open space and setback incentives amending SMC Section 20.50.630(E)(3) to strike part of subsection (c) and all of (f). The motion was seconded by Councilmember Salomon.

Councilmember Hall commented that this amendment prevents tall buildings from being built next to a property line that adversely impacts a neighbor, and preserves trees and the passage of birds and wildlife through corridors.

The motion passed unanimously, 6-0.

Councilmember Hall moved to maintain a 35 foot height limit in R-4, R-6, R-8 and MUR-35 zones, while allowing a height bonus in R-12, R-18, R-24, R-48 and TC-4 zones, and amend 20.50.630(E)(3)(h) to read: Structure height bonus of up to 10 feet in a zone with height limit of 35 feet. Height bonus is not available in R-4, R-6, R-8, and MUR-35' zones. Structure height bonus up to 20 feet for development in a zone with a height limit of 45 feet or greater. The motion was seconded by Councilmember Scully.

Councilmember Salomon moved to amend the amendment by striking all of h, and not allow any height bonuses. The motion died for lack of a second.

Councilmember Hall said this amendment preserves single family residential neighborhoods. Councilmember Scully agreed for the need to protect low density neighborhoods and said he would like to provide bonus height incentives in appropriate neighborhoods.

Councilmember Salomon stated he wants to stay true to the height limits originally set in the Station Subarea rezones and to what has been communicated to the residents.

Councilmember Hall stated that sufficient incentives are required to attract innovative environmentally friendly developments.

Deputy Mayor Winstead shared bonus incentives were provided in the Station Area rezone and stressed there is a need to balance affordable housing in Shoreline with an environmental friendly community.

The motion passed 5-1, with Councilmember Salomon voting no.

The main motion, as amended, passed unanimously, 6-0.

At 8:59 p.m., Deputy Mayor Winstead declared the meeting adjourned.

Jessica Simulcik Smith, City Clerk

DRAFT

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

| | |
|----------------------|--|
| AGENDA TITLE: | Adopting Ordinance No. 775 – Repealing Shoreline Municipal Code Chapter 2.25 - Library Board |
| DEPARTMENT: | Parks, Recreation, and Cultural Services |
| PRESENTED BY: | Mary Reidy, Parks Superintendent |
| ACTION | <input checked="" type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing |

PROBLEM/ISSUE STATEMENT:

The Shoreline Library Board was established in 1996 by Ordinance No. 65, which was codified as Shoreline Municipal Code (SMC) Chapter 2.25. An analysis of Library Board activity over the past three to five years and consultations with the King County Library System (KCLS) has raised questions as to the ongoing value of the Board. After discussion with the Board, it was determined that the Library Board is no longer necessary. Any responsibilities of the Library Board could be assumed by the Parks, Recreation and Cultural Services (PRCS) Board as part of its cultural activities duties.

Proposed Ordinance No. 775 (Attachment A) will repeal SMC Chapter 2.25 from the Municipal Code, eliminating the Shoreline Library Board. The City Council held a discussion of this proposal at their May 1, 2017 meeting. The staff report for that Council discussion can be found at the following link: <http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2017/staffreport050117-9a.pdf>. Tonight, Council is scheduled to adopt proposed Ordinance No. 775.

FINANCIAL IMPACT:

PRCS staff supports the Library Board, which involves approximately 78 hours per year of staff time during non-appointment years. Board recruitment and appointments require additional staff and City Council time. The annual budget includes nominal funding for Board training and outgoing Board member recognition items. These funds would be shifted to offer additional training to the PRCS Board who will assume responsibility.

RECOMMENDATION

Staff recommends that the City Council adopt Ordinance No. 775.

ATTACHMENTS

Attachment A – Proposed Ordinance No. 775

Approved By: City Manager **DT** City Attorney **MK**

ORDINANCE NO. 775

**AN ORDINANCE OF THE CITY OF SHORELINE, WASHINGTON,
REPEALING CHAPTER 2.25 LIBRARY BOARD OF SHORELINE
MUNICIPAL CODE**

WHEREAS, on January 22, 1996, the City Council adopted Ordinance No. 65, creating the Shoreline Library Board and codifying its purpose and responsibilities at Shoreline Municipal Code (SMC), Chapter 2.25; and

WHEREAS, based on activity over recent years, it appears that there is no longer a need for a separate and distinct Library Board and that its responsibilities could be assumed by the Parks, Recreation, and Cultural Services Board (SMC 2.55) as part of its cultural activities duties; and

WHEREAS, given the lack of necessity for the Shoreline Library Board and the ability of the Parks, Recreation, and Cultural Services Board to assume its responsibilities, SMC 2.25 should be repealed; now therefore

**THE CITY COUNCIL OF THE CITY OF SHORELINE, WASHINGTON DO
ORDAIN AS FOLLOWS:**

Section 1. Repeal. SMC Chapter 2.25 Library Board. The City hereby repeals SMC 2.25 Library Board in its entirety.

Section 2. Corrections by City Clerk or Code Reviser. Upon approval of the City Attorney, the City Clerk and/or the Code Reviser are authorized to make necessary corrections to this ordinance, including the corrections of scrivener or clerical errors; references to other local, state, or federal laws, codes, rules, or regulations; or ordinance numbering and section/subsection numbering and references.

Section 3. Severability. Should any section, paragraph, sentence, clause or phrase of this ordinance, or its application to any person or circumstance, be declared unconstitutional or otherwise invalid for any reason, or should any portion of this ordinance be preempted by state or federal law or regulation, such decision or preemption shall not affect the validity of the remaining portions of this ordinance or its application to other persons or circumstances.

Section 4. Effective Date. A summary of this ordinance consisting of its title shall be published in the official newspaper of the City. The ordinance shall take effect and be in full force five days after passage and publication.

PASSED BY THE CITY COUNCIL ON MAY 15, 2017

Mayor Christopher Roberts

ATTEST:

APPROVED AS TO FORM:

Jessica Simulcik Smith
City Clerk

Margaret King
City Attorney

Publication Date: _____, 2017
Effective Date: _____, 2017

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

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|----------------------|--|
| AGENDA TITLE: | Authorizing the City Manager to Execute a Contract with Trinity Contractors, Inc. in an Amount Not to Exceed \$526,493.20 for Construction of the Shoreline Bike Plan Implementation Project |
| DEPARTMENT: | Public Works |
| PRESENTED BY: | Tricia Juhnke, City Engineer |
| ACTION: | <input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input checked="" type="checkbox"/> Motion <input type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing |

PROBLEM/ISSUE STATEMENT:

Between March 27th and April 24th, the City solicited bids for construction of the Bike Plan Implementation Project. The engineer's estimate for construction was \$489,423.50. Bids were opened on April 25, 2017 and three bids were received. Trinity Contractors, Inc. is the apparent low bidder. Staff is requesting that Council authorize the City Manager to execute a contract with Trinity Contractors, Inc. for construction of the Bike Plan Implementation Project in the amount of \$526,493.20.

RESOURCE/FINANCIAL IMPACT:

This project is approved as part of the 2017-2022 Capital Improvement Plan. Design was completed in 2016, and the budget breakdown below is for the 2017 budget:

Project Expenditures:

Construction:

| | |
|-----------------------------------|----------------------------|
| Staff and other Direct Expenses | \$41,720 |
| Construction Contract | <u>\$526,493.20</u> |
| Total Construction | \$568,213.20 |
| Contingency | \$13,902.80 |
| Total Project Expenditures | \$582,116.00 |

Project Revenue:

| | |
|--------------------------------|---------------------|
| STP Grant Fund (86.5%) | \$503,530.00 |
| Roads Capital Fund (13.5%) | \$78,586.00 |
| Total Available Revenue | \$582,116.00 |

RECOMMENDATION

Staff recommends that Council authorize the City Manager to execute a construction contract with Trinity Contractors, Inc. in the amount of \$526,493.20 for the Bike Plan Implementation Project.

