

**North Highline  
Governance Study**

**FINAL REPORT  
COMPILATION**

*January 5, 2006*

*North Highline  
Unincorporated Area Council*



**Nesbitt Planning  
and Management, Inc.**

**In conjunction with  
Northwest Small Cities Services and  
The Connections Group**

**Funded by The King County Council**



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# REPORT EXECUTIVE SUMMARY

## Study Commission

Under the provisions of our State's Growth Management Act and by broad consensus of city and county governments, local governmental services to urban areas are to be provided by cities by the year 2012. Some of these urban but currently unincorporated areas will incorporate to form new cities; others will annex into existing cities. In either case, areas which are fundamentally urban in nature will not remain unincorporated permanently. In King County, there are ten major unincorporated urban areas, of which North Highline is one of the largest. King County is energetically seeking the shift of local services in these areas to cities.

King County budget shortfalls in recent years have made incorporation or annexation of the largest remaining PAA's defined in the King County Comprehensive Plan a very high priority for the county. In 2004, King County escalated conversations with cities about annexing these potential annexation areas and announced possible financial incentives where annexations or incorporations occur. The County also stated that it could no longer afford to provide urban levels of service in unincorporated areas within the urban growth areas and would reduce services in the remaining PAA's. King County has indicated that the gap between the County's revenue generated in North Highline and the County's cost of providing services to North Highline is approximately \$7 million annually.

The **North Highline Unincorporated Area** is located south of the City of Seattle, north of Burien and north and west of the Cities of Sea-Tac and Tukwila. Surrounded by these jurisdictions, it is defined as an urban unincorporated "island." Its population is 32,500, making it approximately equal in population to the adjacent city of Burien. North Highline has 12,000 households and a taxable assessed valuation of \$1.86 billion, with taxable retail sales of \$129 million annually.

Governance of North Highline has been analyzed about ten times from a number of different perspectives over the last twelve years. The studies include various annexation analyses by Seattle, Burien, and King County; demographic and revenue analyses; and two incorporation studies, including this one. Some of the work has included public surveys. Nonetheless, at the beginning of 2005, this body of analysis had not resulted in any clear public consensus on what form of government would be desirable or fiscally feasible for North Highline.

This current governance study was therefore commissioned by the King County Council in April, 2005 to build upon the past studies where appropriate, to educate the public about governance options, and to facilitate the development of consensus where possible. Specifically, the study was to investigate whether incorporation might be financially viable if different taxes and/or service assumptions were included in the incorporation proposition. The study is primarily a fiscal analysis of the feasibility of incorporating the North Highline unincorporated area, but also includes some information related to the potential annexation of the area to either Burien or Seattle.

The North Highline Unincorporated Area Council (UAC) served as the study's advisory committee.

## Study Design and Execution

This study was structured as a series of “building blocks,” each of which was reviewed sequentially by the North Highline Unincorporated Area Council (UAC) to assure that Council members and the wider public understood the components before moving to the next report topic. Each report was posted on the internet for public access as soon as it was presented to the UAC.

The first report, Fiscal Bases, established the baseline for the remainder of the study by reconciling the fiscal bases generated by the previous studies. This compilation was made to assure there would not be conflicting sets of data and that future conclusions would be founded on a high level of confidence in the core bases. These fiscal bases include parameters such as population, households, taxable assessed valuation, taxable retail sales, gross business income, real estate sales, and utility tax bases.

These fiscal bases were then used to derive the core revenues that would be generated upon incorporation. Core revenues were described in the Draft Revenue Report.

To generate estimated expenses of incorporation, the UAC discussed levels of service that they would assume for the new city and provided level of service direction to the study. The costs of providing these levels of service were described in a Draft Cost Report.

Next, a Fiscal Balance Report was generated, describing the gap between core revenues and estimated costs for incorporation and providing a tool to test other options by modifying some of the assumptions to reduce costs and/or increase revenues. The effects of various levels of utility tax and business and occupation tax were included in this paper to supplement the previous core revenues.

