

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Election of Mayor and Deputy Mayor
DEPARTMENT:	City Manager <i>LB</i>
PRESENTED BY:	Larry Bauman, Assistant City Manager/ <i>SMV</i> Sharon Mattioli, City Clerk

EXECUTIVE / COUNCIL SUMMARY

The Council's rules of procedure establish that the Council shall elect a Mayor and Deputy Mayor for a term of two years on even-numbered years. This will be the first order of business at the January 3, 2000 special meeting.

After the meeting is called to order by Mayor Jepsen, he will relinquish the gavel to the City Clerk for the election of the Mayor. The Clerk will call for nominations. No Councilmember may nominate more than one person for a given office until every member wishing to nominate a candidate has had an opportunity to do so. Nominations do not require a second. The Clerk will repeat each nomination until all nominations have been made. When it appears that no one else wishes to make a nomination, the Clerk will ask again for nominations. If none are made, the Clerk will declare the nominations closed.

After the nominations are closed, the Clerk will call for the vote in the order that the nominations were made. Councilmembers will be asked to vote by voice and a show of hands. As soon as one of the nominees receives four votes, the Clerk will declare the Mayor elected and no votes will be taken on the remaining nominees.

Upon the election of the Mayor, the Clerk will turn the gavel over to the Mayor, who will conduct the election for Deputy Mayor in the manner described above.

RECOMMENDATION

n/a

Approved By: City Manager *LB* City Attorney *N/A*

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Summary Of Citizen Input, Update Regarding The Potential Siting Of A King County Wastewater Treatment Facility At Point Wells, And Possible Next Steps.
DEPARTMENT: Office Of The City Manager
PRESENTED BY: Kristoff T. Bauer, Assistant To The City Manager

EXECUTIVE / COUNCIL SUMMARY

The Regional Wastewater Services Plan (RWSP) adopted by the King County Council calls for the construction of a new wastewater treatment facility in north King County or south Snohomish County. Point Wells is believed to be a potential candidate site for this facility or its outfall (the discharge point for treated effluent). As a result, your Council approved a process of professional analysis and input from the community to assist your Council in deciding what position to take regarding the siting of a wastewater treatment plant and/or its outfall at Point Wells. An additional goal of soliciting input on alternative land use for Point Wells (notwithstanding the treatment plant option) was added to this effort.

In April 1999, staff presented the results of a study on this issue to your Council and recommended a process for soliciting public input regarding potential changes in the current uses at Point Wells (executive summary of report included as Attachment A). The purpose of this report is to convey the results of that public process, to provide your Council with an update regarding the County's process for selecting a site for the third treatment plant, and gain consensus regarding next steps.

On July 27, the City hosted a forum regarding potential changes in the development of the Point Wells area including the potential construction of a treatment facility or its outfall. King County and other interested organizations including the Town of Woodway, the Port of Edmonds, Snohomish County, and Chevron (the property owners) participated in this forum. Citizens who came to the forum were given the opportunity to take part in three work sessions on different topics and a moderated discussion among representatives of the participating agencies and the City. They were also asked to complete an exit questionnaire (See Attachment B). About 60 citizens participated in the forum, mostly from the Richmond Beach neighborhood, and 30 of them completed and returned exit questionnaires.

Conclusions that may be drawn from responses to the survey include:

- The community may be able to support an appropriately mitigated outfall project located at Point Wells,
- The community supports City efforts to annex Point Wells,
- The community expressed support for efforts to redevelop Point Wells, but is almost evenly split on the appropriateness of the current mixed-use designation for Point Wells included in the City's Comprehensive Plan, and
- The community does not support a treatment plant at Point Wells.

Opposition to a treatment plant stem from concerns regarding environmental and traffic impacts during construction, and odors, aesthetics, and hazardous chemicals during operation of the facility. In addition, two of the most desired mitigations for this facility, i.e. vegetative screening and public buffer areas, would be very difficult to achieve at this site. Point Wells is small, only 47 acres of flat buildable land, and very close to adjoining Shoreline property owners. While a buffer between a treatment plant and Woodway residents is possible, the creation of a successful buffer for Shoreline residents is less likely.

Other key conclusions include:

- The community is less concerned about potential tax revenue loss through public use of Point Wells; and
- Improvements to Richmond Beach Road are the least desirable mitigation for impacts of the potential King County facilities.

There also was some support for the construction of a new access route to Point Wells. This result has to be questioned, however, because the survey did not differentiate between two significantly different access routes, i.e. the extension of 205th or Heberlien Road through the Town of Woodway.

King County's siting process is in development. They have, or will shortly, contract with CH2M Hill to develop and manage the County's siting process. It is their intent to solicit comments on that process from stakeholders prior to finalization. They also intend to form a Siting Advisory Committee (SAC) and will be seeking potential committee members in January 2000. The goal is to site the new treatment facilities within three years in order to meet a 2010 deadline for construction completion. To get this process started, there will be a lot of activity in the first quarter of 2000 (See Attachment C). They still have not released a survey of potential sites for consideration, but Point Wells is still expected to be included in that survey when released.

The Town of Woodway has taken steps toward the identification of Point Wells as its Urban Growth Area under the Snohomish County Comprehensive Planning process. In addition, the Town of Woodway and the Port of Edmonds have jointly sponsored a public participation process aimed at soliciting public input regarding the potential development of the Point Wells area. The City of Shoreline has not been invited to participate in either process, but is working to gain the opportunity to ensure that the City's interests are represented. We have discovered that this group will meet again on

January 24 at the Woodway Town Hall and are working on how best to deal with Shoreline's exclusion from this process.

Recommended key objectives of staff efforts regarding King County Wastewater Division's third treatment plant siting process include:

- To secure a meaningful role for the City in that process
- To advocate against the siting of the treatment plant at Point Wells
- To ensure that the outfall is sited consistent with best environmental practices and consistent with regional wastewater service goals and objectives
- To ensure that, if Point Wells is selected as the best outfall location, any impacts on Shoreline from the construction or operation of that facility are mitigated consistent with City policy and community sensitivities

With your Council's concurrence, staff would seek opportunities to engage King County in a dialogue to oppose the siting of a wastewater treatment plant at Point Wells and to clarify the impacts and opportunities of an outfall at Point Wells. Staff would contract with Gray & Osborne, the engineering firm that assisted the City with the analysis included in the report provided to you in April, and Shockey / Brent, the planning firm that also assisted in that effort and the forum, as needed.

Staff has also been pursuing Council's goal to develop interlocal agreements with the Town of Woodway and Snohomish County. These agreements would clarify how the City will work with these jurisdictions on land use issues hopefully avoiding a repeat of the City's exclusion from the Woodway Highlands process and potentially resolving issues related to the annexation of Point Wells. Tim Stewart, the City's Planning & Development Services Director, has been engaged in the development of Snohomish County's process for establishing Municipal Urban Growth Areas (MUGA's) and has successfully advocated for changes in that process to allow Shoreline to be involved. These efforts will continue and be closely coordinated with City activities regarding the implementation of the Regional Wastewater Services Plan.

RECOMMENDATION

This is a workshop item and is for discussion purposes only. Staff seeks Council consensus supporting proposed advocacy regarding Point Wells.

Approved By: City Manager JS City Attorney N/A

BACKGROUND / ANALYSIS

The siting process for the north end treatment facility has begun. The goal of this process is to select two or three sites upon which to begin environmental review processes by the end of 2002. The final site is expected to be identified by the end of 2003 with construction to be completed in 2010 (See Attachment C). The Regional Wastewater Services Plan (RWSP), of which a north end treatment facility is an important element, was formally adopted November 29, 1999. As adopted, the plan calls for the construction of north end treatment facility with the capacity to treat 36 mgd (million gallons per day) of sewage by 2010. This is twice the initial capacity included in previous versions of the plan discussed with your Council. As explained in the impact study previously presented to your Council, the 45 usable acres at Point Wells is sufficient to construct a 36 mgd plant¹, but space for mitigation, i.e. buffers, visual screening, public space, etc. would be very limited (See Attachment A).

The County has yet to release its inventory of potential sites to be considered during the siting process. Despite this fact, the City of Woodway, for reasons of its own, has approached King County requesting that Point Wells be considered. In response, King County staff has expressed a desire to better understand how the Shoreline community would feel about locating the proposed facility at that site. This open request has prompted other communities, Bothell for example, to approach the County expressing a willingness to site the facility within their City. This unusual situation of municipalities actually expressing interest in siting what is normally considered a high impact facility in their jurisdiction has prompted the County to consider a Request For Proposal (RFP) process as an additional siting mechanism. This process would allow interested communities to acquire funding from the County to develop information regarding a potential site within their community.

July 27 Forum

Staff and individual Council Members had conversations with individuals in the Richmond Beach community last spring, including a short discussion with the board of the Richmond Beach Neighborhood Association, regarding the possible siting of a treatment facility at Point Wells. The response was a consistent request for more information about the impacts of this kind of facility, likely mitigation, and alternatives. In an attempt to address this interest and as discussed with your Council in April 1998, staff put together a forum on July 27.

The evening began with a discussion of goals and objectives. Participants were then invited to participate in three breakout groups, one discussing the potential for a wastewater treatment plant, a second discussing the location of an outfall, and a third exploring other potential development scenarios at Point Wells. The report drafted by Gray & Osborne was the basis for most of the information presented during these sessions. King County staff also actively participated in each session responding to issues raised by that report and participants.

¹ The treatment plant operated by King County at West Point has a capacity of 115 mgd and occupies 32 acres, but significant buffering is provided by adjacent Discovery Park and topographical features.

At the conclusion of the breakout sessions, participants re-convened for discussion with two panels, a Leadership Panel and a Resource Panel. Participation on the Leadership Panel included Mayor Jepsen, Councilmember King, King County Councilmembers Larry Philips and Maggi Fimia, Town of Woodway Councilmember Peter Block, and Malcolm A. McCulloch representing Chevron, the property owner. The staff Resource Panel included engineers from Gray & Osborne and Planning & Development Services staff representing the City, King County Wastewater Treatment Division staff, and representatives from both King and Snohomish County Executives.

The facilitators of the breakout sessions reported a summary of key points compiled during the session to the audience and the panels. These included:

- Primary concerns raised regarding construction and operation of the outfall were: 1) impact on water quality and marine environment, 2) impact on fish and shellfish, 3) traffic during construction, and 4) disturbance of contaminated soils.
- Primary concerns raised regarding construction and operation of the plant were: 1) odor, 2) traffic, 3) aesthetics (view), and 4) environmental impacts including the disturbance of contaminated soils.
- In discussion during the breakout session comparing current conditions to three hypothetical developments scenarios (i.e. a treatment plant, a higher density industrial development, or a mixed use development) participants expressed the most concern about a treatment plant with odor being the dominant concern. A minority expressed concern about traffic that may be generated by a mixed use or intensified industrial development.

The Leadership Panel was given an opportunity to respond to the concerns raised and were invited to express opinions regarding the future of Point Wells or other related issues. Reid Shockey moderated the discussion and several questions were entertained from the audience.

After the panel discussion, all participants were given the opportunity to complete a questionnaire. The results of that questionnaire and proposed next steps are the focus of this report.

As we complete Phase 2 of the Work Plan on this issue, the key questions before your Council are 1) has a

Work Plan

Objective: to provide Council with information based upon professional analysis and input from the community to assist your Council in deciding what position to take regarding the siting of a wastewater treatment plant and/or its outfall at Point Wells.

Key issues:

1. What is the City's role in the siting decision making process,
2. The suitability of the Point Wells site for the proposed wastewater treatment facilities,
3. The potential impacts on the community of proposed facilities,
4. The scope and nature of likely mitigation strategies,
5. Critical time periods for City input to the siting process, and
6. Impact of a treatment facility on alternative uses for the Point Wells property.

Phase 1 activities included:

- I. Exploration and clarification of issue 1,
- II. Development of additional site information regarding Point Wells,
- III. Hiring of an engineering consulting firm to provide analysis regarding issues 2,3,& 4, and
- IV. Exploration and clarification of issue 5.

Phase 2 includes:

- I. Exploration of alternative development possibilities at Point Wells,
- II. Exploration of the impacts of those alternatives and comparison of those impacts to identified impacts of potential wastewater treatment facilities,
- III. Engaging of the community through a public forum,
- IV. Work with neighborhood associations and other interested community groups to acquire additional community input, if necessary,
- V. Present results of public process and analysis to Council and community with a recommendation regarding the key objectives that should be the focus of Shoreline's participation in King County's siting process.

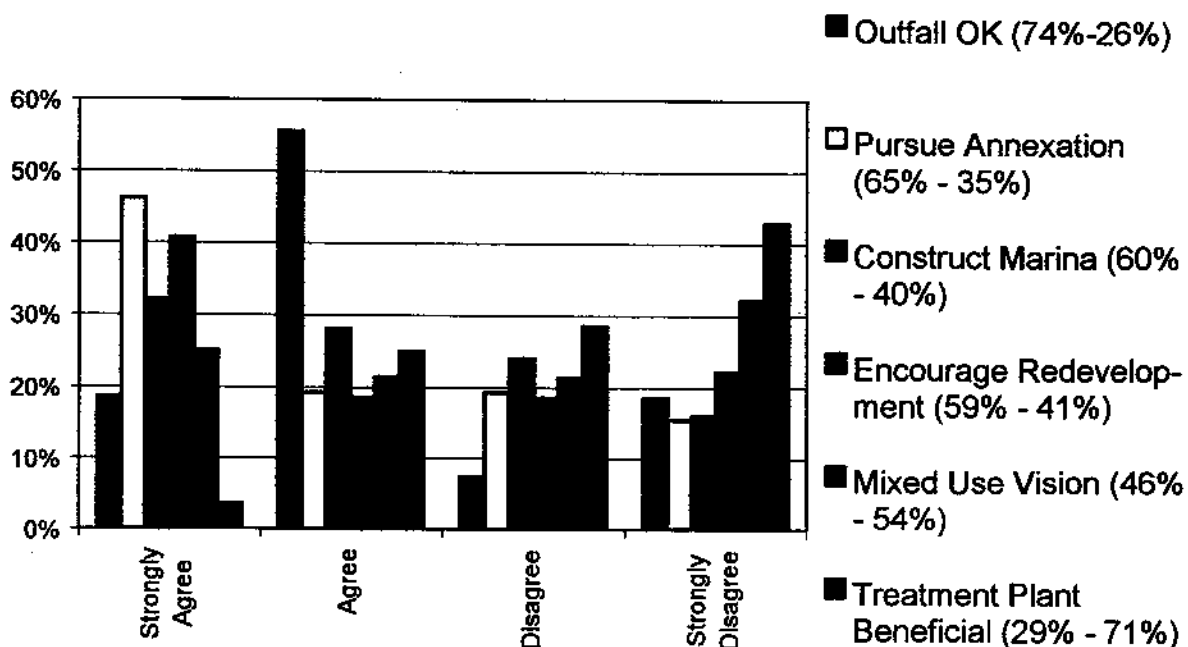
sufficient level of public engagement been achieved, and 2) are you comfortable with the recommended next steps and key objectives?