Approved By: City Manager **DT** City Attorney **MK**

BACKGROUND

In 2008, the City of Shoreline completed the Interurban Trail that runs north and south through the city. While this provides a valuable connection for users traveling north/south through Shoreline, it is missing connections to local neighborhoods, parks, city amenities and schools. The Bike Plan Implementation Project will complete several of the routes in the City of Shoreline's adopted Bicycle System Plan. These include:

Bike Lanes on:

- Dayton Ave N from Carlyle Hall Rd N to Westminster Way N (Base Bid)
- 1st Ave NE from N 193rd St to 185th St (Base Bid)
- Fremont Ave N between from N 195th St to Kings Garden Dr. N (Base Bid)
- 5th Ave NE from NE 175th St to NE 155th St (Base Bid)
- 8th Ave NW from 244th St SW to NW Richmond Beach Rd (Alternate 1)

Sharrow Facilities on:

- 1st Ave NE from NE 195th St to N 193rd St (Base Bid)
- NW 195th St from 8th Ave NW to Fremont Ave N (Base Bid)

The project was advertised earlier this year, but only one bid was received. This bid exceeded the engineers estimate and the funding available for the project. On March 27, 2017, the Council authorized staff to reject all bids and re-advertise the project. The staff report for this Council action can be found at the following link:

<http://cosweb.ci.shoreline.wa.us/uploads/attachments/cck/council/staffreports/2017/staffreport032717-7d.pdf>. Staff contacted several potential bidders to identify reasons for the lack of bids, and based on their feedback, staff decided to re-advertise immediately after Council's approval.

The bid proposal included a base bid and several alternatives so that the City could award work based on budget available.

ALTERNATIVES ANALYZED

Between March 27th and April 24th, the City solicited bids for construction of the Bike Plan Implementation Project. The engineer's estimate for the construction was \$489,423.50. Bids were opened on April 25, 2017 and three bids were received. Trinity Contractors, Inc. was the apparent low bidder.

| Contractor Name | Bid Received (Base Bid + Alternate 1) |
|-----------------------------------|---------------------------------------|
| Road Construction Northwest, Inc. | \$ 912,850.00 |
| Colacurcio Brothers, Inc. | \$ 661,035.90 |
| Trinity Contractors, Inc. | \$526,493.20 |

City staff has determined that Trinity Contractors, Inc. has a responsive bid and that they have met contractor responsibility requirements. Construction is anticipated to start in May 2017 with completion anticipated in the fall of 2017.

COUNCIL GOAL ADDRESSED

This project addresses Council Goal #2, Improve Shoreline’s utility, transportation, and environmental infrastructure. This project will help to meet this goal by constructing routes in the Bicycle Master Plan.

RESOURCE/FINANCIAL IMPACT

This project is approved as part of the 2017-2022 Capital Improvement Plan. Design was completed in 2016; the budget breakdown below is for the adopted 2017 budget:

Project Expenditures:

| | |
|-----------------------------------|----------------------------|
| Construction: | |
| Staff and other Direct Expenses | \$41,720 |
| Construction Contract | <u>\$526,493.20</u> |
| Total Construction | \$568,213.20 |
| Contingency | \$13,902.80 |
| Total Project Expenditures | <u>\$582,116.00</u> |

Project Revenue:

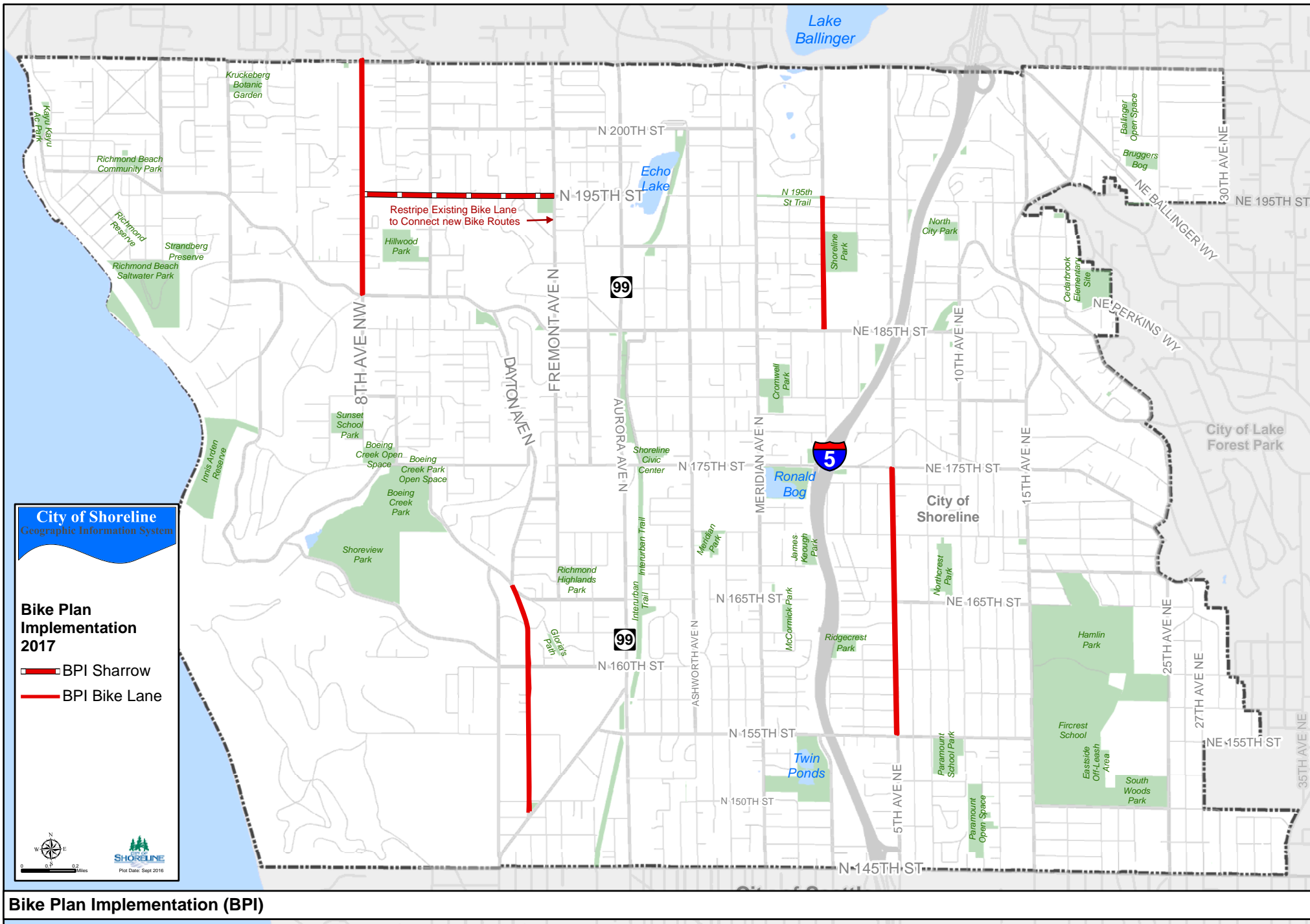
| | |
|--------------------------------|----------------------------|
| STP Grant Fund (86.5%) | \$503,530.00 |
| Roads Capital Fund (13.5%) | \$78,586.00 |
| Total Available Revenue | <u>\$582,116.00</u> |

RECOMMENDATION

Staff recommends that Council authorize the City Manager to execute a construction contract with Trinity Contractors, Inc. in the amount of \$526,493.20 for the Bike Plan Implementation Project.

