## TOWN OF WOODWAY COUNCIL MEETING AGENDA

### Monday, May 15, 2023 6:00 p.m.

## Woodway Town Hall | 23920 113th Place W. | Woodway, WA

6:00 p.m.		Call to Order, Flag Salute, & Roll Call
6:00 p.m.		Public Comments*
6:05 p.m.	Ι	<ul> <li>Point Wells Annexation Financial Report</li> <li>Presentation</li> <li>Public Comment</li> <li>Council Discussion</li> </ul>
6:50 р.м.	II	Ratify Previously Approved Payments – May 1, 2023 Claims Approval of Payments – May 15, 2023 Claims, April 2023 Payroll
6:55 р.м.	III	Approval of Minutes – April 17, 2023, May 8, 2023 Special Meeting
7:00 p.m.	IV	Council Reports
7:05 p.m.	V	Town Administrator's Report
7:10 р.м.	VI	Point Wells Public Discussion
7:25 р.м.		Public Comments*
7:30 р.м.		General Council Discussion – Choice of Subjects
7:35 р.м.		Adjournment

Council agendas are subject to change before or during the council meetings upon motion. All times are approximate.

\*Anyone with a disability requiring special accommodations or anyone wishing to make a public comment for this meeting via video or audio connection should contact the Town Clerk's Office at Town Hall or call (206)542-4443 before 1:00 p.m. the Thursday preceding the Council Meeting. For TDD relay service, call (206)587-5500, or outside the Seattle area #1-800-833-6388.

Town of Woodway

# Point Wells Annexation Financial Analysis

May 11, 2023







2200 Sixth Avenue, Suite 1000 Seattle, Washington 98121 P (206) 324-8760 www.berkconsulting.com

#### "Helping Communities and Organizations Create Their Best Futures"

Founded in 1988, we are an interdisciplinary strategy and analysis firm providing integrated, creative and analytically rigorous approaches to complex policy and planning decisions. Our team of strategic planners, policy and financial analysts, economists, cartographers, information designers and facilitators work together to bring new ideas, clarity, and robust frameworks to the development of analytically-based and action-oriented plans.

Project Team Andrew Bjorn · Project Director Katherine Goetz · Lead Analyst

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## Overview

The purpose of this analysis is to estimate the financial impact on the Town of Woodway of annexing the Point Wells area into the Town. The analysis will consider the impact of annexing Point Wells on major revenue and expenditure categories for the Town under four different potential development scenarios for the area. An estimate of the Town's revenues and expenditures under the status quo is included for comparison purposes. This analysis does not address the likelihood of these potential development scenarios, which were identified by Town staff. The assumptions used in this analysis are described in detail in Appendix A: Assumptions.

## Key Findings

- All the development scenarios result in a stronger financial position than the status quo because they enhance the tax base by adding population, housing units, assessed value, and/or real estate sales.
- Scenario 3 provides the largest net financial benefit for the Town because of the large one-time revenues associated with construction.
- Scenario 3 also has the largest increase in expenditures, including new positions and higher contractual costs to provide services to a larger community.
- In all scenarios, the Town would receive one-time real estate excise tax revenues (REET) from property sales, which are not included in this analysis, but could be used for capital projects.
- In each scenario, including the status quo, the Town would have to address its underlying structural budget deficit created by expenditures growing more quickly than the Town's primary revenue sources. This is explained under the discussion of Scenario 0, below.

## **Development Scenarios**

BERK staff projected impacts to the Town of Woodway's revenues and expenditures between 2024 and 2035 under these development scenarios:

- Scenario O: Status quo. This scenario assumes no annexation of Point Wells.
- **Scenario 1**: A 24-lot single-family subdivision, completed in 2028.
- **Scenario 2**: A 140-unit multi-family condominium development, completed in 2030.
- Scenario 3: A 734-unit multi-family condominium development. One quarter of units are completed in each year between 2030 and 2033.
- Scenario 4: A modernized industrial use similar to the historical use of Point Wells. This scenario assumes no additional population or housing units on the Point Wells site.

## Analysis

## Scenario 0: Status Quo

In this scenario, there is no revenue or expenditure impact from Point Wells. This scenario aligns with the Town's current financial forecast. The Town's primary revenue source is property tax, which is limited in how much it can grow annually. Other revenues for the Town fluctuate from year to year depending on economic conditions, such as sales tax or real estate excise tax (REET).