Survey Results

It is estimated that just under 60 Shoreline residents and about 25 elected officials and staff participated in the July 27 public forum on this issue. Of residents who participated, 30 returned completed questionnaires (See Attachment A). The vast majority of these respondents (77%) were from the Richmond Beach neighborhood, but Meridian Park, Richmond Highlands, Ridgecrest, and Hillwood neighborhoods were also represented. Table 1, below, depicts the percentage response to the following questions in order of total agreement (i.e. the sum of both the "Strongly Agree" and "Agree" categories):

1. With appropriate mitigation, the construction of an outfall alone at Point Wells may be acceptable to Shoreline. (74% Total Agreement – 26% Total Disagreement)
2. It is important for Shoreline to pursue the annexation of Point Wells into the City in order to protect the Community's interests. (65% Total Agreement – 35% Total Disagreement)
3. The construction of a marina at Point Wells would benefit the Shoreline community. (60% Total Agreement – 40% Total Disagreement)
4. The City should encourage the redevelopment of Point Wells to non-industrial uses. (59% Total Agreement – 41% Total Disagreement)
5. The Mixed Use zoning designation for Point Wells included in Shoreline's comprehensive plan reflects the Community's vision for this area. (46% Total Agreement – 54% Total Disagreement)
6. With appropriate mitigation, the construction of a wastewater treatment plant and outfall at Point Wells would benefit Shoreline. (29% Total Agreement – 71% Total Disagreement)

Table 1



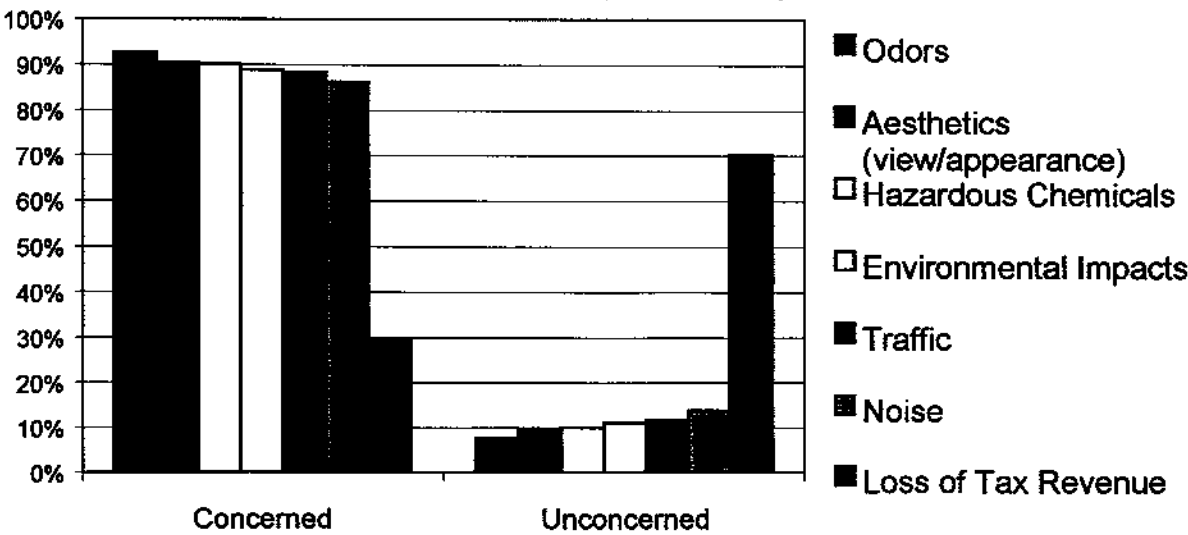
While the statement regarding the outfall gained the highest level of total agreement (i.e. the sum of Strongly Agree and Agree), respondents agreed more strongly with the statements about annexation (46% Strongly Agree) and redevelopment (41% Strongly

Agree). Respondents disagreed most strongly with the treatment plant statement (43% Strongly Disagree). Further insight into respondents' concerns regarding a treatment plant provided by the survey is discussed below.

While there was support for City efforts to redevelop Point Wells as evidenced by the responses to the redevelopment question and the apparent support for a marina, a slight majority of respondents don't believe that the City's current Comprehensive Plan designation for the area is consistent with the Community's desires. In comments made during the forum and in response to open questions on the questionnaire (Attachment D), respondents expressed a preference for the devil they know - Chevron's asphalt operations at Point Wells - and a fear about what may occur if things change. Yet, we are not sure that the site does contain open undeveloped land that could, under current Snohomish County zoning, be developed into a higher density industrial use. Change will occur at this site. It is simply a question of what and when. More discussion with the community regarding what will be considered positive and feasible change is recommended after the City has clarified its role in regulating the land use of this area through the development of interlocal agreements with Snohomish County and the Town of Woodway.

The survey provides further insight into the respondents' reasons for opposing a treatment plant. Respondents were asked to indicate their level of concern (Very Concerned, Somewhat Concerned, Somewhat Unconcerned, Not Concerned) with seven potential impacts from the operations of a wastewater treatment plant explored during the forum. Table 2 below compares the percentage of respondents concerned to those unconcerned for each of these impacts. The Key lists the impacts from most concern to least.

Table 2
Treatment Plant Operations Impacts

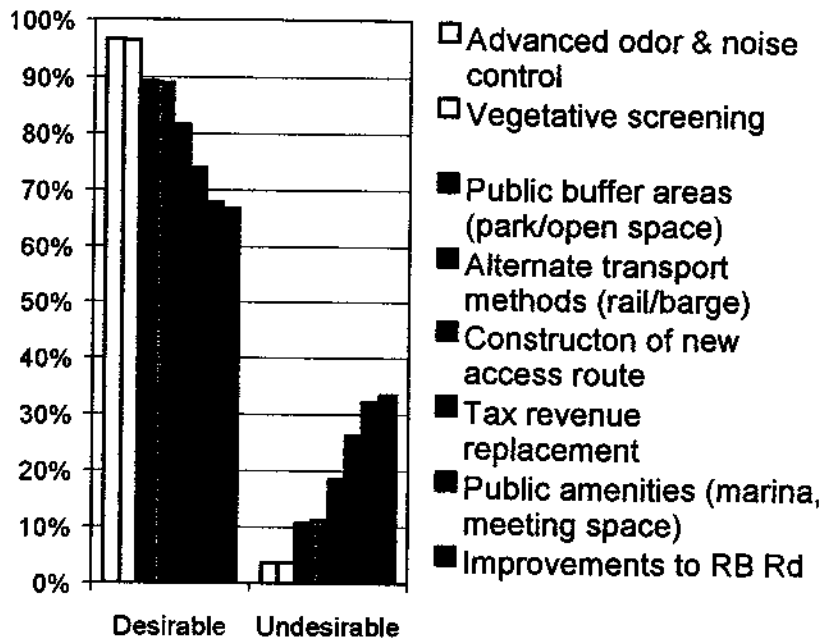


As the table above shows, the respondents reported a high level of concern regarding almost all of the potential operational impacts of a treatment plant even after listening to King County staff presentations regarding operations at current facilities and potential mitigation for these impacts. The respondents high concern level regarding

odors (85% Very Concerned) and aesthetics is consistent with the forum discussion, which identified buffering and screening, both difficult to achieve at Point Wells, as the key mitigation strategies for these impacts.

Table 3 (right) shows further consistency as respondents reported high interest in vegetative screening and public buffer areas. As previously discussed with your Council and participants in the forum, it would be difficult for King County to successfully utilize these mitigation strategies given site constraints even if the City was able to require them during the siting process. It is also interesting to note that improvements to Richmond Beach Road and public amenities that might add traffic thereto (i.e. a marina or meeting space) were identified as least desirable.

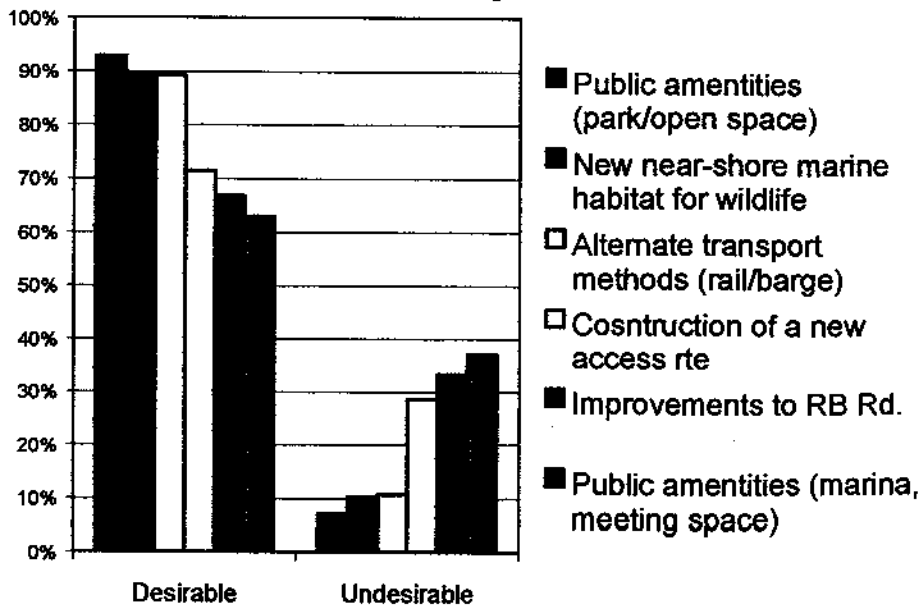
Table 3
Treatment Plant Mitigations



The responses to the “Construct a new access route” mitigation strategy are unfortunately unclear. The question does not identify a specific access route and two different possible access routes were discussed (Heberlien Road through Woodway and the extension of 205th). If a new access route becomes part of the RWSP implementation discussion, then additional discussion with the community would be appropriate.

In regards to the impacts of construction and operation of an outfall, respondents reported being most concerned about Environmental impacts (62% Very Concerned) from construction and Water Quality impacts from operations (84% Very Concerned). Mitigation

Table 4
Outfall Mitigations



strategies identified as desirable were consistent with these concerns (See Table 4 above). Public open space and New near-shore habitat are appropriate and achievable mitigation strategies for these concerns.

The construction of an outfall and the connecting conveyance pipeline could require the acquisition of more property during the construction process than may be occupied by above ground physical structures after the project is completed. It is our understanding that they will need to acquire the land above the effluent pipe for example. This could provide opportunities for public amenities. In addition, the nutrient rich effluent from the outfall could provide attractive nourishment for improved near-shore habitat. It should be noted, again, that improvements to Richmond Beach Road and Public Amenities, while still rated desirable by a majority, were ranked the lowest among mitigation strategies listed.

Shoreline's Ability to Influence Siting and Mitigation

At this point, King County's site selection process represents the City's only formal opportunity to influence the siting decision. The Regional Water Quality Committee (RWQC) is also expected to have a role in this process. Unfortunately, the retirement of Councilmember King has left the City without direct representation on that Committee. Suburban Cities usually replaces a retiring Committee member with the current alternate. For this reason, the current alternate, Dick Taylor of the City of Kenmore, is expected to replace Councilmember King on the RWQC. Staff is monitoring this transition and will provide more specific information as it becomes available. As discussed previously with your Council, the permitting of any facility at Point Wells would currently be the sole jurisdiction of Snohomish County and would follow their essential public facilities siting review process. The City of Shoreline's ability to participate and influence Snohomish County's land use processes is uncertain and the subject of staff efforts to develop an interlocal agreement with Snohomish County and the Town of Woodway.

If the City felt comfortable with the siting of a wastewater treatment plant at Point Wells provided specific mitigations and conditions were satisfied, at this point it would have no regulatory authority to establish and enforce those conditions. Supporting or acquiescing to the selection of Point Wells as the site for the treatment plant, even with promises of mitigation from King County, may place the City at the mercy of a land use process to which it is not an active participant. The same risks exist for the siting of the outfall. The scope and breadth of this risk, however, is significantly less based upon the potential impacts of this smaller facility and the survey results discussed above.

Next Steps

King County is soliciting input on its site selection process and the objectives to be served, and the criteria to be used by that process. It is also soliciting suggestions regarding membership in its siting committee. Given that this process is the filter through which all potential sites will travel, it is important that the City secure as significant a role in that process as possible. This would be the first step in staff efforts to fulfill the proposed objectives.

Proposed RWSP Advocacy Objectives:

- To secure a meaningful role for the City in King County's siting process
- To advocate against the siting of the treatment plant at Point Wells
- To ensure that the outfall is sited consistent with best environmental practices and consistent with regional wastewater service goals and objectives
- To ensure that, if Point Wells is selected as the best outfall location, any impacts on Shoreline from the construction or operation of that facility are mitigated consistent with City policy and Community sensitivities

To accomplish these objectives, it may be necessary for the City to challenge the engineering or environmental assertions made by County staff. Staff proposes to utilize the expertise of Gray & Osborne consulting engineers. As previously discussed with your Council, Gray & Osborne has designed numerous wastewater treatment facilities in the state and, due to its role in drafting the Point Wells study on this issue, is very familiar with the subject area and the site conditions.

In addition to responses regarding the potential wastewater treatment facilities, respondents reported strong support for City efforts to annex Point Wells (46% Strongly Agree, 65% Agree and Strongly Agree). This is consistent with the City's comprehensive plan and your Council's direction regarding the development with an interlocal with Snohomish County and the Town of Woodway. These efforts would continue parallel with staff's efforts regarding the wastewater treatment facilities.

Interlocal Agreement

As you may recall, the City currently has no role in land use decisions in Snohomish County. This placed the City in a difficult position when the Woodway Highlands project, which will have traffic impacts on Shoreline, was proposed in the Town of Woodway. Point Wells is even more isolated from other areas of Snohomish County than the area of the Woodway Highlands development. For this reason, your Council included the development of interlocal agreements with Snohomish County and the Town of Woodway in your 1999-2000 work plan. This goal will be the focus of increased attention during the following months.

As discussed previously with your Council, Snohomish County staff has been reluctant to begin a negotiation process on this issue without some indication from their Council Members that such an agreement would be acceptable. Staff has been working to develop opportunities to encourage openness to this potential cross-border annexation among these elected officials. To that end, staff has met with Snohomish County

Executive Bob Drewel and will be meeting with Snohomish County Councilmember Gary Nelson in January. Staff has also been monitoring efforts by the Town of Woodway to amend its comprehensive plan to include Point Wells and to initiate a Snohomish County process to establish Municipal Urban Growth Areas ("MUGA"). Woodway is seeking to have Point Wells placed within their MUGA. Staff has been attending Snohomish County meetings regarding the MUGA process and has successfully advocated for changes in the proposed process securing a role in that process for Shoreline.

In a recent meeting with King County Executive Ron Sims, staff created an opportunity to visit Point Wells and has solicited the Executive's assistance in both the RWSP siting process and in developing our relationship with Snohomish County.

Staff has also recently become aware that the Port of Edmonds has sponsored a planning study regarding potential development at Point Wells. This planning effort includes a committee with representatives from Woodway's citizens and Town Council, but no participation by Shoreline. We are monitoring this process as well.

RECOMMENDATION

This is a workshop item and is for discussion purposes only. Staff seeks Council consensus supporting proposed advocacy regarding Point Wells.

ATTACHMENTS

Attachment A – Point Wells Impact Study, April 1999 – Executive Summary

Attachment B – Point Wells Forum - Exit Questionnaire

Attachment C – King County RWSP Summary and Siting Process Informational Flyer

Attachment D - Point Wells Forum – Summary of Comments

Attachment A

Point Wells Impact Study April 1999 Executive Summary

(The full report was provided to the City Council at
the April 5, 1999 Workshop.)

CHAPTER 1 - INTRODUCTION

The King County Council is currently considering a Regional Wastewater Services Plan ("RWSP") that includes capital improvements, rate policies, and other programmatic policy direction necessary to guide the development of wastewater services for the next 40 years. A key element of the RWSP is expected to be the construction of a north end wastewater treatment plant, conveyance pipeline, and outfall. The wastewater facilities are proposed to be located in north King County or south Snohomish County. King County will not begin the formal siting process for these facilities until after the King County Council has formally adopted the RWSP. This action is scheduled for May 1999.

Public interest in whether Point Wells will be identified by King County as a potential site for a third treatment plant has been growing. King County used Point Wells, identified by the City's Comprehensive Plan as a potential annexation area, as a study site to prepare the preliminary cost estimates for a new wastewater treatment facility included in the RWSP. The Town of Woodway has also publicly advocated for the construction of these facilities at Point Wells. Shoreline residents have a strong interest in this issue since the site borders the City on the north side and the only current access to the site is through the City.

This report is intended to provide additional information and context to assist the Shoreline community and the City Council in establishing policies concerning future use of the Point Wells property. The potential impacts of a third treatment plant at Point Wells are explored along with potential mitigation measures and their effect on identified impacts. Additionally, the report discusses land use issues and jurisdictional government policies affecting development of the Point Wells site. Land use alternatives under existing Snohomish County regulations and potential future zoning as identified by the City's comprehensive plan are described. Two specific alternative development scenarios are described as potential comparisons to King County use of the property. Analysis comparing the expected impacts of a treatment facility to one or both of the described land use alternatives is not included in this report, but may be completed in the next phase of analysis on this issue.

MITIGATION

The word "mitigation" is used throughout this report. To assure that the conclusions presented herein are not misunderstood, it is important that the reader understand the intended meaning of this word. Webster's dictionary defines "mitigate" as "to cause to become less harsh or hostile." "Mitigation," as the noun form of mitigate, is then; the actions, objects, resources, that reduce the negative effects of a project. This report identifies potential negative impacts of a wastewater treatment facility and then discusses what mitigation may reduce the effect of those impacts.

Some have used the term "mitigation" to refer to discretionary funds or benefits to the community based upon experience with past treatment facility permitting processes. Figure 1 & 2 itemize expenditures related to the West Point and Renton treatment facilities, respectively, that are commonly referred to as "mitigation".¹

Figure 1

Approximate Mitigation Costs for West Point

Action	Approximate Cost (\$ millions)
Massing structures to reduce plant footprint:	10 - 20
Odor and noise controls; color and texture	
Landscaping and berms; access road improvements,	30
Settlement Agreement Costs (sludge de-watering	8
pilot, truck reduction, monitoring)	
Shoreline Improvement Fund (funding to Seattle	30
and King County to acquire land to replace	
park land lost by plant expansion)	
Community Impact Fund	2
Approximate Total	80 - 90

The estimated costs for the Community Impact Fund as part of the West Point project (\$2 million) and for Community Improvements as part of the Renton expansion (\$2.5 million) appear to be somewhat discretionary funds provided to the community as compensation for unspecified project impacts. In contrast, other costs relate to actions taken to reduce specific negative impacts, odor, aesthetics, and transportation for example. As used in this report, "mitigation" refers to the later case, that is actions taken to reduce the negative impacts of the facility. It should be noted that the communities surrounding both facilities continue to recognize odor, traffic, and other negative impacts from these facilities.