ATTACHMENTS

Attachment A: Shoreline Bike Plan Implementation Project Site Map



CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

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|----------------------|--|
| AGENDA TITLE: | Discussion of the Selection of Synthetic Turf Infill Material for the Twin Ponds Park Field Turf Replacement Project |
| DEPARTMENT: | Parks, Recreation and Cultural Services |
| PRESENTED BY: | Eric Friedli, PRCS Director Noel Hupprich, PW Project Manager |
| ACTION: | <input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input checked="" type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing |

PROBLEM/ISSUE STATEMENT:

Staff is requesting Council input on the type of infill material to be used for the Twin Ponds Park Field Turf Replacement Project. As part of the 2006 Parks Bond, the Twin Ponds Park soccer field was converted to synthetic turf in 2008. The turf reached the end of its warranty period at the end of 2015, and a 2014 assessment of the surface and lighting of the athletic fields at Twin Ponds Park indicated they are in need of replacement. The project is nearing final design and scheduled to go out to bid this month. The contract award for this project is currently scheduled for Council consideration on June 19, which would be followed by construction of the project this summer.

Turf infill material is used to fill in between the blades of artificial grass and gives the field surface its resiliency to maintain safe play. The most frequently used infill material is Styrene Butadiene Rubber (SBR), commonly referred to as crumb rubber (ground up tires), and is currently used at the Twin Ponds and the Shoreline A&B fields. The use of SBR crumb rubber has been deemed safe to use by the Washington State Department of Health, while it has been questioned by some people due to concerns about potential negative health effects. At their April 2017 meeting, the Parks, Recreation and Cultural Services (PRCS)/Tree Board unanimously recommended that the City not use SBR crumb rubber due to its concerns over health and safety. The Board voted 4-2 to recommend the use of an organic material as infill for the synthetic turf field.

FINANCIAL IMPACT:

The Twin Ponds Turf and Light Replacement is one of three projects in the Turf and Lighting Repair and Replacement Project, a General Capital Fund project in the 2017-2022 Capital Improvement Plan (CIP). This CIP Project includes projects at Shoreline A&B fields, Twin Ponds and Hamlin Park Upper Baseball fields. The total overall budget is \$2,187,500. The total 2017 budget for the Twin Ponds Turf & Light Replacement is \$1.7 Million which includes a state grant of \$250,000. There would be no financial impact associated with the staff recommendation. However, if an alternative infill material is used for the Twin Ponds Project, the cost of the project is anticipated to

increase in the range of \$56,000-\$120,000, depending on the alternative material selected.

RECOMMENDATION

While this item is for Council discussion, staff is looking for Council direction on which turf infill material to select so that this material can be identified in the request for bid documents for this project. Staff recommends using Styrene Butadiene Rubber (SBR), commonly referred to as SBR crumb rubber, as the infill material for the soccer field at Twin Ponds Park.

Approved By: City Manager **DT** City Attorney **MK**

INTRODUCTION

As part of the 2006 Parks Bond, the Twin Ponds Park soccer field was converted to synthetic turf in 2008. The turf reached the end of its warranty period at the end of 2015, and a 2014 assessment of the surface and lighting of the athletic fields at Twin Ponds Park indicated they are in need of replacement. The project is nearing final design and scheduled to go out to bid this month. The contract award for this project is currently scheduled for Council consideration on June 19, which would be followed by construction of the project this summer.

Turf infill material is used to fill in between the blades of artificial grass and gives the field surface its resiliency to maintain safe play. The most frequently used infill material is Styrene Butadiene Rubber (SBR), commonly referred to as crumb rubber (ground up tires), and is currently used at the Twin Ponds and the Shoreline A&B fields. The use of SBR crumb rubber has been deemed safe to use by the Washington State Department of Health, while it has been questioned by some people due to concerns about potential negative health effects. At their April 2017 meeting, the Parks, Recreation and Cultural Services (PRCS)/Tree Board unanimously recommended that the City not use SBR crumb rubber due to its concerns over health and safety. The Board voted 4-2 to recommend the use of an organic material as infill for the synthetic turf field.

There are a variety of alternate materials that have recently been developed. They are generally more expensive and have not been tested for lengthy periods of time to assess their durability and long-term maintenance needs. A more detailed discussion about alternative materials is presented in the Discussion section of this staff report.

BACKGROUND

The Twin Ponds Park soccer field is actively used by the public. In 2016 there were 2,350 hours scheduled by user groups for competitive play on the field, which generated \$105,003 of revenue for the Parks Department. Approximately 17,100 youth and 15,800 adults in 27 different leagues use this facility on a yearly basis. Given this high level of use, the field operates at capacity.

The \$1.66 million project to replace the field is funded through the CIP with \$250,000 from a State youth athletic fields grant. In addition to the field replacement, the project will replace field lights and add security lighting along the pathway from the parking lots to the field. The project is scheduled for construction during the summer, a low use period and optimum construction weather. A key component of the field construction specifications is what type of turf infill material will be used.

As noted above, infill material is used to fill in between the blades of artificial grass and gives the field surface its resiliency. The most frequently used infill material is SBR crumb rubber. It is what is used at the Twin Ponds field now as well as the Shoreline A&B soccer fields. While the infill material is the subject of this discussion, it is just one component of a synthetic turf field. The complete synthetic turf field consists of artificial grass blades, infill material, sand and gravel base and a drainage system under the field.

In 2014, when staff began seeing signs of significant wear and tear on the field a consultant was hired to conduct an evaluation of the synthetic turf and light poles/fixtures. Based on the results of the assessment, the report recommended replacing the Twin Ponds soccer field by 2018 to keep the field safe for play.

The field will have been in use for about nine years. Its replacement is necessary primarily due to the wear of the artificial grass blades that requires complete replacement of the field surface. Other jurisdictions have experienced approximately the same life expectancy on their fields. The Seattle Department of Parks and Recreation operates on an 8-10 year replacement cycle.

The 2014 assessment reported the following field deficiencies at Twin Ponds:

- Artificial grass blades had worn from 2.5" tall when installed to 1.0-0.5" – that height exposes the infill material which reduces the shock absorption to the field, making it unsafe for players.
- When installed, the synthetic turf is rolled out and then glued together. Since installed, the seams in some places have become loose and create trip hazards.
- The edge anchors which hold the turf blades in place are failing due to minor settlement of the base aggregate, also creating trip hazards.
- The low infill material is more noticeable in high use areas such as goal boxes, corners and midfield kick circles.

DISCUSSION

The use of SBR crumb rubber as infill material has been questioned due to ongoing concerns about its potential negative health effects. There have been a number of news stories on this topic. Searching the internet for 'news about crumb rubber' results in numerous stories about concerns over the use of the material made from old car and truck tires. Some parks and recreation agencies have stopped using the material, opting for higher cost and less studied alternatives, like ground up tennis shoe material, coconut husks, and cork, while others continue to install it.

Health Assessments of Crumb Rubber

For over a decade there have been health concerns and research studies considering the health and safety of using crumb rubber in synthetic turf fields. According to the US Environmental Protection Agency (EPA), "concerns have been raised by the public about the safety of recycled tire crumb used in playing fields and playgrounds in the United States. Limited studies have not shown an elevated health risk from playing on fields with tire crumb, but the existing studies do not comprehensively evaluate the concerns about health risks from exposure to tire crumb rubber." (US EPA Website 2016).

In January 2017 the Washington State Department of Health issued a report on its "Investigation of Reported Cancer among Soccer Players in Washington State." The study was conducted in response to the incidence of cancer among soccer players, and in particular, soccer goalies. The Health Department formed a team with researchers from the University Of Washington School Of Public Health to investigate the incidence of cancer and review the relationship of crumb rubber and artificial turf to human health.