Expenditures are driven by personnel costs, which typically increase more than inflation. Between 2016 and 2023, the Town's revenues grew by two percent and expenditures grew by 10 percent. This imbalance in the rate of growth creates a structural budget deficit. This structural deficit is a challenge for the Town in all scenarios, including the Status Quo.

In this Status Quo scenario, the General Fund ending fund balance remains positive through 2029. Exhibit 1 shows the General Fund annual revenues, expenditures, and ending fund balance under this scenario.

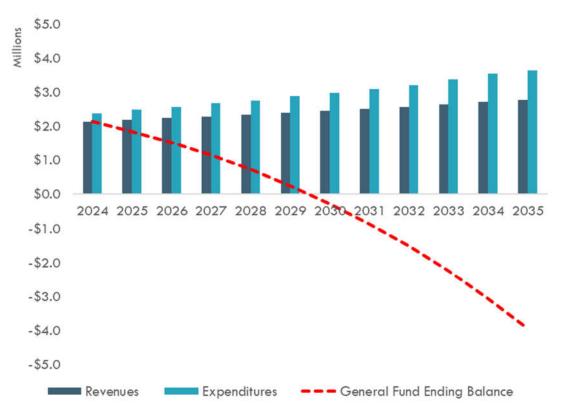


Exhibit 1: Scenario O Revenues, Expenditures, and Ending Fund Balance, 2024-2035

## Scenario 1: 24 Single-family Homes

In this scenario, there are some additional costs for the Town. With 24 new single-family homes, there is a small increase in costs for general administration and contracted fire and dispatch services. Additional fire and dispatch expenditures are based on the number of new housing units. The Town would receive one-time sales tax from construction and one-time REET revenues and small increases in other revenues due to more residents and households. The General Fund ending fund balance remains positive through 2031. Exhibit 2 shows the General Fund annual revenues, expenditures, and ending fund balance under this scenario.

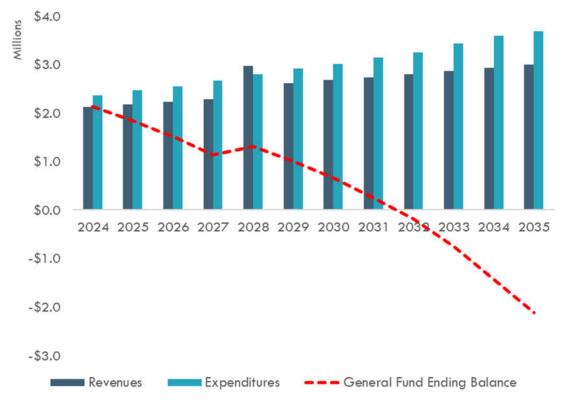
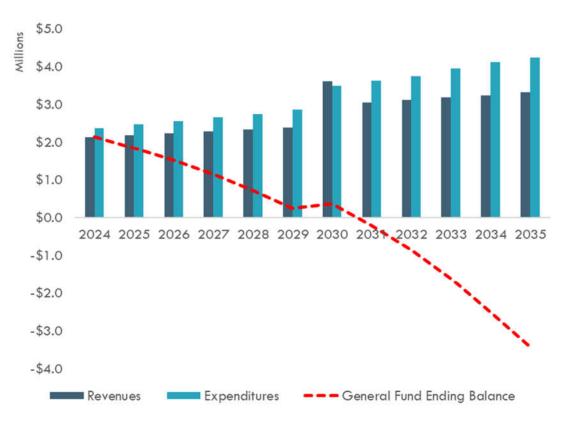


Exhibit 2: Scenario 1 Revenues, Expenditures, and Ending Fund Balance, 2024-2035

## Scenario 2: 140 Multi-family Units

In this scenario, there are additional costs for the Town, both for new positions and contracted public safety services. With 140 new multi-family homes, there would be additional staff needed for administration, public works and parks, and contracted police, fire, and dispatch services. Police, fire, and dispatch expenditures are based on the number of new housing units. The Town would receive a higher amount of one-time sales tax from construction and REET revenues, as well as higher increases in other ongoing revenues due to more residents. The General Fund ending fund balance remains positive through 2030. Exhibit 3 shows the General Fund annual revenues, expenditures, and ending fund balance for 2024-2035 under this scenario.





