

**CITY COUNCIL, PLANNING
COMMISSION, DESIGN
COMMISSION AND PARK
BOARD SPECIAL MEETING
(PLANNING RETREAT)**

**March 5, 2011
8:30 A.M.**

MINUTES



"Where Dreams Can Soar"

The City of Bonney Lake's Mission is to protect the community's livable identity and scenic beauty through responsible growth planning and by providing accountable, accessible and efficient local government services.

Website: www.ci.bonney-lake.wa.us

LOCATION: Reed Property, 7109 Barkubein Road, Buckley, WA

- I. CONTINENTAL BREAKFAST** – A continental breakfast was provided to meeting participants starting at 8:30 a.m.
- II. CALL TO ORDER** – At 9:00 a.m., Mayor Neil Johnson, Jr. welcomed those in attendance.

A. Roll Call:

Elected Officials: Mayor Neil Johnson, Jr., Deputy Mayor Dan Swatman, Councilmember Laurie Carter, Councilmember Dan Decker, Councilmember Mark Hamilton, Councilmember Donn Lewis, Councilmember Randy McKibbin and Councilmember James Rackley.

Commissioners: Planning Commission Chairman Grant Sulham, Brad Doll, Winona Jacobsen; and Design Commission Chairwoman Debbie Strous-Boyd, David Colbeth; and Park Board Commissioners Fred Jacobsen and Valerie Zifka. Park Board Chairman Darren Proctor, Park Board Vice Chair Brian Cebe and Design Commissioner Thomas Kennedy arrived while the meeting was in progress.

Management Staff in attendance: City Administrator Don Morrison, Public Works Director Dan Grigsby, Police Chief Mike Mitchell, Community Development Director John Vodopich, Chief Financial Officer Al Juarez, Administrative Services Director/City Clerk Harwood Edvalson, Community Services Director Gary Leaf, and Planning Manager Heather Stinson.

III. EASTOWN PLAN

Public Works Director Dan Grigsby provided the group with an update on the public works infrastructure in Easttown. He described the current status of easements in Easttown for streets and sewer. He noted the City has acquired or is in process of acquiring all the easements necessary to construct what he describes as the "backbone" of the Easttown sewer system. Councilmembers Hamilton and Carter asked questions about the handling of storm water in Easttown and the protection of the Fennel Creek watershed. Director Grigsby responded to those questions referencing the planned storm water ponds and their operation. Councilmember Carter suggested the storm water ponds may provide some passive recreational use by incorporating walking paths where possible. Further discussion of the Easttown area included the existing water system and upgrades to the Valley Water District facilities to meet required fire-flows in the area.

The City's Role in Easttown Infrastructure. Councilmembers Lewis and Rackley and Deputy Mayor Swatman spoke in favor of pushing forward with development of a sewer project in Easttown using either a utilities late-comer agreement (ULA) or a utilities local improvement district (ULID). Deputy Mayor Swatman suggested the City may need to consider funding the

project if the ULA or ULID are not viable. He added that use of condemnation powers may be required to acquire easements refused by individual holdout property owners. Chairman Sulham warned against creating conditions favorable to the development of strip malls in the area and urged a long-term vision for development of the area.

Councilmember Carter urged the City to take advantage of the favorable climate for construction bids. She also asked for a summary of the ULA and ULID financing options. The group discussed the various mechanisms for funding the required sewer and water improvements, including bonds and rate increases. City Administrator Morrison cautioned that depending on what type of financing mechanism the City uses, the City may have to choose between projects to pursue. Councilmember Lewis suggested the City approach infrastructure development in Eastown in a phased approach with reasonable increments. Councilmembers Hamilton and McKibbin spoke of return-on-investment in development of the Eastown infrastructure and voiced concern that the ROI has not yet been demonstrated. Councilmember Hamilton said he does not feel there is a full-fledged partnership yet between the City and the property owners. Councilmember Decker urged property owners to demonstrate to the City Council that there is real interest from actual partners in the development of their property. Mayor Johnson said he would be willing to sign a non-disclosure agreement if it would make property owners feel more comfortable in demonstrating there is real development interest in their properties. Chairwoman Strous-Boyd suggested a project planning approach to infrastructure improvements in Eastown, such as, a determination of how much risk can be absorbed by the City and comparing that to some income projections for a developed Eastown. Councilmember Lewis urged the Eastown property owners to form a corporation that can speak with a unified voice.

Concluding the discussion for this portion of the meeting agenda, Mayor Johnson suggested the City proceed with development of a ULA with a significant partner for at least part of the infrastructure systems for Eastown. There was a majority consensus of the Council for the City to pursue this approach.

