

**FIFE CITY COUNCIL
SPECIAL STUDY SESSION
MINUTES**

**Fife City Hall
Community Center**

**Date: January 15, 2008
Time: 7:00 p.m.**

**CALL TO ORDER
AND ROLL CALL**

Mayor Pro Tem Cerqui called the special meeting study session of the Fife City Council to order at 7:00 p.m. with the following Councilmembers present: Cerqui, Godwin, Johnson, Brooks, and de Booy.

Excused: Councilmember Roscoe.

Staff Present: City Manager Steve Worthington, Assistant City Manager Jim Reinbold, Finance Director Steve Marcotte, Community Development Director Carl Smith, Parks & Recreation Director Kurt Reuter, Public Works Director Russ Blount, Amann, Police Chief Brad Blackburn, Municipal Court Judge Kevin Ringus, and Recording Secretary Jessica Tate.

**PLEDGE OF
ALLEGIANCE**

Mayor Pro Tem Cerqui led the pledge of allegiance.

STUDY SESSION

**Potential to Provide
Sewer to a Portion of
Edgewood**

City Manager Worthington reported the City of Edgewood recently asked Fife to consider providing sewer services to a portion of Edgewood. Dave DeGroot, Financial Analyst, completed a financial analysis of the proposed terms of the agreement. The analysis projects that if service is provided to only 300 Equivelant Residential Units (ERUs); the Sewer Utility would experience an annual net operating loss of approximately \$35,000, but would receive a one-time capital contribution of approximately \$1,150,000. However, if the number of ERUs served is increased to 400, the Sewer Utility should anticipate receiving positive net operating income of approximately \$16,000 annually and a one-time capital contribution of approximately \$1,550,000.

Director Marcotte reported the Fife Sewer Utility has capacity in the system as well as in its agreement with Tacoma for sewage treatment to serve a portion of Edgewood. Edgewood does not currently have any sewer system, which limits the potential development density in some areas. Edgewood and Fife have had informal discussions about the potential for Fife to convey sewage from a system built in Edgewood to convey to treatment in Tacoma. The financial analysis was intended to answer questions related solely to the financial advantages and disadvantages of a draft proposal dated November 6, 2007.

The City of Edgewood has proposed an interlocal agreement, which would have the City of Fife provide sewer services to an area of approximately 60 acres in Edgewood. The agreement as proposed requires Edgewood to construct the system, which Fife would maintain. Edgewood customers would pay Fife's rates plus a 15% administrative charge. Fife would process the utility billing, but Edgewood would pay any bad debts. Fife would receive a general facility charge for each Equivalent Residential Unit in Edgewood that

connects to the system.

If services to Edgewood were in the range of 300 to 400 ERUs, the Public Works Department believes service could be provided with a capital investment of approximately \$50,000 to upgrade a pump. There would also be some additional operating and administrative costs. Those new costs are reflected in the financial analysis and are summarized as follows:

| ERUs | Operating Income (Loss) | Capital Contribution from GFC's |
|-------------|--------------------------------|--|
| 300 | \$34,764 | \$1,154,500 |
| 400 | \$16,303 | \$1,556,000 |

At either level of service, it appears Fife could receive substantial funds for initiating overall system improvements.

It's likely financial impacts range between \$1,120,000 and \$1,570,000 of new revenues, depending upon the number of ERUs actually served.

Staff recommends continuing work on developing a workable proposal for an interlocal agreement with the City of Edgewood.

City Manager Worthington noted that a representative of the City of Edgewood planned on attending the study session, but was unable to do because of a prior commitment.

Public Works Director Blount identified the area on a map and described the mechanics of the project at the request of Mayor Pro Tem Cerqui.

Councilmember Godwin asked about the location of the connection to the Fife system. Director Blount replied that a connection would be at 26th Street East in Fife and 25th Street East in Edgewood.

Councilmember Johnson expressed concerns about City debt regarding maintenance of 300 ERUs.

Councilmember Brooks suggested further study of the issue should be the responsibility of Edgewood. He said he doesn't favor the proposal without some guaranteed capital contribution from the City of Edgewood.

Councilmember de Booy indicated the proposal does not contain sufficient information to make an informed decision. Further analysis of the issue should be the responsibility of the City of Edgewood.