## Scenario 3: 734 Multi-family Units

This scenario has the highest additional cost for the Town, both for new positions and contracted public safety services. With 734 new multi-family homes, there would be additional support needed for administration, public works and parks, and contracted police, fire, and dispatch services. Police, fire, and dispatch expenditures are based on the number of new housing units. The Town would receive the highest amount of one-time sales tax from construction and one-time REET revenues because of the value of new construction. This scenario would also have the highest increase in other revenues due to the largest gain in new residents. The General Fund ending fund balance remains positive through 2035. Exhibit 4 shows the General Fund annual revenues, expenditures, and ending fund balance for 2024-2035 under this scenario.





## Scenario 4: Industrial Development

In this scenario, the only new cost for the Town is for fire service, as this area is not currently served by the Shoreline Fire Department. No additional police service is expected as the site would have its own security and would not have public access. The Town would receive one-time sales tax from construction and one-time REET revenues. The development is assumed to generate retail sales tax revenue. It could also generate business and occupation (B&O) tax revenue if the Town chose to institute a B&O tax. It is difficult to have a good basis for developing sales and B&O tax revenue estimates as it is unclear how much of the site would be used for an industrial purpose. Information on statewide gross business income for a fuel distribution site and local retail sales tax in other cities with fuel terminals has informed these estimates. The General Fund ending fund balance remains positive through 2030. Exhibit 5 shows the General Fund annual revenues and expenditures and ending fund balance for 2024-2035 under this scenario.

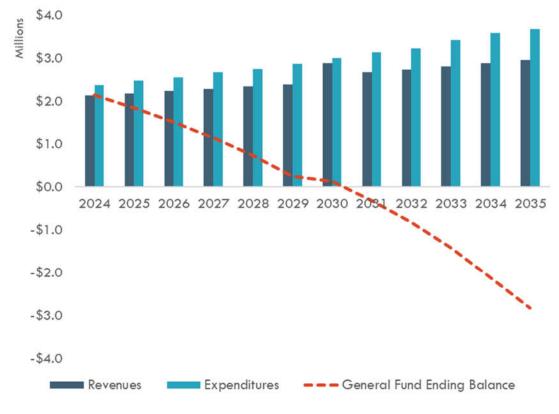


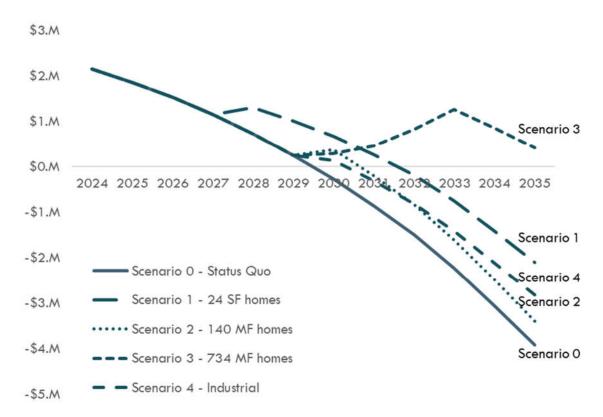
Exhibit 5: Scenario 4 Revenues, Expenditures, and Ending Fund Balance, 2024-2035

Sources: Town of Woodway, 2023; BERK, 2023.

## Scenario Comparison

All the development scenarios result in a stronger financial position than the status quo because they enhance the tax base by adding population, housing units, assessed value, and/or real estate sales. However, a structural budget deficit remains in any scenario. Scenarios 2 and 3 result in a larger increase in service costs that is partially offset by the large one-time REET and construction sales tax revenues. The increase in level of service would become a challenge in the longer term because it would cause Town expenditures to escalate more quickly than under the status quo or Scenarios 1 and 4 (which have minimal service/cost impacts).

Scenario 3 provides the largest financial benefit for the Town because of the higher construction values and associated one-time revenues. Exhibit 6 shows the impact of each scenario on the General Fund ending balance.



