



SHORELINE CITY COUNCIL STUDY SESSION (V.2)

Monday, July 21, 2008
6:30 p.m.

Shoreline Conference Center
Highlander Room

	<u>Page</u>	<u>Estimated Time</u>
1. CALL TO ORDER		6:30
2. FLAG SALUTE/ROLL CALL		
3. CITY MANAGER'S REPORT AND FUTURE AGENDAS		
4. COMMUNITY PRESENTATION		
(a) Earth Corps	<u>1</u>	6:35
5. GENERAL PUBLIC COMMENT		7:05
<i>This is an opportunity for the public to address the Council on topics other than those listed on the agenda and which are not of a quasi-judicial nature. Speakers may address Council for up to three minutes, depending on the number of people wishing to speak. If more than 15 people are signed up to speak each speaker will be allocated 2 minutes. When representing the official position of a State registered non-profit organization or agency or a City-recognized organization, a speaker will be given 5 minutes and it will be recorded as the official position of that organization. Each organization shall have only one, five-minute presentation. The total public comment period under Agenda Item 5 will be no more than 30 minutes. Individuals will be required to sign up prior to the start of the Public Comment period and will be called upon to speak generally in the order in which they have signed. If time is available, the Presiding Officer may call for additional unsigned speakers.</i>		
6. STUDY ITEMS		
(a) Community Conversations - Visioning Process for Shoreline 2028	<u>15</u>	7:20
(b) Hamlin Park Improvement Project	<u>23</u>	8:00
(c) Ordinance No. 512, Work Release Fee Schedule and Sliding Scale Pay	<u>33</u>	8:20
(d) Regional Jail Planning Update	<u>5</u>	8:40
7. EXECUTIVE SESSION:		9:00
(a) Real Estate Acquisition, RCW 42.30.110(1)(b)		
(b) Potential Litigation, RCW 42.30.110(1)(i)		

The Council may hold Executive Sessions from which the public may be excluded, for those purposes set forth in RCW 42.30.110 and RCW 42.30.140. Before convening an Executive Session, the presiding officer shall announce the purpose of the Session and the anticipated time when the Session will be concluded. Should the Session require more time, a public announcement shall be made that the Session is being extended.

8. ADJOURNMENT		10:00
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The Council meeting is wheelchair accessible. Any person requiring a disability accommodation should contact the City Clerk's Office at 801-2231 in advance for more information. For TTY service, call 546-0457. For up-to-date information on future agendas, call 801-2236 or see the web page at www.cityofshoreline.com. Council meetings are shown on Comcast Cable Services Channel 21 Tuesdays at 12 noon and 8 p.m., and Wednesday through Sunday at 6 a.m., 12 noon and 8 p.m. Online Council meetings can also be viewed on the City's Web site at <http://cityofshoreline.com/cityhall/citycouncil/index.cfm>.

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Community Group Presentation: Earth Corps
DEPARTMENT:	City Council
PREPARED BY:	Eric Bratton, CMO Management Analyst
PRESENTED BY:	Steve Dubiel, Executive Director, Earth Corps

ISSUE STATEMENT:

Earth Corps will provide to the Council and community a presentation on their mission and goals. Providing the presentation this evening is Earth Corps' Executive Director, Steve Dubiel.

BACKGROUND:

In 2006 the Council amended their Rules of Procedure to include an agenda item titled, "Community Group Presentation," which is made available by request at the second study session of each month (Section 5.4.B). Attached are presentation guidelines (attachment A).

In order for the presentation to be scheduled on the Council agenda planner, two Councilmembers must sponsor the presentation. Mayor Cindy Ryu and Councilmember Janet Way have agreed to sponsor this presentation, per the attached request form (attachment B).

RECOMMENDATION

No action is required.

Approved By: City Manager  City Attorney ____

ATTACHMENT A

Shoreline City Council Community Group Presentations Guidelines

ATTACHMENT B

Earth Corps Request Form



Attachment A

SHORELINE CITY COUNCIL COMMUNITY GROUP PRESENTATIONS GUIDELINES

Under the Shoreline City Council's Rules of Procedure, Section 5.4: Study Sessions....

The Council shall make available at its study session of each month, a **Community Group Presentation**. The order of business shall omit Council Reports and include Community Presentations following the Consent Calendar. The intent of the presentations is to provide a means for nonprofit organizations to inform the Council, staff and public about their initiatives or efforts in the community to address a specific problem or need. The presentations are available to individuals who are affiliated with a registered nonprofit organization. In order to schedule the presentation, two Councilmembers under rule 3.2 B must sponsor the request. The presentations shall be limited to 30 minutes with approximately 15 minutes for the presentation and 15 minutes for questions. Guidelines for presentations include:

1. Each organization or agency must complete a request form and submit it to the Shoreline City Council Office. The form shall be available on the web, from the City Clerk's Office and also published in the agenda packet.
2. For planning purposes, the presentation must be scheduled on the agenda planner at least four (4) weeks in advance of the meeting date requested.
3. Information and sources used in the presentation should be available in hard copy or electronically for reference.
4. Up to three (3) members of the organization are invited to participate.
5. The presentation must support the adopted position/policy of the organization.
6. The presentation should be more than a general promotion of the organization. The information presented should be about specific initiatives/programs or planning that the organization is doing which is relevant to Shoreline citizens and government.
7. Presentations shall not include:
 - i. Discussion of ballot measures or candidates.
 - ii. Issues of a partisan or religious nature.
 - iii. Negative statements or information about other organizations, agencies or individuals.
 - iv. Commercial solicitations or endorsements.
8. Organizations which may have alternative, controversial positions or information will be scheduled at the next study session.

Please complete the attached form. For questions regarding scheduling Community Presentations, contact Julie Underwood, Assistant City Manager, at (206) 546-8978.

Eric



REQUEST TO APPEAR BEFORE
THE SHORELINE CITY COUNCIL

Date Request Submitted: 5/29/08
Council Study Session Date Requested: 6/16, 7/7, 7/21
Name: Earth Corps - Steve Dubiel
Title or Position: Exec Director
Nonprofit Organization: Earth Corps Registration #: _____
Address: 6310 NE 74th St, Suite 201 E, Seattle, WA 98115
Email Address: steve@earthcorps.org
Phone Number: 206-322-9296 x201 Fax Number: _____

Topic: Summary overview of the presentation you wish to make and statement of action you wish Council and/or the community to take if relevant. Attach additional sheets if necessary.

The presentation would be about
Earth Corps mission and services provided
to communities for environmental stewardship.
They have incredible expertise in restoration,
invasive plant removal, environmental education,
and other skills such as trail building.
Their services would be a great asset to Shoreline
and also save money on projects.

I have received and read Council rule 5.4-Community Presentations and affirm that my presentation will comply with this rule.

Signature of Requestor: Janet Way

(1) Sponsoring Councilmember: Janet Way

(2) Sponsoring Councilmember: Cindy Ryu

This form must be returned to the Shoreline City Council Office 4 weeks prior to the City Council study session meeting date requested. For confirmation, staff from the Council Office will contact you to discuss arrangements. Please send this form to:

Shoreline City Council
17544 Midvale Avenue North
Shoreline, WA 98133-4921
Fax: (206) 546-2200 or Email: Council@ci.shoreline.wa.us

The City of Shoreline will not discriminate against qualified individuals with disabilities in the City's services, programs or activities. The Council meeting is wheelchair accessible. Any person requiring a disability accommodation should contact the City Clerk's Office at (206) 546-8919 in advance for more information.

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CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Work Release Fee Schedule and Sliding Scale Payment Ordinance No. 512
DEPARTMENT:	CMO/Finance
PRESENTED BY:	John Norris, Management Analyst Steve Oleson, Budget Analyst

PROBLEM/ISSUE STATEMENT:

In January 2008, City staff were notified by King County Jail billing staff that King County would no longer collect City jail fees from Shoreline work release defendants enrolled in the King County Work Release Program who were mandated to pay the City's fees. This necessitated the creation of procedures that explain how and when Shoreline defendants should pay the City for incurred jail costs. These procedures also provide the option for Shoreline defendants to pay these incurred jail costs on a sliding scale if they meet income eligibility requirements. City Council authorization is required to add a new section to the City's current fee schedule that will set new fees for work release defendants.

BACKGROUND:

Defendant sentencing options and alternatives are determined by the King County District Court (KCDC), which the City of Shoreline contracts with for misdemeanor municipal court services. One of the sentencing options available to District Court Judges is the use of work release. Work release programs typically function by allowing defendants to leave jail or other correctional facilities during the day to go to their place of employment and return to jail in the evening, where they are incarcerated until the next work day. KCDC Judges also have the ability to mandate that defendants enroll in Work Release "at their own expense", meaning that the defendant will have to pay for the City's jail costs (booking fee and daily maintenance fees) in order to participate in the work release program.