Councilmember Godwin said he doesn't favor joining on the losing end of a deal and suggested reviewing rates for potential adjustment to assist in the issue. As services are added the rates could go back down. The proposal is not

currently complete.

Mayor Pro Tem Cerqui spoke favorably for moving forward with caution. An upfront contribution and additional review of charges for ERU and GFC charges is warranted.

Consensus

The Fife City Council agreed to request the City of Edgewood provide additional system analysis and look at reconstructing capital costs and rates.

Park Recreation Open Space Plan Final Review

City Manager Worthington reported the Parks, Recreation & Open Space Plan (PROS) was under consideration for acceptance at the November 27, 2007 Council meeting. During review and discussion at that meeting, it became apparent that the Council desired a more in-depth review of the plan. He asked for the Council's review and comments regarding level of service (LOS) refinement of the future park location map.

Parks and Recreation Director Reuter reported during the November 27, 2007 City Council review of the plan, several issues were discussed including LOS standards and the six and 20-year Capital Facilities Plan (CFP). Staff has worked with the consultant to revise the CFP and LOS sections of the plan to more clearly define those elements. Other very minor changes to the document consisted of formatting changes, not affecting the content of the plan.

Steve Duh, consultant, provided a PowerPoint presentation on the City of Fife Parks, Recreation & Open Space Plan.

Planning Process:

- Mail & Internet survey
- 2 Public Open Houses
- Interviews with user groups and stakeholders
- Parks Commission & Planning Commission review and approval
- City Council review

What We've Heard:

- Trail connectivity throughout the city
- Improved maintenance
- Programming for Youth, Teens & Seniors
- Special events, such as concerts and festivals

Park System Categories (Overall Park System):

Parks –

- Neighborhood Parks
- Community Parks
- Private Pocket Parks

Open Space –

- Natural Areas/Open Space
- Special Facilities
- Public, Non-Park Open Space
- Private Open Space

The current LOS was obtained from the two previously mentioned categories.

Current LOS (Snapshot in time of holdings shown in acres per 1,000 people):

Parks LOS –

| <u>Acreage</u> | | <u>Acres/1,000</u> |
|-----------------------------|------|--------------------|
| Neighborhood Parks | 12.8 | 1.8 |
| Community Parks | 33.7 | 4.7 |
| Private Pocket Parks | 4.3 | 0.6 |

Total Parks LOS = 7.1

Open Space LOS –

| <u>Acreage</u> | | <u>Acres/1,000</u> |
|------------------------------------|-------|--------------------|
| Natural Areas/Open Space | 30.2 | 4.2 |
| Public, Non-Park Open Space | 22.3 | 3.1 |
| Special Facilities | 55.2 | 7.7 |
| Private Open Space | 127.8 | 17.8 |

Total Open Space LOS = 32.8

Based on today's population of 7,180

LOS Current & Future:

LOS changes with increasing population and in relation to service standards.

Parks: Current and Projected LOS

Proposed Standard = 8.5 acres/1,000

Current (2007) = 7.1

Future (2024) = 4.9

Open Space: Current and Projected LOS

Proposed Standard = 20 acres/1,000

Current (2007) = 32.8

Future (2024) = 22.9

Proposed Service Standards:

| | <u>Parks</u> | <u>Open Space</u> | <u>Trails</u> |
|---------------------|--------------|-----------------------|---------------|
| LOS Standard | 8.5 | 20 | N/A |

| | acres/1,000 | | acres/1,000 |
|-----------------------------|---|-----|---------------|
| Desired Distribution | ½ mile radius for Community Parks/ ¼ mile radius for Neighborhood parks | N/A | 1 mile radius |

Capital Facilities Plan:

- Illustrates how funds can be allocated by project to achieve goals of the plan
- Guides the development of future city budgets
- Helps determine impact fee rates
- Required element of comprehensive plan and for some grant agencies

Capital Facilities: 6-Year Plan:

- Develop & enhance existing parks
- Acquire new sites as future parks
- Restore natural areas
- Expand trail opportunities

Capital Facilities 20-Year Plan:

- Repair & replacement program for specific amenities (playground upgrades, restrooms)
- Assess capacity of community center
- Continued new park development

Councilmember Johnson reiterated the Council’s request during the November meeting to retain the proposed Open Space Standard at 30 acres per 1,000 population not 20 acres per 1,000 population. The higher standard is justified for the City of Fife for open space, stormwater issues, and recreation.