#### Exhibit 6: Impact of Scenarios on Ending General Fund Balance

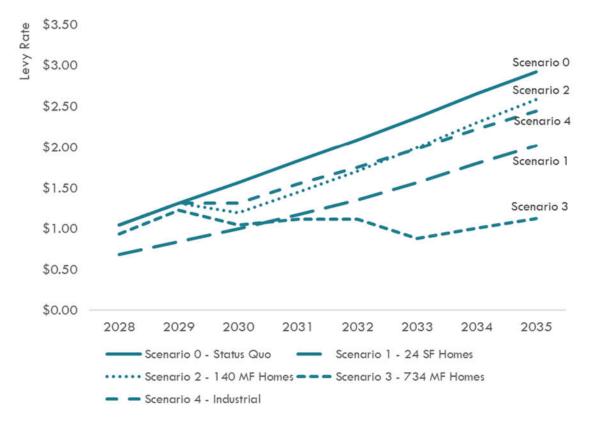
As shown in Exhibit 6, each scenario results in the General Fund ending balance falling below zero before 2035, except for Scenario 3. To address the annual deficit that contributes to the decreasing ending fund balance, an option would be increasing the Town's property tax levy rate. The Town's largest revenue source is property tax revenue, so increasing the levy rate would have the most significant impact on the annual deficit.

For each scenario, we estimated the property tax levy rates required to maintain an ending fund balance target. For Scenarios 0, 1, 2, and 4, the ending fund balance target is \$1 million. For Scenario 3, the

Sources: Town of Woodway, 2023; BERK, 2023.

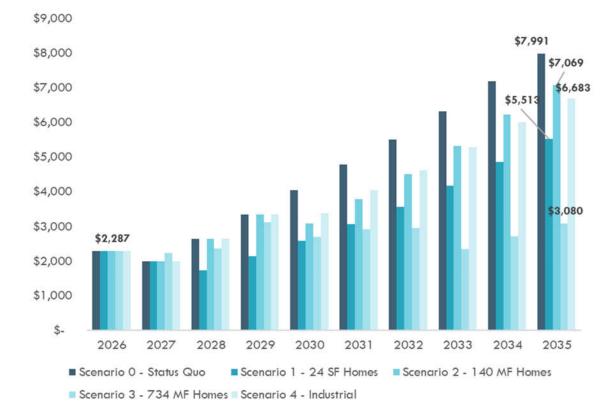
target is 30% of the General Fund expenditure budget, due to the budget in this scenario being significantly larger than in the other scenarios.

Exhibit 7 provides the levy rates required in each scenario. The levy rates remain below the Town's limit and the total dollar limit for local taxing districts, assuming no change in other districts' levy rates. Each scenario would require a lower increase in the property tax levy rate than the status quo scenario, with Scenario 3 having the lowest rates. Exhibit 8 provides the local property tax bill for the average existing property based on these levy rates. Exhibit 9 shows the property tax in 2026 and 2035 and the rate of growth over that period for each scenario.





Sources: Town of Woodway, 2023; BERK, 2023.



#### Exhibit 8: Property Tax Based on Target Ending Fund Balance

Sources: Town of Woodway, 2023; BERK, 2023.

#### Exhibit 9: Property Tax Summary Based on Target Ending Fund Balance

Scenario	Town Property Tax in 2026	Town Property Tax in 2035	Percent Growth 2026 to 2035
Scenario 0 – Status Quo	\$2,287	\$ <b>7,</b> 991	10.2%
Scenario 1 – 24 SF Homes	\$2,287	\$5,512	6.9%
Scenario 2 – 140 MF Homes	\$2,287	\$7,069	9.1%
Scenario 3 – 734 MF Homes	\$2,287	\$3,080	1.8%
Scenario 4 - Industrial	\$2,287	\$6,683	8.6%

## **Appendix A: Assumptions**

#### **General Assumptions**

- Under the no annexation scenario (Scenario 0), population growth and housing unit growth are based on the 2035 population projection in the Town's 2015 Comprehensive Plan. Steady growth is assumed between 2022 and 2035. The other annexation scenarios assume this baseline of growth in addition to the growth from new development at Point Wells.
- Historical inflation is evaluated using the CPI-U annual index for the Seattle-Tacoma-Bellevue metro area. Future inflation is projected using a 10-year average of past inflation.
- The scenarios use the 2024 beginning fund balance for operating funds from the Town's 2022 yearend forecast. The revenues and expenditures reflect the General Fund only.