When utilizing work release as a sentencing option, KCDC Judges operating out of the Shoreline District Court typically mandate that defendants enroll in work release "at their own expense". Defendants also typically have the option of not enrolling in a work release program and serving their sentence in jail if they are unwilling or unable to pay the City's jail costs to participate in a work release program.

Shoreline District Court Judges also give defendants options as to where they may enroll in a work release program. It is up to the defendant to find a correctional facility that has a work release program, is in close proximity to their place of employment, and has space in the program for the defendant. As most Shoreline defendants live and work in the greater Seattle area, many defendants opt to enroll in the King County Work Release Program, which is housed in the King County Correctional Facility (KCCF) located in downtown

Seattle. However some defendants do choose to enroll in work release programs at other jails in the region.

As the KCCF is the only correctional facility that has a work release program and that the City of Shoreline has a jail contract with¹, it is the only facility that the City must be reimbursed for our jail costs. In other words, the City of Shoreline is still billed by the KCCF for incurred jail costs even though a defendant is participating in work release "at their own expense". The fees of other correctional facilities that may accept Shoreline defendants for work release are paid directly by defendants to the facility, as there is no structured billing process in place where reimbursement would be necessary. At one time, it was an informal practice of King County Work Release Program staff to collect City jail fees from defendants and then reimburse the City.

In January 2008, City staff were notified by KCCF billing staff that King County would no longer collect City jail fees from defendants, as this provided accounting liability and concerns on King County's behalf. Although the ceasing of this practice was welcomed by City staff, as staff were now able to make sure that the City would be reimbursed for jail costs incurred by defendants in the King County Work Release Program, it also necessitated the creation of work release fee collection procedures from Shoreline defendants mandated to enroll in work release at their own expense.

Over the course of the last five months, City staff have worked with both the KCDC and KCCF staff to create the King County Work Release Self-Pay Procedures document, which is attached. These procedures explain that if defendants are enrolling in the King County Work Release Program "at their own expense", they must pay the City's jail costs. The procedures also give an example of how costs are calculated and provide directions on how and when Shoreline defendants should pay the City for incurred jail costs.

WORK RELEASE SLIDING SCALE:

In addition to the above mentioned procedures, the Work Release Self-Pay Procedures document also provides the option for the jail cost payment to be made on a sliding scale if the defendant meets income eligibility requirements. The creation of a sliding fee scale allows for more Shoreline defendants to potentially enroll in the King County Work Release Program, while still covering some of the City's jail costs.

The City is concerned that defendants who are authorized by the KCDC to enroll in a work release program but are unable to afford the City's jails costs, and thus are serving sentences in jail and not able to maintain employment, are being saddled with an element to their sentence not initially prescribed by the District Court. Additionally, the City feels that constructive employment is a key step to reducing defendant recidivism and making sure that defendants have stable economic security when they leave the criminal justice system. Taking away these options because a defendant cannot afford to pay for the City's jail costs does not provide the support that many defendants need.

¹ The City of Shoreline also has a jail contract with the Yakima County Jail and a Memorandum of Understanding with the Issaquah Municipal Jail, but neither of these facilities offer Work Release to Shoreline defendants.

To assist the City in establishing its own sliding fee scale, a review of the King County Work Release Program's sliding fee schedule was conducted. From this review, City staff were able to develop an income to fee ratio to establish the proposed City work release sliding fee scale. Ordinance No. 512 authorizes a new section to the City's current fee schedule, titled Work Release Defendant Fees, which will set new fees payable to the City for work release defendants enrolling in the King County Work Release Program at their own expense. The creation of a sliding scale has also been discussed with the KCDC, which has sanctioned its use.

As of January 1, 2008, the City of Shoreline's King County Jail booking fee is a one-time charge of \$208.67, and the jail maintenance fee is a daily charge of \$109.10. Thus, for a one month commitment in the King County Work Release Program, a defendant would be required to pay the City 30 daily payments of \$109.10, and one payment of \$208.67, which totals to \$3,481.67. The length of stay in the KCCF can range from one to 365 days, and it is anticipated that the average work release defendant sentence would range from 14 to 120 days.

The proposed sliding fee scale only adjusts the daily jail maintenance fee, and does not adjust the one-time booking fee incurred by defendants. Thus, all defendants will continue to have to pay the entire booking fee of \$208.67 to the City to enroll in the King County Work Release Program. The daily jail maintenance fee will be reduced by a certain percentage based on an inmate's hourly pay rate. The scale starts at \$8.50 per hour or less, where defendants must pay \$24.92 out of the normal daily jail maintenance fee of \$109.10. The daily jail maintenance fee scale is then adjusted at every \$0.50 per hour interval, which creates a corresponding \$1.57 change in the daily maintenance fee rate. For example if a defendant's income is \$10.00 per hour, they would pay 27.16% of the daily jail maintenance fee, which would be \$29.63. The sliding fee schedule will be capped at \$21.50 per hour, which will result in a daily charge of \$65.74. Any inmate earning more than that amount will be required to pay the full daily rate.

At this time, the City is planning to partner with the King County Office of Public Defense to conduct income eligibility verification, as they already serve this role in providing public defense indigency screening for the City of Shoreline. If a Shoreline defendant who is seeking to use the sliding fee scale for work release payment did not participate in the indigency screening process or utilize the Shoreline public defender during their court hearings, City staff will verify their income based on the procedures utilized by the Public Defenders Office.

FINANCIAL IMPACT:

The alternative to serving in the King County Work Release Program in the KCCF is typically a similar length jail commitment in the Yakima Correctional facility, which is paid in full by the City of Shoreline. Currently, Yakima has no booking fee, and the daily jail maintenance cost, including medical fees, is roughly \$75 per day. Using the same example provided above, a 30-day commitment in Yakima would cost the City of Shoreline \$2,250.

However, if a defendant is income eligible and wants to enroll in the King County Work Release Program, at an income level of \$10.00 per hour for a one month commitment, the defendant would be required to pay the City 30 daily payments of \$29.63, and one

payment of \$208.67, which totals to \$1096.37. As the total cost billed to the City by the KCCF for this 30 day commitment is \$3,481.67, the City's portion of the bill would be \$2,385.30, which is only \$135.30 more than the City would have incurred had the defendant not enrolled in the King County Work Release Program and served their sentence in Yakima. Thus, the financial impact of the sliding fee scale program is fairly minimal given that the City is paying for the alternative if defendants do not enroll in the King County Work Release program. As well, for those defendants earning roughly more than \$11.50 per hour but still utilizing the sliding fee scale, the City would pay less to the KCCF than it would incur had the defendant been sentence to Yakima.

Additionally, as the goal of the sliding fee scale is to provide an alternative to defendants who may not otherwise be able to keep their employment (which may potentially reduce recidivism), long-term financial impacts may also be reduced, as those defendants who may have re-entered the criminal justice system and incurred future jail costs may be diverted from the system.

RECOMMENDATION

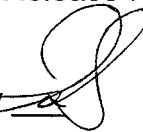
Staff recommends that Council adopt Ordinance No. 512 authorizing the addition of a new section to the City's current fee schedule that will set new fees payable to the City for work release defendants enrolled in the King County Work Release Program.

Approved By:

City Manager



City Attorney



Attachments:

- Ordinance No. 512
- Work Release Self-Pay Procedures Document

ORDINANCE NO. 512

**AN ORDINANCE OF THE CITY OF SHORELINE, WASHINGTON
THAT ADDS A NEW SECTION THAT INCLUDES NEW FEES FOR
WORK RELEASE DEFENDANTS AND AMENDS CHAPTERS 3.01 OF
THE MUNICIPAL CODE**

WHEREAS, the City of Shoreline is supportive of jail sentencing alternatives such as the use of work release; and

WHEREAS, the City of Shoreline is concerned that defendants who are authorized to enroll in work release but are unable to afford the City's jails costs, and thus are serving sentences in jail, are not able to maintain employment; and

WHEREAS, the City of Shoreline is supportive of the creation of a work release sliding fee scale for defendants who meets income eligibility requirements, which allows for more Shoreline defendants to potentially enroll in work release programs while still covering some of the City's jail costs; and

WHEREAS, any new fee should be added to the Shoreline Municipal Code:

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

Section 1. New Section. A new section, Shoreline Municipal Code 3.01.055, Work Release Defendant Fees, is hereby adopted as set forth in Exhibit A.

Section 2. Effective Date and Publication. A summary of this ordinance consisting of its title shall be published in the official newspaper of the City. The ordinance shall take effect and be in full force five days after passage and publication.

PASSED BY THE CITY COUNCIL ON JULY 28, 2008

Mayor Cindy Ryu

ATTEST:

APPROVED AS TO FORM:

Scott Passey
City Clerk

Ian Sievers
City Attorney

Date of publication: _____, 2008
Effective date: _____, 2008

Exhibit A

3.01.055 Work Release Defendant Fees.

Defendants enrolling in the King County Work Release Program at their own expense shall pay daily jail maintenance fees of \$24.92 where the defendant earns \$8.50 per hour or less, with the daily jail maintenance fee payment increasing \$1.57 per day for each additional \$.50 of hourly earnings. At an hourly wage of \$21.50 and higher, the defendant shall pay the entire daily maintenance fee. This fee is in addition to the one-time King County booking fee which shall be paid by all defendants.



