



City of Leavenworth

700 HIGHWAY 2 / POST OFFICE BOX 287
LEAVENWORTH, WASHINGTON 98826
(509) 548-5275 / FAX: (509) 548-6429
Web: www.cityofleavenworth.com

City Council
Cheryl K. Farivar - *Mayor*
Elmer Larsen
Carolyn Wilson - *Mayor Pro-Tem*
Gretchen Wearne
Mia Bretz
Margaret Neighbors
Richard Brinkman
Sharon Waters
Joel Walinski - *City Administrator*

LEAVENWORTH CITY COUNCIL AGENDA

Leavenworth City Hall – Council Chambers
September 26, 2017 - 6:30 PM

Call to Order

Flag Salute

Roll Call

Consent Agenda

1. Approval of Agenda
2. Approval of September 12, 2017 Regular Meeting Minutes
3. Approval of September 12, 2017 Study Session Minutes
4. 2017 Claims \$155,173.12
5. Set Public Hearing on Ad Valorem (Property Tax) and Biennial Budget Review/Modification at 6:45 PM on October 24, 2017

Councilmember and Committee Reports

Mayor/Administration Reports

Comments from the Public on Items Not on the Agenda

Public Comment Period for Water Use Efficiency Goals

Resolutions, Ordinances, Orders and Other Business

1. Action: Resolution 17-2017 Legislative Priorities for 2017-2018
2. Action: Chelan County Solid & Hazardous Waste Interlocal Agreement (cont.)
3. Discus: Comprehensive Plan - Transportation Element

Information Items for Future Consideration

1. Approval of Water Use Efficiency Goals – October 10, 2017
2. City Administrator Annual Review
3. Transportation Benefit District Meeting to Follow Regular Council Meeting

Adjournment

Council Committees -4th Tuesday –

Econ. Dev. 4:00 Finance 5:00

(Next Ordinance is 1552 - Next Resolution is 18-2017)

SUPPLEMENTAL COUNCIL AGENDA

Chapter 8.0 Water Use Efficiency of the City of Leavenworth Water System Plan is provided under the Public Hearing Tab of the Council Packet Materials.

1. Resolution 17-2017 Legislative Priorities for 2017-2018

The City Council is being asked to review and consider for approval Resolution 17-2017 which identifies the City's Legislative Priorities for the 2017/2018 Legislative Session. As reviewed at the September 12 Council Meeting, the proposed priorities are:

1. Infrastructure Funding/Sales Tax Option.
2. Housing Affordability.
3. FireWise Assistant/Modifications to WAC 173-425-040 Outdoor Burning.
4. Public Works Trust Fund.
5. Secure Funding for MRSC.

While the City has identified legislative priorities in the past, the Association of Washington Cities (AWC) in their "Operations: Strong Cities Program" is recommending that cities actually review and adopt by motion a list of Legislative Priorities, provide those priorities to their District Legislative representatives, and then follow-up after the session to see what actions were achieved.

Much of the legislative focus in the 2016/2017 Session was on educational funding. Two of the City's priorities that did see some attention were the Public Works Trust Fund (PWTF) and funding for the Municipal Research and Services Center (MRSC). The PWTF did receive a small amount of funding; although, the Capital Funding bill has yet to be approved and MRSC funding was secured for 2017; however, more work needs to continue on both of these items

The three top priorities that focused on issues that the City currently faces, did not receive much discussion. The resolution has been updated to include information taken from the Leavenworth Housing Assessment Study that was completed this year and new information on the Apple Maggot Quarantine that will have implications on the disposal of yard waste collected in the City.

If approved, the City will furnish the list of priorities to the offices of Senator Hawkins, Representative Condotta, and Representative Steele.