They found that “seven review articles published in the last 10 years all concluded that playing on artificial turf fields is unlikely to expose children, adolescents or adults to sufficient levels of chemicals from fields to significantly affect health.” They did acknowledge that there are some limitations to the existing research. The study found less cancer than expected among the soccer players when compared to the population in general. The final conclusion from the report is “The Washington State Department of Health recommends that people who enjoy soccer continue to play irrespective of the type of field surface.” The Washington State Department of Health report can be found at the following link: <http://www.doh.wa.gov/Portals/1/Documents/Pubs/210-091.pdf>).

Searching the internet for ‘health studies of synthetic turf fields’ results in numerous studies about the use of crumb rubber in synthetic turf fields. The federal government began a new study of the health effects of synthetic turf fields that resulted in a status report at the end of 2016. The federal study reports that there are between 12,000 and 13,000 synthetic turf recreation fields in the U.S. with 1,200 to 1,500 added each year. The status report does not present any conclusions about the safety or health effects of crumb rubber or any other surface material. The EPA has collected field samples that it will study more extensively. Information about the EPA’s research on this issue can be found at the following link: <https://www.epa.gov/chemical-research/federal-research-recycled-tire-crumb-used-playing-fields>).

Of the numerous studies completed over the past decade, the indication is that SBR crumb rubber does not present a risk to people using fields with that infill material. Two recent, local studies have concluded that:

“The studies acknowledge that turf materials contain hazardous constituents and that the public, notably children, are in contact with these hazardous constituents. What has not been demonstrated, however, is an exposure pathway by which he constituents can enter the body of the field users and do damage or initiate disease.” (Elisabeth Black CIH, EMB Consulting, April 14, 2015)

“Based on the data publically available for this analysis, the chemical levels found in FieldTurf SBR and Geoturf infill do not present a risk to people playing on or using the fields with these products. These conclusions are consistent with those of multiple regulatory agencies that have evaluated the risk from artificial turf products in general.” (Gradient Corp., May 26, 2015).

Environmental Assessment of Twin Ponds Field Replacement

In addition to concerns about the health effects of crumb rubber there has also been concern about the impact on the environment. The Twin Ponds field is in a unique location given its proximity to the ponds and the creek that flows through the park. The PRCS Department contracted with an environmental consulting firm to conduct a field assessment and literature review of the potential impact of replacing the lights and the field surface at the park. The study concluded:

1. No adverse impacts to Fish and Wildlife Habitat Critical Areas (FWHCAs) due to increases in noise levels above those that currently pertain will occur as a result of the project.

2. Less light spill into nearby FWHCAs will occur under proposed conditions compared to existing conditions, and adverse impacts to FWHCAs due to lighting are not anticipated to occur due to the proposed project.
3. Adverse impacts to water quality and impacts to aquatic habitat and associated FWHCAs are not anticipated to occur as a result of the proposed project.

Alternative Materials

When the Twin Ponds soccer field was originally installed there were few options for which type of synthetic turf material to use. The choice was between grass fields and synthetic turf fields using SBR crumb rubber. Since that time the advantages of synthetic turf over grass has been reinforced. The choice now is what type of synthetic surface and more specifically what type of infill material to use. The City’s consultants working on the design for the field replacement provided extensive information about alternative materials.

The alternatives to SBR crumb rubber include:

- Coated Crumb Rubber (standard crumb rubber coated with a pigmented acrylic or polyurethane coating which encapsulates the SBR crumb rubber, preventing direct exposure);
- Granular Cork;
- Nike Grind (scrap from the sneaker manufacturing process); and
- Thermo-Plastic Elastomer – TPE (similar to what plastic wine corks are made of).

Some of these materials do not provide the resiliency of SBR crumb rubber and require an additional underlayment (pad) so as to increase the resiliency. As well, while each of these products have a variety of unique characteristics, cost also varies. SBR crumb rubber is estimated to cost between 14% and 75% less than the alternative products.

The estimated acquisition and installation costs for an 80,000 square foot synthetic turf project are as follows:

| Material | Estimated Cost | Difference from SBR Crumb Rubber |
|-------------------------|-----------------------|---|
| SBR Crumb Rubber | \$508,000 | \$0 |
| Coated SBR Crumb Rubber | \$580,000 | +\$72,000 |
| Granular Cork & Pad | \$564,000-\$628,000 | +\$56,000-\$120,000 |
| Nike Grind | \$616,000 | +\$108,000 |
| TPE & Pad | \$888,000 | +\$380,000 |

Following this analysis, the Public Works and PRCS Departments narrowed the consideration of alternative materials to granular cork and Nike Grind. Coated SBR crumb rubber did not receive further consideration as it is believed it would have similar health and safety concerns as SBR crumb rubber. Coated SRB crumb rubber has also not been extensively researched. Additionally, TPE was not further considered due to its much higher cost. The following section provides additional information about the alternative materials that are being further considered:

Granular Cork

Cork is a natural and sustainably-sourced material. However, cork products have been used less than Nike Grind for synthetic turf fields. Cork also requires additional supplemental padding and there is concern that the material is lighter than Nike Grind and Crumb Rubber. The lighter nature of this fill may make it more prone to ‘float away’ and need to be replenished. The City of Seattle recently installed this material in one of their heaviest used fields as a pilot project. The material is organic but little information is available about potential health and environmental impacts. Maintenance of granular cork requires the same equipment as Nike Grind and SBR crumb rubber. The additional acquisition and installation cost is estimated at \$56,000 and \$120,000.

Nike Grind

Nike Grind is a remnant material from the production of tennis shoes. The material is ground up and repurposed for turf infill. It has been used at several fields in the northwest. The content of the material has not been extensively studied and little information is available about potential health impacts. The Nike website says they do not allow toxic materials in any of their products, though independent testing is limited. This product was recently installed at a high school in Burien and is more extensively used in the Portland, OR area. Maintenance of the Nike Grind infill is very similar to the traditional SBR crumb rubber. The additional acquisition and installation cost is estimated at \$108,000.

User Experience

Staff conducted an informal survey of field users to ask if any of our regular users had any experience with either of the alternative materials. Some reported positive experience on a recently installed granular cork field in Seattle but none reported having played on Nike Grind.

Precedent

It is likely that whatever decision is made now regarding infill material for the Twin Ponds field will set a precedent for replacement of the fields at Shoreline Park - A&B. Shoreline A&B is a two field complex that is in need of replacement in the next year or two. Given those fields are roughly double the size of the Twin Ponds field it is likely that the budget impacts presented above would be doubled.

Estimated costs for a 160,000 square foot synthetic turf project:

| Material | Estimated Cost | Difference from SBR Crumb Rubber |
|-------------------------|-----------------------------|---|
| SBR Crumb Rubber | \$1,016,000 | \$0 |
| Coated SBR Crumb Rubber | \$1,160,000 | +\$144,000 |
| Granular Cork & Pad | \$1,128,000- \$1,256,000 | +\$112,000-\$240,000 |
| Nike Grind | \$1,232,000 | +\$216,000 |
| TPE & Pad | \$1,776,000 | +\$760,000 |

Budget Considerations

The Twin Ponds Turf and Light Replacement Project is one of three projects in the Turf and Lighting Repair and Replacement project category in the General Capital Fund in the 2017-2022 Capital Improvement Plan (CIP). This CIP project category includes projects at

- Shoreline A&B fields: Completed in 2016 at a cost of \$194,655.
- Twin Ponds Light and Turf Replacement
- Hamlin Park Upper Baseball fields: planned for light pole replacement in 2018.

The total overall budget is \$2,184,655. The total 2017 budget for the Twin Ponds Turf & Light Replacement is \$1.7 Million which includes a state grant of \$250,000.