King County Work and Education Release (KCWER)

Self-Pay Procedures

For those defendants ordered by the King County District Court to participate in the King County Work Release Program "at their own expense", the following policies and procedures are applicable to you:

1. If you are ordered by the District Court Judge to participate in the King County Work and Education Release (KCWER) Program, **you are responsible for paying the City of Shoreline's booking fee and jail maintenance cost for the King County Jail for the duration of the work release commitment prior to a enrolling in the KCWER Program.**
2. As of January 1, 2008, the City of Shoreline's King County Jail booking fee is a one-time charge of \$208.67, and the jail maintenance cost is a daily charge of \$109.10. For instance, for a one month KCWER Program commitment, you would be required to self-pay thirty daily payments of \$109.10 and one payment of \$208.67, which totals to \$3,481.67.
3. Please note that King County jail costs go up on an annual basis, and thus the jail cost amounts noted here that you are required to pay will increase after 2008. Please also note that it is a standard practice for defendants to have their sentence typically reduced by 1/3 for "good time" by jail staff. Thus, if your good time is utilized and your sentence is reduced by 1/3, the City of Shoreline will reimburse you the jail maintenance cost for those days that were not served in the KCWER Program. Reimbursement will be processed and mailed to you at least 30 days after you leave the KCWER Program.
4. KCWER Program staff will also require that you pay a Work and Education Release Fee to the KCWER Program, which is determined on a sliding scale. This fee is separate from the City of Shoreline's booking fee and jail maintenance cost, and will be collected by the KCWER Program staff.
5. When the King County District Court Judge sentences you to a work release program at your own expense, the Judge will typically give you an appropriate amount of time to determine which jail facility you will complete your work release commitment in and report to that facility. The City will subsequently bill you for the King County Jail booking fee and the appropriate number of jail maintenance days. If you decided that you are not going to enroll in the Work Release Program in King County, and are interested in enrolling in a work release program in another jail facility, you must confirm this with the City of Shoreline so that the bill can be nullified. Please contact the City of Shoreline at (206) 801-2216 or (206) 801-2303 if you are not going to enroll in the KCWER Program.
6. If you are going to enroll in the KCWER Program, the City of Shoreline's booking fee and jail maintenance costs must be paid to the City prior to your enrollment in the program. If you cannot pay the total amount of the City's jail costs, you may be able to pay these costs on a sliding scale based on City of Shoreline Finance Department Policies for low income defendants. Please contact the City of Shoreline at (206) 801-2303 or (206) 801-2216 to inquire about sliding scale eligibility. You must contact the City of Shoreline within 14 days of sentencing for sliding scale eligibility or you will lose your eligibility.
7. To pay the City of Shoreline's work release bill, you must submit payment directly to: City of Shoreline Finance Department, 17544 Midvale Avenue N., Shoreline, WA 98133. Payment should be made by certified funds and a copy of the billing statement should be included with the payment. You may also go to the Shoreline District Court (18050 Meridian Avenue North, Shoreline, Washington 98133) to receive a self-addressed payment envelope for the City of Shoreline. The City will set the date that payment must be submitted and will notify the court and KCWER Program staff of payment status.

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Hamlin Park Improvement Project
DEPARTMENT:	Parks, Recreation and Cultural Services (PRCS)
PRESENTED BY:	Dick Deal, Director PRCS Maureen Colaizzi, Parks Project Coordinator

PROBLEM/ISSUE STATEMENT:

This staff report provides Council with background and information regarding the Draft Master Site Plan for the Hamlin Park Improvement Project and a planning level cost estimate. The Hamlin Park Improvement Project will renovate and repair the active use area of a 50+ year old, 80-acre park that has not received capital improvements in approximately thirty years. This project will construct the 2009 improvements identified in the Capital Improvement Program (CIP), Parks, Recreation and Open Space (PROS) Plan and the voter supported Parks, Trails and Open Space Bond for Hamlin Park. This project supports the completion of Council Goal #1: Complete the projects of the 2006 Parks and Open Space Bond by 2010.

To create a guiding document for future improvements, the Parks, Recreation and Cultural Services (PRCS) Department has determined that a master site plan for the active use area of lower Hamlin Park will be an important tool to plan for short and long-term capital improvements, program initiatives and proposals for new park uses. After a Request for Qualification, interview process and Council Authorization, the City entered into a contract with the design team of Susan Black & Associates, Gaynor Inc., Pace Engineers and Touchstone Ecoservices to assist staff with the development of a draft master site plan.

On May 16, 2006, the citizens of the City of Shoreline supported the passing of an \$18.5 million dollar Park and Open Space Bond Levy to complete eleven projects. The Hamlin Park Improvement Project design and construction of \$750,000 was approved as part of the Bond Levy. The Bond Levy also identified \$2 million dollars for city-wide trail corridor improvements. \$100,000 of trail corridor funding will be used towards the construction of ADA pathways and trails for this project. In addition, the City has identified \$100,000 of general funding to assist in replacing the play equipment and picnic shelter and repairing the restroom. Two grants totaling \$575,000 are pending that will leverage the voter approved bond funding.

This report includes a Draft Master Site Plan including:

- 1) public information and involvement during the Master Site Plan Development Process;
- 2) the City's Program for Development for park improvements;
- 3) overview of the contents of the Draft Master Site Plan;

4) a planning level cost estimate for the complete Master Site Plan including cost ranges for items to be further designed.

FINANCIAL IMPACT:

- The 2006 Parks and Open Space Bond will fund \$750,000 of design and construction for Phase I improvements at Hamlin Park. Additional grant sources are being evaluated for Phase I and any future phases.
- The Trail Corridor funding of the Park Bond will fund \$100,000 of construction for identified ADA pathway and trail improvements. The general fund will provide \$100,000 towards replacement of the play equipment, picnic shelter and repair of the restroom.
- Two grants totaling \$575,000 are pending that will leverage the voter approved bond funding.

RECOMMENDATION

This is an informational update only and no action is required. The Parks, Recreation, and Cultural Services Board unanimously recommends the Draft Master Site Plan. Staff will consider, and when, incorporate Council comments and suggestions on the Draft Master Site Plan. Another update will be made to the Council at the 30% schematic design before progressing to construction documents.

Approved By: City Manager  City Attorney ____

BACKGROUND:

The Draft Master Site Plan will reduce human impact to a much loved recreational amenity. A park that has not received capital improvements in approximately thirty years, this project will renovate the park's main recreational area. Goals of this major renovation include:

- Focus development of the main recreational facilities and provide ADA accessible pathway connections from the parking areas;
- Renovating and improving the main recreational facilities including the pathways, ball fields, lighting, play area, picnic shelter; parking and restroom;
- Enhancing some of the natural areas and open spaces of the park.

The design will improve two baseball/softball fields, a T-ball field and multi-use open space area with a grass field, irrigation, drainage, lighting; a 54-car parking lot; an ADA-approved pedestrian promenade; ¼ mile walking trail; two new play areas; a new picnic shelter; new benches and picnic tables; renovated restroom, removal of asphalt under mature trees, and newly restored vegetation.

The public's opinions were solicited in four public meetings, via comment forms and at five Parks, Recreation and Cultural Services (PRCS) Board meetings. Several user groups and neighborhood individuals were interviewed to understand the current and future use of the park. Comments were used to create the design alternatives and the Draft Master Site Plan. Recreation facilities and supporting features were identified for the park. This plan is supported by a planning level estimate of construction costs.

Hamlin Park History

Hamlin Park is located at 16006 15th Avenue NE in Shoreline WA. This 80-acre park is located in the central-southeastern portion of the City in the Ridgecrest Neighborhood. Hamlin Park is named for the owners of the property who may have donated at least a portion of the land to be used as a park. Hamlin Park is the oldest park in the Shoreline park system and the land was likely acquired between 1939 and 1950. The park has both recreational facilities and a wooded area with an informal trail network and stream. There are several other public facilities in the area including Kellogg Middle School, Shorecrest High School, the Fircrest Complex, Shoreline School District warehouse and the Shoreline Parks and Public Works maintenance facility. The area surrounding the park is relatively well developed and consists largely of single family residences.

Public Information

PRCS has been using the Council-approved process for soliciting public participation for all Parks, Open Space and Trails Bond related projects. This includes, but is not limited to: community mailing to residents living within 1000' of the project, *Currents* articles, the new "What's Happening" public notice, Enterprise newspaper public notice, Channel 21 slide, posting on the Construction sign at the site; posting at all City facilities where public information is posted; the City's website project page; PRCS Board Agenda; and City Manager's weekly reports.