These analytical reports were accompanied throughout the study with a strong public involvement program – portions of which were conducted as part of this study and portions of which were independent of this study but conducted concurrently. The UAC hosted a series of public study sessions during July through September with Seattle, Burien, King County and the fire, water, sewer and library districts serving North Highline. These separate study sessions allowed discussion of the relevant governance issues and services provided by each jurisdiction.

As part of the governance analysis, a door-to-door survey was conducted during the month of May to determine the public’s original opinions of incorporation and annexation (without benefit of the study’s findings.) The 1,562 people contacted randomly during the survey represented a cross-section of the North Highline population and constituted a sample far greater than necessary for strict statistical validity. Every neighborhood was involved, yielding a good range of ages and racial and ethnic backgrounds. Each survey respondent was asked if s/he would like to be kept informed of the study as it progressed . . . and very gratifying 700+ persons so requested, leading to construction of a substantial mailing and email list. The email list was used to notify these individuals of subsequent UAC meetings at which the governance study was discussed.

In early August, four focus groups were identified from among survey respondents who indicated a willingness to participate. The purpose of the focus groups was to identify what factors would: (1) shift opinion from “remain unincorporated” to either incorporation or annexation to Burien or to Seattle and (2) whether, if North Highline were annexed, there would be interest in splitting the area between the two

annexing cities. Participants in the focus groups included representation from the neighborhoods of Boulevard Park, White Center, Shorewood, Top Hat and Salmon Creek.

In September, the UAC sponsored a public meeting to discuss potential desired levels of service. The UAC wanted the public feedback for directing the study's level of service assumptions to analyze cost of incorporation. A mailing to each household in the area was done to advertise this meeting.

In October, the UAC discussed all of the data and public comments they had received and determined that incorporation would not be financially feasible. They identified their interests and a set of related questions for the potential annexing cities, Burien and Seattle. The cities' responses to those questions were reviewed by the UAC in early November. Following that review, the UAC made a preliminary recommendation that North Highline should annex to Burien. This preliminary recommendation was made subject to public review and comment through a second public survey and a public meeting.

The second door-to-door survey was conducted in November and included 775 participants (with 658 completed surveys), with emphasis on reaching residents of apartment buildings and a more ethnically and racially diverse population than in the first survey, as well as reaching a broad base of neighborhoods. The households approached by the surveyors also received a notice of two public meetings, one sponsored by King County to explain the governance options and why they are important; and the second sponsored by the UAC to receive oral comments regarding the UAC's preliminary recommendations.

In November, the UAC also sponsored the second public meeting following the King County-sponsored meeting to describe the governance options and the reasons a change is necessary. These meetings were also advertised by a mailing to every household in the area, in addition to the fliers left behind by surveyors.

## Study Findings

The first significant finding in this study was that the data in past studies were remarkably consistent. The Fiscal Bases report shows that when examined side by side, each of the prior analyses resulted in comparable fiscal parameters, including population, households, taxable assessed valuation, taxable retail sales, gross business income, real estate sales, and utility tax bases. Thus, there is considerable agreement about the bases for the remaining fiscal analysis.

The culminating finding is that a new City of North Highline would face severe and presumably unsurmountable fiscal challenges. The shortfall of the revenues under the base case is \$6.7 million annually in the general fund and \$3.2 million annually in the capital funds, given realistic service needs and revenue potential. Even under assumptions of substantial new taxes and curtailed services, a budget could not be constructed which covered annual cost and provided for a reasonable program of capital improvements.

Public response during the initial survey indicated that nearly half of those surveyed (42%) prior to the availability of analytical findings would prefer to remain unincorporated, with only a small number (3.7%) indicating a preference for incorporation. There was a split between those who preferred annexation to Burien and those who preferred annexation to Seattle (20.7% and 17.1%, respectively.) Police and schools were identified as the most significant services to those surveyed.