The following item is included under **TAB 1:**

- Resolution 17-2017 Legislative Priorities
 - **MOTION:** *The Leavenworth City Council moves to approve Resolution 17-2017 Legislative Priorities for 2017-2018.*

2. Chelan County Solid & Hazardous Waste Interlocal Agreement (continued from September 12, 2017)

The City Council is being asked to review and consider the approval of an updated Interlocal Agreement for the County-Wide Solid and Hazardous Waste Program. The agreement allows for Countywide planning and administration of solid waste and hazardous risk waste management plans and programs to meet the mandates imposed by RCW 70.95 and RCW 70.105. The County-Wide Solid and Hazardous Waste Program is under the oversight of the Solid Waste Council. The Council includes individual representatives from Chelan County, City of Cashmere, City of Chelan, City of Entiat, City of Leavenworth, and City of Wenatchee. The agreement provides the guidance on the structure and jurisdictional authority of the Council. The Council meets quarterly and provides policy direction, guidance on the development of annual solid waste programs and projects, and prepares/reviews an annual budget. The Chelan County Board of Commissioners adopts the annual solid waste budget with the amount agreed upon by the Solid Waste Council. Stated in the agreement under Section 11.6, each City represented on the Committee pays a prorated share of the annual budget based on the population numbers within the party's municipal boundaries. The estimated annual budget is approximately \$125,000.

In addition to the Solid Waste Council, the agreement also identifies a Solid Waste Advisory Committee (SWAC), which includes representation from the agencies, public interest groups, waste management industry, recycling industry, and health and safety. The Committee provides the technical review and recommendations to the Solid Waste Council.

While this agreement provides the framework for the development and implementation of the County-Wide Solid and Hazardous Waste Program, nothing in the agreement limits the cities from administering or implementing any solid waste or recycling program within the municipal limits.

After the City Council discussion on September 12, 2017, staff has followed up with Ms. Brenda Blanchfield, Chelan County Solid Waste Coordinator, regarding the modification of annual fees to include a "tourism factor". The "tourism factor" was approved by the Solid Waste Council at the July 2016 Meeting. This alters the cost allocation from individual agencies from a strictly population ratio. The tourism factor was added based on the rationale that an influx in visitors to an area does increase the participation in the programs and operational costs offered by the Solid Waste Council. One of the most used and successful programs for the Solid Waste Council is the drop-off of household hazardous waste. Because of the high volume of visitors, the rationale is that there is a higher volume of household hazardous waste generated, than what is generated from the 2,017 residents in Leavenworth. The program is operated at no cost to residents and a reduced fee for businesses. The cost of the program is approximately \$70,000 for the annual event. In addition to this program, the Solid Waste Council funds a Highway Litter Collection program and additional waste collection and reduction programs. The funds provided through the Interlocal Agreement go to offset the program costs. Grant funding also goes to offset the costs of the programs. All agencies represented on the Council were adjusted with a tourism factor based on 2010 census numbers. In the case of Leavenworth and Chelan, the smaller resident numbers and larger visitor numbers did have an effect on the ratio used to determine cost percentages.

One additional project that is being funded through the Solid Waste Council, Chelan County, and grant funding is the construction of a Moderate Risk Waste Facility. This is a \$1.2 M facility.

This will be a 5,000 SF facility where moderate risk level waste would be received, packaged, and shipped for disposal. Moderate risk level waste includes the following items:

| Group Name | Examples |
|--------------------------|--|
| Repair and Remodeling | Adhesives, oil-based paint, thinner, epoxy, paint stripper |
| Cleaning Agents | Oven cleaners, deck cleaners, degreasers, toilet cleaners |
| Pesticides & Fertilizers | Wood preservatives, mole killer, herbicides, pesticides |
| Auto, Boat & Equip. | Batteries, paint, gasoline, oil, antifreeze, solvents |
| Hobby and Recreation | Photo and pool chemicals, glaze, paint, white gas |
| Miscellaneous | Ammunition, fireworks, asbestos |

The Solid Waste Council at this time is seeking additional funding to construct the facility. The operation of the facility will have cost implications in future years.