Turf and Lighting Repair & Replacement Projects

| Year | Project | Budget |
|----------------------|---|---------------|
| 2015 | Twin Ponds RCO Grant Application | \$2,845 |
| 2016 | A&B Turf and Light Pole Repairs | \$194,655 |
| 2017 | Twin Ponds Turf & Light Replacement | \$1,700,000 |
| 2018 | Hamlin Upper Baseball Fields Pole Repairs | \$290,000 |
| TOTAL PROJECT BUDGET | | \$2,184,655 |

Selecting an alternative infill material is anticipated to increase the Twin Ponds Turf and Light Replacement Project budget by \$56,000 to \$120,000, depending on which material is selected. Although this is the case, there is sufficient funding in the overall budget. However, the Hamlin Upper Baseball Fields Pole Repairs project would need to be re-scoped to accommodate a reduction in its budget to accommodate the change to alternative material.

The Hamlin Upper Baseball Fields Pole Repairs project has not started design and is likely to undergo a scope revision under any circumstance due to the declining use of the fields. It is likely a recommendation will be made later in 2017 to remove, rather than replace, the lights at Upper Hamlin, which would result in a significant budget reduction. That recommendation is dependent on final analysis of usage information and community involvement.

The future budget request to replace the A&B soccer fields at Shoreline Park may be impacted proportionally.

PRCS/Tree Board Recommendation

The PRCS/Tree Board considered this issue at its December 1, 2016 and April 27, 2017 meetings. At those meetings staff recommended the use of SBR crumb rubber as the infill material for Twin Pond's field replacement. Five members of the public testified and all were opposed on health, safety and environmental grounds. The Board had a thoughtful discussion and voted unanimously to recommend the City not use crumb rubber in any form at Twin Ponds. The Board was concerned about the environmental and health concerns associated with the material. The Board members spoke about the importance of the City being innovative and a leader as a healthy community. The Board did vote 4-2 to recommend an organic material be used as infill.

FINANCIAL IMPACT

The Twin Ponds Turf and Light Replacement is one of three projects in the Turf and Lighting Repair and Replacement Project, a General Capital Fund project in the 2017-2022 Capital Improvement Plan (CIP). This CIP Project includes projects at Shoreline A&B fields, Twin Ponds and Hamlin Park Upper Baseball fields. The total overall budget is \$2,184,655. The total 2017 budget for the Twin Ponds Turf & Light Replacement is \$1.7 Million which includes a state grant of \$250,000. There would be no financial impact associated with the staff recommendation. However, if an alternative infill material is used for the Twin Ponds Project, the cost of the project is anticipated to increase in the range of \$56,000-\$120,000, depending on the alternative material selected.

RECOMMENDATION

While this item is for Council discussion, staff is looking for Council direction on which turf infill material to select so that this material can be identified in the request for bid documents for this project. Staff recommends using Styrene Butadiene Rubber (SBR), commonly referred to as SBR crumb rubber, as the infill material for the soccer field at Twin Ponds Park.

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

| | |
|----------------------|--|
| AGENDA TITLE: | Discussing the Update of the 2017-2022 Surface Water Master Plan |
| DEPARTMENT: | Public Works |
| PRESENTED BY: | Uki Dele, Surface Water and Environmental Services Manager |
| ACTION: | <input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input checked="" type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing |

PROBLEM/ISSUE STATEMENT:

The purpose of this staff report is to discuss and receive guidance on policy issues associated with the Surface Water Utility for completing the 2017-2022 Surface Water Master Plan Update.

Staff are working with consultants, Brown and Caldwell and FCS Group (BC Team), to update the City's 2011 Surface Water Master Plan (2011 Master Plan). The purpose of the 2017 Surface Water Master Plan (Master Plan) is to address drainage and water quality challenges associated with growth, increasing regulations, and aging infrastructure. The Master Plan will guide the Surface Water Utility (Utility) for the next five to 10 years, including recommendations for capital improvements, programs, and a financial plan for long-term asset management.

The issues staff is seeking direction from Council on are:

- Issue 1: Use of Utility Funds on Private Property,
- Issue 2: Private Property Facility Maintenance Enforcement,
- Issue 3: Permitting for the Surface Water Utility, and
- Issue 4: Basis for Chargeable Area for Surface Water Management fees.

RESOURCE/FINANCIAL IMPACT:

With guidance from the Council, staff will develop information on the resource and financial impacts of the policies for incorporation in the Master Plan. The next Council update of the Master Plan is scheduled for July 17, 2017.

RECOMMENDATION

Staff has provided recommendations regarding the various policy considerations and would like Council's feedback for incorporation into the draft 2017 Surface Water Master Plan update.

Approved By: City Manager **DT** City Attorney **MK**

BACKGROUND

Staff are working with consultants, Brown and Caldwell and FCS Group (BC Team), to update the City's 2011 Surface Water Master Plan (2011 Master Plan). The purpose of the 2017 Surface Water Master Plan (Master Plan) is to address drainage and water quality challenges associated with growth, increasing regulations, and aging infrastructure. The Master Plan will guide the Surface Water Utility (Utility) for the next five to 10 years including recommendations for capital improvements, programs, and a financial plan for long-term asset management.

Since the 2011 Master Plan was completed, a number of changes have affected the Surface Water Utility's programs. Some of these changes include:

- Completion of five Drainage Basin Plans that have identified various projects and programs to address flooding, poor drainage and water quality issues.
- Experience with non-compliance with the NPDES permit for the 2013-2018 Permit cycle.
- Inspection and maintenance are now required for Low Impact Development (LID) Facilities on development and redevelopment.
- Required enforcement of stormwater management on private properties.
- Greater regional and local emphasis on sustainability, water quality, and habitat restoration.

The 2017 Master Plan will provide the Surface Water Utility with the guidance on program priorities and levels of service for the next five years. Clear policies will help staff implement the Master Plan, make appropriate decisions and provide clarity and predictability for Utility customers.

DISCUSSION

The following section of this staff report describes each policy question, identifies and compares alternatives, and presents staff recommendations. The issues staff is seeking direction from Council on are:

- Issue 1: Use of Utility Funds on Private Property,
- Issue 2: Private Property Facility Maintenance Enforcement,
- Issue 3: Permitting for the Surface Water Utility, and
- Issue 4: Basis for Chargeable Area for Surface Water Management (SWM) fees.

Issue 1: Use of Utility Funds on Private Property (Outside the Right of Way)

The Utility often receives requests to perform work on drainage systems that cross through private property. These requests may come from the affected property owner or a group of property owners, or others being impacted by the drainage system. Common requests include situations where runoff, from both public and private areas, flows through private property either through natural features (streams) or constructed features (stormwater infrastructure such as pipes and ditches). Many of these drainage systems were constructed prior to City incorporation in 1995. In some cases, the City has easements and the City is responsible for maintenance of these systems. However, in many cases, the City has no easements and these systems are considered

private (i.e., there is a presumption that the system is not publicly owned if there is no easement). It is these properties that are the subject of this policy question.

The challenge then for the Utility is where to draw the boundary between public and private drainage systems, with clearly defined and defensible criteria, in order to expend public funds for public benefit as opposed to private benefit.

Policy Question: Should the Utility spend public funds for drainage systems on private properties?

Alternative 1: Status quo – Public Infrastructure Preservation

One approach is to continue the existing practice of not expending Utility funds on private property unless it can be established that the drainage facilities in question are clearly the responsibility of the City, or instances when public infrastructure such as a road is threatened if action is not taken.

PROS: This approach limits City involvement with private systems, is legally defensible, requires the lowest funding level of any of the alternative approaches considered, and provides clear policy direction.

CONS: This approach may not be satisfactory to property owners who desire the city to take certain actions, and it will not allow city action to respond to situations where there is only a water quality or environmental enhancement opportunity.

