

**FIFE CITY COUNCIL
STUDY SESSION
MINUTES**

**Fife City Hall
Council Chambers**

**Date: October 21, 2008
Time: 7:00 p.m.**

EXECUTIVE SESSION: Mayor Johnson convened an executive session at 6:30 p.m. for the purpose of Real Estate RCW 42.30.140 for approximately 45 minutes.

ADJOURNMENT: Mayor Johnson adjourned the executive session at 7:14 p.m.

CALL TO ORDER AND ROLL CALL Mayor Pro Tem Rob Cerqui called the special meeting study session of the Fife City Council to order at 7:21 p.m. with the following Councilmembers present: Richard Godwin, Glenn Hull, Butch Brooks, Barry Johnson, Rob Cerqui, Nancy de Booy, and Kim Roscoe.

Staff Present: City Manager Steve Worthington, Assistant City Manager Jim Reinbold, Finance Director Steve Marcotte, Confidential Administrative Assistant Andrea Richards, City Attorney Loren Combs, Public Works Director Russ Blount, Acting Community Development Director Carl Durham, Parks and Recreation Director Kurt Reuter, Chief of Police Brad Blackburn, Planner 1 Chris Pasinetti, and Recording Secretary Danielle Gardea.

PLEDGE OF ALLEGIANCE Councilmember de Booy led the pledge of allegiance.

CHANGES, ADDITIONS OR DELETIONS There were no changes, additions, or deletions to the agenda.

STUDY SESSION

BROOKVILLE GARDENS PARK DESIGN: Director Reuter reported the issue before the Council is the next addition of the Brookville Gardens Park design. Based on the last revised master plan, there were many comments regarding changes to the park design, which have been considered. On Tuesday, October 14, 2008, Mayor Johnson and Councilmember Brooks met with staff and the design consultants and provided helpful feedback on the revisions they would like to see in the design of the park.

Mr. Rehfeld, Senior Urban Designer, BCRA, said the previous plan submitted by HDR included many good starting points and strengths and was consistent with the Council's vision of a park involving:

- General park program
- Open lawn area

- Covered areas and conveniences
- Conventional playground
- Pathways
- Realigning Wapato Creek
- Maintenance and operation structures

Mr. Rehfeld described weaknesses of the old plan:

- Parking lot encroached into wetlands
- Three creek culvert crossings with no cost estimates
- No cultural values of the site were included in the park

Mr. Rehfeld said the proposed plan includes improved park elements. The parking lot shape was changed to be more curve-linear and includes more capacity. The conventional play area is larger and the pathways are longer. The open play area is slightly smaller than in the original plan and creek crossings have been reduced from three to one. The creek is designed with wetland buffer requirements with optimal creek flow for fish habitat. A riparian revegetation scheme was developed to assist in restoring habitat along the creek. A larger, more workable area for the parks maintenance and operations yard is also included.

BCRA worked to salvage both existing buildings located in the maintenance yard. Space has been included for expansion in the future. The yard will include a permeable surface, which is included in the cost estimate.

The picnic shelters have a common architectural and material theme. A theme-based play area could include a shipping container as the centerpiece, as well as a slide, zip cable, and the potential of flatbed train carts.

The reclaimed section of Wapato Creek is much longer than the original plan specified, as well as the square footage.

The master plan has been divided into three phases. The first phase includes major park development. The second phase includes creek relocation and the restoration process beginning in 2010. The third phase includes a maintenance and operations yard for development in 2012.

The first phase development of the park creates a fully developed park. However, there is no access to the park from the existing crossing, no permanent restrooms, and an unpaved parking lot. The cost at that level of design after a 20% contingency is approximately \$2.5 million.

Phase 2 includes rotating the creek with an optional fish pond, forest and wetland plantings, and temporary irrigation. Park lighting will be installed,

restrooms will be constructed, the parking lot will be constructed with permeable pavement, and interior signage will be installed. With the 20% contingency at this stage, the cost is approximately \$1.9 million.

Phase 3 includes the City Parks maintenance and operations yard. No other changes are anticipated other than the addition of security fencing.

BCRA recommends considering the possibility of combining Phases 1 and 2. Grants are available from the state. There are also other environmental and habitat restoration grants. There may be an opportunity for partnerships. Construction could begin as early as late spring though late fall.