When these survey findings were tested in focus groups to determine what factors would shift opinion from “remain unincorporated” to either incorporation or to annexation to Burien or to Seattle and whether, if North Highline were annexed, there would be interest in splitting the area between Seattle and Burien, results were inconclusive. A theme in each group was that when it was understood that King County would not be likely to maintain the current level of services, annexation was more accepted. Services were very important to all participants. However, among the oldest participants, there was a strong preference for no change in status; and no new information appeared to shift opinions toward an annexation or incorporation option, not even the potential for reduction in levels of service. Among those who would shift toward supporting annexation to Burien, the ability to have greater representation in Burien than in Seattle and the similarity of Burien to North Highline, both in likely levels of service and in culture, were the deciding factors. Among those who would shift to support annexation to Seattle, the primary reason was that Seattle could improve services. For the focus group participants, the concept of splitting North Highline to annex a portion to Seattle and a portion to Burien was not widely rejected, but no suggestion of where to split was identified in any of the groups.

Among the more than 200 participants at the September public meeting regarding levels of service, police and fire were described by those attending as the most important services. Social services followed in priority, which in turn were followed by utilities (streets, water, sewer), planning/code enforcement and parks. Generally, people expressed support for the existing levels and providers of police and fire services.

Following a review of the financial analysis, the UAC concluded that incorporation would not be financially feasible. They made a preliminary recommendation for annexation to Burien based on several factors. They felt that:

- North Highline citizens would have greater local control in governance with Burien, as they would constitute 1/2 of Burien, as opposed to 1/20 of Seattle.
- Annexation to Seattle could increase property values to the point that homes in the area would no longer be affordable.
- There would be lower taxes in Burien relative to Seattle (this is primarily utility taxes but also B and O taxes).
- Annexation to Burien would allow continuity of police and fire service with the existing providers.
- Annexation to Burien would facilitate retaining the "small town" culture of the area, compared to Seattle, the "big city".

While the vote to reject incorporation as a governance option and recommend annexation to Burien was not unanimous, there was a strong majority who endorsed this preliminary decision.

When this preliminary recommendation was introduced to the public for feedback in the second survey, over 60% of those responding indicated that they would support the UAC’s conclusions. A large majority of those participating indicated that they would support the UAC’s preliminary recommendation to annex to the City of Burien, given that becoming a new City and staying unincorporated are not options. The number of participants in this survey was lower than in the first survey because of weather, early darkness during November, and the shorter period of time available within which to survey; however, the number of participants still far exceeded the number needed for statistical validity.

Participants in the November public meeting indicated a split between those who supported the UAC's preliminary governance recommendation and those who did not, with the latter in a slight majority. In any event, it is important to note that the approximately 30 participants who spoke at the meeting and 67 who submitted feedback sheets totaled far less than that of the 775 people reached in the second survey.

Following a review of the data from the second survey and public meeting, on December 3 the UAC made its final recommendation to King County and the public to pursue annexation to Burien. Detailed comments were given by each of the UAC members outlining their rationales, and these comments are available in the minutes of that meeting.



# GUIDE TO STUDY REPORTS AND MEETINGS

## Technical Reports

### 1. Fiscal Bases Report [7/21/05]

This report is the first building block in the series of papers prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. The fiscal parameters reviewed in this report include population, households, taxable assessed valuation, taxable retail sales, gross business income, real estate sales, and utility tax bases. This report also describes a series of governance analyses for North Highline that were prepared by either King County, Seattle or Burien and compares the fiscal parameters described in these prior studies. Additionally, this report describes the Growth Management Act and King County countywide planning policy basis for examining incorporation and annexation. The Fiscal Bases report of this study compared the data of the other work and found it all to be quite consistent, with minor differences due to different subarea boundaries and years performed.

#### Findings

The past studies are remarkably consistent. The North Highline unincorporated area has a population of 32,500 and 12,090 households. The area has a taxable assessed valuation of \$1.86 billion. It generates annual taxable retail sales of \$129.7 million and annual real estate sales of \$207.7 million.

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

### 2. Draft Revenues Report [7/21/05]

This report is the second building block in the series of papers prepared by Nesbitt Planning & Management, Inc. for this governance study. It uses the fiscal bases described in the first paper of this series and estimates the Core Revenues that would be generated by the North Highline area if it were incorporated or if it were annexed to either Burien or Seattle. Core Revenues are those that can be estimated based on existing tax rates.