Alternative 2: Develop a Program to Acquire Easement or Ownership of Priority Critical Infrastructures that the City Would then Operate and Maintain

This alternative would create a program of inventorying and establishing a list of critical drainage infrastructure on private property through a planning and engineering evaluation process that included public benefit (such as water quality and environmental enhancements) in addition to protection of public infrastructure. The list would be prioritized and a program established to acquire easement or ownership of the priority critical infrastructures that the city would then operate and maintain. Other drainage infrastructure would remain the responsibility of private property owners. This is a similar strategy used by the City of Bellevue's Strategic Initiative for Primary Storm Water Infrastructure.

PROS: This approach provides a program for identifying and acquiring easement or ownership of critical drainage infrastructure on private property, it provides a method to consider requests by the public for city maintenance of private drainage systems where a broader public interest than preservation of public infrastructure may be present, and assures a minimum level of maintenance of those facilities that move into the city maintenance program.

CONS: This approach will need to establish and fund a new program to inventory and prioritize critical drainage infrastructure for easement or ownership acquisition and new ongoing maintenance.

Recommendation

Staff recommends **Alternative 1**, which affirms existing practice.

Issue 2: Private Facility Maintenance Enforcement

This issue focuses on enforcement actions that the City must take with respect to maintaining stormwater systems on private properties. The NPDES Permit requires annual inspections and maintenance, if needed, of all permanent stormwater BMPs/facilities constructed on private properties. The permit further assigns responsibility for enforcement of proper maintenance activity to the City.

Staff anticipates that the majority of new development and redevelopment projects will have to construct new types of onsite stormwater facilities. Over time, virtually all properties will have the potential to come under this new inspection requirement. In July 2015, the City's planning-level redevelopment rate was estimated at 1.5 to 2.5 percent, suggesting that within a 50-year planning horizon, virtually all properties within the City of Shoreline could require annual drainage inspections.

The anticipated increase in the number of inspections and associated enforcement actions suggest that an alternate method be considered.

Policy Question: How should the City inspect and enforce maintenance of the stormwater facilities on private property?

Alternative 1: Status Quo – Use Current Inspection, Notification and Enforcement Mechanisms

The current process of private stormwater facility inspection and maintenance notification and enforcement was established after elimination of the SWM Fee Discount on January 1, 2017, and staff now utilizes the municipal code authority to oversee required Utility private drainage system inspection and enforcement activities.

Under this process, City staff sends a notification and then conducts an inspection of all properties that require inspection to evaluate if storm water facilities are properly functioning. Should the system require maintenance, repairs or other corrective action, property or business owners are sent a "fail notice" letter directing them to perform the required maintenance to the drainage system. After the work is complete, or if staff does not receive a reply, inspectors will then return to the site and inspect the facilities. If the property continually fails to meet maintenance standards a second and "final notice" is sent, followed by a "notice of violation", followed by corrective action.

Corrective action has two paths: where a maintenance covenant exists the City is allowed to perform the maintenance and invoice the property owner, and where there is no covenant, the enforcement process begins under the authority of SMC 20.30.720-790 and the case is sent to the City's Code Enforcement staff.

PROS: This alternative would not require creation of new municipal code for surface water maintenance enforcement, and using the existing code enforcement process is a generally accepted municipal business practice.

CONS: The code enforcement process may take longer than the allowed time for repairs under the NPDES permit (for example, catch basins must be cleaned and repaired within six months of inspection) and result in an NPDES violation.

Alternative 2: Establish a Self-Certification Process

This alternative would establish a process for property owners to conduct inspections and “self-certify” that the surface water system is maintained and operating correctly. This would be mandatory for all new private storm water systems and voluntary for earlier systems. Participation in the self-certification program would require providing a maintenance covenant to the city. Properties with earlier systems that did not volunteer for self-certification would continue to follow Alternative 1 above. The idea is that self-certification will have a higher compliance rate and require less inspections and enforcement.

With this Alternative, all properties in the self-certification program will be required to conduct inspections and submit a self-certification maintenance form to the Utility. The completed form is an affirmation by the property owner, or their duly authorized agent, that the required annual inspection and any required maintenance has been completed. Utility staff will then perform verification inspections on a select number (say five to ten percent) of those properties.

Enforcement of non-compliant properties in the self-certification program would utilize the maintenance covenant where the City is allowed to perform the maintenance and invoice the property owner. This is a similar enforcement mechanism used by King County; although King County’s self-certification program provides facility owners with a SWM fee reduction as an inducement to participate.

PROS: This alternative may result in the need for less staff time for inspection, verifying maintenance actions, and code enforcement; particularly as more facilities come on line overtime.

CONS: This alternative will require new code to establish the self-certification; it relies heavily on property owners and their agents to assess proper functioning of Stormwater systems. There is uncertainty of success in initiating a new program that relies on property owner inspection and self-certification. Without an incentive, existing systems have little reason to join.

Recommendation

Staff recommends **Alternative 2**, as this approach provides property owners the opportunity to be proactive rather than reactively managing their onsite stormwater infrastructure responsibilities.

Issue 3: Permitting for the Surface Water Utility

The City’s Surface Water Utility provides for and operates a Municipal Separate Storm System (MS4) that includes connections by private on-site systems; however, there is no single standard process for permitting on-site stormwater systems and connections to the MS4.

As a result, the City relies on multiple permitting processes for approval and implementation of onsite stormwater infrastructure and connection to the MS4. For example, onsite stormwater systems for residential properties are under the Residential Building Permit, onsite stormwater systems for businesses and multi-family properties

are under the Commercial/Multi-Family Building Permit, and connections to MS4 within the Right of Way (ROW) are administered under the ROW Site Permit.

While the City's NPDES Phase II Permit requires new development and redevelopment to infiltrate on site, there are instances when infiltration is infeasible and onsite storm systems must continue to connect or establish a new connection to the MS4. Additionally, there are instances where a combination of onsite infiltration and connections to the MS4 occur without a single permit to provide overall management these types of connections.

Policy Question: Should the Utility implement a stormwater permit?

Alternative 1: Status Quo – Utilize Existing Permit Process

This alternative will continue to rely on the current process that involves coordinating with up to four permitting processes including Commercial/Multi-Family Building Permit, Residential Building Permit, Site Development Permit and Right-of-Way Site Permits. The recorded actions related to onsite stormwater infrastructure and MS4 connections are located and managed in different permit records. Separate permits are used for tracking assets and private property inspections too.

PROS: No new permit would be required for stormwater.

CONS: Storm drainage reviews using multiple permits requires significant interdepartmental coordination with risk of missing items to ensure stormwater management is meeting regulations and maintenance standards. Information and approvals of stormwater management facilities reside in different documents. Responsibility for stormwater management program success remains dispersed and the potential for a permitting misstep is greater without a single unifying permit.

Alternative 2: Establish a Stormwater Permit

This alternative will consolidate all the onsite and ROW stormwater review activity into a single permit. This permit will support the other permits necessary for the development (e.g. stormwater work in the right of way will have a stormwater permit for the stormwater infrastructure and the permission to construct in the right for way will be included in the right of way permit). It will also provide visible tracking of properties that manage their stormwater onsite, as well as for those properties that connect to the MS4. Staff would develop written criteria for stormwater system permitting, connection approval, inspections, and final approval. With the permit, staff would also develop a process to manage ongoing inspections, operations, maintenance and enforcement of maintenance standards for private drainage systems as required by the NPDES Permit.

Stormwater permit fees could be used to help fund resources to manage the permit process, ensure appropriate in-field system installation and track the needed stormwater system data for on-going inspections, operations and maintenance and NPDES compliance. Examples of Cities that use Utility permits for Stormwater management include the City of Bellevue, City of Puyallup and the City of Auburn.

PROS: This approach will result in improved coordination with other permitting processes for stormwater management. It will also help facilitate a comprehensive

review, approval, implementation and improved maintenance tracking of Surface Water Management infrastructure in development and redevelopment of property within a single document.