Figure 2

Approximate Mitigation Costs for Renton Expansion

Action	Approximate Cost (\$ millions)
Odor, Landscaping, Transportation	14.9
Wetland Wildlife Improvement (purchase riparian	3.5
and upland habitat)	
Acceleration of prior permit conditions	5.5
Waterworks Gardens (a small public area on	1.8
Plant site)	
Community Improvements	2.5
Approximate Total	28.2

EXECUTIVE SUMMARY

Impacts

The analysis regarding the impacts of a potential wastewater treatment facility is separated into three discrete units; the conveyance pipeline, the treatment plant, and the outfall. If the treatment plant is sited elsewhere, it is still possible that treated effluent may be piped to Point Wells for discharge through an outfall into Puget Sound. Each facility has a set of impacts associated with construction of the facility and a set of impacts associated with the daily operation of the facility.

The main impacts from construction are heavy truck traffic, noise, and dust. A large portion of the outfall construction is performed off shore. This facility is expected to be constructed quickly, about 3 months, with minimal impacts. The conveyance pipeline is expected to be constructed through tunneling from each end. The tunnel is expected to be long and may

¹ Information provided by King County staff in presentations to the Regional Water Quality Committee regarding the RWSP.

require significant soil removal from the Point Wells site over an extended period, as long as 18 months. The treatment facility requires the most diverse set of construction activities, from excavation and concrete work to pile driving, and would take the longest to complete, up to 3 years. Impacts from the construction of the plant will also be experienced with each plant expansion. The RWSP plans for an expansion of the north end plant about once every 15 years. If contaminated soils are found on the site, then additional activity related to the removal, treatment, or capping of the soils will be experienced.

Key actions recommended to mitigate construction impacts include the utilization of barge, rail, and a reconstructed Heberlein Road through Woodway as transportation alternatives to Richmond Beach Road. It is not anticipated that these alternatives will remove all truck traffic from Richmond Beach Road, and impacts such as truck noise, increased congestion, decreased traffic safety, and damage to road surfaces are believed to be unavoidable. Restrictions on the hours of construction activity and on high noise producing construction techniques could mitigate noise impacts. Dust is hard to control and its level of impact will depend on weather conditions.

No impacts from the operation of the conveyance pipeline are expected. The operation of an outfall may impact water quality in the area including:

- Elevated levels of fecal coliform, organic materials, and toxicants immediately around outfall diffuser,
- Potential wash-up of effluent plume on shore, including oils/grease and floatables,
- Potential discharge of untreated wastewater during plant failures,
- Restrictions on shellfish harvesting in the area around the diffuser, and
- Potential beach closures to swimming, including that of Richmond Beach Saltwater Park, if the effluent plume reaches shore and elevates fecal coliform levels.

The risks or effects of these impacts can be mitigated by building redundancy and excess capacity into the treatment plant wherever it is constructed, and by careful placement of the outfall diffuser. Additional scientific study and analysis of the currents and depths of Puget Sound in the Point Wells area must support the placement of the outfall.

Significant impacts from the operations of a treatment plant include:

- Odor,
- Aesthetics,
- Noise,
- Risks from the transportation and handling of hazardous chemicals, and
- Traffic.

Of these odor and truck traffic from the removal of digested waste solids tend to be the most difficult to mitigate. The utilization of rail, barges, or Heberlein Road through Woodway could reduce the number of solids trucks using Richmond Beach Road. It should be noted that current plans for the treatment plant do not displace Chevron's asphalt plant, and impacts from that facility are expected to continue.

Odor can be reduced significantly through the use of completely enclosed treatment facilities. Such facilities have been constructed in urban areas. The construction is expensive, however, and not well suited for the phased capacity construction used by King County in the past and planned for this facility. Further, if the two existing plants and preliminary designs are appropriate indicators of the likely final design that will be utilized by King County, odor is likely to be a problem at the new facility.

A significant buffer is the most effective mitigation for almost all of these impacts. The Renton plant is separated from residential areas by surrounding industrial, commercial, and transportation uses. The West Point facility has the mile plus buffer provided by Discovery Park. In contrast, preliminary plans for a treatment facility at the Point Wells site provide for almost no buffer between the solids handling facilities of the plant and Shoreline residents to the south.

Land Use

Land use authority over the Point Wells property is currently vested in Snohomish County which has indicated an intention to utilize their Essential Public Facilities ("EPF") Siting process to permit the third treatment facility if located within their County. While Snohomish County has expressed an interest in working with Shoreline to develop an interlocal agreement addressing cross boundary impacts and potential annexation of Point Wells, they have not indicated a willingness to release control of the permitting process for the treatment facilities. For this reason, Shoreline's annexation of the Point Wells property prior to the permitting of the north end plant, or the removal of Point Wells from consideration for this facility, is seen as unlikely. This leaves an interlocal agreement granting Shoreline standing in the EFS as the only opportunity for Shoreline to influence the permitting of a treatment facility at Point Wells. Snohomish County has indicated that such an interlocal agreement must also include the Town of Woodway, the City of Edmonds, and the Port of Edmonds, which is planning for the construction of a marina at Point Wells.

The current Snohomish County zoning for Point Wells is "Rural Use" (an outdated designation), but the County's comprehensive plan calls for zoning the area to allow for industry or business park. If annexed, Shoreline's comprehensive plan calls for an eventual zoning designation for this property of "mixed use" allowing a mix of commercial, residential, recreational, and industrial water-oriented uses. Two alternative eventual development scenarios based on these two potential future zoning designations are depicted in this report. Analysis regarding the potential impacts of either or both of these alternatives is not included in this report. When completed, this analysis will provide a comparison to the impacts of a wastewater treatment facility as identified herein.

Financial analysis indicates that the difference in tax revenue to the City, if it should annex Point Wells, between a public facility and private development in accordance with the City's proposed zoning is estimated to be in the range of \$140,000 to \$280,000 per year. The payments in lieu of tax from King County as part of the mitigation for a treatment plant and the inclusion of a marina and some light industrial on the site would push the difference toward the bottom of this range.

Conclusions

Change in the activities at Point Wells has a significant potential to impact residents in the City of Shoreline. Efforts to mitigate the impacts from a treatment facility at this site will not completely eliminate those impacts. Limited area for buffering will make effective mitigation more difficult. Additional analysis to compare the potential impacts of other development scenarios needs to be performed. An interlocal agreement with Snohomish County is Shoreline's only means of gaining a formal role in the permitting process of a treatment facility at Point Wells.

BACKGROUND

An important element of the RWSP is the creation of a regional treatment system consisting of three treatment plants: an expanded East Treatment Plant (Renton), the existing West Treatment Plant (West Point), and a new North Treatment Plant. In addition, by year 2010 a conveyance system will be constructed to carry wastewater to the North Treatment Plant for treatment and discharge of effluent through a new outfall from the North Plant to Puget Sound.

Wastewater Treatment Facilities

The existing capacities of the Renton and West Point plants are 115 million gallons per day (mgd) and 133 mgd, respectively. Under the RWSP the West Point plant would not be expanded. However, the Renton plant would be expanded to 135 mgd to receive increased flows from the southern and eastern portions of the County. The new North Plant will be constructed to provide an initial capacity of 18 mgd by year 2010, with an increase to 36 mgd by 2030, and 54 mgd by 2040. A portion of flows from the west and eastside service areas would be transported to the new North Treatment Plant that would also serve growing needs in north King and south Snohomish counties.

King County anticipates 30 to 60 acres would be needed to site the new North Treatment Plant, including buffer area. The total size of the East Treatment Plant is 85 acres, and the West Treatment Plant site is 32 acres not including the significant buffer area provided by Discovery Park. King County will conduct a site selection process starting in 1999 to identify a location to construct the new North End Plant. The site selection process is expected to require three years to complete. The two potential new plant locations that have been suggested by King County studies are Point Wells and a site on the north side of the City of Bothell. The Point Wells site, which includes about 45 to 50 acres of land suitable for industrial type development, would potentially provide adequate area, exclusive of buffering, to construct the new North Treatment Plant for the ultimate capacity, based on King County design criteria.

Outfall

The new North Treatment Plant will require a location to discharge effluent (treated wastewater) through a marine outfall into Puget Sound, and King County is considering Point Wells as a potential outfall site. In the area of Point Wells, Puget Sound exhibits shallow, northerly-moving currents that would provide good dispersion of effluent. At a water depth

Attachment B

Point Wells Forum - Exit Questionnaire



POINT WELLS PUBLIC FORUM

July 27, 1999

PARTICIPANT EXIT SURVEY

Please complete the following short survey and return it tonight to the attendants at the exits. If you do not have time to complete the survey tonight, please take it with you and return it to City Hall before August 7, 1999 by folding and mailing as described below.

Thank you for your participation

(Fold Here)

Point Wells Public Forum
Exit Survey

Bulk Rate Permit No. XXXXXX

City of Shoreline
Office of the City Manager
17544 Midvale Avenue N.
Shoreline, WA 98133-4921

(Tape Here)

PLEASE **CIRCLE** THE BEST ANSWER TO EACH QUESTION BELOW

- Are you a Shoreline Resident? Yes – No
- If Yes, In which neighborhood do you reside? (circle one)

Briarcrest Echo Lake Highlands Highland Terrace Hillwood
 Innis Arden Meridian Park North City Parkwood Richmond Beach
 Richmond Highlands Ridgecrest Westminster Triangle Don't Know

- Do you operate a business in Shoreline? Yes – No
- Did you participate in the "breakout" sessions? Yes – No

As discussed during tonight's forum, King County Department of Natural Resources is about to begin a search for a site on which to develop a third wastewater treatment plant and/or outfall in north King County or south Snohomish County. The Point Wells area is one of many that may be considered during the three-year selection process. Please respond to the following questions.

TREATMENT PLANT:

Rank your concern regarding the potential impacts of this facility.	Very Concerned	Somewhat Concerned	Somewhat Unconcerned	Not Concerned
Construction Traffic	1	2	3	4
Noise	1	2	3	4
Dust/Air Quality	1	2	3	4
Environmental Impacts	1	2	3	4
Other _____	1	2	3	4
Operations Traffic	1	2	3	4
Noise	1	2	3	4
Odors	1	2	3	4
Hazardous Chemicals	1	2	3	4
Aesthetics (view/appearance)	1	2	3	4
Environmental Impacts	1	2	3	4
Loss of Tax Revenue	1	2	3	4
Other _____	1	2	3	4
Rank the desirability of the following mitigation of potential impacts of this facility.	Very Desirable	Somewhat Desirable	Somewhat Undesirable	Not Desirable
Improvements to Richmond Beach Rd	1	2	3	4
Construction of a new access route	1	2	3	4
Alternate transport methods (rail/barge)	1	2	3	4
Vegetative screening	1	2	3	4
Public buffer areas (park/open space)	1	2	3	4
Public amenities (marina, meeting space)	1	2	3	4
Tax revenue replacement	1	2	3	4
Advanced odor & noise control	1	2	3	4
Other _____	1	2	3	4

PLEASE **CIRCLE** THE BEST ANSWER TO EACH QUESTION BELOW

CONVEYANCE PIPELINE AND OUTFALL:

Rank your concern regarding the potential impacts of this facility.	Very Concerned	Somewhat Concerned	Somewhat Unconcerned	Not Concerned
Construction Traffic	1	2	3	4
Noise	1	2	3	4
Dust/Air Quality	1	2	3	4
Environmental Impacts	1	2	3	4
Other _____	1	2	3	4
Operations Water Quality	1	2	3	4
Environmental Impacts	1	2	3	4
Other _____	1	2	3	4

Rank the desirability of the following mitigation of potential impacts of this facility.	Very Desirable	Somewhat Desirable	Somewhat Undesirable	Not Desirable
Improvements to Richmond Beach Rd	1	2	3	4
Construction of a new access route	1	2	3	4
Alternate transport methods (rail/barge)	1	2	3	4
Public amenities (park/open space)	1	2	3	4
New near-shore marine habitat for wildlife	1	2	3	4
Public amenities (marina, meeting space)	1	2	3	4
Other _____	1	2	3	4

Please indicate you level of agreement with the following statements.	Strongly Agree	Agree	Disagree	Strongly Disagree
• With appropriate mitigation, the construction of a wastewater treatment plant and outfall at Point Wells would benefit Shoreline.	1	2	3	4
• With appropriate mitigation, the construction of an outfall alone at Point Wells may be acceptable to Shoreline.	1	2	3	4
• It is important for Shoreline to pursue the annexation of Point Wells into the City in order to protect the Community's interests.	1	2	3	4
• The Mixed Use zoning designation for Point Wells included in Shoreline's comprehensive plan reflects the Community's vision for this area.	1	2	3	4
• The construction of a marina at Point Wells would benefit the Shoreline community.	1	2	3	4
• The City should encourage the redevelopment of Point Wells to non-industrial uses.	1	2	3	4

Continue Next Page

AT TONIGHT'S PUBLIC FORUM

- In your opinion, what was the most important topic discussed? _____
- In your opinion, what was the most important thing you learned? _____
- In your opinion, what would you like to know more about? _____
- Other Comments? _____

REGARDING KING COUNTY'S SITE SELECTION PROCESS

Would you like to be informed about the site selection process when it begins? Yes – No

If Yes, how would you like to receive information?

- ☐ Web site informational postings
- ☐ Local newspaper advertisements
- ☐ By mail
- ☐ By e-mail
- ☐ Notify me of all public meetings in my community regarding site selection
- ☐ I would like to be considered for a position on the Siting Advisory Committee when it is formed.
- ☐ I Don't know yet

Check All That Apply
– and please be sure to
include the necessary
information below

What things do you think are important to include in our site selection process as we begin working with a number of different communities?

I would like more information on (please include address below)...

- ☐ Odor control
- ☐ Wastewater treatment processes
- ☐ Marine outfall
- ☐ The Executive's Preferred Regional Wastewater Services Plan
- ☐ Visiting wastewater treatment facilities in the area

The following information is optional unless you would like more information sent to you.

Name: _____ E-mail: _____

Address: _____

Phone number: _____ Best time to call: _____

Attachment C

King County RWSP Summary and Siting Process Informational Flyer

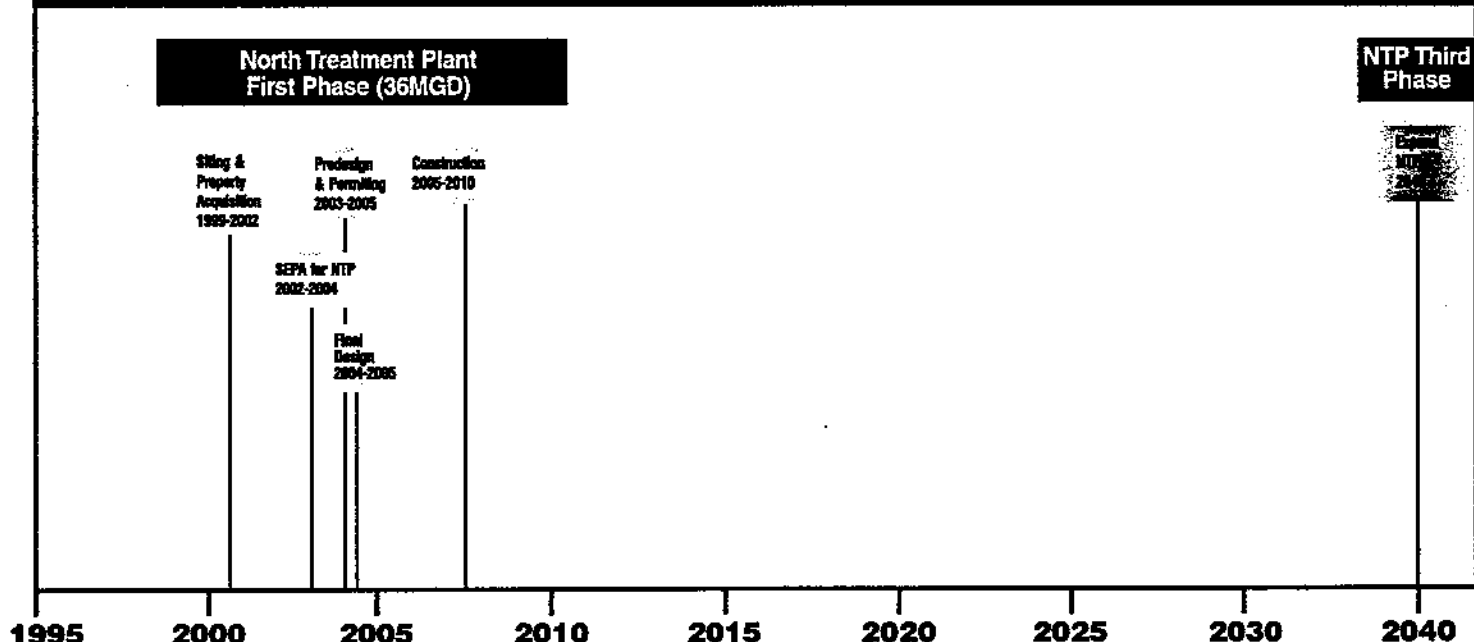
North Treatment Plant Siting Process

With the King County Council's adoption of the Regional Wastewater Services Plan on November 29, 1999, we are now rapidly moving forward with the site selection process. The Council's approval will allow us to meet our goal of siting a new sewage treatment facility within three years and constructing this plant in North King County or South Snohomish County by 2010. The first step includes signing a consultant contract with CH2M Hill by January 1, 2000, followed by developing a draft site

selection process. Once the draft process is completed, we would like to solicit advice, comments and suggestions for refining the process. In addition, we will also form a Siting Advisory Committee (SAC) in the early months of 2000 and welcome your suggestions for potential committee members.