Mr. McWain, BCRA, displayed a design of the original master plan and described how the plan was fine-tuned. The location of the maintenance and operations yard was moved to reduce a culvert crossing in the area from the original plan, leaving only one pedestrian bridge crossing. Open space is sited throughout the park with an overall loss of .3 acres from the original plan. Three picnic structures are included comprised of one large shelter accommodating up to 60 people and two smaller shelters accommodating 12 to 14 people. Community gardens were removed and loose-leaf vegetation was changed.

Mr. McWain addressed concerns on the vines within the original plan. The vines can be replaced with a row of trees or plantings to help preserve the heritage of the park. Rain gardens or small hills have been retained in the master plan to provide different types of landscaping. The educational lookouts remain in the plan as well as small trails from the creek. Approximately 1,500 lineal feet has been added to the trail system.

Councilmember Hull asked if one bridge is able to accommodate park maintenance vehicles. Mr. McWain replied the bridge can accommodate larger vehicles; however, large construction equipment will need to access the area from another location.

Mayor Johnson questioned the cost analysis including the removal of 140 trees. Mr. McWain said he's unaware of the removal of any trees and will review the issue.

Mr. Bob Montgomery, Anchor Environmental, reviewed the creek alignment. The current stream consists of an excavated ditch providing water to the farm. The stream is shallow and not suitable for fish habitat and is surrounded by blackberry bushes. Relocation of the creek provides habitat for Coho salmon, trout, and other types of fish. For fish to survive, fish need deep pools for resting, gravel areas for spawning, and riparian vegetation to lower water temperature and provide a food source. The stream also needs a functioning

floodplain to slow the velocity of the river and store sand and silt. The proposal provides all those aspects. Woody debris will be added to the stream for bank stability and to provide scour. There is a possibility of adding off-channel fish habitat pools.

Mr. Montgomery reported there are many funding sources available including the Salmon Recovery Funding Board and Washington Wildlife and Recreational Program. Cost sharing is considered an important factor when jurisdictions apply for grants.

Councilmember Roscoe asked about possible formulas for the determining the number of fish ponds based on the length of the creek. Mr. Montgomery replied that there should be several based on the length of the creek within the area.

Councilmember de Booy asked about the amount of trenching required for increasing the depth and length of the creek. Mr. Rehfeld reported the revised plan includes a deeper and longer creek involving the removal of 4,000 yards of material. The creek will be broadened with gentle slopes. The creek will include wetland riparian plantings to provide a canopy for the creek.

Councilmember de Booy asked about the preference of only one crossing rather than three crossings. Mr. McWain replied that the proposed bridge is 12 feet wide and is less expensive than constructing three separate bridges.

Mr. Rehfeld introduced Mr. Bergman. Mr. Bergman is an architectural manager who designed the buildings throughout the park. Mr. Bergman said he analyzed costs for the picnic shelters and restrooms. The picnic shelters will be simple post and beam structures with a trellis and translucent panel with wood and gabion rock walls surrounding the structure.

Councilmember Hull asked about the sustainability of the structures in terms of graffiti or spray painting. Mr. Bergman advised that a sealant can be included on the walls for easier removal of spray paint or graffiti.

Mr. Bergman reported the intent was salvaging two additional buildings within the maintenance and operations yard. However, the cost to upgrade was prohibitive versus constructing new buildings. One building will be retained and upgraded to house the Parks and Recreation Department. The second building is a pre-structured three-sided steel building for storage of large maintenance vehicles and equipment. The maintenance and operations yard will be buffered with vegetation.

Mayor Pro Tem Cerqui indicated he doesn't prefer the shelter's rock wall design. Councilmember Roscoe said she also doesn't prefer the design.

Councilmember de Booy asked about the office located in the main building. Director Reuter reported the City's maintenance crew will move to the main building.

City Manager Worthington commented that the City is undergoing a City-wide facilities evaluation. The maintenance office was going to be located in a building adjacent to City Hall. However, that property could be utilized better for other purposes.

Mr. Rehfeld reported the parking lot will be surfaced with permeable materials and utilities will be stubbed at the parking lot and extended over the park along the bridge. Lights are included in the parking lot, picnic areas, and restrooms. No lighting will be along the outside perimeter of the pathway.

Councilmember Roscoe questioned why two sewer pump packages are included in the cost analysis. Mr. Rehfeld replied one pump is to serve the park and the other serves the maintenance and operations yard.