Public Involvement

Four open house meetings, one PRCS Board Special Meeting and four regular PRCS Board meetings were held regarding the Hamlin Park Master Site Plan in 2007 and

2008: December 7, February 20, February 28, March 27, April 24, May 9, May 22, June 17, June 26. Comment forms were provided at all four public meetings in addition to being posted to the City's Website and all public facilities directly following these public meetings.

The following is a summary of the meetings held to discuss Hamlin Park Improvement Project:

- December 7 Public Meeting #1:
 - Information Gathering/Sharing Meeting
- February 20 Public Meeting #2:
 - Three Design Alternatives Presented
- February 28 PRCS Board Meeting:
 - PRCS Board meeting provided the design team with direction to focus the preferred design
- March 27 Public Meeting #3:
 - Public presentation of preferred design and receipt of overwhelming public comment that the preferred design did not adequately address space for un-programmed open space.
- April 24 PRCS Regular Board Meeting:
 - The PRCS Board asked Staff and the design team to modify the design to address the need for a better balance between un-programmed open space areas and improved active recreational ball fields.
- May 9 PRCS Special Meeting:
 - Special workshop meeting to discuss public concerns and review modified design options.
- May 22 PRCS Regular Board Meeting:
 - The PRCS Board discussed the new modified design options and announced a final public meeting for June 17th
- June 17 Public Meeting #4:
 - Presentation of the Preferred Design for public comment.
- June 27 Regular PRCS Board Meeting:
 - After additional public comment was received, the PRCS Board unanimously recommended approval of the Draft Master Site Plan

Many of the participants/respondents of the public involvement process are long time residents of the surrounding neighborhood. Staff heard from both passive and active recreational users of the lower Hamlin fields, plus a wide range of other public comment. Staff received questions about safety, lighting and the best location for a children's play equipment. The largest number of comments received concerned creating a balance of un-programmed open space while still providing safer, improved active recreation uses at the lower Hamlin ball fields. Staff has worked to address these concerns by having the design team modify the design options prior to PRCS Board recommendation. PRCS Department will continue to work with the design team to further incorporate the comments that PRCS Department has received during the schematic and design development processes.

Master Site Plan Development Process

The Master Site Plan was developed from a series of alternatives that explored various arrangements of the programmed recreation facilities and natural open space areas. All of the alternatives addressed the design goals: Reorganize the active recreational facilities, preserve open spaces, restore dilapidated facilities and natural features, create connection among use areas, improve safety and visibility, and improve ease of maintenance.

Development Program

The design team met with Staff to determine long term program needs for the park to provide for both recreation and stormwater facilities. The development program identified from these meetings and public input is:

Passive Recreation

- Picnic area with new shelter
- Loop walking trail
- Gathering area near baseball fields
- Improved amphitheater for summer concerts and special events
- Open meadow

Active Recreation

- Athletic Fields
 - Two Baseball/Softball Fields
 - T-Ball Field
 - Multi-Use Area for a variety of sports
 - Provide safe, maintainable turf surfaces with irrigation and under-drains as necessary
- Playgrounds
 - Interesting and challenging equipment
 - Swings (children and belt seats)
 - Safe and easily maintainable play surfaces
- Other Park Development
 - ADA-approved pedestrian walkways
 - Loop Trail
 - Parking
 - Maintenance Access
 - Restroom Improvements
 - Vegetation Restoration
 - Irrigation as necessary
 - Drainage Improvements

Draft Master Site Plan (Attachment A)

The draft Master Site Plan for Hamlin Park balances the programmed recreation facilities and non-programmed passive recreation open space areas. Improved active and un-programmed passive recreation areas are the result of the design team's response to the PRCS Board and community comments. These modifications included: reducing some plaza space, moving the two fields to the south of the open field area to allow more passive, open play area; creating more picnic area to provide more passive

uses in the open field area; moving the play area within this newly created picnic area; removing the basketball court; reducing the amount of parking.

Please refer to the Draft Master Site Plan, Design Program (Attachment B) and Design Principle (Attachment C) attachments with this report to review the design elements of the project.

Planning Level Construction Cost Estimate (Attachment D)

The cost estimate is broken down into the sequence of construction activities to be performed by a contractor within a range of construction cost. A more defined cost estimate that prioritizes which improvements will be constructed in 2009 and a future phase will be provided to Council at the schematic design review phase.

FINANCIAL IMPACT:

- The 2006 Parks, Trails and Open Space Bond will fund \$750,000 of design and construction for Phase I improvements at Hamlin Park. Additional grant sources are being evaluated for additional funds for Phase I and any future phases.
- The Trail Corridor funding of the Park Bond will fund \$100,000 of construction for identified ADA pathway and trail improvements. The general fund will provide \$100,000 towards replacement of the play equipment, picnic shelter and repair of the restroom.
- The City is also in the process of applying for two grants totaling \$575,000 to leverage the voter approved bond funding.

RECOMMENDATION

This is an informational update only and no action is required. The PRSC Board unanimously recommends the Draft Master Site Plan. Staff will consider, and when possible, incorporate Council comments and suggestions on the Draft Master Site Plan. Another update will be made to the Council at the 30% schematic design before progressing to construction documents.

Approved By: City Manager ____ City Attorney ____

Attachments

Attachment A: Hamlin Park Draft Master Site Plan

Attachment B: Design program

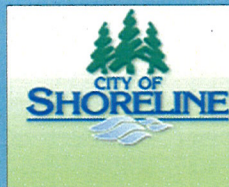
Attachment C: Design principles & issues

Attachment D: Draft Cost Estimate



FEATURES

- Increased parking
- Two little league fields
- One t-ball field
- Open meadow for field games
- Two play areas
- One picnic shelter
- Vegetation re-establishment
- Net reduction of paving
- Improved drainage
- ADA access
- Improved restroom
- Improved gathering area



HAMLIN PARK
City of Shoreline
Shoreline, Washington
JUNE 26, 2008



GAYNOR, Inc.

Design Program

Active Uses

Little League
Baseball-Type Fields
T-Ball Field
Multi-Use Area
(Frisbee, etc.)
Field Lighting
Children's Play Area
Concessions Area

Passive Uses

Picnic Area and Shelter
Walking Path
Gathering Area/
Amphitheater
Meadow

General Site Development

ADA Pathways
Parking
Maintenance Access
Restrooms
Irrigation as Necessary
Drainage Improvements
Vegetation Restoration



Design Principles

- Focus Active Uses
- Open Spaces
- Restoration
 - Facilities
 - Natural features
- Connection Among Use Areas
- Safety & Visibility
- Ease Maintenance

Issues

- Stormwater Drainage
- Forced Development
- Multiple Demands for Existing Space
- Suffering Vegetation & No Understory
- Poor Infrastructure
- Location of Parking
- Improvement of Drainage



Improvement Plan
Hamlin Park

City of Shoreline
June 17, 2008

July 8, 2008

Hamlin Construction Range of Costs

Construction startup, clearing, grading	\$12,000	\$ 18,000
Walkway-paths paving/grasspave	\$142,000	\$152,000
Structures	\$32,000	\$42,000
Play areas	\$80,000	\$90,000
Furnishings	\$25,000	\$32,000
Parking lot/drainage	\$100,000	\$115,000
Restroom improvements	\$8,000	\$12,000
Field development	\$550,000	\$600,000
Revegetation	\$135,000	\$140,000
<u>Soft costs</u>	<u>\$465,960</u>	<u>\$524,920</u>
Total	\$1,524,760	\$1,717,920

CITY COUNCIL AGENDA ITEM
CITY OF SHORELINE, WASHINGTON

AGENDA TITLE: Community Conversations – Visioning Process for Shoreline 2028
DEPARTMENT: Planning and Development Services
PRESENTED BY: Joseph W. Tovar, FAICP, Director

PROBLEM/ISSUE STATEMENT:

Council recently approved the City's Long Range Planning Work Program, which calls for a "Visioning" process as the preliminary stage of updating the City's Comprehensive Plan. The work program shows active public input occurring this fall, with Planning Commission review and City Council adoption of an amended Comprehensive Plan Vision and Framework Goals in the first quarter of 2009. The new City Council Goals for 2008-2009 include Goal "A" which specifically directs:

Develop a shared community vision that integrates the Environmental Sustainability, Housing and Economic Development Strategies into the Comprehensive Plan and community development initiatives.

FINANCIAL IMPACT:

The method that the staff recommends can be accomplished within the PADS existing budget

RECOMMENDATION

Staff recommends that the City Council review and give approval to proceed with the "Shoreline Community Conversations" Visioning Process in two phases. Phase I would focus this October on an intensive and inclusive grassroots conversation among Shoreline's citizens about a preferred Vision for the City's future. After the staff, Planning Commission and Council review the results, the staff would draft amendatory Plan language that is responsive to the Phase I input and subsequent Commission/Council input. Phase II, starting in January of 2009, would focus on the proposed amended Vision and Framework Goals. After public input, the Planning Commission would forward recommendations to the City Council. Ideally, the Council would adopt updated Vision and Framework Goals for the Plan no later than March of 2009.