#### **Revenue Assumptions**

- Property tax revenues from existing assessed value are projected to increase by 1% each year, in accordance with state law. New construction is not subject to the 1% annual limit on property tax revenues. Property tax revenues from new construction are based on the estimated assessed value of housing units in each scenario. Assessed values are determined by reviewing sales of similar property types in Snohomish County.
- Real estate excise tax (REET) revenues are estimated based on the average sale price per housing unit and the current excise tax rate. REET revenues go to the Capital Projects Fund. The ending balance for this fund earns interest revenue, which is included in the total General Fund revenues. REET revenues are not included in this analysis.
- Sales tax, utility tax, intergovernmental revenues, and other revenues are projected to remain flat on a per capita and inflation-adjusted basis. In other words, these revenues are projected to increase in proportion to population growth and to keep up with inflation.
- For the industrial development scenario, the estimated sales tax revenue is based on taxable retail sales in the "Petroleum and Petroleum Products Merchant Wholesalers" business category in two cities in the State of Washington with fuel terminal sites. The estimated B&O tax is based on the gross business income statewide in the same category.

#### **Cost Assumptions**

- Existing personnel and non-personnel costs are projected to increase by 3.34% annually in nominal terms. Adjustments are made for one-time expenses or expenses that occur every other year.
- Personnel and non-personnel expenses for the different scenarios have been estimated based on input from staff and service providers, current costs, and future costs increased by inflation. Contracted fire and police services increase based on the number of new housing units.
- Costs to process development applications are not included because they are paid for by the applicant and completed by consultants. There may be other costs to the Town related to development, such as reviewing reports, that are not included in this analysis.

The current contracts for police and fire services have language permitting either party to renegotiate the contract if the Town annexes Point Wells. Therefore, the cost assumed in this analysis may be different if the contracts change significantly.



### TOWN OF WOODWAY CLAIMS APPROVAL

"I, the undersigned, do hereby certify under penalty of perjury that the materials have been furnished, the services rendered, or the labor performed as described herein and that the claim is a just, due, and unpaid obligation against the Town of Woodway, Snohomish County, Washington, and that I am authorized to authenticate and certify to said claims."

Clerk Treasurer

The following transactions are approved for 2023 payment:

Claims checks #14176 through 14188 and EFTs #577-579 .....\$24,550.57

This 1<sup>st</sup> day of May 2023.

Mayor

Councilmember

Councilmember

Councilmember

\*The three largest charges on the credit card bill are:

- 1. Gravel for parking area: \$518.88
- 2. Conference travel expense: \$519.54
- 3. Fuel: \$417.88 (PD \$137.82, PW \$280.06)

\*Note: one large item is being paid

- \$8,509.00 for engineering (including Stormwater Comp Plan \$2,086.25, MUGA \$5,373.25)
- \$8,118.75 for planning services (including \$3,802.50 for Comp Plan Update, \$2,778.75 general planning services)



### TOWN OF WOODWAY CLAIMS APPROVAL

"I, the undersigned, do hereby certify under penalty of perjury that the materials have been furnished, the services rendered, or the labor performed as described herein and that the claim is a just, due, and unpaid obligation against the Town of Woodway, Snohomish County, Washington, and that I am authorized to authenticate and certify to said claims."

Clerk Treasurer

The following transactions are approved for 2023 payment:

Claims checks #14189 through 14197 and EFTs #623-624 .....\$28,347.52

This 15<sup>th</sup> day of May 2023.

Mayor

Councilmember

Councilmember

Councilmember

\*Note: Town large items being paid

- \$19,170.63 bond interest payment
- \$3,076.85 replacement switch for server room
- \$2,052.00 clean air assessment



### TOWN OF WOODWAY PAYROLL APPROVAL

"I, the undersigned, do hereby certify under penalty of perjury that the materials have been furnished, the services rendered, or the labor performed as described herein and that the claim is a just, due, and unpaid obligation against the Town of Woodway, Snohomish County, Washington, and that I am authorized to authenticate and certify to said claims."

Clerk-Treasurer

The following April 2023 Payroll transactions, for 6.75 FTE, are approved for 2023 payment:

EFT transactions #556 through 574.....\$68,350.29

This 28<sup>th</sup> day of April 2023

Mayor

Councilmember

Councilmember

Councilmember

\* There were 0 comp time hours accrued in April 2023

## TOWN OF WOODWAY COUNCIL MEETING MINUTES

### MONDAY, APRIL 17, 2023 6:00 p.m.

### Woodway Town Hall | 23920 113th Place W. | Woodway, WA

Members Present	🖾 Mayor Mike Quinn	Councilmember John Brock		
	🖾 Councilmember Elizabeth Mitchell	Councilmember Rajeev Thakur		
	$\boxtimes$ Councilmember Brian Bogen	□ Vacant Council Position		
Staff & Guests Present	Iown Administrator Eric Faison	🛛 Clerk-Treasurer Heidi Napolitino		
	□ Public Works Director Terry Bryant	🗆 Town Engineer Ken Nilsen		
	□ Police Chief Jason Valentine	□ Fire Chief Matt Cowan		
	□ Town Planner Bill Trimm	□ Town Attorney Greg Rubstello		
*Attended virtually				

#### CALL TO ORDER, FLAG SALUTE, ROLL CALL

Mayor Quinn called the meeting to order at 6:02 p.m.