Councilmember Roscoe asked whether there are any utilities located in the existing buildings within the maintenance and operations yard. City Manger Worthington replied the area currently has a well and a septic system.

Councilmember Godwin asked about the cost comparison of the new design to the original plan. Mr. Rehfeld reported the cost is more because of the lengthening and widening of the creek. The cost for the creek relocation and scope of work was not included in the original plan's costs. There were additional costs to highlight the park's culture.

Councilmember Hull asked whether creek restoration can be accomplished by using grant funds. Mr. Montgomery reported grants could cover up to 75% of the costs but the Council should consider grants covering only 50% of the costs. There are also other sources of funding, such as mitigation for road projects. Mr. Rehfeld advised on the importance of beginning work on the grant applications to increase the chance of receiving grant funds.

Councilmember Godwin asked for the cost of the original placement of the creek. Director Blount replied the cost was approximately \$2 million for the entire project.

Councilmember Hull commented that the \$5 million includes both City and grant funds. Grant funds will help in reducing the City's costs.

Councilmember Brooks said the new design adheres more to his vision of the park. He asked about the locomotive in the playground area. Mr. Rehfeld

said the locomotives could be silhouettes and the cost associated with the item is a placeholder for some type of structure within the play area.

Councilmember Brooks commented that the level of detail in the plan is very impressive. He supported moving forward with grant applications as soon as possible. The \$5 million estimate appears high. He asked whether the estimate is high based on the short timeframe for the team to develop the estimate. Mr. Rehfeld replied the cost isn't much different from the original cost; however, more features and design elements are incorporated in the new plan.

City Manager Worthington pointed out the elements requested by the Council have been incorporated within the new master plan as well as the estimate. He advised against pursuing additional cost analysis until the Council has agreed on a final design. Director Blount added that the engineer's estimate for the wetland project was \$1,986,000. The low bid was \$1,173,000. With several minor changes to the current contract, the amount will be approximately \$1,183,000.

Councilmember Roscoe said she prefers having a Big Toy or another high-end play structure placed in the park.

Mayor Pro Tem said he's concerned with the price of the project but is optimistic.

City Manager Worthington advised that staff will move forward on the next level of design. He thanked the Council for the feedback. Staff and the consultants will begin researching grant opportunities. He advised the Council not to anticipate more than 50% in grant funds.

Mayor Johnson asked to receive information on the criteria for grant applications. The creek currently only has Cutthroat trout. He said he's not aware of any salmon currently in the creek. Mr. Montgomery reported the Puyallup Tribe is a large contributor for salmon in the creek. The team has been in contact with the tribe. If the Puyallup Tribe is not interested in pursuing a salmon run, that will impact the prospect of receiving grants from the Salmon Recovery Funding Board.

**LOW IMPACT
DEVELOPMENT
CODES:**

Acting Director Durham reported the Council asked staff to review the possibility of adopting a Low Impact Development Code. Rather than revising the code, staff drafted a new chapter to the Fife Municipal Code (FMC). Staff is using storm utility tax and tax discounts to balance the project. The proposal includes an option of using green street options within the City's street standards.

Acting Director Durham introduced Mr. Brice Maryman, Green Legacy Coalition.

Mr. Maryman reported Chapter 21 is a new chapter of the FMC. The chapter defines the purpose of low impact regulations, facilities, and techniques. A facility is an element of the stormwater management strategy and a technique could be preserving vegetation or constructing roadways to reduce the amount of runoff. The chapter establishes low impact development techniques when a storm drainage permit application is submitted and how low impact developments should be incorporated into current permitting. Low impact development is required for site assessments. A low impact development review committee monitors the details and proposed applications. Staff proposes adding "Green Streets" as a new street type. Streets and alleys shall use low impact development with the exception of main arterials. A new stormwater discount is available for treatment of stormwater

Chapter 18 includes minor changes to highway permeable paving. Cul-de-sacs are not permitted with some exceptions. Each zoning district receives a green area factor to replace some of the landscaping requirements. The green area factor involves layering buffering materials to mimic forests.

Mr. Maryman reviewed projects triggering the green factor:

- New construction
- Buildings over 1,000 square feet
- Parking with circulation over 5,000 square feet
- Additions of 1,000 square feet
- Improvements over 50% of the assessed value
- A change to the use of the property
- Adding more than 10 parking spaces

Mr. Maryman cited the Fed Ex site as an example of how minor changes to the site increase the green factor score from .09 to .3.