This paper also illustrates the choices that must be made for taxes such as business and occupation (B and O) tax and utility taxes, if, after incorporation, North Highline wanted to generate additional revenues from these sources. There are also other revenues, such as stormwater fees and recreation program fees, that depend upon levels of service and cost estimates to estimate potential revenues and these are therefore not included in this report.

This report was a draft, subject to discussions with the North Highline Unincorporated Area Council (UAC) regarding what tax level assumptions should be used in cases where the city has a choice.

Because the tax rate is not prescribed by statute, and levels of service must be selected for programs for which fees are established to cover the program costs (*e.g.*, recreation service fees), not all revenues can be estimated until these elements have been determined.

### **Findings**

Incorporation would result in core revenues of \$11.3 million, while annexation to the City of Burien would generate \$10.8 million and annexation to the City of Seattle would generate \$10.6 million.

The North Highline area could also generate an additional \$4.3 million from utility taxes and \$411,000 from B and O taxes, using the assumptions set forth in this paper. This compares to \$2.8 million in utility taxes and \$102,800 in B and O taxes for Burien at its tax rates and \$6.0 million in utility taxes and \$766,000 for Seattle at its tax rates, if annexed to either of those cities. The differences relate to the different rates for each utility as established by each city.

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

## **3. Introduction To Incorporation Level Of Service [8/18/05]**

The level of service analysis is a component of what ultimately became the third building block of the analysis in this study, the Draft Cost Report. The level of service analysis began with an introduction to the UAC that described what “level of service” means and how services are measured. Specifically, the report and presentation asked the UAC to respond to three questions needed for estimating costs of service for incorporation:

- Should this study use existing King County levels of service or other levels of service?
- If the latter, then should the study assume that Fire, Library, Water and Sewer would remain served by districts (as is) under incorporation?
- What other levels of service should be established for this study?

The report produced for this discussion is a matrix that compares King County’s current levels of service to those of Burien and Seattle.

### **Findings**

Many of the services provided by King County and the cities of Burien and Seattle are similar in scope. Some of the apparent differences are related to measures, as not all jurisdictions use the same parameters to measure the services they deliver. Many of the services provided by King County are regional and are offered to all jurisdictions within the county and not just to unincorporated areas. The comparison shows that the levels of service delivered by Burien and King County are the same for many services. Seattle appears to have a greater range of health and human services than the other two jurisdictions, because it augments the County’s services with additional funding.

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

#### 4. Level of Service Wall Posters for Key Services [9/15/05]

At the public meeting regarding levels of service, posters were produced to supplement the detailed matrix described above. These posters were copies of slides used in the presentation on level of service for the three most complex services: police, fire and roads.

##### Findings

Among the three jurisdictions of North Highline, Seattle, and Burien:

- Police. The **rate of serious crimes** per thousand people are lowest in North Highline, followed by Seattle and then by Burien and the **number of dispatched calls for police service** per thousand people are lowest in North Highline, followed by Burien and then by Seattle.
- Fire. Response times appear comparable, but difficult to compare definitively, as different providers report different elements to full response times.
- Roads. Road maintenance budgeting is clearly far superior in unincorporated King County than in Seattle or Burien. The rating of road surface conditions appears much better in unincorporated King County than in Seattle. [Data was not available for Burien roads at the time.]

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

#### 5. Costs – Line Item Lists [10/6/05]

This report is the third building block in the series of papers prepared by Nesbitt Planning & Management, Inc. for this governance study. This report examines the costs of providing city services to the North Highline area, should it incorporate. The cost estimates are based on levels of service that were established by the North Highline Unincorporated Area Council (UAC) after discussing the two level of service documents referenced above and the public feedback provided at a public meeting held for that purpose. This report is divided into sections that describe the services that would be provided by North Highline, should it incorporate, at the levels determined by the UAC. For each section, the factors that contribute to the cost estimates are described and the cost of service is itemized.

