

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	2014 Proposed Budget Department Presentations		
DEPARTMENT:	City Manager		
PRESENTED BY:	Debbie Tarry, Interim City Manager Robert Hartwig, Administrative Services Director		
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 City Manager presented the 2014 proposed budget to the City Council on October 14, 2013 and department presentations began on October 21. Tonight's agenda continues the department presentations, including review of the Public Works department budget, the 2014 Capital Improvement Plan, the Surface Water Utility budget, and a brief description of other funds. The presentation will indicate how closely tied the budget requests are to Council Goals, City initiatives and daily services. Tonight, staff from Public Works will be available to answer City Council questions.

Future budget workshops will be held on November 4 and November 18. Public hearings for the 2014 budget will also be held on November 4 and November 18. Adoption of the 2014 property tax levy, budget, and capital improvement plan are scheduled for November 25.

RESOURCE/FINANCIAL IMPACT:

The 2014 Proposed Budget totals \$71,900,115. The proposed 2014 budget is balanced and includes adequate reserve levels to meet all adopted budget policies.

The City's operating fund expenditures total \$37,895,370 for 2014, which represents 53% of the total budget. The City's debt service expenditures total \$3,371,617 and represent 5% of the total budget. The City's 2014 capital expenditures total \$25,036,383, which represents 4% of the City's proposed expenditures. The Surface Water Utility Fund makes up the enterprise fund category and is 7% of the total. This includes all surface water related activities including operations and capital projects. Finally, the proposed expenditures for internal services are just under 1% of the City's total budget.

2014 total projected expenditures represent a 2% decrease from the current 2013 budget. While operating expenditures are projected to increase by 1% (\$518,526), capital expenditures are projected to decrease by 6% (\$1.6 million). The primary reason for the decrease in capital spending is the one-time maintenance facility acquisition occurring in the General Capital Fund during 2013.

The following table is a summary of the proposed budget by fund:

	2014 Proposed Budget			2013 Current		
Fund	Beginning Fund Balance	Revenue	Expenditures	Ending Fund Balance	Budget Expenditures	13-14 % Change
Operating Funds:						
General Fund	9,390,143	\$ 34,142,054	\$ 35,506,938	\$ 8,025,259	\$ 34,877,598	1.80%
Revenue Stabilization Fund	5,151,397	0	0	5,151,397	0	n/a
Property Tax Equalization Fund	1,189,150	0	0	1,189,150	0	n/a
Streets	695,237	1,815,589	1,999,037	511,789	2,217,696	-9.86%
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RECOMMENDATION

No action is required by the City Council. Department presentations will be for informational purposes and provide an opportunity for Council to ask specific questions regarding proposed department budgets.

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

DISCUSSION

Tonight's agenda continues the department presentations. The focus is on the Public Works department budget, the 2014 Capital Improvement Plan, the Surface Water Utility budget (including both operating and capital needs), and a brief description of other funds. The presentations will indicate how closely tied the budget requests are to Council Goals, City initiatives and daily services.

PUBLIC WORKS DEPARTMENT BUDGET

Personnel

Overall, the 2014 budget proposes 3.0 new full-time equivalent (FTE) positions. One of the proposed new FTEs is in the Public Works Department.

Engineering Technician

The 2014 Budget includes a recommendation to add 1.0 FTE Engineering Technician in Public Works to provide support to implement and maintain the asset management system for the traffic and street programs.

The Engineering Technician recommendation is necessary for the next phase in implementing the City's Asset Management System. The next phase of Asset Management cannot be accomplished without additional resources. In 2013 the Surface Water Utility became the first operation to implement the system. The Engineering Technician recommendation is being made to specifically support Streets, Traffic, and Fleet & Facilities operations as recommended in the City's Assessment and Implementation Study for Asset Management.

Asset management is a key operational strategy for the City and has been noted as a specific action step within Council Goal #2 – *Improve Shoreline's utility, transportation, and environmental infrastructure*. The core value of an asset management system is the ability to achieve operational efficiencies and cost-effective outcomes through management, tracking, and analysis of City assets and the work orders that guide the management of the assets. Inherent in all systems are both the tools that allow the work to be accomplished and the labor needed to accomplish the work. In this case, without the staff needed to implement and maintain the City's asset management system, the value-added effectiveness of the tool will be significantly diminished.