#### **PUBLIC COMMENTS**

None.

#### I - APPROVAL OF PAYMENTS - APRIL 17, 2023 CLAIMS

*Councilmember Mitchell* moved to approve the April 17, 2023 claims checks #14166 through 14175 and EFT #503 totaling \$13,251.87. *Councilmember Brock* seconded the motion. The motion passed unanimously.

#### II - APPROVAL OF MINUTES – APRIL 3, 2023 MINUTES

*Councilmember Bogen* moved to approve the April 3, 2023 council meeting minutes. *Councilmember Mitchell* seconded the motion. The motion passed unanimously.

#### **III - COUNCIL REPORTS**

Councilmember Brock reported that the recent Coffee with the Mayor was well attended.

*Councilmember Bogen* shared comments from residents regarding development on the Upper Bluff.

#### **IV - MAYOR'S REPORT**

• Reported further on the recent Coffee with the Mayor.

- Shared information from the recent south county Mayors' meeting including policing/public safety updates.
- The next Whisper will be published soon.

#### V - TOWN ADMINISTRATOR'S REPORT

- Gave an update on several bills being considered by the legislature.
- Shared an update on a recent incident of racing/dangerous driving on Woodway Park Road.

#### VI - POINT WELLS PUBLIC DISCUSSION

No members of the public commented.

The following topics were discussed:

- Updates to the draft annexation interlocal agreement.
- A proposed amendment of Section III A.2 of the Interlocal agreement with the City of Shoreline.
- A recent discussion with the legal counsel for BSRE.
- A progress report on the analysis by BERK Associates.
- Whether the Point Wells property was currently for sale.

#### AMEND THE AGENDA

#### ACTION:

*Councilmember Brock* moved to amend the agenda to add consideration of the Second Amendment to Settlement and Interlocal Agreement with City of Shoreline. The item will be considered immediately after item VI. *Councilmember Mitchell* seconded the motion. The motion passed unanimously.

#### ADDED AGENDA ITEM: SECOND AMENDMENT TO SETTLEMENT AND INTERLOCAL AGREEMENT WITH CITY OF SHORELINE

Town Administrator Faison presented the second amendment to the Settlement and Interlocal Agreement with City of Shoreline, amending Section III A.2 of the Agreement. Discussion followed.

#### **ACTION:**

*Councilmember Brock* moved to authorize the Mayor to execute the Second Amendment to Settlement and Interlocal Agreement with City of Shoreline substantially in the form presented. *Councilmember Mitchell* seconded the motion. The motion passed 2-1, with Councilmembers Mitchell and Brock in favor and Councilmember Bogen opposed.

#### VII - ORDINANCE 2023-648: WMC 3.32 – FEE SCHEDULE

Clerk-Treasurer Napolitino presented the proposed changes to the fee schedule code. The major proposed change was to add a requirement that a developer/property owner would pay staff time under certain circumstances. Discussion followed. In addition to the proposed changes

presented, the consensus of the Council was to remove the word "otherwise" from the second sentence of 3.32.020 G.

#### ACTION:

*Councilmember Mitchell* moved to approve Ordinance 2023-648: WMC 3.32 – Fee Schedule as amended. *Councilmember Brock* seconded the motion. The motion passed unanimously.

#### VIII - RESOLUTION 2023-449: SURPLUS PROPERTY

Mayor Quinn presented Resolution 2023-449: Surplus Property. A brief discussion followed.

#### **ACTION:**

*Councilmember Mitchell* moved to approve Resolution 2023-449: Surplus Property. *Councilmember Bogen* seconded the motion. The motion passed unanimously.

#### IX - RESOLUTION 2023-450: ARPA EXPENDITURES

Mayor Quinn presented Resolution 2023-450: ARPA Expenditures. A brief discussion followed.