This report also discusses budgets for cities with populations similar to North Highline. Because there is reasonable similarity in the size and staffing levels of the respective administrative budgets of cities of similar size – and Burien is a city in this size range, Burien’s administrative budget was used to estimate the **administrative costs** under incorporation. However, for **police, public works, parks and social**

**services costs**, the budgets of the comparable cities vary widely based on levels of service in each city and therefore could not be used for development of those budgets. In these cases, King County salaries were used where readily available.

This report addresses the operating budget of the presumed city and does not include the capital improvement program (CIP), which was provided in a subsequent step in the project.

### **Findings**

This analysis shows that the cost of providing city services at levels of service desired by the community, , should North Highline incorporate, would be \$ 15.5 million annually, with one-time startup costs of \$ 1.4 million.

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

## **6. Draft Costs – With Appendices [10/6/05]**

This report details how the costs reported as “rolled up” in the more condensed “Line Item Lists” [see above] were developed. Each projected department of a City of North Highline is detailed by service area (*e.g.*, for Administration: City Manager, Finance, Legal, Human Resources, etc.) and then further by budget item group (*e.g.*, Salary and Benefits, Training, Supplies, etc.)

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

## **7. Capital Budget Tables [10/20/05]**

This report prepared an estimate for the capital costs, which a City of North Highline would need to fund in addition to the operating costs listed in the draft cost report. A set of tables of forecast capital costs based on the condition of existing North Highline infrastructure was prepared. The tables project annual capital costs for roads, parks (using increased levels of service suggested by the UAC), and surface water management.

### **Findings**

Capital expenditures for roads, parks and surface water projects in the North Highline area have varied substantially from year to year. Based on recent history , North Highline could expect an *average* capital expenditures for roads , parks of approximately \$4.25 million per year.

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

## 8. Taxpayer Impact Tables [10/20/05]

When considering incorporation and/or annexation, there is another balance to consider beyond that of City revenues and costs: how the changes balance for an individual taxpayer. The taxpayer impact tables describe which taxes would change and which would remain the same under incorporation – and for those that change, how much change would occur.

### Findings

The taxpayer impact tables show that North Highline taxpayers' net annual property tax payments would go down, from a reduction of \$44 annually upon incorporation to net reductions of \$68 and \$88 annually, respectively, upon annexation to Burien or Seattle. However, utility tax and business and occupation taxes would increase – both with Seattle and somewhat less with Burien. Under the incorporation option even higher utility and business and occupation taxes were not sufficient to balance the new City's costs of services.

[\[To download report in “pdf” format from the UAC website, CLICK HERE.\]](#)

## 9. Fiscal Balance Report [10/20/05]

The final building block of this study, the Fiscal Balance report, compares the estimated costs of incorporation to the estimated revenues. This is the “bottom line” of the fiscal analysis. This report also provided a tool to analyze the relative impacts of changing certain variables.

### Findings

This report shows that the net impact of incorporation would be a \$2.3 million annual deficit in operating and \$3.2 million in capital (or a total deficit of \$5.5 million). in the best case scenario. In other words, the conclusion of this paper is that it is not realistic for North Highline to incorporate; there would be no publicly acceptable means of balancing costs and revenues to break even as a new city.

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

# Community Involvement and UAC Actions

## 10. North Highline Survey Report [7/21/05]

This report describes the results and findings of the survey conducted in May 2005. This survey was designed to determine what North Highline residents' initial inclinations toward governance would be.

This report also describes the demographics of those surveyed and their opinions about current services in the area.

### **Findings**

Regardless of neighborhood, nearly half of the North Highline residents would prefer to remain unincorporated and not change governance; an equal number were split between supporting annexing to Burien and annexing to Seattle, while only 3.7% would support incorporation.

[\[To download the full survey report in “pdf” format from the UAC website, CLICK HERE.\]](#)

## **11. Focus Groups [8/18/05]**

This report describes in detail much of the interaction that occurred in each of the focus groups held during early August 2005. The purpose of the focus groups was to conduct conversations among randomly selected participants to determine what information, if any, would shift public opinion regarding governance. The report provides a number of specific comments made by participants in each group as well as a summary of the outcomes.