The city is responsible for providing basic infrastructure and to ensure that it is well managed and maintained. If we only look at components, that might seem easy to do. But when viewed from a more strategic perspective, there are many decisions that are driven by the basics that have profound impact and consequences. When faced with multiple infrastructure needs, which of those needs are the most critical? Which could result in risk for the city and its citizenry? Which would best support the City Council goals? And how can the city make decisions that increase the efficiency and reduce the cost of maintaining the infrastructure it provides?

It takes sound data and analysis to guide these investments. Without a strong asset management foundation, it is difficult to establish the sound performance of an

integrated city infrastructure, and to assess associated risks. And all this information should inform the Council on the prioritization of capital investments that are required or impact the achievement of Council goals.

The position that is requested in the 2014 budget is one dedicated to ensuring that up-to-date asset information is maintained, analyzing the work that is performed on each asset, and identifying areas of improvement in the manner in which the city's infrastructure is managed. Further, this position will frame up information that should be considered for prioritization of future funding and capital investment. Without an individual with this sole focus, it is likely that all the work implementing asset management that has been accomplished to-date will become outdated and its usefulness diluted.

It is of interest to note that two local cities, Kirkland and Redmond, are actively seeking staff to fill a similar role in their governments. The City has invested in a system that provides the foundation for true asset management and the use of data to guide infrastructure decisions. In order to realize the full potential of our investment, we must provide the staff to maintain asset integrity and perform the analysis that will guide future investments.

The City has significant investment in roads and supporting traffic systems including signals, signs, and sidewalk. In fact the historical valuation of these systems exceeds \$51 million. Replacement cost would far exceed this historical valuation. Effective management of these assets is essential in determining future maintenance and replacement budgets and work schedules. This is ultimately the goal of an asset management system – to be able to most effectively address the maintenance needs of the City's assets for the long-term sustainability of the asset.

Future phases of asset management system will include adding the City's parks and related assets and potentially publically owned trees. Additionally, once water and wastewater utilities are managed by the City, asset management will be essential for the successful management and operation of these utilities. These utilities' ability to function effectively on the first day of operation in the future requires the City's investment today. It is likely that one additional FTE will be required to support the full implementation of asset management for the City's general fund asset classes. Although this FTE will be supporting general fund asset classes in the near and mid-term, it is possible that this FTE might also work on park or utility asset management in the future. This would be accomplished by charging this FTE's time against the corresponding utility's enterprise fund.

Engineering Technician Alternatives

Given the importance of furthering the asset management initiative, staff will need to allocate additional resources to move to the next phase of implementation. If Council is interested in reviewing alternatives to the addition of the Engineering Technician position, staff would suggest two options. The first would be to advertise and hire the position on a contract basis for a period of two years. This would make the position a one-time request as opposed to an ongoing request. Continuing to fund the position would be contingent on future Council approval. While this may limit the hiring pool, it

would allow Council the flexibility to assess the performance and progress of the asset management program without committing to ongoing staff resources.

A second option would be to convert an existing position within the Street Division to the Engineering Technician. While this option would reduce our ability in the field to accomplish specific street maintenance and capital improvement tasks, this would have to be considered if a new FTE is not funded. Asset management is the backbone of how and when we decide which work is to be completed, allows the City to maintain a record of condition, and also allows us to manage the liability of our assets.

Reclassification Recommendations

There is also a recommendation to reclassify two (2) existing positions in the Public Works department. These reclassifications are split between the General Fund, Street Fund, and Surface Water Utility Fund. The two reclassifications are:

- *Reclassification of the Public Works Operations Manager to a Utility and Operations Manager.* This reclassification is necessary to manage and prepare for the future operations of the utilities. The split is 45% Street Fund/55% Surface Water Fund.
- *Reclassification of the Management Analyst to a Senior Management Analyst in Public Works* to provide support to the Utility/Operations Manager. The split is 35% General Fund/65% Surface Water.