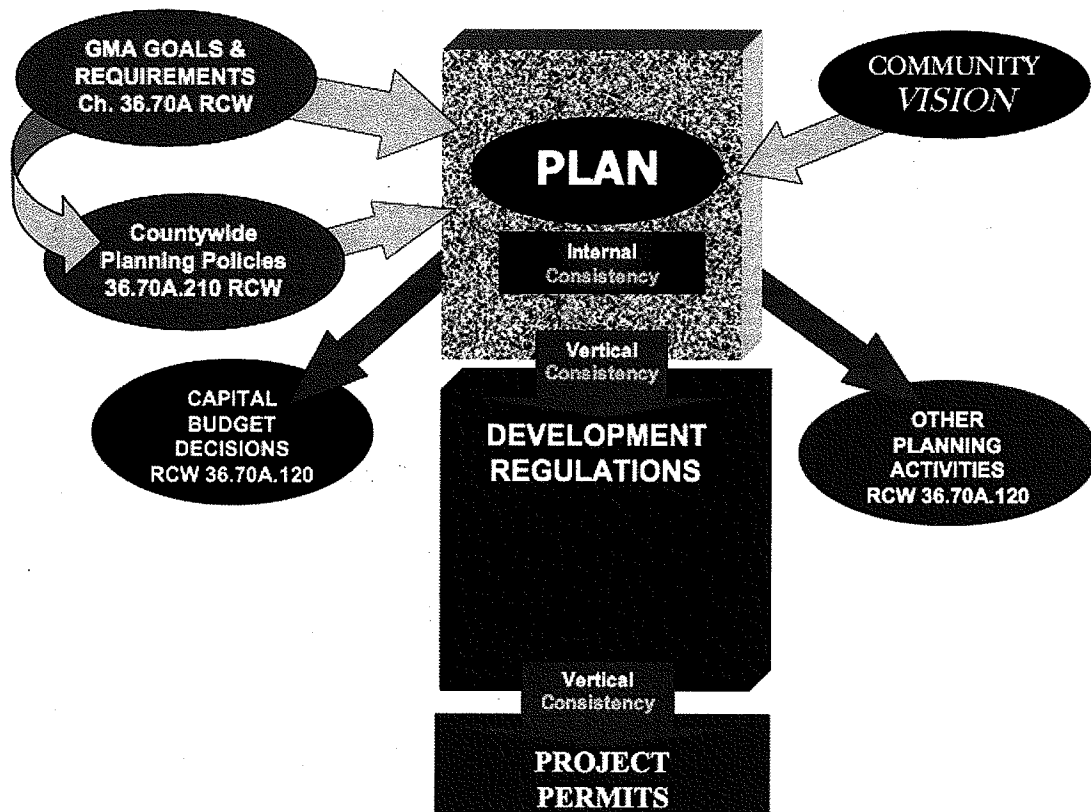
Approved By: City Manager Ja City Attorney _____

BACKGROUND

A. What is a Vision? What are Framework Goals? How are they to be used?

Many comprehensive plans begin with a Vision statement, followed by Framework Goals (sometimes called Policies). A "Vision" is a community's articulation of a preferred future, typically 20 years away. A Vision conveys a community's values and priorities, providing direction and "side-boards" for the path to a preferred future. "Framework Goals" are brief policy statements that identify some of the "hows" for achieving the Vision. Shoreline's existing Vision and Framework Goals are contained in the introduction section of the Comprehensive Plan, and excerpted in Attachment A.

It is important to recognize the relationship of Vision/Framework Goals to the rest of the Comprehensive Plan and how the Plan fits into the context of the Growth Management Act (GMA) goals and requirements, as well as the growth targets assigned to cities via the Countywide Planning Policies. As the diagram below shows, the Comprehensive Plan provides important direction to development regulations, which in turn govern the specifics of development permits.



A viable Vision, when embodied in Comprehensive Plan language, must comply not only with legal requirements; it must also anticipate societal, economic and technological change, and recognize resource constraints of local government service providers.

It is also important to recognize what a Vision isn't. A Vision is not a mini-comprehensive plan, resolving all questions in detail in advance. Nor is it a regulation. Even Framework Goals, which generally are more detailed and prescriptive-looking than Vision statements, are not meant to definitively answer all questions in detail. Instead, once the Vision/Framework Goals are adopted, they provide overall direction when reviewing and revising as appropriate the rest of the chapters of the Comprehensive Plan. All these chapters, by law, must be updated by 2011.

There may be an impulse by some, either in the Vision or Framework Goals, to place a cap or numeric limit on building heights or densities. While it may be useful in Framework Goals to talk about low-rise, mid-rise, or high-rise as possibilities in certain areas and not in others, we should avoid using numbers, like units per acre or number of feet of building height or setback. Because we won't know until well into 2009/2010 what new population target the City must accommodate, it would be a mistake as part of the Vision/Framework Goals to foreclose options about specific height and density in specific subareas of the City. Those detailed decisions can be made later as part of the Comp Plan update process due by 2011.

B. Proposed Process to Update Shoreline's Plan Vision and Framework Goals

Staff has researched the Vision and Framework Goals of a number of cities in the region, including Mountlake Terrace, Bothell, Kirkland, Redmond and Shelton. Likewise, we have reviewed the methodologies used by those cities to adopt their Visions/Framework Goals. We have also reviewed the "Shoreline 2035" Visioning process currently being proposed by Forward Shoreline, and spoken with them. This latter effort is described in detail on their website at <http://www.forwardshoreline.us/>.

1. Phase I of recommended Visioning Process

Phase I of the Visioning Process that staff recommends for Shoreline is based on the City of Kirkland's successful "Community Conversations" process. That Visioning process received awards from both the American Planning Association and the Puget Sound Regional Council because of its inclusive and effective, grassroots approach to engaging the community in a dialogue about its preferred future.

A critical tool of the community conversations process is a 15 minute city-produced DVD that would be made available to groups of interested citizens, and organizations such as the neighborhood associations, the Chamber of Commerce, Forward Shoreline, the School District, Shoreline Community College, local utility districts, PTA groups and High School civics classes. The DVD summarizes the nature and purpose of the Visioning Process, provides a summary of what has happened in the community over the past 20 years – then invites participants to imagine their preferred future for Shoreline in 2028.

After providing the background, objectives and ground rules for the conversations, the DVD then prompts the conversations by asking a series of questions. These questions, developed by expert Futurist Glen Heimstra, are crafted to stimulate people to think about many factors that can shape the future of a community. The questions appear in Attachment B.

After group viewing of the DVD, the facilitator hosting each conversation would prompt responses to the questions to engage a citizen dialogue. Ideas and opinions are expressed, but no "vote" is taken. The facilitator takes notes and, at the end of the discussion, invites participants to write out their own answers to the three key questions. The input then is collated by staff and reviewed with Council prior to the drafting of potential amendatory Plan language.

Staff have met with Nora Smith and Rob Beem to reserve agenda time at the Council of Neighborhoods meeting in September. Having community conversations hosted by the neighborhood associations would be a way to link citizens to the City's Visioning Process at the grassroots level. Those people reluctant to attend a large gathering, such as the scheduled Town Hall meeting, could be engaged in the conversations in a more comfortable and conducive setting. The Planning Commission has expressed strong interest in helping to engage the neighborhoods in the City's planning activities, and has volunteered to visit neighborhood association meetings to assist that process.

In addition, staff proposes to contact important organizations in the City to solicit their support for and participation in the Community Conversations. We would propose getting on the agendas for October meetings of the Chamber of Commerce, Forward Shoreline, the School Board and PTAs, just to name a few. Also, because many of today's young people will hopefully be living here in 2028, it would be appropriate to engage high school students in conversations about their future.

2. Phase II of the Visioning Process

Once all the Phase I input has been collected and analyzed, staff would present to Council the raw data and identified overall themes. The staff would then compose specific amendatory language to the existing Plan Vision and Framework Goals, responsive both to Phase I input and any direction from Council. For example, we know that Council wishes the Vision to "integrate" the adopted strategies for Environmental Sustainability, Housing, and Economic Development. This will involve some staff work to distill the essence of those three strategies to include as new text for the Vision/Framework Goals.

Draft amended Vision/Framework Goals language would be presented for review and public comment at a joint City Council/Planning Commission hearing in January. The Planning Commission would then deliberate and forward its recommendation to the City Council. Attached to the Planning Commission report would be the minutes and public testimony submitted on the proposed Vision/Framework Goals language. The City Council would then deliberate in February and March. It would be helpful to adopt the amended Vision and Framework Goals in March of 2009, a month prior to Council's annual retreat.