Chapter 19 has been strengthened in terms of tree preservation.

Councilmember Brooks asked whether additional review costs are incurred for a green factor review. Acting Director Durham replied there are no additional costs at this time, but that it may need to be considered. Mr. Maryman advised that the information will be included on the City's website for citizens to review the process.

Mayor Johnson said he likes the proposal. Other jurisdictions have implemented low impact development standards with no incentives. Mr. Maryman said he believes the proposal addresses that issue.

Mayor Johnson asked whether it's possible to identify areas not meeting the standards. Mr. Maryman advised that it's possible but there are variations in each area that could make it difficult for specific areas.

Acting Director Durham advised that the incentive of a stormwater utility tax reduction will encourage people to implement improvements.

Mayor Johnson said he's concerned there may be insufficient motivation for changes to occur. He said he'd like to see changes implemented. Councilmember Roscoe agreed.

Councilmember Hull said the proposal is a step in the right direction.

Councilmember Brooks noted the proposal dictates it as the preferred method. He asked whether a developer is required to demonstrate a sound engineering principle on why it wouldn't work. Mr. Maryman advised that the state is setting the stage. If the City permits a development that is not within the standards, the state has the right to question the City. It would be based on the engineer's study.

City Manager Worthington advised that the proposal is scheduled for a future meeting and that the proposal will be presented as a regulatory requirement rather than a voluntary incentive. Staff will review the incentive program.

**COMPREHENSIVE
PLAN AMENDMENTS:**

Acting Director Durham reported the briefing involves amendments requiring some adjustments.

Planner Pasinetti provided a brief history on the rezone. On April 29, 2008, there was discussion regarding future land use conflicts and zoning issues. The Planning Commission and the City Council determined the southeast corner of Fife has the greatest potential for potential land use conflicts.

Planner Pasinetti reviewed the proposed 2008 comprehensive plan amendments:

- CPA08-01 – Land-use designation map and zoning revisions (48th Street and 70th Avenue)

The comprehensive plan's current policies include buffering requirements between residential and commercial zoning designations. The factors that led to the determination are a proposed LID for water and sewer service along 70th and a large portion of 48th Street. Much of that area is undeveloped. The current land use designations are Mixed Medium Density Commercial and Industrial. The proposal would rezone the area to Mixed Medium Density

Residential, which will change the City's property to Single Family zoning and rezone the west side of 70th to Mixed Medium Density Residential Commercial.

Planner Pasinetti reported staff recommends discussing the changes in zoning and scheduling a public hearing for October 28, 2008.

Councilmember Godwin asked if existing uses can still expand. Planner Pasinetti replied existing uses can expand up to 20%.

Councilmember Godwin said there is no buffering for existing homes. He said he has concerns about the proposal.

Councilmember Hull said he's concerned about single family residential and the pending change to the 100-year floodplain. He asked how potential floodplain changes will affect the City. City Manager Worthington replied that regardless of how the property is used, the owner will need to conform to both standards for the zone and building within a floodplain. Councilmember Hull said he was referring to floodplain ruling by the Federal Emergency Management Agency (FEMA). City Manager Worthington replied that staff is unaware of any ruling outcome at this time. Councilmember Hull asked whether the delay in should be considered. City Manager Worthington advised that there could be a delay in FEMA's process of several years while people continue to develop their property.

- CPA08-02 – Land Use Element – Updates to Developable Lands, Housing, and Employment Capacities.

The City's land area developable by zones. The housing capacity is at 1,849 units and employment needs are 3,559.

- CPA08-03 – Sustainable Development Goals and Policies.

An addition of goal 15.5 encourages low impact development techniques to reduce consumption of resources, increase rate of material reuse and recycling, preserve existing soils and vegetation, improve public health and safety, and provide for multiple environmental benefits.

- CPA08-04 – Updates on the Housing Elements.

The amendment includes housing counts by zone within the comprehensive plan.

City Manger Worthington said the shift in the percentage has been significant.

- CPA08-05 – Updates to the Parks Elements.

The adoption of the Parks Master Plan into the comprehensive plan.

- CPA08-06 – Capital Facilities Element – updates to Transportation, Parks, School, and Stormwater.

Councilmember Brooks reported that within the transportation section of the Capital Facilities Plan for 2009, many projects are listed at full funding. City Manger Worthington replied that those projects could be shifted to other years Staff will review the projects and follow up with the Council.