The reclassification of the Public Works Operations Manager to a Utility and Operations Manager is necessary to provide the direct management for creating the Water Utility over the next several years, as well as to accommodate the future management structure within the department.

The reclassification of the Management Analyst to a Senior Management Analyst is necessary for 2014 as the City begins planning for the new Water Utility. Staff has drafted a preliminary work plan for the creation of the Water Utility and the specific skill set from a Senior Management Analyst position is seen as essential in planning and completing key tasks for the new utility.

Council Goal Investments

The City Manager is focused on supplemental budget requests that directly support Council goals, enhance the level of the maintenance of city assets, or provide for operational efficiencies. As discussed on September 9, the proposed 2014 budget will include a recommendation to fund various items. Those specific to the Public Works Department budget include:

Ø *One-Time Funding Requests:*

- *Extra Help – Construction Inspector* (\$36,100) for 1,040 hours of temporary assistance for right of way permit inspections needed due to increased construction activity. The cost is off-set by additional revenue.

- *Replacement and Upgrade of City Sign Truck* (\$46,184) for a larger heavy duty truck with accessories including a crane to remove concrete sign foundations. This truck will be able to carry more signs and supplies than the previous vehicle which should reduce the number of return trips to the shop. This purchase will also increase the ongoing costs by approximately \$13,800 for fuel, repairs and the annual equipment replacement charge.
- *Asphalt Repair Equipment* (Council Goal # 2; \$134,138) to purchase a skid steer tractor and trailer with a 24" grinder/planer, grading blade, clam bucket, forks, broom and collections pan to increase the amount of pavement repair. Currently staff is renting equipment for up to five months of the year. By purchasing the equipment staff will be able to perform maintenance year round. This purchase will increase the ongoing costs by \$19,000 for fuel, repairs and the annual equipment replacement charge which will be partially offset by the elimination of the annual rental expense of \$12,755.
- *Sidewalk Maintenance Equipment* (Council Goal # 2; \$25,636) to purchase a grinder with two drums, a cart, vacuum and trailer to repair sidewalks and other paved walkways. This purchase will increase the ongoing costs by \$3,100 for fuel, repairs and the annual equipment replacement charge.

Ø *On-Going Program Requests:*

- *Engineering Professional Services* (\$10,000) to provide funding for professional assistance as needed for things such as the review of legal descriptions, development of construction estimates and to design or build systems or tools to aid engineering staff.
- *Street Lighting Program* (\$3,000) for additional electricity costs related to adding up to ten new streetlights.

2014 – 2019 CAPITAL IMPROVEMENT PLAN (CIP)

Council Goal Investments

As discussed above, the proposed 2014 budget includes one-time and ongoing recommendations to fund various items. Those specific to the Capital Improvement Plan include:

Ø *One-Time Funding Requests:*

- *Grant Matching Funding/CRA Implementation* (Council Goals #s 1 and 2; \$300,000) to fund a transfer from the General Fund to the Roads Capital Fund to provide a source for matching emerging grant opportunities or to fund improvements in support of the Aurora CRA.

General CIP Discussion

The 2014 proposed budget will include the proposed 2014-2019 CIP. Staff has reviewed the current 2013-2018 CIP, the City's various master plans, and the projected available revenues. Staff recommends modifications to the CIP including the addition of

some projects for Council's review and input. As Council is aware there are limited capital funds for the many capital needs of the City. Any new projects recommended in the CIP are primarily funded with new funding sources or future anticipated grants. A summary of projects (excluding Surface Water – see below) follows:

A. General Capital Fund

New Projects:

- Ø *King County Parks, Trails and Open Space Replacement Levy:* This project will use funds allocated to the City from the renewed levy for parks maintenance and other improvements.
- Ø *Paramount Open Space Acquisition:* This project will actually occur in 2013, per the Council's authorization on October 7. This will be included in the 2013 budget amendment to be considered by Council on November 4. This project will acquire a 0.4 acre property adjacent to Paramount Open Space Park located at 946 NE 147th Street.
- Ø *Police Station:* Council will continue to discuss this project on November 18. Staff has recommended locating the police station in the existing City Hall building. This will require a build out of the existing third floor of City Hall, remodeling of the first floor, and additional site improvements for use as a police station.
- Ø *Parks, Recreation and Open Space Plan Update (2016-2017):* This project will update the Parks, Recreation and Open Space (PROS) Plan to meet Washington State Growth Management Act (GMA) 36.70A 130(4) and Comprehensive Plan Goals to provide updates to this plan every six years. It was last updated by Council Adoption on July 25, 2011.