Councilmember Brooks agreed and asked staff to check on how the growth assumptions were calculated. He said he would like to see the City pursue development of athletic fields that are open year-round. Other cities are doing well with mixed-use parks.

Councilmember de Booy agreed with Councilmember Johnson’s comments. The City is known for its industrial uses. Additional parks and green space are needed.

Mayor Pro Tem Cerqui said he is generally comfortable with a standard of 28 to 30 acres for each 1,000 population. He agreed that Fife needs additional green space. He said he believes the needs assessment fell a little short. Year-round athletic fields are a good idea to include within industrial and

commercial areas to reduce potential conflicts with residents. He asked whether completion of the plan will assist with funding. Director Reuter reported the adoption of the plan will bring the City into compliance with the state's LOS standard and create better opportunities to secure state grants.

City Manager Worthington reported the Interagency Commission (IAC) is now known as the Recreation Commission (RC).

City Manager Worthington reported staff will incorporate the Open Space Standard of 30 acres for each 1,000 of population and year-round active sports field development into the next draft. Staff will also work with the consultant to incorporate the most current Office of Financial Management (OFM) population numbers.

Councilmember Godwin asked about the status of Brookville Gardens Park. Director Reuter reported recent delays were resolved. The developer is now in a position to move forward. The goal is to begin construction this year. Councilmember Godwin noted utility decisions should be resolved prior to construction. The Council will discuss the issue during its first meeting in February 2008. A public meeting will also be held regarding final design.

Tacoma Fire Service Plan

Police Chief Blackburn reported the City of Fife relies on fire service provided by Pierce County Fire District #10, which consolidated with the Tacoma Fire Department. He introduced Tacoma Fire Department Deputy Chief Jeff Jensen, who briefed the Council on the services provided to the City.

Jeff Jensen, Deputy Chief, Tacoma Fire Department, reviewed his professional background and involvement with the City of Fife, as he has lived in the community his entire life. He described the history of the fire district dating back to its formation in 1949. The department encourages open dialogue with the City of Fife.

The department recently completed an upgrade, which allows fire and medic dispatch based on unit location rather than emergency location.

Deputy Chief Jensen reported on a recent incident involving a 20-minute response time, which is unacceptable. The department will strive to ensure this does not happen again.

The department is working to proactively deal with development issues in Pierce County, such as small turning radiuses, narrow streets, and high density development. The department keeps in close contact with Community Development Director Smith to avoid development issues impacting fire and emergency services.

The department is current undergoing an approval process for its 5-year

Strategic Plan. Upon approval, the Council will be provided with copies of the plan. The department is looking to expand service to the south as buildout occurs. The intent is for Puyallup, Tacoma, Central Pierce, and Lakewood to join into one comprehensive department within the next five to 10 years.

Deputy Chief Jensen thanked Fife for its continued positive working relationship with the department.

Councilmember Johnson commented on the importance of coordination with fire service departments. Coordination is an important benefit during major emergency situations.

Councilmember de Booy thanked Deputy Chief Jensen for the information. She said she hopes to see the positive working relationship continue as well.

Discussion followed regarding the potential to create an ordinance requiring sprinkler systems for residential developments. Mayor Pro Tem Cerqui encouraged the department to continue working on the issue.

**Valley Avenue Local
Improvement District
(LID) and Road
Construction**

Director Blount reported notices to property owners included costs based on the City of Fife's current design standard, which can be characterized as "deep gravity sewers." Though the standard is adopted through Fife's Sewer Comprehensive Plan and is used for public and private construction in Fife for nearly a decade, alternative standards exist, with costs and benefits worthy of discussion.

The widening and reconstruction of Valley Avenue East, from 70th to Freeman, is the number one priority on Fife's Transportation Improvement Program (TIP). Construction is scheduled to begin in the summer of 2008, with additional lanes open late in the year. If water and sewer lines are to be extended along the street, construction should occur this year. The Council has determined that the most appropriate method of funding an extension is through a Local Improvement District (LID). The Council approved Resolution #1172 on December 11, 2007, setting a hearing on a potential LID.