Mayor Johnson announced a ten minute break at 10:30 a.m. The meeting resumed at 10:42 a.m.

The Vision for Eastown. City Administrator Morrison described the results from the online survey recently conducted. The survey canvassed the opinions of City officials and property owners in Eastown. He summarized the results of the survey as follows:

1. Both the majority of city officials and property owners envision Eastown as a commercial mixed use center, although city officials envision more large scale commercial operations, e.g., big box retail.
2. Both city officials and property owners overwhelmingly envision Eastown as a unique and distinct commercial center. Very few want to see Eastown develop as simply an extension or continuation of Midtown.
3. Neither city officials nor property owners envision any industrial uses in the area; nor agriculture. More city officials are open to multi-family residential uses (which are permitted in the current C2/C3 zone).
4. There is general consensus between city officials and property owners on the type of uses in Eastown. One notable exception is outdoor storage.
5. There is considerable disagreement between city officials and property owners as to what degree the City should dictate design and development standards. Property owners are most supportive of landscaping standards and building design standards, while city officials want a broader range of standards, including building design, landscaping, a consistent architectural style/theme, and pedestrian circulation systems.

6. Both city officials and property owners think building design standards are the most important of all potential design/development standards.
7. There is only lukewarm city official support to mandate the location of parking in Eastown. This is overwhelmingly opposed by the property owners.

The group discussed the location of parking for commercial development in Eastown. Councilmember Carter suggested a car dealership should be differentiated from other commercial uses. There is a clear need to have their vehicles on display. Chairwoman Strous-Boyd said there is much work being done on the use of landscaping to mitigate complaints about a sea of cars in front of large stores. She said that developers have generally exhibited a willingness to be flexible in architectural treatments and landscape design. Councilmember Carter suggested the City give a specific definition to "mixed-use." Director Vodopich noted there is currently no specific definition of that term. Several of the group spoke of preserving flexibility in design for Eastown and in determining the need for pedestrian amenities.

Sample Planning Process for the Eastown Subarea Plan Update. City Administrator Morrison referred to the discussion draft included in the agenda packet. There was general consensus that only minor modifications to the Eastown Plan, to include a review of the C2/C3 zone, were needed. There was also a majority consensus to include a steering committee to include a representative from the Planning and Design Commissions on the steering committee. Incorporating an open house and public input to the process was also discussed.

IV. LUNCH BREAK

The group took a lunch break starting at 11:45 a.m. The meeting continued at 1:00 p.m.

V. PARKS, TRAILS, OPEN SPACE AND RECREATION

Mayor Johnson introduced Michelle LaRue and Ron McMahon of the YMCA of Pierce and Kitsap Counties. Ms. LaRue provided an overview of the YMCA's response to Mayor Johnson's earlier letter regarding the City's possible participation in development of a YMCA in Bonney Lake. She described the potential for a facility ranging from 40,000 to 50,000 square feet, with a master plan for 70,000 square feet. She described a critical path of milestones incorporating the City's initial pledge of \$1.0 million and 10 acres of land for the facility and parking. She noted the proposed issuance of an \$8.0 million voter approved bond measure. Ms. LaRue added the remainder of funds needed to develop a Bonney Lake YMCA would come from the YMCA's capital campaign. There was general discussion with the group about the desire for a competitive pool. Ms. LaRue responded that there was interest in Sumner for a more recreational-style of pool, and that a competitive pool in Bonney Lake would more closely match the interest expressed from schools and the communities on the plateau.

Park Board Chairman Darren Proctor asked a number of questions regarding the methods the YMCA used to gather community interest, the fees associated with YMCA programs and the membership-centered approach of the YMCA overall. He said the Park Board favored the development of a community center over that of a YMCA. He said the Board feels there is greater potential to serve more sectors of the community with a community center approach.

2011 Park Plan Update. Community Services Director Gary Leaf gave an overview of the Park Board work on the Parks Master Plan Update. He reviewed some of the changes in the City's parks facilities since the first plan was created in 1997. He summarized the general findings of the park plan update to be as follows:

1. A capital improvement plan for 2011-2025 which totals \$55 million for existing City limits and \$87 million if the Comprehensive Urban Growth Area (CUGA) is included.
2. To fully implement the plan, park impact fees will have to increase to a little more than \$5,000 per household.
3. If park impact fees were increased as proposed, the City would still need to issue bonds totaling \$27 million for parks facilities within the current city limits and \$44 million if the CUGA is considered.
4. The maximum operations and maintenance levy that could be generated from a metropolitan parks district with the current city limits as its boundary would be \$1.8 million.