**PIERCE COUNTYWIDE
PLANNING POLICIES:**

Acting Director Durham reported 10 cities have adopted the Pierce Countywide Planning Policies. Currently, the cities of Tacoma, University Place, and Puyallup have not adopted the policies.

Acting Director Durham asked for the Council's feedback on the next steps pertaining to the policies.

Councilmember Godwin said he prefers not revisiting the issue.

Councilmember Hull suggested not adopting the policies.

Councilmember Brooks indicted the Council most likely will have to adopt the policies at some point in the future. The policies appear to be sound as well as having no impact on the City.

Mayor Johnson pointed out that the City has previously discussed the policies. City Manager Worthington advised against adopting the policies at this time.

Councilmember de Booy suggested pursuing the same action as the City of Tacoma.

Councilmember Roscoe expressed indifference regarding the issue.

Mayor Pro Tem Cerqui suggested following the same action as the City of Tacoma.

Councilmember Brooks commented on the potential for future transportation funding by adopting the policies.

Mayor Johnson said he supports adopting the policies.

CONSENSUS:

A majority of the Council agreed to enter into an interlocal agreement

regarding the Pierce County Countywide Planning Policies.

**2009 GOVERNMENT
AFFAIRS DISCUSSION:**

City Manager Worthington reported the discussion focuses on the 2009 governmental affairs program. He described the history of success over the last three years. Federal appropriations received in 2007 totaled \$990,000 for the Fife/Port of Tacoma overpass project, which have been utilized this year in moving the project forward.

In 2008, Representative Smith pursued a federal appropriation request of \$4 million for the 70th Street Construction Project. Federal appropriations for 2008 have not been determined because of the presidential election. Additional funds of \$40,000 were provided to Pierce County to continue pursuing the Puyallup River levee issue because of Fife's request.

The City contracted with Strategies 360 for \$65,000 and traveled twice to Washington, D.C. with three Councilmembers and the City Manager. The Fife Governmental Affairs Program has proved to be successful. Over the last three years, the investment of approximately \$200,000 has benefitted the City with a return of approximately \$1 million in federal funds, or a 5 to 1 return on investment. The effort has also added to the City's clout in the region and helped local jurisdictions within the region.

The 2009 budget includes \$60,000 with travel expenses reduced to \$6,000 for two people. Fife may be well served to visit Washington, D.C. in 2009. The Council has the option of waiting until after the election on a decision whether to move forward or abandoning the program in 2009.

Councilmember Brooks expressed support for moving forward with the program in 2009. He indicated he doesn't particularly favor the current company and believes the election should not be factored in the Council's decision to move forward. If the City of Fife is not represented at the federal level, there is a possibility the City will not receive funding.

Mayor Johnson expressed concerns with utilizing the services of 360 Strategies in 2009.

Councilmember de Booy expressed support for continuing the program. However, she said she wasn't impressed with 360 Strategies. The firm represented the City of Fife well but lacked in enthusiasm. It's important for the City to be represented in Washington, D.C. as well as at the state level for state funding opportunities.

Councilmember Roscoe agreed it's a good program and that funding should be expended on those efforts. However, she suggested pursuing other representation options.

Mayor Pro Tem Cerqui agreed with proceeding with the program. He suggested releasing a bid for other firms.

CONSENSUS: **The Council agreed to move forward with the 2009 Government Affairs Program.**

MOTION: **Councilmember de Booy moved, seconded by Mayor Johnson to extend the meeting for an additional 5 minutes at 10:01 p.m. Motion carried.**

**3RD QUARTER
FINACIAL REPORT:** Director Marcotte said the 3rd Quarter Report represents both regional economic conditions and a status of collections for major revenues as of September 30, 2008. Fife is continuing to function at a stable but lower level although street permits and plan review revenues remain below forecast.

City Manager Worthington said he's had the pleasure of working with Assistant City Manager Reinbold for many years. This is Assistant City Manager Reinbold's last meeting. Mayor Johnson presented a framed and autographed drawing of a fisherman to Assistant City Manager Reinbold.

Assistant City Manager Reinbold said he appreciates the support he received during the last three years and will miss everyone.

ADJOURNMENT: **With there being no further business, Mayor Pro Tem Cerqui adjourned the meeting at 10:07 p.m.**

Rob Cerqui, Mayor Pro Tem

Steve Marcotte, City Clerk/Finance Director