Director Blount reported the Council expressed concerns that LID assessments may make it difficult for existing residents to remain in their homes. Though no LID can move forward unless the improvements increase the value of the real estate more than the cost of the improvements, the realization of such an increase usually requires development or sale of the properties involved. Existing property owners would be better able to handle the cost without development or sale of their property if the initial cost is lower. The Council asked staff to look at alternatives for reducing the cost.

Live cycle costs would be higher for shallow gravity sewers and force main only, but policy alternatives exist for the assignment of such costs. Shallow

gravity sewers would have higher life cycles costs because extension of the lines to serve areas at the rear of deep sites requires either on-site pumps or fill unless such sites were developed with the only sewer use near Valley Avenue. Development along Freeman Road will require either a municipal pump station near Valley and Freeman or on-site pumps. The force main only alternative requires construction and maintenance of on-site pumps for any development. All such costs, except a possible municipal pump station at Valley and Freeman, could be assigned as future costs to be borne by the property owner at the time of development.

Water main costs are included in the alternatives summarized below:

| Alternative | Initial LID Cost | Future Capital Cost | Life Cycle Cost Present Value | Present Value Total | Initial LID Cost per Sq Foot | Life Cycle Prem Sq Foot | Present Value Total per Square Foot |
|--------------------|-------------------------|----------------------------|--------------------------------------|----------------------------|-------------------------------------|--------------------------------|--|
| Deep Gravity | \$7,541,000 | \$0 | \$505,000 | \$8,046,000 | \$2.41 | \$0.16 | \$2.57 |
| Shallow Gravity | \$6,063,000 | \$95,000 | \$610,000 | \$6,768,000 | \$1.92 | \$0.19 | \$2.11 |
| Force Main Only | \$3,855,000 | \$758,000 | \$1,919,000 | \$6,532,000 | \$1.22 | \$0.61 | \$1.83 |

Staff recommends the shallow gravity alternative and recommends the Council discuss alternatives in detail following the public hearing. The LID warrants a decision within the next 30 to 60 days.

Councilmember Brooks said it's important to construct water and sewer under Valley Avenue but he doesn't support the deep gravity option and is undecided between the remaining two. He said he would like to get a sense of which option property owners will support.

Discussion followed about potential timeframes to complete the Valley Avenue project.

Councilmember Godwin said he's concerned about the gravity sewer options. The City has contributed sufficient taxpayer dollars for development over the years. The shallow gravity option has some merit, but he would like to see further comparisons.

Councilmember de Booy said Council must hear from the public prior to rendering a decision. She asked about the possibility of providing parcel estimates for the public. Director Blount recommended a breakdown of parcel estimates only include the shallow gravity alternative rather than all three.

Councilmember Johnson indicated the shallow gravity option appears reasonable. It also sounds comparable in terms of staffing. He said he favors gravity systems as they do not need energy for operation. He expressed concerns about distributing all three schedules, as it may cause review of only

the lower estimates.

City Manager Worthington reported it's not practical to re-notice the public now as there is only one week until the hearing. The preferred alternative can be described at the hearing. It's best to provide a worse case scenario and preferred alternative for public consideration.

Mayor Pro Tem Cerqui reported the project may need to be phased because of the issues. He said he hopes the project is completed this year as projected.

FUTURE AGENDA TOPICS

Parking and Other Fee Revisions Judge Ringus reported the proposed ordinance amends FMC 10.24 by adding a subsection regarding the penalty for violating parking code sections.

FMC 10.24.010 states that any violation of the Fife Municipal Code is a misdemeanor unless otherwise provided. The code provisions of FMC 10.24 do not provide a penalty. Currently, any violation of the code section is a crime with a maximum penalty of six months in jail and/or a \$1,000 fine.

The Police Department and Municipal Court are requesting the addition of a penalty provision to FMC 10.24 to reflect that violation of the section will be a parking infraction. The maximum penalty and the default amount for a parking violation shall be \$20, not including statutory assessments.

ADJOURNMENT **With there being no further business, Mayor Pro Tem Cerqui adjourned the meeting at 10:00 p.m.**

Mayor Pro Tem, Rob Cerqui

City Clerk/Finance Director Steve Marcotte

Prepared by Jessica Tate, Recording Secretary
Puget Sound Meeting Services