### **Findings**

The focus group experience was inconclusive; however, it demonstrated that there would be a public response to additional information, that when it became clear that King County services would like decrease if the area remains unincorporated, many people found annexation a more attractive option.

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

## **12. Preliminary Recommendations [11/3/05]**

Following presentations and review of the written materials containing the material described above, the North Highline Unincorporated Area council requested additional information from Burien and Seattle related to how each city would approach annexation of North Highline, should that occur. Two documents are available related to this discussion. The first is the matrix comparing the responses of Burien and Seattle to the questions posed by the UAC. The second is the minutes of the meeting at which the UAC made a preliminary recommendation subject to public feedback via a second survey and a public meeting, both of which were to occur in November.

**Findings**

The UAC voted to recommend preliminarily, subject to additional feedback from the public: 1) That incorporation is not financially feasible; 2) that the area should not be split between Seattle and Burien; and 3) that the area be annexed to Burien.

[\[To download the full matrix in “pdf” format from the UAC website, CLICK HERE.\]](#)

[To download the preliminary recommendations in “pdf” format from the UAC website, go to “Minutes / Archived Minutes / Minutes 2005” and click on the meeting date.]

**13. North Highline Survey Report – Second Phase [11/30/05]**

This report describes the findings of the second North Highline survey, which was conducted in November 2005 to determine public response to the preliminary UAC recommendation described above.

**Findings**

Over 60% of the 775 respondents indicated that they would support the UAC’s conclusions.

[\[To download the full survey report in “pdf” format from the UAC website, CLICK HERE.\]](#)

**14. Governance Study Listening Session – Summary of Responses [11/21/05]**

The UAC sponsored a public meeting at which participants could share their feedback regarding the UAC’s preliminary recommendation to annex to Burien. Over 200 people attended this meeting, and many commented orally. Many of the participants used feedback sheets in lieu of or in addition to providing oral comments. This document is a compilation of the feedback sheets handed in at that meeting.

**Findings**

Of the 67 individuals who submitted feedback sheets, 55% did not agree that annexation to the City of Burien is a reasonable choice for residents of North Highline, given that becoming a new City and staying unincorporated are not long term options.

[\[To download the full report in “pdf” format from the UAC website, CLICK HERE.\]](#)

## **15. Frequently Asked Questions (FAQ) [11/21/05]**

A handout of Frequently Asked Questions was prepared for those attending the November 21, 2005 public meeting and remains available for those who would like a medium length introduction to this study and related issues.

[\[To download the full report in Word from the UAC website, CLICK HERE.\]](#)

## **16. Final Recommendations [12/1/05]**

On December 1, 2005, the North Highline UAC made its final recommendation. Each of the UAC members described their reasoning. Minutes of that meeting provide information about that discussion.

### **Findings**

A majority of the UAC continued to support annexation to Burien and recommended it be pursued.

[To download the final recommendations in “pdf” format from the UAC website, go to “Minutes / Archived Minutes / Minutes 2005” and click on the meeting date.]



**North Highline  
Governance Study**

***FISCAL BASES***

***July 21, 2005***

***North Highline  
Unincorporated Area Council***



**Nesbitt Planning  
and Management, Inc.**

**In conjunction with  
Northwest Small Cities Services and  
The Connections Group**

**Funded by The King County Council**

## EXECUTIVE SUMMARY

This report is the first in a series of papers to be prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. The study reviews the financial impacts of an incorporation of North Highline and those of annexation of the area to either Seattle or Burien. This report and the subsequent reports in the series are the building blocks of a final governance options study report that is expected to be completed in late fall 2005.

This analysis follows a structured approach, first collecting information on North Highline's fiscal base, from which revenues and expenses can be easily derived, discussed, and modified for reasonable rate assumptions. These fiscal parameters include population, households, taxable assessed valuation, taxable retail sales, gross business income, real estate sales, and utility tax bases – all reported by subareas of the study area in order to provide the most flexible analysis of options. Because a large number of studies of the potential for a North Highline incorporation or annexation have been performed over the last decade, the present study and this report compile and compare the data from those reports both to give the reader points of reference and to build upon the strongest common foundation. The ultimate policy choices may prove difficult and arguable, but there is no need for “warring analyses” with the core data. The past studies are, in fact, remarkably consistent.