Changes from the 2013-2018 CIP:

- Ø *Ballinger Neighborhood Parks Master Planning:* The timing of the project has been changed from 2015 to 2018.
- Ø *Echo Lake Improvements:* Total project cost increased slightly (\$997) but completion was delayed from 2013 to 2014 due to the time required for coordination with Seattle City Light.
- Ø *Park at Town Center:* The total cost for this project has decreased from \$1,129,245 to \$321,430 to include design costs only until a funding source is identified. The timing of this project has changed with completion of design occurring in 2019.
- Ø *Parks Repair and Replacement:* The cost of this project has increased from \$2,635,700 to \$3,041,083 to include funding in 2019.
- Ø *Regional Trail Signage:* The total cost has decreased from \$175,000 to \$168,491 and the project completion has moved from 2013 to 2014.

- Ø *Sunset School Park Project*: The project cost has increased from \$205,000 to \$305,584 to add new playground equipment, play field improvement, an ADA ramp, and loop pathway. The additional cost will be funded primarily with grants. The completion of this project has been moved from 2013 to 2014 due to a delay in negotiations of the joint use agreement with Shoreline Public Schools.
- Ø *Maintenance Facility*: The cost of this project has increased from \$3,373,000 to \$3,590,000 consistent with previous City Council actions.

B. City Facilities-Major Maintenance Fund

Changes from the 2013-2018 CIP:

- Ø *Police Station Long-Term Maintenance*: The project has been decreased by \$48,203. The 2013 budget included \$25,000 to install lighting. The lighting project was reduced to \$5,000 to make funds available for the emergency pool boiler replacement. The current CIP included \$20,000 in 2015 for exterior painting. This has been removed as the City moves forward with planning for a new police facility.
- Ø *Pool Long-Term Maintenance*: The total project cost has remained the same as no projects have been added for 2019 pending the outcome of the Repair/Replacement Needs Analysis

C. Roads Capital Fund

New Projects:

- Ø *25th Avenue – 195th to 200th Sidewalk (2014-2015)*: This project will install sidewalks on the west side of 25th Avenue NE in front of the new City Maintenance Facility and Brugger's Bog Park and extend pedestrian improvements to NE 200th Street.
- Ø *1st Avenue N.E. Sidewalk (2015)*: This project will install new sidewalks on 1st Avenue NE between NE 192nd Street and NE 195th Street. The project has been submitted for grant funding and will only proceed if grant funding is received.
- Ø *Bike System Enhancement (2015)*: This project will implement portions of the Bicycle system plan approved under the Transportation Master Plan by installing wayfinding signage, bike lanes, and sharrows at various locations throughout the City. This project has been submitted for grant funding utilizing the Regional Trail Signage project as a match. The project will only proceed if the grant is awarded.
- Ø *Einstein Safe Route to School (2014)*: This project will construct sidewalks on the south side of NW 195th Street from 3rd Avenue NW to 8th Avenue NW. The project will install or replace curb ramps at the intersections with 3rd NW, 5th NW and 8th NW.
- Ø *Interurban Trail/Burke Gilman Connectors (2014)*: This project provides two routes (north and south) to connect Shoreline's section of the regional Interurban Trail to Lake Forest Park and the Burke-Gilman Trail.