Below you will find a timeline for site selection, facility design and construction.

Timeline for site selection, Facility Design and Construction



Who will be involved in site selection

General Public

- Community associations
- Environmental groups
- Business groups

King County Executive

King County Council

Siting Advisory Committee (not formed yet)

Regional Water Quality Committee

Tribal Governments

Local and Regional Water Suppliers

Snohomish County

Local, State and Federal Regulatory Agencies

Metropolitan Water Pollution Advisory Abatement Committee

Technical Peer Review

Local and Regional Governments



Continued on other side

Siting Principles

The following principles will help to guide the selection process:

- The siting process will include finding sites for a treatment plant pipelines and a new marine outfall.
- Sites must allow King County to treat wastewater efficiently and enable King County to mitigate impacts of the new facility.
- The timeline in the Executive’s Preferred Plan will be met. **The value of citizens’ time volunteered for this effort must be respected.**
- Although time is limited, flexibility is important. It is impossible to anticipate all details. By designing flexibility into the process, participants will be better able to adjust to change.
- Costs will be kept within guidelines, but will not be the only criterion.
- Partnerships with other jurisdictions will be sought.
- Policies regarding the siting of essential public facilities of King and Snohomish Counties and any affected local jurisdiction shall be followed.
- All parties with a significant interest in the siting process will be involved in the decision process. Parties with an interest in the issues will vary over time, and the process will be open so that new parties can enter and leave the process accordingly.
- King County is committed to following through on any agreements made with local communities.
- Citizens in the region and in local communities will have access to relevant information.
- King County will support local community efforts to effectively participate in the process to site new facilities.
- Citizens and communities will be treated fairly, listened and responded to.
- Local communities will be able to participate in identifying what is needed to mitigate impacts and enhance the community when a plant is built.
- Criteria for a site will comprehensively evaluate environment, technical, financial, and community needs.
- Communities will be able to help develop the criteria by which a site is selected.

Summary of the Regional Wastewater Services Plan

More than 40 years ago, concerned residents of King County united to meet one of the most pressing challenges then facing our region: the clean-up of Lake Washington. Pollution from sewage runoff was so severe that the lake had become unsafe for swimmers.

Today we are faced with a similar challenge: our growing population will soon push our wastewater treatment system beyond its capacity. How we approach this issue will affect the quality of life in the region for the next 100 years.

In planning for this challenge, King County Executive Ron Sims gathered the opinions of area residents, leading scientists and elected leaders from across the region. His resulting strategy to build a north treatment plant and make other improvements will protect our water resources and manage the wastewater needs of the region for at least the next 40 years. After years of planning, study and review, the King County Council approved the RWSP on November 29, 1999.

Following are answers to general questions on the Executive Preferred Plan:

Why do we need to expand our system?

At our region's current growth rate, we will near our sewage treatment capacity in 2010, just 11 years from now. Already, the King County wastewater system treats more than 200 million gallons of wastewater from our homes and businesses every day at the two regional treatment plants. The system serves more than 1.3 million residents within 420 square miles. It consists of 255 miles of pipes, 41 pump stations and 19 regulator stations.

By 2030, it will have to treat an additional 70 million gallons everyday or nearly half again the current volume.

What is the Executive's Preferred Plan to meet new demands?

After asking citizens and local elected leaders about the options for increasing wastewater treatment capacity, county officials carefully reviewed the response as well as extensive technical and financial data. The Executive's Preferred Plan reflects the region's strong commitment to preserving water quality – before it becomes an emergency and to intelligently recycle our resources.

The Executive's Preferred Plan includes the following:

- Build a new treatment plant in north King or south Snohomish County to substantially increase our wastewater treatment capacity
- Expand the East Treatment Plant in Renton to handle additional wastewater flows
- Improve the reliability of our system of pipes and pumps, and accelerate our efforts to reduce storm related overflows, also known as combined sewer overflows (CSO)
- Continue our practice of recycling biosolids, a byproduct of the treatment process
- Seek new opportunities to reuse treated wastewater and help reduce the region's dependence on freshwater sources
- Work with local sewer agencies to repair and replace aging pipes to reduce the amount of groundwater and stormwater that leaks into the sewer system

**Today we are faced
with a similar
challenge: our
growing population
will soon push our
wastewater
treatment system
beyond its capacity.**



Facts on King County's Wastewater Treatment System

Date System was established	1958
Total invested to date	\$3 billion
Total cost of Executive's Preferred Plan for next 40 years	\$1.3 billion
Area served	420 square miles
Sewage treated systemwide	205 million gallons per day
Sewer lines	More than 255 miles
Pipe diameter	12 inches to 12 feet
Pump stations	41
Regulator stations	19
Outfall stations	4
Stormwater treatment plants	2 (Alki and Carkeek)
Methane gas sold	651,000 cubic feet per day
Electricity generated	20,000 kilowatt hours per day
Biosolids production	76 dry tons per day
Biosolids recycling purposes	Agriculture, forestry, composting
Reclaimed water purposes	Landscape irrigation (golf courses, parks); Industrial cooling/heating; Other non-potable uses
Industrial waste permits enforced	140

Attachment D

Point Wells Forum Summary of Comments

POINT WELLS FORUM SUMMARY OF COMMENTS

What was the most important topic discussed?

- Alternate site plans
- Alternate uses and mitigation
- Alternative access to Pt. Wells / Environmental concerns
- Alternative uses
- Alternatives to R.B. plant. Even the politicians are pushing it
- Alternatives to the waste water treatment facility
- Although the panel tried to defer, the most important question is the need for a third treatment plant!
- Amount of traffic increase
- Annexation of Pt. Wells
- Chevron determined to stay at site
- Chevron's plans for the future of Pt. Wells
- Current status of site selection process
- Design, impact potential mitigation for a wastewater treatment plant
- Development alternatives possible annexation of Pt. Wells/Woodway
- Environmental Concerns
- Impact to the community alternatives to the treatment plant and outfall
- Size of site for ..? plant too big for Pt. Wells unless Chevron moves
- The effects of the plant/outfall
- The systems expected impact
- Traffic
- Traffic
- Traffic expectations for all alternatives
- Traffic mitigation

What was the most important thing you learned?

- King County Execut(ive) doesn't want to face this community himself.
- There is no guarantee of "appropriate" mitigation and appropriate is a 'soft' term (check's in the mail)
- Chevron has no intention or plans of leaving the Pt. Wells site.
- What other sites are like
- How short sighted and unprofessional our community leaders are
- I think we will need a north end plant rather than overload existing facilities. North is where so much growth is and will be.
- Understanding planning process
- Chevron wants to preserve its use of the site
- Tremendous expected traffic increase under "alternative uses."
- Chevron doesn't plan on leaving voluntarily
- Chevron doesn't plan on moving soon!
- Chevron isn't interested in selling land
- Traffic concerns
- Actually, there was no information discussed that was new news!
- Traffic estimates for each of the three reviewed alternatives
- Potential operational (treatment plant) mitigation – noise – odor
- Chevron's plans for the future of Pt. Wells

- Options for mitigation
- Chevron's plans to continue long-term operations and that they would consider a light rail stop compatible with existing operations.
- Zoned for light industrial doesn't include marina use, barge/rail for construction operation
- King County hasn't ever talked to Chevron about the possibilities.
- About Chevron, access possibilities
- On wastewater outfall what are greatest impacts and various mitigation subjects
- Non-chlorine treatment is possible.

What would you like to know more about?

- Edmonds road to proposed Pt. Wells marina
- How to get it located elsewhere
- How can Pt. Wells be developed to increase non-industrial public use options?
- Chevron's rights regarding their property
- Some way to evaluate the probabilities of other uses of Pt. Wells and their impacts
- The decision making process that went into assuming a need for a new plant!
- How many acres are needed for a 54MGD plant?
- City Council work plan for Pt. Wells Annexation
- Reality of alternate accesses to the site!
- What can we do to stop Pt. Wells as a site for either sewage treatment or outfall?
- How can we leave Chevron alone and, if a change must be made, just plant lots of trees.
- Alternate siting for treatment plants
- Be on mailing list of decision process
- Woodway and Edmonds must take more of the traffic impact if light industry or recreation is considered. Of course isn't even thinking of moving!!
- How we can lower taxes and minimize the role of government in our community
- Options for facilities and design concept w/ applicable costs
- What are the various public processes where citizen input is needed
- Cost, contamination, loss of private beach to the south

Other comments:

- If there aren't other roads than through Richmond Beach then adequate mitigation for a treatment plant at Pt. Wells is not possible.
- \$118,000 tax light indust. / \$278,000 tax base mixed use
- I felt there could have been more facts and comparisons (Bremerton, Bellingham, Edmonds) to our other facilities that could have been presented, BUT time was limited and I can see why just the "basics" was presented.
- The area would be best used as a marina / beach area with mixed use
- City of Shoreline should work with Snohomish County and Woodway for access to their taxpaying citizens through Richmond Beach - this is really more important than discussing annexation or even siting the treatment plant or outfall.
- City of Shoreline -- hands off!
- We must make clear what rejecting the plant means. If it's a true comparison put a vision of West Point vs. Carillon Pt. to the neighborhood.
- The County Executive and the King County Council have not sold me, and many others, on the preferred plan. I do not feel adequately represented.
- Chevron only has 50 acres on the level ground
- Chevron site is too small for sewer plant. Should be 100 acres for neighborhood mitigation

- Why does Pt. Wells need to be re-developed?
- Want the minimum amount of traffic to Pt. Wells. Do not want mixed use. Do not want alternate access through King County
- I could accept outfall at Richmond Beach. There are areas in Kenmore area to bury a treatment plant to better control odor.
- Why if Chevron is not interested in selling property are you pursuing this site? Imminent domain does not apply! Are we going to annex this area – I hope so!
- If this area is truly the “gem of Puget Sound” then create an open park space devoid of development and industry.
- Marina at Pt. Wells is my best choice. If it is used for treatment plant or outfall, Woodway City ought to share burden of traffic.

What things do you think are important to include in our site selection process as we begin working with a number of different communities?

- Buffer area, traffic and odor
- That the process include citizen education and input, esp. in communities directly impacted by the project
- A greater dialog between citizens and King County representatives involved in this process
- Continue forums on stages in planning
- Locating in relation to need and site availability
- The Pt. Wells site could be very expensive due to buying out Chevron and more importantly the environmental clean up it would entail.
- Do we (KC) really know the cost to site @ Pt. Wells considering cost to buy out Chevron & EPA cleanup?
- KC Council approved criteria
- Neighborhood impact – traffic, noise and odor, cost of development, cost of mitigation
- Go with the community of least resistance and make sure mitigation is adequate
- Least impact to community
- Impact on residential communities; alternatives to near shoreline/beach front sites (i.e. possible inland sites)
- Rail access to site
- Lowest reasonable cost in mitigation – this will likely be the largest uncontrollable cost
- Try to think “out of the box” about this project – it’s a great opportunity to create a truly successful and unique industrial project/program
- What are the best use and tax benefits for each site / which communities
- The communities that want the site must take the traffic

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Proposed Public Participation Process for the Municipal Services Strategic Plan
DEPARTMENT:	City Manager's Office
PRESENTED BY:	Eric C. Swansen, Senior Management Analyst 

EXECUTIVE / COUNCIL SUMMARY

One of your Council's goals on the 1999-2000 Workplan was to determine which City services to provide by analyzing requirements, methods of delivery, changes in other governments and Council preferences. We have been referring to this goal as the "Municipal Services Strategic Plan". At your Annual Planning and Budget Retreat last August, staff presented an update on this ambitious project, which included an introduction to what the strategic plan's purpose is, and how it would be used to evaluate service areas. The presentation also included an example of how each service area would be analyzed, showing a template that systematically defines, analyzes and provides options for the City's role in the future. For your reference, we have attached the information packet we shared with you at the retreat.

Your Council expressed enthusiastic support for the plan, but was concerned about how to solicit public input into this process. Since some of the criteria being evaluated are largely defined by our community's values, it is important that those questions reflect such values. The questions we are seeking input on are far more qualitative in nature, relying on someone's values and experience, rather than trying to quantify a level or service or provide a factual statement about service.

Staff is recommending the "key informant" process for soliciting public input, because it is aimed at soliciting interactive responses based on qualitative experiences. The key informant process interviews 15-20 people selected for their first hand knowledge, experience and interest in the community. Interviews with those selected are loosely structured, which provides ample opportunity for the free flow of ideas, information and answers. The interviews allow the interviewer to start with a basic series of questions and frame follow-up questions in a spontaneous manner. This technique allows specific service areas to be probed for more information, which will provide valuable input on the qualitative evaluation criteria that is based on our community's values. It also allows for the sharing of specific information about the City and other governmental or non-profit partners in order to solicit more pragmatic and informed responses from community members. This process will also provide the City with unique perspectives on the

motivation and behavior of our community, offering a greater understanding of our community's willingness to support new initiatives and changing roles.

Since this process relies on selecting key informants for either their specialized knowledge of the community or their leadership in the community, it is important that we get a diverse group of informants to participate. Staff recommends that your Council utilize an interviewee selection process that provides a wide variety of input, without becoming redundant. In most private sector key informant processes, the Chair of the Board works with the Vice-Chair to select stakeholder groups. Once these groups are identified, staff contacts the interviewees to ensure they are the person best suited to answer these questions and are willing to participate. These interviewees are then presented to the Chair and Vice Chair or Board for final selection. Staff is recommending we follow a similar procedure to select interviews for our purposes, with the Mayor and Deputy Mayor, or Council selecting interviewees.

Interviews will be scheduled for two hour increments and be conducted by staff. Staff will work to maintain a neutral attitude and be as objective as possible in asking questions and taking notes. Data from the interviews will be in the form of notes and post-interview follow-up sheets that lump responses into common subheadings for later analysis and summary. Summaries will be condensed for use in completing the project templates we've already developed.

Using the information collected from the interviews, a draft Municipal Services Strategic Plan would be developed for review. The draft plan would be presented to a number of advisory committees, stakeholder groups and business associations for comment. The draft plan, with suggestions for improvements made by the various advisory bodies, would be presented to the City Council at a workshop. The Council would have an opportunity to share concerns, suggest improvements and direct staff to make final changes before a public hearing and adoption takes place.

RECOMMENDATION

Staff is seeking your Council's consensus support for the recommended public participation process that uses the key informant survey to assisting creating a draft the City's Municipal Services Strategic Plan.

Approved By: City Manager LB City Attorney N/A

BACKGROUND / ANALYSIS

One of your Council's goal on the 1999-2000 Workplan was to determine which City services to provide by analyzing requirements, methods of delivery, changes in other governments and Council preferences. At your Annual Planning and Budget Retreat last August, staff presented an update on this ambitious project, which included an introduction to what the strategic plan's purpose is, and how it would be used to evaluate service areas. The presentation also included an example of how each service area would be analyzed, showing a template that would systematically:

- define services being analyzed
- sift through a series of criteria that largely determine the City's role in defining the service
- review future trends for that service that may affect the community
- develop options for the City's role in providing this service in the future
- suggest a role for the City to take in providing this service

Your Council expressed support for the process, but were concerned about how to solicit public input into this process. Since some of the criteria being evaluated are largely defined by our community's values, it is important that those questions reflect such values. The questions we seek input on are far more qualitative in nature, relying on someone's values and experience, rather than trying to quantify a level or service or provide a factual statement about service.