In review of the actual costs to the City, the current annual cost is \$5,148; the costs under the new agreement will be about \$5,150 for the Solid Waste Council recommended Contract of \$125,000. The “tourism factor” was used to calculate the rates beginning in 2016. Prior to that, the annual cost to the City was \$3,200. In 2016, the fee increase, in a large part was due to an increase in the overall Solid Waste Council Budget and the tourism factor to allocate costs.

The following items are included under **TAB 2**:

- Interlocal Agreement for the County-Wide Solid and Hazardous Waste Program
- Solid Waste Council Meeting Notes July 6, 2015
- **MOTION:** *The Leavenworth City Council moves to approve the Interlocal Agreement for the County-Wide Solid and Hazardous Waste Program.*

3. Comprehensive Plan - Transportation Element

During the Council’s September 12, 2017 Study Session, the Council was presented with an early introduction to the 2017 Comprehensive Plan update and process. At that time, the Planning Commission had not completed the Transportation Element, and today, this element is presented. This Element may be more complex than other elements, and the Development Services Department desired a greater breadth to the introduction of this Element.

The Transportation Element is an inventory of transportation services and facilities for water, air, and ground travel, including transit. One of the goals of the Element is to define existing facilities and travel levels to plan for future travel needs. The Transportation Element was last updated in 2008; and much of this update remains valid and unchanged. The Transportation Element must contain:

- Inventory of existing facilities;
- Assessment of future facility needs to meet current and future demands;
- Multi-year plan for financing proposed transportation improvements;
- Forecasts of traffic for at least 10 years based on adopted land use plan;

- Level of service (LOS) standards for arterials and public transportation, including actions to bring deficient facilities into compliance;
- Transportation Demand Management (TDM) strategies, and;
- Identification of intergovernmental coordination efforts.

A few key portions within the new 2017 Transportation Element for today's discussion:

1. **New Future Streets Map.** The City Council has discussed traffic and circulation throughout the City, and one tool to accomplish better circulation is identification of routes that accomplish this objective. Possible new streets / connections are identified in the figure labeled "Future Streets" (Tab 4). These connections are new roadways that incorporate complete street facilities into the City's network of streets. These new streets are needed to serve the growth of the City and fill gaps in the street network. Each new street will meet City standards and incorporate bicycle and/or pedestrian facilities into the street design. Projects to implement the Future Streets provide access between existing roadways to complete the street network grid. These are typically accomplished by future projects completed by developer funds in support of new developments occurring in the area. The actual alignments of future streets will be determined and designed at a later date as part of area development. These alignments may not be the precise location of the street, but show the connectivity for future street circulation. In addition, the locations have not accounted for constraints or limitations such as critical areas, topography, or construction costs. The Future Streets Map includes a graphic representation of wetlands from the 2016 Regional Stormwater / Wetland Management Master Plan.
2. **Level of Service (LOS).** The Planning Commission had much discussion on Level of Service (LOS), when is it measured, and against what standards. Level of service (LOS) is a quantitative measure of roadway operations that is determined by analyzing how well a transportation system performs. The operation of roadways, signalized intersections, and unsignalized intersections are each based on a specific LOS definition.
 - The Level of Service Methodology - For signalized, unsignalized, and roundabout intersections, the LOS is calculated using the procedures described in the latest edition of the Highway Capacity Manual. Roadways are measured based on a volume to capacity ratio.
 - LOS standards are established by the different agencies having jurisdiction over the various facilities. US 2 is a Highway of Statewide Significance, and as such, the level of service standard is set by WSDOT. In urban areas, the WSDOT LOS standard is D. For unincorporated areas within a UGA, LOS D is the standard adopted by Chelan County for County roads. The City of Leavenworth has adopted LOS D as the standard for all collectors and arterials within the municipal boundaries.
 - The definition of Level of service (LOS) is both a qualitative and quantitative measure of roadway operations. Level of service, as established by the Highway Capacity Manual, uses an "A" to "F" scale to define the operation of roadways and intersections as follows:

LOS A: Primarily free flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Control delays at signalized intersections are minimal.