CONS: A new stormwater permit process will be required and a new permit fee may be implemented with the permit.

Recommendation

Staff recommends **Alternative 2**, which would implement a single stormwater permit, to ensure required surface water information needed for NPDES compliance is collected and tracked consistently.

Issue 4: Surface Water Management (SWM) Fee Basis (Chargeable Area)

SWM fees are currently based on “impervious surface”. To meet the NPDES Permit requirement, the City now requires properties to reduce their impervious surfaces by implementing Low Impact Development (LID) Practices. In 2016, the Shoreline Municipal Code (SMC) was updated to include LID language that included changing references from “impervious surface” to “hard surface” as defined by the Washington State Department of Ecology (Ecology) with the exception of SMC 3.01.400, the Surface Water Management Fee Schedule. A comparison of the definitions of “impervious surface” and “hard surface” are provided in Attachment A, and an illustration of impervious and hard surface fee calculation is provided in Attachment B.

With the definition of impervious surface, pervious surfaces such as permeable pavements and vegetated roofs will no longer be chargeable areas for SWM Fees. However, these surfaces are included in the Hard Surfaces definition. The City’s level of service for stormwater conveyance requires the same downstream capacity and costs for both “impervious and “hard” surfaces because the system must provide conveyance in the event of permeable surface system overload during storm events and/or permeable surface system failure. Inspections and oversight of on-site stormwater systems will remain the same with either definition.

In addition Surface Water Utility revenues could decline over time as redeveloped properties reduce impervious surfaces by using permeable pavement and vegetative roofs (“hard surface” areas).

Policy Question: Should SWM fees be based on hard surface or impervious surface area?

Alternative 1: Status Quo - Maintain Existing SWM Fees Based on Impervious Surface

With this alternative, the chargeable area will be left as is, and SWM fees will continue to be based on impervious surface.

PROS: This alternative requires no SMC amendments.

CONS: This alternative could result in some revenue loss for development that reduces impervious surfaces through the use permeable pavements or other permeable surface treatments. This alternative could potentially cause some

confusion among ratepayers with the hard surface and impervious surface terms used by Ecology.

Alternative 2: Use Hard Surfaces for SWM Fees

This alternative will replace the term “impervious surface” with “hard surface” for purposes of calculating SWM fees in SMC 3.01.400. It requires an approach for tracking the changes to impervious surfaces more closely to identify parcels with pervious surfaces like permeable pavements. This would ensure a constant revenue stream as permeable, hard surfaces are installed in coming years (e.g. permeable pavements and green roofs). This approach recognizes that the City level of service for stormwater conveyance requires the same downstream capacity and costs for both “impervious and “hard” surfaces because the system must provide conveyance in the event of permeable surface system overload during storm events and/or permeable surface system failure.

PROS: Assures constant revenue stream as hard surfaces replaces impervious surfaces and avoids potential confusion among ratepayers with Ecology’s use of hard surface and impervious surface terms.

CONS: This alternative would require an amendment to SMC 3.01.400 and will require developing and maintaining an up-to-date inventory and tracking process for managing the changes in hard surfaces.

Recommendation

Staff recommends **Alternative 2** for this policy issue. Updating the chargeable area term to hard surface reduces the risk of revenue decay for the Utility.

COUNCIL GOAL ADDRESSED

This Master Plan project addresses City Council Goal #2: Improve Shoreline’s Utility, transportation and environmental infrastructure.

RESOURCE/FINANCIAL IMPACT

Upon receiving direction from Council, the resources and financial impacts of the policies will be incorporated in the Master Plan. Council will be updated as the Master Plan Progresses.

RECOMMENDATION

Staff has provided recommendations regarding the various policy considerations and would like Council’s feedback for incorporation into the draft 2017 Surface Water Master Plan update.

ATTACHMENTS

- Attachment A – Impervious and Hard Surface Definitions
- Attachment B – Example Impervious and Hard Surface Fee Calculation

Attachment A - Definitions of Impervious Surface and Hard Surface

| Impervious Surface | Hard Surface |
|--|--|
| <p>“Impervious surface” means a non-vegetated surface area that either prevents or retards the entry of water into the soil mantle as under natural conditions prior to development and causes water to run off the surface in greater quantities or at an increased rate of flow from the flow present under natural conditions prior to development. Common impervious surfaces include, but are not limited to, roof tops, walkways, patios, driveways, parking lots or storage areas, concrete or asphalt paving, gravel roads, packed earthen materials, and oiled, macadam or other surfaces which similarly impede the natural infiltration of stormwater.</p> | <p>“Hard surface” means an area which either prevents or retards the entry of water into the soil mantle as under natural conditions, an impervious surface, a permeable pavement, or a vegetated roof.</p> |

**Permeable Pavement and vegetated roof are not impervious surface and will not be charged for surface water fees although they may contribute to the city maintained stormwater system*

Attachment B – Impervious and Hard Surface Fee Calculation

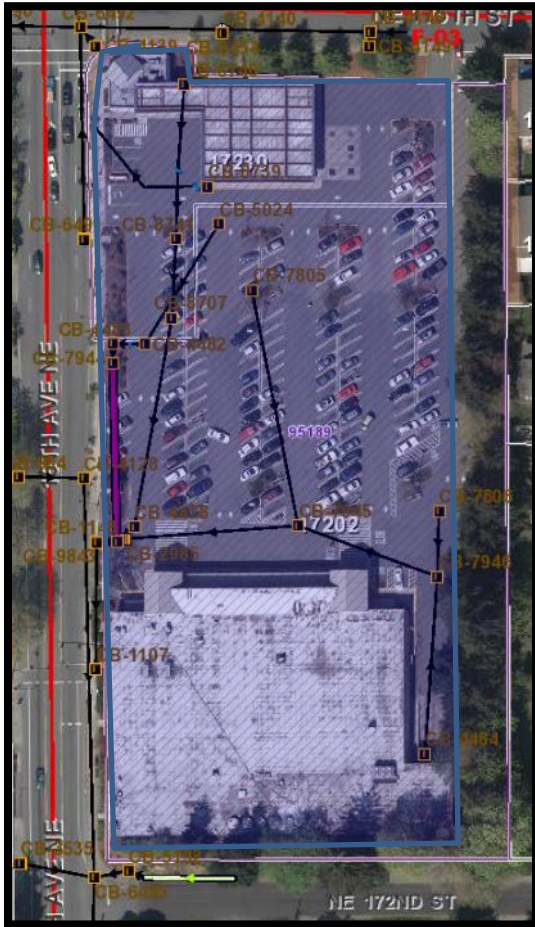


Figure 1 – 3.25 Acre Commercial Property

- Rate Class 7 – Very Heavy
- % Impervious Surface is More than 85%
- SWM Fee is \$8,479/year



Figure 2 – 3.25 Acre Commercial Property with 1.5 Acre permeable pavement parking lot

- Rate Class 4 – Moderate
- % Impervious Surface is More than 20% but less than 45%
- SWM Fee is \$2,629/year

Using the Example Property above, if the commercial property should redevelop with a permeable pavement parking lot, the percent impervious surface will be reduced by almost 50%, which could result in almost 50% less revenue from the property.

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

| | |
|----------------------|--|
| AGENDA TITLE: | Discussing the Repeal of Resolution 312 – Reduction of Regional and Statewide Association Dues |
| DEPARTMENT: | City Manager’s Office |
| PRESENTED BY: | Scott MacColl, Intergovernmental Relations Program Manager |
| ACTION: | <input type="checkbox"/> Ordinance <input type="checkbox"/> Resolution <input type="checkbox"/> Motion <input checked="" type="checkbox"/> Discussion <input type="checkbox"/> Public Hearing |

PROBLEM/ISSUE STATEMENT:

Council has received notice that two City-supported associations are proposing dues increases for the next year: the Puget Sound Regional Council (PSRC) and the Puget Sound Clean Air Agency (PSCAA). The PSCAA board voted on April 27th to implement the increase. Mayor Roberts will be representing the City at the PSRC membership meeting in May, where the membership votes on the budget. Council needs to provide direction for Mayor Roberts to cast the City’s vote on the PSRC budget.