The particular questions we are seeking input on relate to whether or not a particular service is meeting our community's needs, does the service affect our community's welfare, and understanding trends that might affect how this service is being provided in the future. Questions that are quantitative or factual in nature, and are based upon staff research, and are not being directly answered by this process. Such questions include; whether or not the City is mandated to provide a service by law, or whether the service affects the ability to achieve Council goals or City Policies.

Staff has reviewed a number of ways to solicit meaningful public input into the Municipal Services Strategic Plan. The options reviewed by staff included a "planning academy" type process, reviewing the plan with existing advisory boards and commissions (Council of Neighborhoods, Planning Commission, Parks and Recreation Advisory Committee), a series of public open houses, and a "key informant" process.

The "planning academy" type process, where a large number of residents being presented factual information and being asked to provide the qualitative aspects of the service, was dismissed as being very costly in terms of time and staff resources. Staff felt that finding community representatives available for attending all of the estimated 10 meetings necessary would be difficult. Given the time commitment, many of the people best able to answer these questions might not be willing to participate. The staff time that would be required to support such an effort would also be substantial. As your Council may recall, the plan is intended to provide a high-level overview, analogous to a map of the interstate highway system, offering major routes to follow but unsuitable for

finding specific locations with cities. Keeping the discussion at this high level with a "planning academy" type process would be difficult, since there is a natural tendency to get into more detail than is planned for this project.

Reviewing the plan with the key advisory bodies (Planning Commission, Council of Neighborhoods, Parks and Recreation Advisory Committee) was problematic for many reasons. First of all, not all service areas have an associated advisory body, increasing the likelihood that certain services will not receive the same level of attention and concern as others. Like with the "planning academy" approach, keeping the discussion focused on providing a high level overview would be difficult to accomplish. However, staff is suggesting that these advisory bodies be involved in the process for reviewing the plan once it is drafted. This will provide ample opportunity for the community to respond to a draft plan before final adoption takes place.

Holding a series of public meetings to obtain guidance on this plan while it is in the development stage is difficult. Keeping participants focused on a high level, like with the other formats considered, is difficult at best. Another concern is the natural tendency for people to focus on specific issues, rather than provide a comprehensive view of all the services being analyzed as they relate to each other. It would be preferable to have a draft document available for the community to respond to, rather than expecting a draft to be developed as a result of a series of public hearings. Staff is proposing a public hearing before your council takes action for the final adoption of the plan, which would serve this valuable purpose.

The "key informant" process was identified as the staff recommendation for the public process because it is specifically aimed at soliciting interactive responses based on qualitative experiences. The process interviews 15-20 people selected for their first hand knowledge, experience and interest in the community. Interviews with these people are loosely structured, which provides ample opportunity for the free flow of ideas, information and answers. The interviews allow the interviewer to start with a basic series of questions and frame follow-up questions in a spontaneous manner. This technique allows specific service areas to be probed for more information, which will provide valuable input on the evaluation criteria that is most qualitative in nature and get ideas for the City's role in the future. This process will also provide unique perspectives on the motivation and behavior of our community, offering a greater understanding of our community's willingness to support new initiatives and changing roles.

The "key informant" process is a relatively new tool for government. It provides an inexpensive and relatively easy way to solicit qualitative information in a way that is very friendly, non-confrontational and flexible. We are optimistic this will also be valuable tool to access opinions from the people that, for whatever reason, have not participated in past committees, advisory groups, and/or workshops. It allows the interviewer to develop a rapport with the interviewee, which helps to develop a high level of confidence in the usefulness of the responses. It also provides flexibility to "drill down" and solicit input where the interviewee seems to have a keen interest or first-hand knowledge that will provide a unique perspective. Follow-up questions, aimed at summarizing, clarifying or getting more detailed information, are a normal part of every interview. This process has been successfully used in the private sector for many years. It has become a standard process that many health care providers have been

using to successfully identify practices and process that need improvement, using the constructive input of the entire spectrum of stakeholders from patients to suppliers. This process was recently used in a study King County is preparing to identify roles in the human services arena.

The first step in getting this process working is to develop a series of basic questions that will be used as "starting points" for interviews. Follow-up questions, since they are based on the responses to the initial questions, are not scripted beforehand. Questions should avoid the "yes/no" format, and phrased in a manner that elicits the interviewee to provide a more detailed response. For example, instead of asking "Do you know about the City's Comprehensive Plan ?", a more appropriate question would be phrased as "Tell me about the City's Comprehensive Plan...". Sequencing is also important, providing people with the opportunity to start with factual and historical questions, before moving on to hypothetical or forward-looking questions. This prevents the interviewee from dwelling on the past and provides an opportunity to make a clear and creative look into the future without confusing the interviewer. Staff has drafted a list of questions for your Council's review as Attachment A.

Since this process relies on selecting key informants for their specialized knowledge, it is important that all major stakeholder groups have an opportunity to participate. This will ensure that divergent interests and perceptions can be captured and addressed. Such stakeholder groups would likely include service providers, local business groups, other government agencies, neighborhood groups and residents. Staff recommends that your Council utilize an interviewee selection process that provides a degree of confidentiality, with a wide variety of input, without becoming redundant. In most private sector key informant processes, the Chair of the Board works with the Vice-Chair to select stakeholder groups. Once groups are identified, staff conducts preliminary interviews to find the person best able and willing to provide the input needed. These interviewees are then presented to the Chair and Vice Chair, or Board, for final selection. Staff is recommending we follow a similar procedure to select interviews for our purposes, so that we can limit the number of interviews to a well-rounded, diverse, but manageable size.

Once interviewees are selected, staff will schedule interviews with the interviewees and provide some background information in advance. By providing the background material up front, interviewees will have a better understanding of how the process works, how the information will be used and what level of input we are seeking. This will help ensure the interviewees are confident in the process, aware of the level of confidentiality, and prepared to participate.

Interviews will be scheduled for two-hour increments and be conducted by staff. Staff will work to maintain a neutral attitude and be as objective as possible in asking questions and taking notes. Data from the interviews will be in the form of notes and post-interview follow-up sheets that consolidate responses into common subheadings for later analysis and summary. Summaries will be condensed for use in completing the project templates we've already developed.

Following the key informant interview process, a draft Municipal Services Strategic Plan would be developed for review. The draft plan would be presented to the following advisory committees for a presentation on the plan and review:

- Council of Neighborhoods
- Parks and Recreation Advisory Committee
- Planning Commission
- Shoreline Chamber of Commerce
- Other Public Agencies

The draft plan, with suggestions for improvements made by the various advisory bodies, would be presented to the City Council at a workshop. The Council would have an opportunity to share concerns, suggest improvements and direct staff to make final changes before a public hearing and adoption takes place.

RECOMMENDATION

Staff is seeking your Council's consensus support for the public participation process that uses a key informant survey to assist with creating a draft of the City's Municipal Services Strategic Plan.

ATTACHMENTS

Attachment A – Draft Key Informant Questions

Attachment B – Year 2000 Planning and Budget Retreat Handout

Attachment A - Draft Key Informant Questions
(See Attached)

Draft Questions for Key Informants

#1 . What do you see as the most important trends and future issues affecting the community?

#2. How are we doing as a new City?

Which of the following services is the City, other government agencies, non-profit organizations and private sector providers meeting the community's expectations for....

Public Works (Streets, Sidewalks, Storm Drainage)
Parks & Recreation (Park Maintenance, Park Facilities and Recreation Activities)
Public Safety (Police, Criminal Justice)
Human Services (Senior Services, Youth Programs, Treatment Programs, Child Development)
General Government (Public Records, Financial Accountability)
Economic Development (Job Creation, Business Retention, Redevelopment)
Planning & Community Development (Land-use Approval, Building Permit, Inspections)
Cultural Services (Museum, Arts, Music Programs)
Community Relations (Communicating with the Public, Neighborhood Programs)
Utilities (Water, Sewer, Electricity, Cable TV, Natural Gas, Telephone, Garbage)

What services are the City, other government agencies, non-profit organizations and private sector providers not meeting the community's expectations for...

Public Works (Streets, Sidewalks, Storm Drainage)
Parks & Recreation (Park Maintenance, Park Facilities and Recreation Activities)
Public Safety (Police, Criminal Justice)
Human Services (Senior Services, Youth Programs, Treatment Programs, Child Development)
General Government (Public Records, Financial Accountability)
Economic Development (Job Creation, Business Retention, Redevelopment)
Planning & Community Development (Land-use Approval, Building Permit, Inspections)
Cultural Services (Museum, Arts, Music Programs)
Community Relations (Communicating with the Public, Neighborhood Programs)
Utilities (Water, Sewer, Electricity, Cable TV, Natural Gas, Telephone, Garbage)

#3. What's the most important area of service the City, other government agencies, non-profit organizations and private sector providers should be focusing on? If we enhanced a service area, how should it be enhanced?

Public Works (Streets, Sidewalks, Storm Drainage)
Parks & Recreation (Park Maintenance, Park Facilities and Recreation Activities)
Public Safety (Police, Criminal Justice)
Human Services (Senior Services, Youth Programs, Treatment Programs, Child Development)
General Government (Public Records, Financial Accountability)
Economic Development (Job Creation, Business Retention, Redevelopment)
Planning & Community Development (Land-use Approval, Building Permit, Inspections)
Cultural Services (Museum, Arts, Music Programs)
Community Relations (Communicating with the Public, Neighborhood Programs)
Utilities (Water, Sewer, Electricity, Cable TV, Natural Gas, Telephone, Garbage)

#4. What is your long-term (twenty years out) vision for the future of Shoreline?

City A

- Develop an expanded retail/commercial base that makes services to our community more supported by using sales tax rather than property or other taxes.
- Implement stricter architectural and engineering standards to improve aesthetics, even if it adds costs to the property owner.
- Ensure a mix of housing, commercial and office space is available at a variety of price ranges
- Provides a high level of maintenance on public spaces, such as walkways, parks, streets and public buildings.

City B

- Develop a bedroom community to house employees working in other communities, with a modest amount of retail development to provide basic market goods.
- Implement architectural and engineering standards that meet basic requirements for safety and uniform appearance
- Ensure that mostly single-family housing is available at a variety of price ranges
- Provides a basic maintenance level that forestalls major capital expenditures for streets, with parks and public buildings being less important.

City C

- Fill in your vision for:
 - Retail / Commercial Development
 - City Service Levels
 - Taxes
 - Partnerships with other providers (public, private, non-profit) to provide services
 - Other ideas

#5. After being told who currently provides the following services, what should the City's role be in the provision of these services to our community?

- Human Services
- Fire Services
- Library
- Police Services
- Public Health
- Schools
- Sewer / Wastewater
- Stormwater Control
- Water

#6. What determines your opinions about services & who provides them?

#7. What are your most pressing concerns?

#8. Is the City using its resources effectively?

#9. Has anything changed in Shoreline since incorporation?

#10. Have you noticed any changes in the way local services are being provided to our community?

#11. What are the three most successful programs the City has undertaken?

#12. What changes would you make to improve the way services are provided to the community?

#13. If you could change one thing about the City, what would it be?

Attachment B - Year 2000 Planning and Budget Retreat Handout

(See Attached)



Municipal Services Strategic Plan

1999-2000 Council Goal No. 3

Determine which City services to provide by analyzing requirements, method of delivery, changes in other governments and Council preferences.

This represents a proposed approach to completing the strategic plan contemplated in this goal. The purpose of this presentation is to receive feedback on the general approach, not necessarily on the actual detailed information presented. The detailed findings and recommendations haven't been thoroughly reviewed by the management team and City Manager's Office. We wish to see if the project methodology will likely get what your Council intended before completing this goal.

Municipal Services Strategic Plan

Introduction

We are constantly reminded that there are limits to what government can and should do. The City of Shoreline can't be all things to all people. Instead of responding to citizen and/or other public agency requests to assume new responsibilities, providing an ever growing list of services that stretch our financial means to provide them, we can proactively define a list of services and provide them in a successful manner that reflects our community vision, values and ability to pay.

The Municipal Services Strategic Plan is an overview of the wide variety of services that various public and some private agencies are involved with providing. The plan is intended to provide a high-level overview of the services provided to Shoreline residents, identifying priorities, emerging issues and potential roles for the City vis-à-vis these other providers. More importantly, it defines a future role for the City in providing services to the community.

This high-level overview is probably best compared to a highway map. At the highest level, is a map with the entire interstate highway system, which is useful for providing a general reference, but fails to give specific enough advice to meet all your needs. The next level is a state map focusing on interstate and state highways, but not local roads. It provides enough detail to get you to the general vicinity of your destination, but requires more specific information when you get closer. A more detailed map shows a block-by-block grid of streets in the City, which is helpful but assumes you have already arrived in the general vicinity of your destination to be useful. This strategic plan will serve as a map to get to the general vicinity of our destination, functioning much like a state highway map. More detailed information for analysis, our block-by-block "City" map, will need to be studied at a later date.

The goal of this plan is to strategically prioritize services and programs that use limited general fund dollars, such as property and sales taxes, recognizing that there is a limit to our community's willingness to pay for services through taxes. These taxes are generated locally and should be prioritized to locally controlled services. This plan also identifies opportunities to maximize dedicated funding sources, such as user fees and grants, to provide certain services and programs.

The plan is loosely modeled after a traditional corporate business plan, determining broad areas upon which to concentrate business resources. While this model is not widely used in the public sector, most highly respected public agencies have successfully adapted this model for determining which services to be involved with. The reasoning is simple: focus your resources on products that you can be successful in providing to the market and identify your role in providing related services that assist your customers.

This plan is highly proactive, giving the City the opportunity to determine our role in providing services based upon consistent reasoning using a pre-defined set of criteria. Other approaches to prioritizing services and programs have a tendency to be based more on emotion than reason, or due to political pressure in the short-term, and may prove to be inconsistently applied in the long run. There are three roles the City could play in providing services – direct provider of the service, partner to providing the service or an advocate for providing the service. As the roles suggest, the highest level of City involvement is being a direct provider, while the least amount of involvement is being an advocate.

Like any plan that addresses long-term goals, it only works when day-to-day actions or annual budget decisions are consistent with the long-term plan. Failure to follow the roles outlined in the plan exposes the risk of replacing a proactive, consistent and reasoned methodology with reactive, inconsistent and disconnected process. When the process becomes inconsistent, we run the risk of appearing like services are provided based on partisan influences, rather than a thorough, thoughtful and comprehensive evaluation process.

Our greatest challenge as a City is to reconcile the demand for services with our limited resources, while maintaining a focus on the values of our community and the vision for it's future. The services we provide should be consistently provided in an efficient and professional manner.

The Strategic Planning Process

To start the planning process, a list of services was developed, based upon services currently being provided to our citizenry through various public and private sources. While most of the services will be familiar to Shoreline residents as services we are already providing, a number of them are listed because the service is provided by other agencies but impacts our community. Since this plan will help determine what services we do provide, it also will tell us what services we don't provide. By analyzing services that are more appropriately provided by regional or other providers, we can better understand how such services impact our community, how they are funded and what roles the City can play to effectively represent our community's interests.

Each service listed is analyzed using a form that describes the service, applying a consistent set of criteria to it, and suggests a role for the City in providing the service. The questions are intended to provide a measure to compare services to one another without getting into too much detail. The responses in the form tend to be broad enough to provide a high level overview without detailing specific exceptions that don't follow general directions.

Service

A simple name is assigned to a group of similar services. Because this is a high-level overview, the level of detail focuses on broad service categories, rather than specific services or served populations. In some cases, services named might seem more specific than others. This reflects

a need to classify certain services with distinguishing characteristics from other services for clarity purposes.

Description

The description is a broad summary of what the service does. It is intended to familiarize people with the service being analyzed, sometimes listing examples of narrowly defined sub-services that are grouped into the service.

Criteria

A set of criteria is applied to the service to better illustrate the factors that affect the role of the City in providing a particular service. The criteria is framed in a series of "yes" and "no" questions, with a space for comments along the side. Comments are added to provide more information about how the service relates to the criteria.

It is important to note that the intent of the criteria is not to provide a method for scoring services against one another. Not every criterion is, or should be, equally weighted in importance. Each individual will assign a different level of importance for each criteria, reflecting personal values and philosophies.

Nevertheless, certain criteria should be emphasized when making decisions about allocating limited general fund dollars. These include services that:

- the City is legally mandated to provide
- affect the health, safety and welfare of our community
- the City has the practical ability to control
- are based on past policy decisions

The criteria are listed below with a brief explanation:

Is this a service the City is mandated by law to provide?