3. Overall Schedule for Phases I and II

2008	
July	City Council reviews and approves approach and schedule outlined herein
Aug.	<ul style="list-style-type: none"> Outreach to organizations to solicit their support/participation in Vision Process City staff and consultant produce DVD for "Shoreline Vision 2028" Staff and consultant design questions for telephone survey
Sep.	<ul style="list-style-type: none"> Sep. 3 Vision process explained at Council of Neighborhoods Sep. 8 City Council/Planning Commission Joint Meeting- briefing on details of Vision process, including Council and Commission roles at various stages September issue of <i>Currents</i> describes purpose, timing, and opportunities for public input coming in the Community Conversations in October.
Oct.	Phase I - SHORELINE COMMUNITY CONVERSATIONS VISIONING MONTH <ul style="list-style-type: none"> October <i>Currents</i> includes schedule of places/opportunities to engage in the "Community Conversations". DVD is distributed broadly to interested parties. DVD provides background information, frames the Vision Issue, explains purposes and method, and poses 3 Key Questions to stimulate the Community Conversations. Streaming video of DVD plays on City Channel throughout month (and points people to website, town hall meeting, high school and neighborhood association meetings to take part in the Community Conversations) 3 Key questions posted on website/ people may input comments via website tool. DVD presented at a Town Hall Forum, hosted by Council and moderated by city staff; during conversations notes are taken and input sheets collected. DVD is made available to neighborhood associations for meetings. Conversations are moderated by Planning Commissioners and city staff; notes are taken and input sheets collected. DVD presented at Chamber of Commerce/Forward Shoreline. Conversations are moderated by city staff; notes are taken and input sheets collected. DVD presented to civics classes at Shorecrest and Shorewood. Conversations are moderated by city staff; notes are taken and input sheets collected DVD presented at Parks Board and Conversation is moderated by city staff. Notes are taken and input sheets collected. Telephone Survey conducted by consultant
Nov.	City staff sorts, batches and tabulates the input from the various Conversations
Dec.	Staff reviews raw input and summary conclusions with Planning Commission and City Council Staff drafts amendments to the text of the Comprehensive Plan Vision and Framework Goals responsive to the public input and Commission/Council input.
2009	
Jan.	Phase II – PUBLIC INPUT ON COMPREHENSIVE PLAN AMENDEDMENT <ul style="list-style-type: none"> January edition of <i>Currents</i> alerts the public to the draft amended Comp Plan Vision and Framework Goals posted on City website and the hearing dates. Jan. 12 City Council and Planning Commission conduct a joint public hearing on the draft amended Plan Vision and Framework Goals Jan. 22/29 Planning Commission deliberates and forwards recommendation.
Feb.	City Council deliberates on Planning Commission recommended amendments to Comprehensive Plan Vision and Framework Goals
Mar.	City Council adopts amendments

Vision Statements

While the GMA, Vision 2020, and the King County Planning Policies provide an overall framework for the City's Plan, the foundation of the Plan exists in the hopes and visions of the people whom it will directly affect. In 1996, the Shoreline City Council established the following set of "Vision statements" as a set of overall preliminary principles to guide the development of the Comprehensive Plan.

- The City of Shoreline will capitalize on its unique physical strengths as well as its human assets.
- The City's numerous parks and key buildings or other features (e.g., civic center, community college, waterways) shall be interconnected from Puget Sound to all points in Shoreline through natural and built trails, "Green Streets" and special pedestrian walkways. Significant stands of trees will be identified as parts of greenbelts and preserved where possible, to protect and enhance Shoreline's natural environment.
- The Puget Sound shoreline is a unique aspect of the City and should be made more available to all citizens. Other water bodies within the City of Shoreline (e.g., Ronald Bog, Twin Ponds, Echo Lake) will be publicly owned and will be centers of public recreation.
- Each road and waterway into the City will have special treatment signalling entry into Shoreline. Gateways are defined by plantings, signage, three-dimensional art, etc.
- Preservation of existing residential neighborhoods provides safe, affordable housing of all types (e.g., single-family, accessory, townhomes, multi-family) for all segments of the community.
- The City's several commercial areas are vital and active, including a variety of shops and services that are pedestrian oriented. Mixed uses, commercial, and light industrial establishments are permitted in selected areas. Centers exist along major arterials. For example, Aurora would have three major centers, each with a theme:
 - Aurora at N 145th Street to N 160th Street would be a retail area.
 - Aurora at N 175th Street to N 185th Street would serve as a civic hub.
 - Aurora at N 185th Street to N 205th Street would serve as an entertainment center.
- Sidewalks, street trees, pedestrian crossings and other pedestrian amenities are provided. Neighborhood business centers would serve surrounding residential areas.
- Regional and local linkages are made between homes, commercial areas, entertainment centers and employment areas.
- Community policing and community pride will serve and protect all segments of the community.

City of Shoreline Comprehensive Plan, at pages 3-4.

Framework Goals

Through a series of more than 300 activities held in 1996-1998 (meetings, open houses, surveys and discussions), Shoreline's citizens, the Planning Commission, and the City Council refined the City Council's Vision Statements into the Comprehensive Plan's Framework goals. These Framework Goals provide the overall policy foundation for the Comprehensive Plan and support the City Council's vision. When implemented, the Framework Goals are intended to preserve the best qualities of Shoreline's neighborhoods today and protect the City's future. To achieve balance in the City's development, the Framework goals must be reviewed as a whole and not one pursued to the exclusion of others.

FG 1: Accommodate anticipated levels of growth and enhance the quality of life within the City of Shoreline.

FG 2: Promote quality building and development that is compatible with the surrounding environment.

FG 3: Support diverse and affordable housing opportunities which provide for Shoreline's population growth.

FG 4: Pursue a strong and diverse economy and assure economic development that complements neighborhood character.

FG 5: Protect the natural environment and preserve environmentally critical areas.

FG 6: Promote improvements to human services.

FG 7: Assure effective and efficient public investment for quality public services, facilities and utilities..

FG 8: Improve multi-modal transportation systems which provide for Shoreline's present and future population.

FG 9: Provide for wide involvement in community planning decisions.

City of Shoreline Comprehensive Plan, at page 6.

The three Key Questions to address in the Conversations are as follows:

#1. How do you think our lives will change over the next 20 years?

For example what are some new inventions, social changes or changes in the way we live, work and shop that you see coming?

#2. What do you like best about Shoreline that you would like to see continued?

#3. What do you like least that you would not like to see continued in the future?

In order to “prime the pump” for conversations addressing the three Key Questions, the DVD poses a series of other questions including:

- If you could create your preferred future, what would it be like?
For example, how do we accommodate our growing population?
- What will our housing and neighborhoods look like?
- What do we want our business districts to be like and where should they be located?
- What kinds of workplaces will we have? What kinds of shops and services?
- How do we want our growing population to get around (by car, transit, bike, on foot, others?)
- What types of transportation improvements will we need?
- What changes in services and facilities do we want (parks, police, and fire protection, recreational programs, roads and pathways) and how do we pay for them?
- How do we want our educational systems and schools to change?
- What degree of protection should we have for our streams, wetlands and trees?
- How will these be affected by our need to accommodate our growing population and transportation needs.

CITY COUNCIL AGENDA ITEM

CITY OF SHORELINE, WASHINGTON

AGENDA TITLE:	Regional Jail Planning Update
DEPARTMENT:	City Manager's Office
PRESENTED BY:	Julie Underwood, Assistant City Manager Eric Bratton, CMO Management Analyst Scott MacColl, Intergovernmental Program Manager

PROBLEM/ISSUE STATEMENT:

The City Council received a regional jail planning update in October 2007. Likewise, staff provided a brief update at the Council's June 23, 2008 dinner workshop meeting. This report provides a further update on the regional jail planning efforts to date and seeks Council direction on the number of facilities to be built and operated.

To recap, King County cities are facing the difficult challenge of providing jail bed space for our cities in the future. Currently, the jail model for meeting the needs of the incarcerated misdemeanor population in King County is a complex system of county and municipal jails and multiple contracts. Shoreline currently contracts with King County, Yakima County, and the City of Issaquah to house its inmates.

The City's current contract with King County expires on December 31, 2012. In 2001, King County and its contracting the cities, including Shoreline, negotiated a new contract that substantially reduced cities' use of the King County jail facilities. The contract established a timeline and population caps to remove the cities' misdemeanor population from county facilities by 2012. As allowed by the contract, King County initiated contract re-opener discussions in the fall of 2007. Through the negotiations, the cities attempted to negotiate an extension of the contract, but King County's position was that with its own projected jail bed need, it would not have capacity for the cities' inmates after 2012.

Also in 2001, many King County cities, including Shoreline, negotiated a contract with Yakima County, set to expire at the end of 2010, to secure jail beds needed in excess of the King County caps. This spring, Yakima County and King County cities began negotiating a new contract to run through 2014. The new contract will likely be before city councils by the end of 2008.

It is imperative that King County cities address the short- and long-term mandate of housing their misdemeanor populations. In order to address these contract expirations and to plan for projected future bed space need, King County cities have entered into a cooperative regional jail planning effort.