LOS B: Reasonably unimpeded traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted and control delays at signalized intersections are not significant.




LOS C: Stable traffic flow operations. However, ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues, adverse signal coordination, or both may contribute to lower than average travel speeds.

LOS D: Small increases in traffic flow may cause substantial increases in approach delays and, hence decreases in speed. This may be due to adverse signal progression, poor signal timing, high volumes, or some combination of these factors.

LOS E: Significant delays in traffic flow operations and lower operating speeds. Conditions are caused by some combination of adverse progression, high signal density, high volumes, extensive delays at critical intersections, and poor signal timing.

LOS F: Traffic flow operations at extremely low speeds. Intersection congestion is likely at critical signalized intersections, with high delays, high volumes, and extensive vehicle queuing.

The City of Leavenworth streets and intersections currently are typically an A to B LOS

| LOS | What it Looks Like | |
|-----|---|------------------------------------|
| A |  | Free Flow |
| B |  | |
| C |  | 20-55 seconds of delay per vehicle |
| D | | |
| E | | *Capacity |
| F | | Forced Flow |

LOS is linked directly with concurrency. Concurrency describes the situation in which adequate facilities are available when the impacts of development occur, or within a specified time thereafter. The City of Leavenworth requires concurrency for infrastructure such as sanitary sewer, domestic water, stormwater, sidewalks, and streets. Concurrency is required at the time of final plat approval and/or the issuance of a building permit.

Level of service (LOS) standards measures the performance of the transportation system and establishes the basis for the concurrency requirements in the Growth Management Act (GMA), while also being used to evaluate impacts as part of the State Environmental Protection Act (SEPA). Agencies are required to “adopt and enforce ordinances which prohibit development approval if the development causes the level of service on a transportation facility to decline below the standards adopted in the transportation element of the comprehensive plan, unless transportation improvements or strategies to accommodate the impacts of development are made concurrent with development.” (RCW 36.70A.070(6)(b)). Therefore, setting the LOS standard is an essential component of regulating development and identifying planned improvements for inclusion in the Transportation Element.

At the time of development and consistent with the Transportation Element Policy, “the City of Leavenworth shall implement its Level of Service (LOS) standard and performance measures as follows:

- Concurrency shall be measured for the average vehicle traffic volume for a typical weekday during the PM peak hour;
 - SEPA shall be evaluated consistent with concurrency but could include additional analysis for other time periods based on the discretion of the City Public Works Director;
 - Intersection (delay) and street segment (volume/capacity) analysis will use one-hour LOS as a screening tool to determine capacity deficiencies;
 - Concurrency requirements do not apply to facilities and services of statewide significance per RCW 36.70A.070(6). Facilities of statewide significance such as US 2 are to be consistent with the Washington State Highway Plan, designated as LOS D; and,
 - City and Urban Growth Area – LOS D will be acceptable.
3. Continued use of the 2008 Transportation Plan Data. Although, there is a great deal of new and updated information, much of the work completed in 2008 remained valuable. For the 2017 update, the Planning Commission found that the data and information from the 2008 Transportation Plan remained valid and applicable for 2017 and the 10-year forecast (travel forecasts for the study area project to 2028). The GMA requires forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth. RCW 36.70A.070 (6)(a)(iii)(E) requires forecasts of traffic for at least ten years based on the adopted land use plan to provide information on the location, timing, and capacity needs of future growth. Leavenworth has included at least a ten-year travel forecast in the 2017 Transportation Element. The forecast time period and underlying assumptions are consistent with the Land Use Element. Again, forecasts of traffic for at least 10 years based on adopted land use plan is within this new 2017 element.

The following items are included under **TAB 3**:

- Future Streets Map