Many services the city provides are mandated by state (or in some cases Federal) law. One example of this is the fact that cities are responsible for certain roads within their boundaries. Services and programs mandated by law should receive a priority when allocating general fund dollars. When services are mandated it also requires direct City involvement in providing the service, since we are legally responsible to ensure the service is provided. This is not to say that all mandated services must be provided directly using in-house staff, since the City takes advantage of

numerous contracting options to meet our mandated responsibilities.

Is this a service we can control?

Some services are beyond the effective control of the City, often because it is controlled by other governmental agencies, the private sector or non-profit organizations. Services that are beyond our control can also be services where the demand for a service is beyond the City's ability to supply resources to provide that service. Allocations of general fund dollars should be prioritized to services we can control, since it maximizes the effectiveness of limited funds.

Is this a service being provided by someone else in community?

Like many other major metropolitan areas, it's not uncommon to have services provided by a variety of agencies. In some cases, the services are limited to a specific area that overlaps political boundaries, while in other cases there is competition between providers. When others are providing services in the community, the community will not generally benefit from a duplication of services.

Is the service meeting the community needs?

In the absence of a detailed needs assessment for each service, services are assumed to meet community needs if they are available (within a reasonable distance), and affordable to our diverse community. It's important to keep in mind that this plan is a high-level overview, which often combines a number of similar services into a single category for analysis. Specific need assessments on services within a category need to be accomplished using a more detailed analysis at a later date.

Does this affect health, safety or community welfare?

In general terms, the public sector has the responsibility for ensuring community health, safety and welfare. Services which affect the health, safety and welfare of our community should receive prioritized allocations of general fund dollars. Services that affect the "quality of life", while important to the community, are not as essential as health, safety and welfare.

Is this service a Council priority identified in a policy document (e.g. Comprehensive Plan, Parks and Open Space Plan, etc.) ?

The City Council has adopted a number of policy documents that guide the staff in developing programs and services. This plan needs to reflect the policies and goals outlined in those plans, otherwise these policy documents (and the goals contained in them) become meaningless. Priorities for general fund dollars

should be allocated to meet the goals identified in policy documents, before other needs are addressed.

Does this service affect the ability to achieve council policies?

There are other policies adopted by the City Council that aren't a part of a major policy document, but set a direction for the City. Examples include economic development, cost allocation and code enforcement policies. The services we provide need to reflect these policies. Priorities for general fund dollars should be allocated to meet the goals identified as policy decisions of the City Council.

Are there economies of scale that can be achieved by coordinating services?

There are many services that could benefit from an economy of scale by combining with other providers on a coordinated basis. An economy of scale is described when individual unit costs are lower due to having a larger number of units to serve. Since the City looks out for the collective interests of our community, we should logically seek opportunities that benefit residents that reduce costs by achieving economies of scale. By doing so, the City is better suited to maximize limited resources and/or provide lower operating costs to the community.

Are there future trends and issues that warrant City involvement?

In order for this plan to be truly proactive, we also need to identify services and programs where trends and future issues might warrant the involvement of the City at some point in the future. This criterion helps distinguish such trends and comment on more specific details. This is similar to the "environmental scan" that is found in traditional strategic plans.

Is there a relationship between those who receive services and those who pay for them?

There are limits on the funds the City can obtain, how those funds can be used, and the community's willingness to pay. In order to minimize the impact on the City's limited general fund dollars, we want to maximize opportunities for programs and services that are self-supporting. Programs and services where fees collected cover the operating, capital and overhead costs are said to be self-supporting. The greater the difference between fees received and associated costs, the greater the level of subsidy from taxes. When significant subsidies exist, we should look to strategically prioritizing these programs and services to ensure that we are using our general fund dollars in a prudent manner.

When a strong relationship exists between those who use a service and those who pay for the service, we should look for opportunities to develop dedicated revenues (such as user fees) to minimize subsidies. This is especially true when services are provided to meet special interests, instead of the community's broader needs.

Is there a policy reason why the City should be involved in providing this service?

Certain services, for policy reasons, need to remain a direct City service. These can include services that require council action, and services that require the City to make decisions about allocating funds.

Emerging Issues and Future Trends for this Service

This provides a brief summary to help identify future issues and trends that might affect how this service is provided in the future. In some cases, these future implications might warrant City involvement. This too is part of the "environmental scan".

Options for the City

In general there are three distinct roles the City could have in providing services – Direct Provider, Partner or Advocate. Being a direct provider is best described as providing the service ourselves, either using in-house capabilities or contracting with an outside provider. The role of partner is when we work closely with another (more appropriate) provider to ensure a service is provided, often funding a portion of the service or program. An advocate is used to describe a role where we support the efforts of an appropriate provider to make a program or service available, but don't provide any funds to do so.

DIRECT PROVIDER

There are many services and programs that we are mandated to provide. By necessity of the mandate, we are obligated to ensure the service is provided. This could be accomplished using in-house capabilities, or contracting with outside providers. Nevertheless, we are responsible for making sure the service is provided.

Other services might, after being evaluated by the criteria above, be best provided directly. Reasons for directly providing a service include one or more of the following:

- Services that can be controlled
- Services that require a City-wide perspective (coordination with other City departments) to coordinate

- Services that can be cost-effectively provided, either using in-house capabilities or outside contracts
- Services that affect the ability to achieve Council policies

PARTNER

Some programs and services, while not mandated or controllable, have a direct impact on our community's visions, values and preferred outcomes. In such cases, the City can benefit by working with other providers to make the service or program available in our community. A partner relationship might involve direct financial contributions, providing technical assistance, coordination, or establishing new organizations to provide the service or program. A partnership role does not describe a service where the City has a direct role in providing the service, but contracts with an outside provider to do so.

ADVOCATE

Programs and services where the City's role is limited, due to financial limitations, legal requirements or policy reasons. These services might still benefit from the City's involvement, while staying within these limitations. Since our perspective encompasses the entire geographic boundaries of the City, we have a vested interest in supporting programs and services that are consistent with the Council's goals, and the values of our community. Many of these programs and services are provided to cater to smaller populations, based on geographic, ethnic, age, disability, and economic differences. It is in our interest to become an advocate for obtaining the financial, political and community support required for providers of such services.

Future City Role

The City's future role is identified, based upon the criteria (answers to the questions) above. Specific information is added to set a direction for our involvement in the future.

Strategic Plan Document

The end product of this effort would be a high-level document with policy statements (positions) similar to the Comprehensive Plan. These policy statements will explain the City's long-term ("future City") role in each service area. This document as a whole would then set the direction for the City to respond to outside influences and requests, and will provide the framework to develop long term financial plans to fund the City organization.

Sample Approach For One Program Area

Parks, Recreation and Cultural Services

The City's Park, Open Space and Recreation Services Plan developed in 1998 outlined six goals. These goals were also included in the City's Comprehensive Plan to ensure consistency. One of the challenges presented by these goals is to accomplish them in an environment of competing priorities for maintaining the City's infrastructure. Since these services are only partly offset by fees, most funding comes from general fund dollars.

Despite continued demand for increased recreation and cultural facilities, the City's most recent Capital Improvement Plan was only able to fund the master plan development of three facilities. Two of these facilities are being master planned to address concerns raised in a recent evaluation of City owned structures. A third was identified to address the lack of a major play field in the east side of the City. These facilities include the Shoreline Pool, Richmond Highlands Community Center and Paramount Park. Fourteen other park sites have no funding for master planning.

Recreational programs have the potential to provide a stream of dedicated funding to offset any losses of limited general fund revenues for parks programs. Caution should be used when transitioning to a fully allocated fee-supported model, since some programs offer benefits to our community's welfare and might warrant funding from either the City's human services allocations or general fund.

Further improvements to our community's parks and recreation facilities can be achieved through collaborative relationships with other local agencies. The Shoreline School District and Shoreline Community College have both indoor and outdoor facilities that can provide increased opportunities for Shoreline residents to participate in recreation and cultural programs, while reducing the capital and operating costs of such facilities.

Shoreline Parks, Recreation and Cultural Services Goals

- Enrich the quality of life for all Shoreline residents by ensuring that a broad range of high quality recreation and cultural opportunities are readily available, by preserving open spaces and maintaining a quality parks system.
- Seek to increase opportunities for Shoreline citizens to enjoy parks, recreation and cultural resources through improving accessibility and usability of existing facilities and pursue opportunities and partnerships for new indoor and outdoor facilities for year-round programming.
- Seek partnerships and coordination with existing facility and program providers to strive for efficient and equitable distribution of community and regional resources, and to maximize the usability of parks and recreation resources to Shoreline residents.
- Seek to develop a diverse City-wide trail system that provides linkages between parks, greenways, open spaces, regional trail systems, residential neighborhoods and community businesses.
- Encourage regular and effective public involvement in the park planning process.
- Seek to provide a broad, diverse flexible and challenging program of recreation and cultural services to meet the leisure needs of the ethnicities, age groups and interests.

Source: Parks, Open Space and Recreation Services Plan, 1998

Service Name:

Adult Education Programs

Service Description:

This service includes a wide variety of educational programs aimed at improving skills of adults. Examples include financial planning, home buying, time management, personal money management, and writing.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	
Is this a service we can control?		X	There are a number of other service providers, making this service impossible for us to control.
Is this a service being provided by someone else in community?	X		Three local community colleges, the private sector and two local universities through extension programs provide the same or similar services.
Is the service meeting the community needs?	X		Since classes are locally available and reasonably priced, they are widely available. Having the service widely available generally meets the needs of community.
Does this affect health, safety or community welfare?	X		To the extent that programs improve the skills of our local workforce, there is a benefit to the community's welfare. However, many of these classes are recreational in nature or aimed at "hobbyists".
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)		X	While there is Council support for a wide variety of recreational programs, there has been no specific goal to provide adult education services. The Parks, Recreation and Open Space plan has policies that: - Encourage cooperation and coordination with other providers to develop new programs and make existing program more efficient - Avoid duplication of efforts by joint planning and development - The City becomes a catalyst for developing programs, but recognizes that this does not mean the City needs to provide all services.
Does this service affect the ability to achieve council policies?	X		Economic development policies mention the importance of a well-trained work force to encourage job creation.
Are there economies of scale that can be achieved by coordinating services?	X		Sharing instructors, coordinating schedules or eliminating overlapping or duplicated programs with other providers can provide an economy of scale.
Are there future trends and issues that warrant City involvement?	X		Having a well-trained work force is important to attract employers to the community. Since the City wants to encourage job creation in our community, we have a interest in making sure a well-trained work force is available.
Is there a relationship between those who receive services and those who pay for them?	X		Registration fees or tuition is collected to offset program expenses. Funds from state sources and local taxing districts provide an unknown level of subsidy for community college and university programs.
Is there a policy reason why the City should be involved in providing this service?		X	No. There are a variety of alternate providers that are better suited to take the lead in providing adult education services.

Emerging Issues and Future Trends for this Service

Having a well-trained work force is vital to attracting economic development opportunities, which creates a strong argument for City involvement in making this service available to the community. Learning methods continue to change, making distance learning from cable TV or the internet a growing medium for learning.

Options for the City

The City can develop a role as a direct provider, partner or advocate for providing this service. As a direct provider, the City currently offers a limited number of adult education programs through recreation classes. Other programs are provided by local colleges and universities that often duplicate the services the City provides or provides a more in-depth program. Becoming a partner with other providers can increase economies of scale, provide a comprehensive system that leads to accredited certificates or degrees, and achieves work force training and development goals that meet community needs and are consistent with the City's economic development strategies. The City could take the role as an advocate, supporting the activities of local providers that are consistent with council policies.

Future City Role

The City should limit its role as a direct provider, since there are a variety of other providers better suited to provide this service. If the City does act as a service provider, it should be limited to classes not available reasonably close to the community, and provided using a strict 100% fee supported model. A 100% fee supported model will cover both direct and indirect costs, since the service only is used by a segment of the population.

The City could develop a closer working relationship with other providers to advocate filling the niches where the services are best provided. This role can also include sharing learning opportunities from other providers through City publications, and ensuring programs are developed that meet identified human service, work force training and economic development strategies. The role could also include supporting and advocating adequate funding for local community college facilities and program expansions. We can also support local providers by regulating local telecommunications and cable TV franchises to ensure emerging new technologies for "distance learning" can be provided to the entire community.

Municipal Services Strategic Plan

DRAFT

Service Name:

Cultural Services – Museums, Visual and Performance Arts

Service Description:

This service provides a variety of cultural services to the community. Such services include art galleries and programs, opportunities for residents to see, participate in and hear live performances. Performance areas include music, dance, and dramatic performances. Museums include interpretive displays of historical themes, including natural and local history. This does not include scientific collections, such as zoological, botanical and aquatic collections, which are described under zoological and botanical parks.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	
Is this a service we can control?		X	There are so many providers with a substantial private sector involvement that makes this an impossible area for a City to control. Many artists have strong feelings over fiscal "donations" being completely separate from artistic license.
Is this a service being provided by someone else in community?	X		The Seattle metropolitan area is one of the country's cultural centers, with facilities recently being constructed for art, symphonic music, and theatre. In the last 17 years, more than \$450 million have been spent in the three county area on cultural art facilities. Closer to home, services are provided by the Shoreline/Lk. Forest Pk. Arts Council, the Shoreline Historical Museum, and the Shoreline School District.
Is the service meeting the community needs?	X		There are a wide array of cultural activities that are available in our area, including art museums, theatres, and music venues.
Does this affect health, safety or community welfare?		X	
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks and Open Space Plan, etc.)	X		The Parks, Recreation and Open Space Plan has a goal to increase opportunities for Shoreline residents to enjoy a broad range of cultural resources on a year-round and accessible basis. Another goal seeks to develop partnerships to ensure efficient and equitable distribution of community and regional resources in this (and other) service areas. The comprehensive plan has a policy that supports the provision of arts and cultural history programs.
Does this service affect the ability to achieve council policies?		X	While broad goals are defined, no policies specifically address how to achieve these goals with respect to cultural services.
Are there economies of scale that can be achieved by coordinating services?	X		With so many providers, opportunities to consolidate management, fundraising and venues do exist.
Are there future trends and issues that warrant City involvement?	X		A decline in federal funding has made local contributions more important. A regional private non-profit organization (Corporate Council for the Arts) is actively developing an endowment to provide adequate funding. Efforts to regionally fund cultural activities do arise occasionally, often requesting suburban areas to fund cultural facilities in Seattle.
Is there a relationship between those who receive services and those who pay for them?	X		Many galleries and venues charge an admission to offset expenses. There are a number of free events, matinees and special events that made the arts accessible at all income levels. The Shoreline Arts Council operates programs in local schools, with no direct funding from the School District, creating an unbalanced payer-provider-recipient relationship. The Arts Council and Historical Museum receive funds from private donations, local government and grants.
Are there a policy reason why the City should be involved in providing this service?		X	

Emerging Issues and Future Trends for this Service

A number of issues are surfacing that could affect the City. The recent population growth in outlying areas has resulted in a number of new local arts councils and performance centers. Many of these local groups aim to bring art into their local community to enhance the quality of life, increase community identity, and attract people to improve local commerce. It is unknown if these local arts organizations will draw people away from the established cultural activities or simply encourage people to get more involved in cultural activities.

Federal cuts to the National Endowment for the Arts can often have a spill over affect for local budgets, as organizations seek funding on a local level to replace Federal funds. This shift to local funding will drive more competition for limited dollars, causing some groups to exit the market. These groups often redefine themselves to meet the expectations of an audience that will support them.

Regional activities to provide capital funds for developing cultural centers seem to be well managed by the Corporate Council for the Arts, which has been very successful at funding many regional facilities.

The Shoreline / Lake Forest Park Arts Council and Shoreline Historical Museum receive direct funding from the City for the purpose of leveraging funds from other sources. This leveraging has had little effect of making these groups less dependent on the limited general fund dollars available to the City.

Options for the City

The City could be a direct provider, partner or supporter of local cultural arts. On the regional level, the City could take no role or support the activities of regional groups that provide capital funding and operate regional cultural arts facilities.

At the local level being a direct provider seems to duplicate what others are already doing, making a partnering or supporting role a more efficient use of funds. Partnerships would provide direct funding for local arts groups, while incorporating them into existing City programs where warranted. Under this role, a portion of the parks guide could be devoted to the Arts Council, and we can work to cooperatively develop venues for art activities. The supporting role differs in that funding would not be made to direct providers, but staff would support efforts of the Arts Council to develop venues, help with publicity and secure funding from other federal, state, local and private sources.

On a regional level we can support regional efforts by providing support when regional agencies seek funding from federal, state, regional and private sources. Having no role might limit our ability to influence how state and regional funding is dedicated to the cultural arts, and limit our ability to receive a fair share of these funds.