RECOMMENDATION:

The purpose of this presentation is informational and provides to the Council an update on the jail planning efforts of the north and east King County cities. In addition, staff is seeking consensus on the number of facilities to be built and operated by the north and eastside cities.

BACKGROUND:

Following the newly negotiated contract with King County, in 2003, a group of 37 King County cities, which included Shoreline, negotiated an interlocal agreement with each other to coordinate jail services and to plan for long-term jail capacity and facilities. As a result of this interlocal agreement, in 2005 the consortium of cities initiated a long-range jail planning process. In order to oversee contract administration, coordination, and the progression of the strategic planning process, the city consortium established the following groups:

- Jail Oversight Assembly (JOA): Also commonly referred to as “the Assembly” or the “Jail Assembly,” JOA is made up of one elected representative from each of the 37 cities that decided in 2002 to collaborate on solutions to the cities’ jail bed access. The two cities that chose not to join the collaborative effort are Kent and Enumclaw.
- Jail Administration Group (JAG): JAG was formed to represent the 37 cities; the official members of the JAG are policy-level and law enforcement leadership representatives of the largest users of the King County jail, plus three members appointed by the Suburban Cities Association (SCA). Julie Underwood, Assistant City Manager, is one of three alternates for the SCA.
- Jail Task Force (JTF): The Jail Task Force members were appointed by both the Assembly (the elected officials) and the JAG (policy/law enforcement representatives) and their charge was to develop a region-wide jail bed solution for all JAG cities. Members came from 11 of the JAG cities and included:

Auburn	Federal Way	Renton
Bellevue	Issaquah	Seattle
Burien	Kirkland	Shoreline
Des Moines	Redmond	

The JTF completed its work at the end of 2007 and the group was sunset.

- North East Cities Committee (NECC): The NECC is the newest of these groups and the members include north and east King County cities with the greatest jail need (Seattle, Bellevue, Kirkland, Redmond, and Shoreline). While this working group primarily consists of staff from these cities, from time to time, elected officials (which are represented on the Assembly) are brought in for their consultation. Councilmember Ron Hansen serves as our representative.

King County Cities Current Jail Bed Needs

There are roughly 1,000 jail beds available for King County cities through various contracts and municipal jails:

<u>Agency</u>	<u>No. of Jail Beds Available to the Cities</u>
King County	330
Yakima contract	440
Issaquah municipal	62
Renton municipal	50
Auburn municipal	51
Kirkland municipal	12
Other contract beds	55
Total	1,000

Approximately a third (1/3) of the jail beds are located in King County jails, which are the downtown correctional facility and the Kent Regional Justice Center, and nearly half (1/2) of the jail beds are in Yakima County. Other jails are used both by the cities that operate them and by other cities either on a "reserved bed" contract, or on an as-needed basis. For all the JAG cities, Seattle is the biggest bed user, needing approximately a third (1/3) of the total beds, followed by Auburn, which is considering a potential annexation.

The chart below provides Shoreline's average daily population (ADP) from 2004-2007:

City of Shoreline Jail Population from 2004-2007				
	2004	2005	2006	2007
Average Daily Population (ADP)	20.6	31.3	37.7	27.7

King County Cities Future (20-Year) Jail Bed Needs

In 2006 the JAG retained a consulting firm, Ricci Greene Associates, to complete the following:

- o A needs assessment to establish future misdemeanor bed space capacity requirements. The study included an analysis of misdemeanor population characteristics and growth trends, and also assessed system practices impacting jail use, including alternatives to incarceration.
- o Several strategic options for meeting future bed space requirements, which were generated through workshops with the JAG and based on identified goals, planning assumptions, and criteria.

The report was completed in December 2006 and estimated that approximately 1,175 jail beds will be needed for all JAG cities by 2011, and 1,450 jail beds will be needed by

2026. Programs that provide alternatives to incarceration, such as electronic home detention, that reduce jail bed need have already been factored into the projected bed need (alternatives reduce the need by about 10%).

The chart below provides Shoreline's ADP projections from 2011 to 2026, in five-year increments:

City of Shoreline Jail Population Projections from 2011-2026				
	2011	2016	2021	2026
Average Daily Population (ADP)	41	44	46	49

JAO - December 2007 Assembly Meeting

Summary of Findings of the JTF

The JTF had met since May 2007, and, using the Ricci Greene report as the baseline, developed a set of recommendations for the JOA to consider. Several important agreements served as underlying assumptions:

- Contract beds are not an option to fulfill all of the cities' needs. As a practical matter, this option is not available for the long-term because of the limited availability of contract beds. Some beds may be secured through contracts; however, the availability would be much less than the total needed.
- A limited number of contract beds are available for female inmates. In addition, King County is the only facility that can house city inmates with serious medical or psychological conditions.
- In the case of Yakima, there are also transport and inmate access issues due to the geographical distance of the jail.
- Contracting limits control of availability, cost, and quality of services for cities.

In December 2007, the JTF presented three recommendations to the Assembly, which are summarized below:

Recommendation 1: Support parallel planning by south JAG cities (SCORE) and north/east JAG cities

The south JAG cities, also referred to as SCORE (South CORrectional Enterprise), have projected their future jail bed needs, identified a number of possible sites where a new jail might be located, and retained a consultant to assess the feasibility of building, owning, and operating a full-service jail facility of up to 670 beds. The SCORE cities are three to six months "ahead" of the north and east cities. The JTF advised the Assembly to recognize and support the parallel planning efforts of SCORE and the north and east cities.

Recommendation 2: Accept the three jail construction alternatives developed by the JTF as viable options for north and east JAG cities

After seven months of intense deliberation, the JTF developed three alternative scenarios to address the future jail bed needs of the north and east JAG cities. The north and east cities will retain a consultant to assess the feasibility of the three scenarios. The feasibility study must include an analysis of the pros and cons of each scenario, a cost/benefit analysis of each scenario, and other detailed information to help select the best alternative for the north and east cities. The three alternatives to be analyzed are outlined below:

- Alternative A: includes all of the north and east suburban cities, excluding Seattle, and the construction of a 200 bed jail facility.
- Alternative B: assumes Seattle would construct a 440 bed facility for their own use.
- Alternative C: assumes a partnership among all the north and east suburban cities and Seattle for the construction of a single jail facility of 640 beds.

Recommendation 3: Authorize issuance of request for proposals to conduct feasibility study of alternatives

The JTF advised the Assembly to proceed with a formal "feasibility analysis" of constructing a jail for the north and east cities. In the spring of 2008, JAG returned to the Assembly with an update on the study and a recommendation for how to collect the special assessment to fund the feasibility analysis.

Assembly Outcome: The Assembly voted unanimously on the above recommendations. The JTF's work was sunset and the remainder of the long-range planning efforts was assigned to the JAG.

In summary, the JTF recommended that cities consider options that build new jail(s). At the time of their presentation, what remained unanswered was for what entities, how many beds, and how many facilities. To help address this, the NECC was formed.

North and East Cities Committee (NECC) Feasibility Study - Long-term Jail Planning

The NECC is a committee of north and east King County cities, which includes the cities with the greatest jail need (Seattle, Bellevue, Kirkland, Redmond, and Shoreline). The committee was formed at the end of 2007 to begin long-term jail planning efforts.

In April 2008, the NECC hired Carter Goble LEE to conduct the feasibility analysis. Phase 1 of that study, currently in progress, examines the spatial/acre requirements for a 200 bed facility (for north and east cities excluding Seattle), a 440 bed facility (just for Seattle), and 640 bed facility (for all north and east cities including Seattle). It is also looking at construction and operating cost estimates for the three different sized facilities and the different per diem charges associated with each facility. Phase 2 of the study will commence once a decision is made on whether to build one facility or two.

Phase 2 will focus on finding feasible sites and refining the cost estimates. It will also begin looking at site development and creating architectural plans.

The consultant has provided preliminary figures on size, staffing, and operating costs of the different sized facilities. Operating a 200-bed facility is by far the most expensive option, whereas operating a 640-bed facility is the least expensive due to economies of scale. Looking at the staffing ratio, a 200-bed facility has an inmate to staff ratio of 1.56, whereas the 640-bed facility has a ratio of 3.43 or 1:3 (Exhibit A). It is the staffing requirements (based on eight-hour shifts) that are the basis for operational cost estimates. One would expect some of these areas may be contracted out (food services, medical, facility maintenance, etc.). However, bear in mind these are estimates and as we continue to move forward these may need to be adjusted.