The most recent Council direction regarding association dues was adopted in 2011 (Resolution No. 312), which encouraged City-supported associations to work toward reducing their budgets and membership dues for that year and future years. The resolution was in response to many associations proposing dues increases during the recession that, at that time, cities, and Shoreline specifically, were faced with reducing their expenditures.

As cities’ financial outlooks have changed significantly in the intervening six years, changing Council policy and direction first requires rescinding Resolution No. 312 and then enacting a new policy. Staff has proposed guiding principles for considering association dues increases to guide council decisions for both the PSRC and PSCAA dues increase proposals and moving forward for future proposals as they arise.

RESOURCES/FINANCIAL IMPACT:

Supporting the dues increases for the PSRC and the PSCAA will result in a dues increase of \$787 and \$751, respectively, for Shoreline.

RECOMMENDATION

Staff recommends that the City Council repeal Resolution No. 312 and adopt the associated Guiding Principles for Supporting External Association Dues Increases.

Approved By: City Manager **DT** City Attorney **MK**

BACKGROUND

Council has received notice that two City-supported associations are proposing dues increases for the next year: the Puget Sound Regional Council (PSRC) and the Puget Sound Clean Air Agency (PSCAA). The PSCAA board voted on April 27th to implement the increase. Mayor Roberts will be representing the City at the PSRC membership meeting in May, where the membership votes on the budget. Council needs to provide direction for Mayor Roberts to cast the City's vote on the PSRC budget.

The most recent Council direction regarding association dues was adopted in 2011 (Resolution No. 312), which encouraged City-supported associations to work toward reducing their budgets and membership dues for that year and future years. Resolution No. 312 (Attachment A) was in response to many associations proposing dues increases during the recession at that time. Council was concerned about supporting association increases when Shoreline, along with many cities, was faced with reducing its expenditures.

The City is a member of numerous associations that are funded through dues the City pays. It is likely that other associations will present dues increases within the next year or two. The City pays dues to the following associations:

- Sound Cities Association (SCA)
- Shoreline Chamber of Commerce (Shoreline Chamber)
- National League of Cities (NLC)
- Association of Washington Cities (AWC)
- Puget Sound Clean Air Agency (PSCAA)
- Puget Sound Regional Council (PSRC)
- Seashore Transportation Forum (SeaShore)
- Enterprise Seattle
- Water Resources Inventory Assessment Area 8 (WRIA 8)

DISCUSSION

The regional financial picture has changed significantly since Resolution No. 312 was passed, and each association has a different situation. As noted above, the City has received notice that two associations are or have proposed to increase their dues – PSCAA and PSRC.

PSRC Dues Proposal

PSRC is proposing to increase dues by 4% both in 2018 and 2019 to address replenishing their reserve fund. Their policies include a reserve fund policy with a target reserve fund balance of two months of operating expenditures. Currently, the agency's reserve fund balance is approximately 63% of the recommended target. In order to build the reserve fund to the recommended target level, the additional local funds would be generated by a 4% dues increase in each of the fiscal years 2018 and 2019.

PSCAA Dues Proposal

The Puget Sound Clean Air Agency (PSCAA) Board adopted assessment rates for 2018, including a proposed increase to the per capita assessment to cities of \$0.01, from \$0.81 to \$0.82, at its April 27 meeting.

The per capita increase is combined with any rate adjustments driven by changes to total population and assessed value to arrive at the total fee per jurisdiction. The stated purpose for the proposed per capita rate increase is to address inflationary pressures on expenses and to support PSCAA's work to implement their strategic plan, including a stronger emphasis on greenhouse gas emissions reductions.

Draft Guiding Principles for Supporting External Association Dues Increases

Council needs to decide whether or not they support these dues increase proposals. Currently, Resolution No. 312 would dictate opposing any increases. However, simply repealing the resolution means that Council would have to take a position every time an association proposes a dues increase. In lieu of that path, staff is proposing that Council adopt guiding principles for what would be acceptable reasons for dues increases moving forward. Those principles would provide direction to Councilmembers and staff when presented with proposed dues increases in the future.

Below are a proposed set of Guiding Principles for Council consideration. The draft principles recognize that these associations face the same pressures cities face (e.g. increases in costs, drawn down reserves), and that the associations need to be mindful of the pressures that face the cities that make up their membership.

The draft Guiding Principles are as follows:

1. Recognize that cities have a 1% limit in property tax growth and as such, membership organizations should recognize that their member resources are likely growing at a pace less than inflation.
2. Regular, moderate increases that are tied to an index to maintain service levels should be the practice as opposed to large one-time increases to catch up.
3. Agencies should have written and adopted financial reserve policies and the agencies dues structure should incorporate these policies.
4. Dues or assessment increases to support a higher level of service needs to be in response to membership agencies requesting the higher level of service.
 - a. Discussion with membership/boards on alternatives (lower level of service within existing membership rates vs. the higher level of service).
5. Change in assessment due to changes in assessment factors (e.g. population or assessed valuation) need to reflect
 - a. An adopted method of allocation of proportional share; and
 - b. A methodology that provides stability and predictability for costs year to year for member agencies.
6. Dues/Assessment increases that are in excess of inflation, and not a result of a change in adopted assessment factors, should be brought to the Council for discussion.

If adopted, these policies would provide Mayor Roberts direction to support the PSRC proposed increase at the membership meeting in May. As well, these Guiding Principles would be used by the Mayor and Council when facing future dues increases for other associations.

RESOURCES/FINANCIAL IMPACT

Supporting the dues increases for the PSRC and the PSCAA will result in a dues increase of \$787 and \$751, respectively, for Shoreline.

RECOMMENDATION

Staff recommends that the City Council repeal Resolution No. 312 and adopt the associated Guiding Principles for Supporting External Association Dues Increases.

ATTACHMENTS

Attachment A: Resolution No. 312

RESOLUTION NO. 312

A RESOLUTION OF THE CITY COUNCIL, CITY OF SHORELINE, WASHINGTON, REQUESTING THAT CITY DUES SUPPORTED REGIONAL AND STATEWIDE ASSOCIATIONS WORK TOWARD REDUCING THEIR BUDGETS AND MEMBERSHIP DUES FOR 2011 AND FUTURE YEARS.

WHEREAS, Shoreline and cities across King County are facing significant loss of revenue; and

WHEREAS, Shoreline and cities are struggling to continue to provide services while trying to keep up with increasing costs; and

WHEREAS, Shoreline and other cities have made significant budget cuts that affect needed services; and

WHEREAS, Shoreline is committed to finding additional efficiencies and cost savings; and

WHEREAS, city-supported associations add value both to the city and to the region and state; and

WHEREAS, some associations funded by local governments demonstrated leadership by cutting their dues by up to 15%; and

WHEREAS, city supported associations should also cut costs and pass along those savings to cities; **NOW THEREFORE**

THE CITY COUNCIL OF THE CITY OF SHORELINE, WASHINGTON, HEREBY RESOLVES:


Section 1. The Shoreline City Council encourages city-supported associations to work toward reducing budgets and membership dues and assessments for 2011 and future years.

Section 2. Shoreline staff and elected officials shall work with these associations and their directors as appropriate to achieve these cost reductions for the benefit of Shoreline taxpayers.

ADOPTED BY THE CITY COUNCIL ON FEBRUARY 28, 2011.


Keith A. McGlashan, Mayor

ATTEST:


Scott Passey, City Clerk