Future City Role

Becoming an advocate of both local and regional cultural arts providers is a good role for the City. While cultural arts contribute to the quality of life in Shoreline, it is not something that we can (or wish to) solely provide due to competing priorities. Since there are a number of excellent cultural activities that are already operating in a successful manner, it is unlikely that directly providing cultural arts programs will add significantly to quality or quantity of offerings. Nevertheless, having well-defined cultural arts programs in our immediate community adds to the quality of life and should be encouraged. By taking a supporter role, the City is able to work with local and regional providers to define local cultural arts programs and making them available to Shoreline residents, without duplicating efforts provided by regional or neighboring communities.

The City should continue to provide a basic level of funding for the two local groups – the Shoreline / Lake Forest Arts Council and the Shoreline Historical Museum. This funding should be fixed over time with the goal of using the City's funds as seed money to leverage funds from other public and private sources. The City should be an advocate of the arts and support funding from the school district for school related activities.

Service Name:

Open Space Acquisition

Service Description:

Acquiring undeveloped land for use as "open space" or undeveloped park reserves. Open space typically limits development to passive uses such as trails and viewpoints, which provide a place for solitude, wildlife habitat and preservation of environmentally sensitive lands.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	There are no requirements to provide this service. A series of Countywide bonds is currently being levied within the City to fund open space acquisition, which expires in 2009. This mandates King County to acquire open space lands throughout the County - in both rural and urban areas.
Is this a service we can control?	X		This is a service we are able to control in our community, but we must comply with appropriate state, federal and local laws. Private land trusts and Senior Taxing Districts have the ability to acquire land without City approval.
Is this a service being provided by someone else in community?	X		A number of private land trusts, a state committee and a regional bond measure, managed by King County, have funded open space acquisitions in Shoreline in the past. All these groups remain active, however funding is limited.
Is the service meeting the community needs?	X		To the extent that a large number of large park properties were acquired in the past, Shoreline has nearly 84 acres of open space lands. An additional 108 acres of open space land was identified for acquisition in the Parks, Recreation and Open Space plan. With the exception of one site, these acquisitions were a medium to low priority when compared to other park needs.
Does this affect health, safety or community welfare?		X	In some cases "open spaces" can be combined with stormwater facilities, or stream corridors to reduce urban flooding and enhance salmon habitat.
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)	X		The Comprehensive Plan and Parks, Recreation and Open Space Plans both identify goals to pursue partnerships to develop new facilities, which includes open space. The Comprehensive Plan has a policy to look for opportunities to preserve and protect areas with critical or unique natural features.
Does this service affect the ability to achieve council policies?	X		To the extent that large undeveloped properties are removed from taxable lands, the City loses both tax revenue and economic development potential. In some cases, economic and community development goals might benefit from having public and/or private open spaces as part of development.
Are there economies of scale that can be achieved by coordinating services?	X		The costs of identifying and acquiring land for open space can benefit from an economy of scale by having a team dedicated to this task. We could work through other agencies (public, private non-profit, etc.) to acquire open space, since they may acquire property more frequently than the City.
Are there future trends and issues that warrant City involvement?	X		As the King County Open Space Bond Measure sunsets, there may be regional support to develop another bond measure.
Is there a relationship between those who receive services and those who pay for them?		X	When acquisition is funded by property taxes, owners of more expensive properties (e.g. location, use and size) pay a larger share of open space acquisition costs, since costs are based on assessed valuation instead of user fees.
Is there a policy reason why the City should be involved in providing this service?	X		To monitor this as a regional issue and provide proactive input on future open space measures. Future measures may not show a relationship between what Shoreline residents pay and the benefit our community sees.

Open Spaces - Last printed 08/13/99 2:50 PM

DRAFT

As the regional bond measure sunsets, it is likely that this service will gain support for renewal on a regional basis. Since there is little open space capable property in Shoreline, it is likely this is a service that might cost Shoreline residents substantially more than the benefit they will receive. While some open space acquisitions might be physically located outside the City limits but remain practically accessible, providing a benefit to the City. A large portion of regional acquisitions will take place some distance from Shoreline, with little direct benefit to Shoreline residents.

Options for the City

The City could become a Partner, Supporter, or Direct provider of this service. Due to the lack of funds, it is highly unlikely that we are able to directly provide this service at this time. By becoming a supporter or partner would enable the City to have a say in how funds are spent, without the expense of direct involvement. Our influence would be greater as a partner, where the City provided funding to agencies that perform this service. However, legal constraints may limit our ability to fund acquisitions outside the City limits. By supporting public and private agencies that perform this service, we can still be an advocate for how funds are spent and where, without the risk of funding projects outside the City.

Future City Role

The City should advocate both public and private interests that acquire open spaces, making sure that the City's concerns over loss of tax revenues and economic development opportunities are accommodated. The City should continue to evaluate the prioritized list of open space acquisitions in the Parks, Recreation and Open Space Plan and funding from outside agencies to make planned acquisitions.

Service Name:

Parks – Operations and Maintenance

Service Description:

Providing the services for operating and maintaining the City's 330 acres of parks and open space to meet the community's expectations and values. These services protect the City's multi-million dollar investment in properties and facilities

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?	X		To the extent that the City's interlocal agreement with King County to transfer parks and open spaces requires parks maintenance, and we are liable for lapses in maintenance in parks in civil actions, the City is mandated to provide this service. We also may have contractual obligations with grantors (King County, State, etc.) to maintain and operate certain properties indefinitely.
Is this a service we can control?	X		We can determine the level of maintenance for our facilities.
Is this a service being provided by someone else in community?	X		The Shoreline School District provides similar services to their properties. On a less similar basis, utility providers, Community College and Metro all provide similar services to properties they own in the City.
Is the service meeting the community needs?		X	Maintenance activities are being provided at a rural standard, consistent with previous practices of King County. A variety of services are not being adequately performed, including weed control, irrigation, and turf maintenance.
Does this affect health, safety or community welfare?	X		Parks must be maintained to prevent injuries and ensure public health requirements are being met. Some play fields are arguably becoming a safety problem because of poor design and lack of maintenance.
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)	X		The City's Comprehensive Plan has goals that encourage coordinating maintenance and investment with other local providers, placing an emphasis on maintaining parks in a safe manner using the most cost-efficient and effective management practices.
Does this service affect the ability to achieve council policies?	X		Maintenance of parks is vital providing high quality parks, which is a stated Council goal in both the Comprehensive Plan and Parks, Recreation and Open Space plans.
Are there economies of scale that can be achieved by coordinating services?	X		A number of other agencies provide similar services to public spaces – most notably the school district, community college, and water district. The city might save limited general fund dollars by developing a collaborative relationship with these agencies.
Are there future trends and issues that warrant City involvement?		X	
Is there a relationship between those who receive services and those who pay for them?		X	Parks maintenance is a general fund supported service, with little relationship between the amount people pay and the service they receive.
Is there a policy reason why the City should be involved in providing this service?	X		Parks can create an identity or pride of place for Shoreline, which is important to develop community spirit. Nevertheless, we have a significant investment in over 330 acres of park land that we need to ensure is being maintained.

The City provides this service directly, using a combination of in-house and contract labor for parks maintenance. Efforts are underway to look at a possible City maintenance facility, where we will seek the cooperation of other providers, to reduce costs and minimize the loss of additional taxable lands.

The City Council has established a Parks Advisory Committee, which provides policy advice to the City Council on matters relating to parks development and programming. This committee will review maintenance levels and Capital Improvement Plans, both directly associated with providing this service. As parks are improved in the future, special consideration must be given to plan for the increased maintenance costs associated with the improvements. For example, a simple improvement like adding irrigation to a park will result greater needs for mowing, seasonal applications of weed control agents and fertilizers, and controlling the Canada Goose population.

The City also needs to evaluate the optimum maintenance level for parks, based upon community values, their current condition and the ability to pay using limited general fund dollars.

Options for the City

The City has no option but to be a direct provider of this service. However, the City has a wide amount of latitude on how to provide this service. It currently is being provided by a combination of private sector contracts and in-house personnel. Future options can include developing a cooperative program with other public agencies, adjusting the contracted labor component to meet new maintenance standards.

Future City Role

The City will continue to be a direct provider of service, seeking participation from other agencies to take advantages of economies of scale. The City should continue to re-evaluate and find the optimal mix of private sector contracting and in-house service delivery. The City needs to incorporate added maintenance responsibilities as a result of completing capital improvements in parks. Finally, the city must develop a maintenance management strategy that identifies optimum service levels to improve the condition of our parks.

Municipal Services Strategic Plan

DRAFT

Service Name:

Parks, Recreation and Cultural Services – Family Events

Service Description:

Family events are targeted for Shoreline residents of all ages, usually organized around holidays or theme days (Halloween Haunt, Celebrate Shoreline, etc.). The events provide an opportunity for the community to socialize and learn more about community activities. While some of these events offer music and other cultural services, the primary intent is to provide a social gathering.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	
Is this a service we can control?		X	We can't control this service, since numerous other providers provide similar services to different segments of the population.
Is this a service being provided by someone else in community?	X		Similar events are offered by the service groups, scouts and fraternal groups, but usually target a smaller audience.
Is the service meeting the community needs?	X		There are many opportunities for residents to attend adult/family programs for little or no cost. The City and other providers create these opportunities.
Does this affect health, safety or community welfare?		X	
Is this service a Council priority identified in a policy document ? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)		X	While an annual celebration is an apparent Council goal, many other activities are not.
Does this service affect the ability to achieve council policies ?		X	
Are there economies of scale that can be achieved by coordinating services?	X		Programs can be coordinated to reduce costs, ensure non-duplication and share facilities.
Are there future trends and issues that warrant City involvement?		X	
Is there a relationship between those who receive services and those who pay for them ?	X		Fees can only be collected in limited circumstances, such as parade entry fees and nominal entrance fees. Full-cost recovery creates a significant barrier to participation.
Is there a policy reason why the City should be involved in providing this service ?	X		Activities that bring the community together and help create community identity are a benefit to the City.

Working with other providers to ensure that services are coordinated and meet community needs is an emerging issue for this service.

Options for the City

The City could directly provide the service, partner with a provider or support the agenda of those providing services. Since it is unlikely that one provider will provide all the services and the entire needs of the community will be met by existing providers, suggests that the City should either directly provide these services or partner with someone to do so.

Future City Role

The City will continue to be direct provider of this service, offering programs that are coordinated with other providers and meet the needs of our community.

Municipal Services Strategic Plan

DRAFT

Service Name:

Parks – Recreational Facilities

Service Description:

Providing recreational facilities to support a wide variety of parks, recreational and cultural services needs. These facilities include playground equipment, gyms, dance floors, pools, ball fields, ball courts, and stages.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?	X		The interlocal agreement with King County to acquire parks facilities obligates the City to provide this service at a basic level. Similar obligations may exist with grant funded properties.
Is this a service we can control?		X	Numerous providers make controlling this service difficult.
Is this a service being provided by someone else in community?	X		We are the sole provider of this service for our facilities. Other local providers include the Shoreline School District, Shoreline Community College, YMCA and neighboring cities.
Is the service meeting the community needs?		X	Facilities are aging and are in need of repair.
Does this affect health, safety or community welfare?		X	Facilities that are a threat to public safety can be closed to ensure safety, however this is costly, unpopular and may be prohibited in certain instances due to contractual obligations.
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)	X		A Capital Improvement Plan (CIP) was a recently completed Council Goal, and included parks facility needs. Goals in the Parks, Recreation and Open Space plan including increasing the accessibility and availability of existing facilities, and cooperatively developing new indoor and outdoor facilities.
Does this service affect the ability to achieve council policies?	X		Serving the recreation needs of our community requires the ability to support park facilities. The Parks, Recreation and Open Space plan has policies that encourage coordination with other agencies, and encourages equal distribution of facilities where practical.
Are there economies of scale that can be achieved by coordinating services?	X		There are other public and non-profit agencies that provide similar facilities and have similar maintenance needs.
Are there future trends and issues that warrant City involvement?	X		Development of recreational facilities as part of school improvements is of great interest to the City, since it sharing such facilities can reduce capital and operating costs for both agencies. Recreation facilities can also be used as part of an economic development strategy. Since the City has essentially "built itself out" without adding new facilities, the City needs to collaborate with other facility owners to ensure full utilization of existing resources and facilities.
Is there a relationship between those who receive services and those who pay for them?		X	Participants in some programs pay a fee that includes a component for facility maintenance and operation. Depending upon the facility, capital costs might also be recovered as well. However, most facilities do not fully recover capital costs.
Is there a policy reason why the City should be involved in providing this service?	X		Development of recreational facilities has the potential to remove taxable lands from the tax rolls and limiting economic development opportunities. This should be coordinated with other tax-exempt entities (State, School District, Library, etc.) to minimize the loss of additional taxable lands in accordance to the City's Comprehensive Plan.

- recreational facilities - Last printed 08/13/99 2:52 PM

The City's inventory of Parks and Recreation facilities includes a number of facilities that are in serious need of repair, remodeling or replacement. A detailed listing of these needs is provided in the City's Parks, Recreation and Open Space Plan, which was adopted by the City Council in 1998. The parks system and facilities we have inherited from King County shortly after incorporation received minimal maintenance and was constructed to a standard lower than the needs of a typical urban/suburban park.

Finding the funds to make these improvements is very difficult, since there is very little grant money from state or federal sources for these types of projects. Further complicating this issue is the lack of a sizable dedicated revenue source for the Capital Improvements Program. This lack of funds is the reason for the modest six-year Capital Improvement Plan, which understates the City's real needs and does little to reduce the backlog of needed park improvements.

Efforts to increase sharing facilities between the School District and the City continue to develop in a positive fashion. The City is anticipating that the cooperation between the School District and the City will increase the availability and accessibility of recreational facilities in the near future. The YMCA is also a key partner in developing and providing additional recreational facilities to our community.

Options for the City

The primary role for the City is to continue to directly provide these services, working with others (school district, YMCA, community college) to share facilities in the future. This role will minimize the addition of non-taxable property in the City, while maximizing the community's capital investments in recreational facilities.

Future City Role

The City will continue to operate and maintain recreational facilities, seeking opportunities to share facilities where possible to reduce costs, maximize the use of the community's investment in existing facilities and other tax-exempt properties and minimize the loss of taxable land. Once the use of existing facilities is maximized through cooperative sharing, the City should seek community feedback on the amount and quality of recreational facilities in the community. In the future, the City may want to add a community center, more play fields, a larger or second aquatics facility, more parks or a more aggressive park redevelopment program. The City should continue to develop master plans that will guide redevelopment for each park and recreational facility. Lastly, the city needs to identify an acceptable maintenance level with adequate funding for the parks and facilities we currently own.

Municipal Services Strategic Plan

DRAFT

Service Name:

Parks - Recreation Programs

Service Description:

Programs that provide organized recreation events aimed, but not limited to, youth and adults. These include organized leagues, fitness programs, and opportunities to learn individual sports and activities. Examples include softball and basketball leagues, swimming, SCUBA or kayaking lessons.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	There are no requirements to provide this service.
Is this a service we can control?		X	We can't control this service, as there are too many other providers offering these (or similar) services.
Is this a service being provided by someone else in community?	X		The private sector provides many of these services, including local health clubs, golf courses and "Discovery U" type schools. Many non-profit organizations cater to specific interests, such as hiking, skiing and running. The Shoreline YMCA has a number of recreation program offerings. Local schools provide physical education classes very similar to these recreation programs, often on a "for degree credit" basis. Neighboring cities offer similar recreation services.
Is the service meeting the community needs?	X		There are many opportunities for residents to participate in recreation programs at little or no cost. Many providers use price discrimination to segment their "target market", limiting participation to demographic groups they see as "profitable".
Does this affect health, safety or community welfare?		X	While there are benefits to community welfare, this does not address an immediate welfare need of the community.
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)	X		The Parks, Recreation and Open Space Plans have goals to provide quality recreation opportunities for residents. Another goal seeks to provide a broad and challenging program to meet the needs of all ethnicities, age groups and interests.
Does this service affect the ability to achieve council policies?	X		There is a limited amount of general fund dollars for City services, establishing the need to prioritize funding of services. To the extent that operating extensive recreation programs limits the ability to provide services with higher priorities.
Are there economies of scale that can be achieved by coordinating services?	X		Opportunities exist to share marketing, overhead, and capital expenses for recreation programs, offering an economy of scale.
Are there future trends and issues that warrant City involvement?		X	
Is there a relationship between those who receive services and those who pay for them?	X		Participants typically pay a fee to offset costs. These fees do not fully cover capital or overhead costs associated with providing the service. Fully cost recovery is a common practice in the private sector.
Is there a policy reason why the City should be involved in providing this service?		X	

Recreation programs currently receive a subsidy using limited general fund dollars. These programs can be transitioned to a full cost recovery model, providing a dedicated revenue stream to use for funding programs. Recreation programs, while offered to all residents (and many non-residents), are not utilized by all residents due to lack of interest, cost or ability. Full cost recovery is an emerging trend for many local governments faced with limited resources.