Exhibit A

Category	200-Beds	% of Total	440-Beds	% of Total	640-beds	% of Total
BEDSPACES						
Special Management	8	4.0%	12	2.7%	32	5.0%
Women	24	12.0%	32	7.3%	64	10.0%
Special Observation	8	4.0%	12	2.7%	32	5.0%
Pretrial	96	48.0%	224	50.9%	320	50.0%
Sentenced (Including Trustee)	64	32.0%	160	36.4%	192	30.0%
Total Bedspaces	200	100.0%	440	100.0%	640	100.0%
STAFFING						
	# of Staff	Inmate/Staff	# of Staff	Inmate/Staff	# of Staff	Inmate/Staff
Administrative	13.0	15.4	13.0	33.8	15.0	42.7
Security Administration/Intake & Release	53.5	3.7	60.7	7.3	66.9	9.6
Program Services	3.0	66.7	3.0	146.7	5.0	128.0
Inmate Services	8.0	25.1	8.0	55.3	8.0	80.4
Medical Services	8.8	22.7	14.1	31.3	16.8	38.1
Food Services	5.4	37.4	5.4	82.2	7.5	85.8
Maintenance	3.7	53.5	3.7	117.6	7.2	88.6
Subtotal Support Services	95.3	2.10	107.8	4.08	126.3	5.07
Special Housing (Spec. Mngt., Women, Obser)	13.9	14.4	13.9	31.6	13.9	46.0
Pretrial Housing	12.2	16.4	27.0	16.3	29.6	21.6
Sentenced Housing	7.0	28.7	13.1	33.7	16.5	38.7
Subtotal Housing	33.1	6.05	53.9	8.16	60.0	10.7
Total Staff and Inmates/Staff	128.4	1.56	161.7	2.72	186.4	3.43

The affect of that disparity can be seen in the operating costs. A 200-bed facility has a per diem cost of \$317 (Exhibit B); effectively, no economies of scale. A 640-bed facility has a per diem cost of \$185. That is a \$132 difference per diem. Using Shoreline's total ADP for March 2008 of 29.9 as a base, the City's potential yearly savings would be over \$1.4 million if it joined with Seattle and the other north and east cities in constructing a 640-bed facility. The per diem costs of a 440-bed facility would be \$216. If Seattle joined the other cities in a 640-bed facility, it would save \$31 per diem.

Economies of scale are seen with the 440 to 640 scenarios, and all scenarios assume 85% occupancy and the debt service on the construction of the facility.

Exhibit B

	Number of Beds		
	200	440	640
Per Diem for Operating Costs	\$ 240.86	\$ 150.46	\$ 122.61
Per Diem for Capital Costs	\$ 65.40	\$ 58.66	\$ 56.08
Per Diem for Estimated Land Costs (Low Rise)	\$ 11.02	\$ 7.25	\$ 6.54
Combined Per Diem Costs	\$ 317.28	\$ 216.37	\$ 185.23

The potential size and acreage requirements and the total project costs can be seen on Exhibit C and D respectively. The consultant has looked at single story and multi-story spatial needs for each of the different sized facilities. Acreage amounts range from 3.9 for a four-story 200-bed facility to 10.5 for a single story 640-bed facility. Total project costs, which do not include land acquisition, range from \$62 million for a 200-bed facility to \$171 million for a 640-bed facility. There is only a \$10 difference in the per diem debt service amount, with the 200-bed facility paying the greater per diem debt service amount. At this time, all options assume surface parking for staff and visitors and include 50 foot buffers.

Exhibit C

Detention Center Sizes	200		440		640	
Building Footprint	Maximum Site Size	Minimum Site Size	Maximum Site Size	Minimum Site Size	Maximum Site Size	Minimum Site Size
Number of Floors	1	4	1	4	1	4
Total Site Acreage Required	5.5	3.9	8.0	4.9	10.5	5.8

Exhibit D

Category	200-Beds		440-Beds		640-beds	
	SF	Cost	SF	Cost	SF	Cost
Total Construction Costs	91,000	\$ 37,071,445	180,972	\$ 74,105,394	252,672	\$ 103,689,520
PROJECT COSTS						
Components						
Site Development		\$ 2,250,800		\$ 3,222,000		\$ 4,017,000
FF&E		\$ 5,781,680		\$ 11,517,506		\$ 15,991,280
Project Fees		\$ 6,614,342		\$ 13,077,088		\$ 18,229,979
Project Contingencies		\$ 10,662,817		\$ 21,002,334		\$ 29,240,807
Total Project Costs	-	\$ 25,309,639	-	\$ 48,818,928	-	\$ 67,479,065
TOTAL COSTS		\$ 62,381,084		\$ 122,924,322		\$ 171,168,585
Annual Debt Service (30 years @ 5%/year)		\$ 4,057,979		\$ 7,996,404		\$ 11,134,762

NECC Recommendation

On June 25, the elected officials of the NECC met to discuss Phase I of the feasibility analysis. Councilmember Hansen is the City's representative. The main decision-making point was to determine if the NECC recommendation to their respective Councils is to construct and operate one or two facilities. The consensus was to recommend going forward with the 640 bed regional jail/justice center option that includes Seattle.

Other issues briefly discussed regarding a single regional jail/justice center included:

- Considering adding to jail operations a transport system (for arraignments and court dates);
- Determining the entity that would possibly operate the jail and developing a governance structure soon;
- Provisions that required cities release their inmates back to the city of origin; and
- Hiring a specialist for the detailed work program.

Staff recommends that the City continue to partner with north and east cities to develop a single jail/justice center, which would include a 640 bed facility. Staff is seeking Council consensus to continue with this regional planning effort to construct a single facility.

King County Council Ordinance 2008-0322

On June 6, 2008, Council Chair Julia Patterson introduced Ordinance 2008-0322 to the King County Council. The ordinance, as introduced, called for the County to take the lead in regional criminal justice planning by providing short-term relief to the cities through a two-year extension of the current contract and increasing the cities ADP cap, and in the long-term by negotiating a single contract with the cities that would integrate

all of the County's criminal justice services (jail, court, prosecutorial, defense, and law enforcement) into a unified system. The cities believe that while a two-year extension would provide some breathing room, the ordinance as introduced in no way addressed their future jail bed need and cannot divert their current jail planning efforts.

Representatives from the SCORE and NECC staff along with elected representatives gave a joint presentation to the County Council on June 30 outlining the cities concerns with the legislation. They informed the County Council that the cities need to make major decisions within the next couple of months and that if the County was serious about working with the cities, it would have to demonstrate that. Mayor Ryu sent a letter, which was formulated jointly by the cities of the JOA, to King County Council Chair Julia Patterson.

The Council considered the cities concerns and passed an amended ordinance on July 7, 2008. The amended ordinance calls for the County Executive to extend the current contract for two more years, to begin immediately exploring the expansion the Regional Justice Center in Kent, and to work with cities and the state in capital planning and construction of additional detention capacity. Staff believes that in the next few years, the King County cities need to build a new jail facility to meet future jail bed need. If the County is serious about being the regional leader in providing criminal justice services, it needs to look immediately into expanding the Regional Justice Center in Kent and begin making plans for the construction of a new regional jail facility, which means including funding in the 2009 capital budget to start such a process.

King County's Mental Illness and Drug Dependency (MIDD) Action Plan

Understandably related to jail and courts is the King County's Mental Illness and Drug Dependency (MIDD) Action Plan. The MIDD Plan, adopted by the County Council in June 2007, detailed an array of strategies to improve access to mental health, chemical dependency, and therapeutic court services for people who are homeless or involved in the criminal justice system. In November 2007, the County Council enacted a one-tenth of one percent sales tax increase to fund the MIDD Plan strategies. The ordinance authorized the collection of tax, which is estimated to generate \$48-50 million annually for nine years. Likewise, an ordinance was adopted establishing a 30-member Oversight Committee.

While it is estimated that only 15-18% of inmates within custody have a major mental illness and 40-50% are chemically dependent, these populations use a disproportionate amount of resources. For example, the average length of stay in a King County jail facility is 20 days. However, for someone who is mentally ill and/or chemically dependent, the average stay is 158 days. These statistics are consistent with national data.

Two strategies identified in the plan that may serve as a diversion to the criminal justice system are the mental health court and the adult crisis diversion center. Unfortunately, these are not solutions that will solve our jail needs in the short-term since they are currently planning to serve only a small and limited population.

Next Steps for NECC

Once the north and east city councils have provided their guidance on whether to move forward with one facility or two, the NECC will begin reviewing in depth potential sites and analyze them using the criteria developed in Phase 1 of the feasibility analysis. The NECC will narrow sites down to the top 4 to 6. Those 4 to 6 sites will go through the EIS (environmental impact study) process. The selection process will happen very quickly as the cities hope to start the EIS process in September. The cities are also drafting an interlocal agreement to govern the EIS process.

The NECC will also begin looking at how the final site will be selected and which cities will be involved in making that decision. It will also begin looking at governance and financial issues related to the construction of a regional facility.

RECOMMENDATION

The purpose of this presentation is informational and provides to the Council an update on the jail planning efforts of the north and east King County cities. In addition, staff is seeking consensus on the number of facilities to be built and operated by the north and eastside cities.

Approved By: City Manager  City Attorney ____