#### ACTION:

*Councilmember Bogen* moved to approve Resolution 2023-450: ARPA Expenditures. *Councilmember Mitchell* seconded the motion. The motion passed unanimously.

#### X - RESOLUTION 2023-451: FEE SCHEDULE

Clerk-Treasurer Napolitino presented Resolution 2023-451: Fee Schedule, noting that the version they would be voting on includes a change to the effective date.

#### **ACTION:**

*Councilmember Bogen* moved to approve Resolution 2023-451: Fee Schedule. *Councilmember Brock* seconded the motion. The motion passed unanimously.

#### **PUBLIC COMMENTS**

Resident Carla Nichols commented on Point Wells.

#### **GENERAL COUNCIL DISCUSSION – CHOICE OF SUBJECTS**

The Council discussed the proposed council appointment process and clarified several items.

Councilmember Brock suggested that the Town consider closing Deer Creek Park during the owl nesting season in 2024.

#### ADJOURNMENT

*Councilmember Bogen* moved to adjourn the meeting. *Councilmember Brock* seconded the motion. The motion passed unanimously. The meeting was adjourned at 7:28 p.m.

#### Respectfully Submitted,

#### **APPROVED BY THE TOWN COUNCIL**

#### Heidi K. S. Napolitino, Clerk-Treasurer

Michael S. Quinn, Mayor

(These minutes accurately reflect what was said at the Council Meeting. Publication does not vouch for the veracity of these statements.)

## TOWN OF WOODWAY COUNCIL SPECIAL MEETING MINUTES

### Monday, May 8, 2023 5:15 p.m.

## Woodway Town Hall | 23920 113th Place W. | Woodway, WA

Members Present	🖾 Mayor Mike Quinn	Councilmember John Brock			
	🖾 Councilmember Elizabeth Mitchell	⊠ Councilmember Rajeev Thakur			
	Councilmember Brian Bogen	□ Vacant Council Position #4			
Staff &	I Town Administrator Eric Faison	🛛 Clerk-Treasurer Heidi Napolitino			
Guests	□ Town Attorney Greg Rubstello	🗆 Town Planner Bill Trimm			
Present	Police Chief Alan Correa	□ Public Works Director Terry Bryant			
	*Attended virtually				

#### CALL TO ORDER, FLAG SALUTE, ROLL CALL

Mayor Quinn called the meeting to order at 5:15 p.m.

#### I - COUNCIL POSITION #4 CANDIDATE INTERVIEWS

Mayor Quinn explained the format of the special meeting (candidate interviews and deliberation).

The following residents were interviewed:

- Dena Dewar
- Steven Mitchell
- Nancy Neumann
- Marcus Tomici
- Jim Willett

Note: Applicant Craig Paladeau did participate.

## II - EXECUTIVE SESSION FOR APPROXIMATELY 15 MINUTES TO DISCUSS CANDIDATE QUALIFICATIONS

At 6:03 p.m., Mayor Quinn recessed to executive session for approximately 15 minutes to discuss candidate qualifications. At 6:18, the executive session was extended for 5 minutes. At 6:22 p.m., Mayor Quinn reconvened the meeting.

#### **III - COUNCIL DELIBERATION**

Nominations were taken in Council Position order. Councilmember Thakur, Position 1, nominated Jim Willett. Councilmember Bogen, Position 3, nominated Marcus Tomici. A brief discussion followed.

#### **ACTION:**

Voting began with the first nomination. The Council considered Jim Willett's nomination. Three Councilmembers voted in favor – Rajeev Thakur, John Brock, and Elizabeth Mitchell. With three votes, Jim Willett was appointed to Council Position #4.

#### IV - COUNCIL POSITION #4 – ADMINISTER OATH OF OFFICE

Mr. Willett had to leave before the voting. He will coordinate taking the Oath of Office with the Clerk-Treasurer at a future date.

#### ADJOURNMENT

*Councilmember Bogen* moved to adjourn the meeting. *Councilmember Brock* seconded the motion. The motion passed unanimously. The meeting was adjourned at 6:32 p.m.

Respectfully Submitted,

**APPROVED BY THE TOWN COUNCIL** 

Heidi K. S. Napolitino, Clerk-Treasurer

Michael S. Quinn, Mayor

(These minutes accurately reflect what was said at the Council Meeting. Publication does not vouch for the veracity of these statements.)