Developing collaborative efforts with other providers, both public and private, to reduce overhead, operating and capital costs seems to be another trend gaining acceptance.

Options for the City

The City could continue to be a direct provider of this service. Offering programs directly to residents, while taking advantage of opportunities to reduce costs by collaborating with other providers where possible. This role could involve limiting the extent of recreation programming to programs that are established needs not being met in our community. This would avoid duplication of service, enhance economies of scale and develop a firm relationship between those who receive services and those that pay for the service.

Other roles could involve no longer providing recreation programs directly, but developing partnerships or supporting agendas of other providers. The City could work with existing providers to develop programs that meet the community's needs are available. This may leave gaps, since the open market might not support all of the City's needs.

Future City Role

The City should develop collaborative relationships with other providers to develop programs that meet the established needs of the community. Where the needs are not being met, the City should get involved as a direct provider of the service, either contracting to have the program offered or offering the program using in-house staff. In cases where costs preclude residents from participating in recreation programs, the City should develop partnerships to leverage group pricing on behalf of Shoreline residents or exchanging reduced participation fees for residents with reduced fees for using City-owned recreation facilities. To maximize the use of limited general fund dollars, full cost recovery should be introduced as a way to develop a dedicated revenue stream.

Municipal Services Strategic Plan

DRAFT

Service Name:

Parks, Recreation and Cultural Services – Children and Youth Recreation Programs

Service Description:

This program provides a coordinated series of services to meet the unique activity and programming needs of children and youth. These programs are designed to provide a positive environment for fellowship, focused activities and discussion of youth concerns. These programs benefit the community by building social skills, developing basic life skills, connecting families to the community and providing structured activities for youth after school hours. These programs are in addition to human service programs that address youth problems, which are analyzed separately.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	There are no mandated requirements.
Is this a service we can control?		X	There are numerous other providers that are involved, making this an area that can't be controlled by one provider.
Is this a service being provided by someone else in community?	X		Other providers include the YMCA, School District, local scouting groups, other cities and local churches.
Is the service meeting the community needs?	X		Services are generally available, but are uncoordinated between agencies. There are no barriers to participation other than willingness on the part of the participant and the ability to pay a fee when required.
Does this affect health, safety or community welfare?	X		Youth program provide ways for participants to develop basic life skills (coping, communicating, building self-esteem, working as a team, etc.) providing a community welfare benefit. Structured after-school activities, provided at a time when youth crime is most likely to occur, can reduce certain crimes like vandalism, gang activity and petty theft.
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)	X		The Council has a broadly defined goal to determine the City's role in youth services as part of it's 1999-2000 workplan, which is very closely linked to human service programs. The Council also has a goal to provide services on an equal basis to the entire community and has expressed a keen interest in supporting our youth. The Comprehensive Plan's has a framework goal to promote improvements to human services.
Does this service affect the ability to achieve council policies?	X		Prevention of crime is an unstated council goal.
Are there economies of scale that can be achieved by coordinating services?	X		Capital and operating needs can benefit from a coordinated program by reducing costs and enhancing services.
Are there future trends and issues that warrant City involvement?	X		Efforts by surrounding cities and King County suggests that the expectation is for the City to take a more active role in the future. Lake Forest Park, which has limited resources, could benefit from a collaborative effort to improve youth services, and is expressing an interest to do so. Other agencies and providers are suggesting that we get into certain youth programs, determining our role and focus for us.
Is there a relationship between those who receive services and those who pay for them?		X	A majority of services tend to be general fund supported, with only a minimal amount of support from user fees. In order to encourage participation, no- or low-cost programs are the norm.
Is there a policy reason why the City should be involved in providing this service?	X		Providing creative outlets to our community's youth will positively affect our community by fostering self-worth, self-reliance and responsibility developing a respect for others. This positively impacts our community through increased educational, health and social attainment. This also minimizes the opportunity for youth to participate in unhealthy activities which may lead to increased crime.

There is a growing awareness that programs serving all youth, and particularly teens, have a youth development focus. This is in contrast to a more traditional recreation program that addresses a particular activity or skill. Recent research on early brain development emphasizes the importance of appropriate developmental experiences for very young children (ages 0-5). Recreation programs are particularly well suited to provide such programming. Examples include setting up organized opportunities for parents and children to join together for "play" activities. This is a market niche that is not currently being met in our community.

The City is leading an effort to sort out all the programs being offered by local recreation and human service providers and discovering gaps and duplications. In doing so, the City is developing a role to ensure that a wide variety of services are provided and not duplicated. For example, when do the school responsibilities end and the responsibilities for other providers (including the City) begin.

Efforts by King County to encourage programs that provide meaningful outlets to prevent youth crime, rather than continue funding a traditional focus on juvenile detention, seems to have lost momentum due to staffing changes. It is possible this strategy might reappear in the future.

Recent state and federal programs are seeking to provide funds at a local level to encourage partnerships that address youth needs. Such partnerships include midnight basketball, after school programs, the "readiness to learn" program, the 21st Century learning grant at Kellogg Middle School. These (and other similar) programs are targeted because recent research suggests that early intervention using positive measures prevents the youth culture from degrading to an environment focused on punitive measures as the result of youth delinquency and associated crime.

Options for the City

The City can continue it's role as a direct provider, ensuring that relevant programs are developed to meet community needs. This role does not suggest that the City is the sole provider, but recognizes it's role in making sure youth programs are available for our community's youth. Other providers would continue to provide services, using a coordinated arrangement than may include direct funding from the City.

Another option is to support or partner with other agencies. Past practices suggest that uncoordinated, fragmented and duplicated programs may continue to be operated without a unified approach to providing this service.

Future City Role

The City will continue to be a direct provider of this service, partnering with other agencies to provide a comprehensive array of youth services in a coordinated fashion. Where services are needed but not provided, the City would either be a direct provider the service or would develop partnerships to provide such services in a coordinated manner.

Our first step is to identify youth programs being offered in the community, identify what they do, and map how it relates to other programs. The second step is to develop an understanding between providers about what the City's rightful role is in relation to other providers. The last step in this process is for the City to develop programs that fill the "niche" determined in the second step and operate them.

One niche already identified is to provide appropriate developmental experiences for very young children, such as organized play events for parents and very young children (ages 0-5).

Municipal Services Strategic Plan

DRAFT

Service Name:

Urban Forestry

Service Description:

Providing for the planning and maintenance of trees on City properties and rights-of-way. An urban forestry program typically consists of disease control, trimming, pruning, developing plans for planting new trees, replacing old, diseases or inappropriate trees. This program also has implications for the Public Works – Operations program, since they have the responsibility for maintaining trees in the City's rights-of-way.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?	X		We are responsible for maintaining trees on rights-of-way and City property. Case law requires us to exercise reasonable care to prevent damage to private property.
Is this a service we can control?	X		There is no other provider that has this responsibility, however many residents perceive that trees on rights-of-way are private property.
Is this a service being provided by someone else in community?		X	There is no other provider that has this responsibility. Some private landowners do maintain trees on adjacent City property.
Is the service meeting the community needs?		X	The City has not developed a formal maintenance program for park or street trees. In the months ahead, the public works transition plan will seek private sector firms to provide basic tree care for street trees. There is no community defined level of service at this time
Does this affect health, safety or community welfare?	X		Improperly maintained or poorly placed trees can present a substantial safety hazard in wet and windy weather. Improper tree selection can damage infrastructure (roads, sewers, water, drainage). Although rare, fire danger is also present.
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)		X	The Council has no goal for urban forestry at this time, although a preference to improve aesthetics is well noted.
Does this service affect the ability to achieve council policies?		X	
Are there economies of scale that can be achieved by coordinating services?	X		Many of the tasks (arborist services, trimming, etc.) are best accomplished using a coordinated service with other public, private sector providers.
Are there future trends and issues that warrant City involvement?	X		The City routinely hears from residents concerned about trees and loss due to development activities. An effective urban forestry program might reduce, but not eliminate the loss of trees due to development.
Is there a relationship between those who receive services and those who pay for them?		X	
Is there a policy reason why the City should be involved in providing this service?	X		Trees are part of the City's investment in infrastructure and property. Proper tree maintenance limits damage to infrastructure, and minimizes safety hazards.

Emerging Issues and Future Trends for this Service

Shoreline residents regularly express concern about the loss of trees, and related environmental impacts, such as the result of development activities. Many of these concerns raise issues of how appropriate certain trees are for a given location, the role of trees in drainage mitigation, the value of trees for wildlife habitat and how to minimize the loss of trees due to development activities. It is likely that future development codes will include significant tree protection and placement requirements. Thus, we will likely see an increase in the tree inventory in the future, increasing the need for professional management of these assets.

The City has simply deferred the development of a program to professionally manage as important community asset due to competing priorities. Furthermore, utilities that utilize overhead wires are conducting a "de facto" pruning program may not be in the best interest of our community.

Options for the City

Due to the nature of the City's responsibility, we are required to make sure a basic level of tree care is available for risk management reasons not withstanding the preservation of a valuable asset. These services can be provided by a number of private, public or internal providers, but require the City's direct involvement. Evaluating the capabilities and intent of other public agencies might produce future opportunities for collaboration and cost-sharing.

Future City Role

The City should develop a basic tree maintenance capability as part of the City's transition to a hybrid public works department and maturation of the Parks and Recreation Department. This transition will involve seeking a cost-effective provider for performing basic tree care services and consulting.

Future changes to City codes and plans will need to be developed based upon the values and vision of Shoreline residents, but this should be done with the advice and expertise of a certified arborist.

Municipal Services Strategic Plan

DRAFT

Service Name:

Zoological and Botanical Parks

Service Description:

This service operates and maintains a zoological and/or botanical park to showcase a variety of living things for exhibit. Zoos are widely described to include petting farms, native habitat enclosures, aquariums and traditional zoos. Botanical parks include arboretums and botanic gardens. There are variety of providers for these services, including the Woodland Park Zoo, Washington Park Arboretum, Seattle Aquarium, Point Defiance Zoo, Northwest Trek wildlife park and the Bellevue Botanic Garden. Closer to Shoreline, there is a private botanical garden in Richmond Beach.

Criteria	Yes	No	Comments
Is this a service the City is mandated by law to provide?		X	A 20-year bond measure passed by voters in 1985 provides capital improvements for the Woodland Park Zoo, and is collected County-wide.
Is this a service we can control?		X	
Is this a service being provided by someone else in community?	X		The City of Seattle, City of Bellevue and the Metropolitan Park District of Tacoma provide these services to a large area, which includes Shoreline. A private botanical garden exists in Shoreline's Richmond Beach neighborhood.
Is the service meeting the community needs?	X		Services are generally available, although the Zoo (established in 1899) and Aquarium (built in the late 1970's) are aging. Yet, within all these services are available within a reasonable drive (or bus ride) for the residents of Shoreline to enjoy.
Does this affect health, safety or community welfare?		X	
Is this service a Council priority identified in a policy document? (e.g. Comprehensive Plan, Parks & Open Space Plan, etc.)		X	
Does this service affect the ability to achieve council policies?		X	
Are there economies of scale that can be achieved by coordinating services?	X		Due to the differences between the type of facilities, only the administration of facilities could benefit from coordinating services.
Are there future trends and issues that warrant City involvement?	X		The issue of developing a regional park district to provide on-going funds for the zoo and aquarium for operation and maintenance has recently been suggested. Furthermore, all local jurisdictions are discussing needs for major capital improvements.
Is there a relationship between those who receive services and those who pay for them?	X		While people who attend these facilities pay an entrance fee, it does not cover the entire operating and capital cost of providing these facilities.
Is there a policy reason why the City should be involved in providing this service?	X		The City should be concerned when regional efforts attempt to receive funding from Shoreline residents with minimal benefit to our immediate community.

The development of a regional parks and recreation district is an issue that has been "floated". This district would provide operating funds for zoo and aquarium operations, in addition to the existing capital support from a Countywide bond measure. This district would likely extend beyond the Seattle city limits, encompassing many suburban cities and perhaps extending beyond the County's boundaries. If so, governance and input from the Shoreline community should be advocated.

Efforts to transfer operations and maintenance to non-profit groups seem to be a new trend. Recent legislative proposals would make it easier to transfer these responsibilities, while maintaining public support. This practice is common in many large cities nationwide (Chicago, New York, San Diego), where non-profit organizations have developed a combination of endowments, public support and admissions to provide the service. In Seattle, the local arts community has developed this approach successfully.

Zoo advocates have developed a five-year, \$32 million dollar Capital Improvement Plan for the Woodland Park Zoo.

Options for the City

One option for the City is to support efforts to provide these services, recognizing that the service is a regional asset that is best developed with the input of all those being asked to support it. Other options include becoming a direct provider or partner with existing providers.

Future City Role

The City will advocate the agenda of these service providers, providing input on the City's concerns for accountability, public/private partnerships and developing a long-term solution to provide for the operation of these services.

Due to the cost and lack of available land, it is impractical for the City to provide this service directly. Partnering to provide this service would entail providing some level of ongoing support, which is the opposite of trying to make this service self-reliant.

Potential City Services List

Potential Service	Category
Administration – Clerk	Administration
Administration - Citizen Information & Involvement	Administration
Administration – Facilities Maint.	Administration
Administration – Finance	Administration
Administration - Fleet Maintenance	Administration
Administration - Governmental Relations	Administration
Administration - Human Resources	Administration
Administration – Info. Systems	Administration
Administration – Legal Services	Administration
Risk Management	Administration
Correction Services	Criminal Justice
Court Services – Civil	Criminal Justice
Court Services – Criminal (Felony)	Criminal Justice
Court Services – Infractions & Misdemeanors	Criminal Justice
Court Services – Juvenile	Criminal Justice
Public Defense	Criminal Justice
Public Prosecution	Criminal Justice
Cable Television	Franchises
Electrical Utility	Franchises
Natural Gas Utility	Franchises
Solid Waste – Collection	Franchises
Telephone Services	Franchises
Education Systems	Human Services
Hospital Services	Human Services
Human Health (Clinic, nutrition, etc.)	Human Services
Human Services (shelter, assistance, etc.)	Human Services
Mental Health	Human Services
Public Housing (long-term)	Human Services
Transit - Disabled	Human Services
Youth Programs	Human Services
Cemetery	Misc.
Community Civic Network	Misc.
Elections	Misc.
Fairgrounds	Misc.
Libraries	Misc.
Solid Waste – Transfer/Disposal	Misc.
Tax Assessment & Collection	Misc.
Transit – Local	Misc.
Transit – Regional	Misc.
Adult Education Programs	Parks, Recreation & Cultural Svcs.
Cultural Services – Arts, museums	Parks, Recreation & Cultural Svcs.
Parks – Natural Resources & Open Spaces	Parks, Recreation & Cultural Svcs.
Parks – Operation & Maintenance	Parks, Recreation & Cultural Svcs.

Potential City Services List

Potential Service	Category
Parks – Urban Forestry	Parks, Recreation & Cultural Svcs.
Recreation & Cultural Services – Cultural Programs	Parks, Recreation & Cultural Svcs.
Recreation & Cultural Services – Facilities	Parks, Recreation & Cultural Svcs.
Recreation & Cultural Services – Family/Adult Programs	Parks, Recreation & Cultural Svcs.
Recreation & Cultural Services – Youth Programs	Parks, Recreation & Cultural Svcs.
Zoological Parks	Parks, Recreation & Cultural Svcs.
Code Enforcement	Planning & Development Services
Community Development	Planning & Development Services
Development Services – Commercial Permitting	Planning & Development Services
Development Services – Inspections	Planning & Development Services
Development Services – Residential Permitting	Planning & Development Services
Development Services – State Environmental Policy Act (S	Planning & Development Services
Economic Development	Planning & Development Services
Planning – Comprehensive Long Range	Planning & Development Services
Planning – Subarea Planning	Planning & Development Services
Planning-Current Planning	Planning & Development Services
Regional ESA Programs	Planning & Development Services
Regional Land-Use Planning	Planning & Development Services
Regional Transportation	Planning & Development Services
Air Quality	Public Health
Animal Control	Public Health
Coroner	Public Health
Environmental Health – Hazardous Wastes	Public Health
Environmental Health – Restaurant & Facilities	Public Health
Environmental Health – Septic	Public Health
Emergency Medical Services (Medic1)	Public Safety
Emergency Preparedness	Public Safety
Fire Services	Public Safety
Police Services	Public Safety
Highway Construction & Maintenance	Public Works
Stormwater Management	Public Works
Streets	Public Works
Traffic Engineering	Public Works
Wastewater	Public Works
Wastewater Treatment	Public Works
Water	Public Works
Water Quality	Public Works
Airport(s)	Special District
Public Stadium	Special District
Seaport(s)	Special District
Soil Conservation	Special District