City Administrator Morrison suggested the Parks Master Plan Update be put on hold to include or consider the following issues:

1. The tri-agency recreation agreement between Bonney Lake, Sumner and Sumner School District.
2. Open space definitions.
3. The CUGA Regional Park.
4. Reconciliation/Revision of population projections.
5. The YMCA/Community Center.
6. Fennel Creek/Conservation Futures acquisition.
7. The potential swap of City-owned land near Target.
8. Development of general park facility descriptions rather than specific park site plans.
9. Impact of park features on operations & maintenance.

Long-term Parks and Recreation Structure for the City. The potential for a Metropolitan Park District was discussed. City Administrator Morrison described how a park district would operate and a possible scenario for its governance. The group favored further exploration of the formation of a park district with district limits being coterminous with the City limits. It was explained that the district would require a public vote. Mayor Johnson said the topic of a metropolitan park district would be scheduled for further discussion at a Council workshop.

Park Development and Capital Financing.

Park Board Chairman Proctor said the Board would like to see the City's emphasis be on trails, a sports complex and a community center. He said the trails and sports complex could provide an economic stimulus to the City. He also reiterated the Board supports a community center rather than a YMCA. He said the Board's review indicates a community center provides a community gathering place that reaches a broader segment than the YMCA. Councilmember Rackley said that community centers are generally not financially viable and require subsidization from the City to continue operations. Councilmember Lewis said Allan Yorke Park is currently the best gathering place with such activities as recreation, music in the park, movie nights, Bonney Lake Days, etc. Mayor Johnson spoke in favor of a YMCA and the ability of such a facility to meet the expressed needs of the community. There was a majority consensus of the group to continue to pursue an agreement with the YMCA.

City Administrator Morrison reviewed the current bonding capacity of the City. He said that while the City could bond for up to \$55 million, covering the debt service would be very difficult. Doing a voted parks bond for development of the YMCA was discussed. City Administrator Morrison questioned the YMCA's request that the facility be turned over to them after 30 years. He suggested that if a majority of funding came from the City and its citizens,

Items presented to Council at the March 5, 2011 Special Meeting:

1. Document – *From: Eastown, Property Owners South of S.R. 410* – David Ambrose.
2. Memorandum to Mayor and City Council – *Eastown – Public Works Infrastructure* – Dan Grigsby, Public Works Director.
3. Map – *Eastown Sewer & Frontage Road Easements* - Dan Grigsby, Public Works Director.
4. Document – *Eastown Visioning Survey Results Comparison* – Don Morrison, City Administrator.

then the facility should remain in the ownership of the City and an agreement for operations sought from the YMCA. Mayor Johnson responded that the YMCA would be willing to work with the City in the approach to ownership and operations.

The group took a 15 minute break at 2:45 p.m. and resumed the meeting at 3:00 p.m.

VI. MIDTOWN PLAN

City Administrator Morrison introduced the topic by explaining that due to budget constraints, the Midtown planning effort was being largely staff driven. He invited Planning Manager Heather Stinson to address the three Midtown Options identified in the agenda packet. Possibilities of flexible boundaries, inclusion of parks, restricting the district to commercial areas were all discussed by the group. There was a general majority consensus to include walkable community and pedestrian circulation and gathering elements in design elements, landscaping to minimize sound and light trespass. The group concluded to refer to the park on the former WSU forest as the Midtown Park. Further consensus was reached to leave the park planning of the Midtown Park to the Park Board, and that the Midtown plan would focus on the commercially zoned areas, including the higher-density zoned Cedar Grove area. There was agreement not to incorporate any special zoning or other overlays for the plan.

VII. COUNCIL OPEN DISCUSSION

Councilmember Decker asked for an update regarding the new Justice Center. Director Vodopich provided the group with an update and reminded the Council and department directors that some delays may preclude full use of the facility until later in April. He said the first Council meeting scheduled for the Justice Center is the Council Workshop of May 3rd. Councilmember Carter suggested the Justice Center's LEED status might be used as a component for the City's submission to AWC for an award recognition.

Councilmember Hamilton asked about the City's application for inclusion of the Fennel Creek/Kelley Farm area in the City's Urban Growth Area. Director Vodopich said the City's website includes the timeframes established by Pierce County for the consideration process. City Administrator Morrison commented on the County's Boundary Review Board hearing regarding the proposed annexation of the CUGA. He noted the hearing would be held on Tuesday, March 8th.

Councilmember Hamilton showed pictures of the footings for trails used in the Nisqually Basin. He suggested their minimal impact design might be useful as the City considers development of the Fennel Creek trail.

VIII. ADJOURN

With no further comment under Council Open Discussion, Mayor Johnson closed the special meeting at 3:55 p.m.



Harwood Edvalson, CMC
City Clerk



Neil Johnson
Mayor