Changes from the 2013-2018 CIP:

- Ø *Briarcrest Safe Routes to School:* The project has decreased from \$557,500 to \$514,668 to reflect actual cost. The project completion has been extended from 2013 to 2014 to reflect the one-year plant establishment period.
- Ø *NE 195th Separated Trail:* Total project cost increased from \$430,000 to \$471,950.
- Ø *Traffic Safety Improvements:* Includes the addition of funding for projects in 2019. The annual funding level has been reduced to include design and construction costs only. No city staff time will be charged to the project.
- Ø *Annual Road Surface Maintenance:* Includes the addition of funding for projects in 2019.
- Ø *Curb Ramp, Gutter, & Sidewalk Program:* Includes the addition of funding for projects in 2019 and a slight increase each year.
- Ø *Traffic Signal Rehabilitation:* Includes the addition of funding for projects in 2019 and a slight increase in the annual budget.
- Ø *Aurora Corridor Project (192nd Street to 205th Street):* The estimated cost of this project has increased from \$41.5 million to \$44.1million to reflect revised engineering estimates. The completion of the project has been moved from 2015 to 2016.
- Ø *Aurora Avenue 145th Street to 192nd Street Safety Improvements:* This project was created after the adoption of the 2013-2018 CIP due to the award of a Highway Safety Improvement Program grant to construct pedestrian safety signal improvements along the corridor.

SURFACE WATER UTILITY FUND BUDGET

Personnel

As discussed the overall 2014 budget proposes 3.0 new FTEs. One of the proposed new FTEs is in the Surface Water Fund Budget.

- *Add 1.0 FTE Capital Project Manager II* to support planned capital improvement projects.

The Capital Projects Manager II recommendation is specifically to support the Surface Water Utility and the pursuit of increased capital construction through a debt service strategy discussed with Council on September 9th. The increased level of capital investment for 2014 through 2017 is primarily related to recommendations coming out of the completed Boeing and Storm Creek Basin Plans (September 9 Staff Report, page 9a-22). This new capital program for the Surface Water Utility will require this resource to design the improvements in 2014 and then begin construction in subsequent years.

In later years, this position is seen as necessary in the development of the City's future Water Utility to plan for the separation of the system from Seattle and planning of the City's new water main replacement program.

Council Goal Investments

As discussed above, the proposed 2014 budget includes one-time and ongoing recommendations to fund various items. Those specific to the Surface Water Utility Fund include:

Ø Ongoing Funding Requests:

- *Maintenance and Operations* (\$13,823) moving all Street sweeping operations to the Surface Water Fund.

Surface Water CIP Discussion

As discussed above the 2014 proposed budget includes the proposed 2014-2019 CIP. The Surface Water portion of the CIP follows:

Policy Issues:

- Ø *Surface Water Fees:* In the 2014-2019 CIP, surface water rates have been increased by three percent (3%) in 2014 and 2015, four percent (4%) in 2016 and five percent (5%) in 2017 through 2019. This equates to an annual increase of approximately \$4.00 for a single family residential home in 2014. This issue was discussed in depth at the September 9 Council meeting.

New Projects:

- Ø *Hidden Lake Maintenance Study:* The study was identified in the 2013 Boeing Creek Basin Plan and is a feasibility study for multi-functional restoration in Shoreview and Boeing Creek Parks that encompasses Hidden Lake, Boeing Creek, and the recreational trail adjacent to the creek.

Changes from the 2013-2018 CIP:

- Ø *Culvert Replacement near 14849 12th Avenue NE:* The cost of this project has increased from \$212,000 to \$320,000 based on updated cost estimates.
- Ø *Goheen Revetment Repair:* The project completion has been extended from 2014 to 2015 to reflect the one-year plant establishment period.
- Ø *Meridian Park Wetland Drainage Improvement:* The project cost has been reduced from \$343,000 to 325,424 but completion is now slated for 2014.
- Ø *North Fork Thornton Creek LID Stormwater Retrofit:* The project cost remains the same, but project completion has been extended from 2013 to 2014 to reflect the one-year plant establishment period.
- Ø *Stormwater Pipe Replacement Program:* Includes the addition of funding for projects in 2019 and an increase in the annual budget from \$200,000 to \$250,000.

- Ø *Surface Water Small Projects*: Includes the addition of funding for projects in 2019.
- Ø *Surface Water Management Green Works Projects*: Includes the addition of funding for projects in 2019.

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