The North Highline unincorporated area has a population of 32,500 and 12,090 households. The area has a taxable assessed valuation of \$1.86 billion. It generates annual taxable retail sales of \$129.7 million and annual real estate sales of \$207.7 million.

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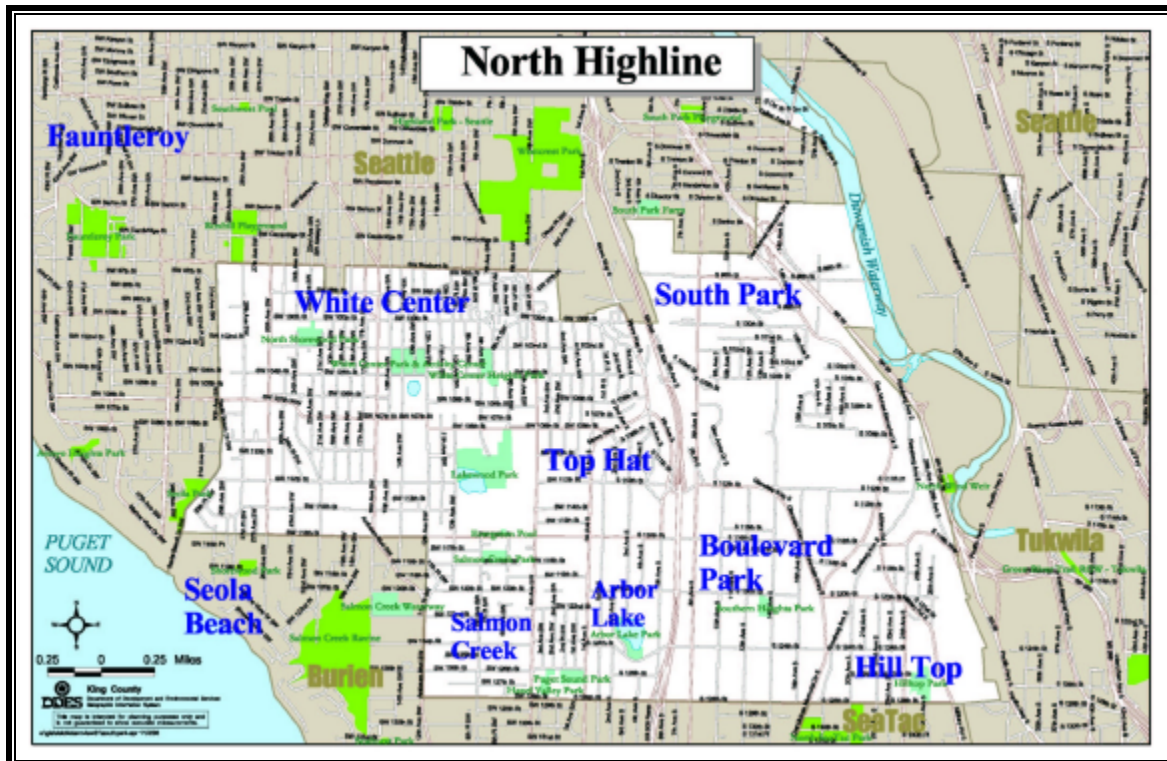
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# INTRODUCTION

This report is the first in a series of papers to be prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. The study was intended to focus primarily on potential incorporation but will contrast the financial impacts of incorporation to those of annexation to Seattle or Burien. This report and the subsequent reports in the series are the building blocks of a final governance options study report that is expected to be completed in late fall 2005.



**Figure 1 North Highline Neighborhoods**

The North Highline unincorporated area is located south of the City of Seattle, north of Burien and north and west of the Cities of Sea-Tac and Tukwila. Surrounded by these jurisdictions, it is defined as an urban unincorporated “island,” albeit a fairly large one. A map showing the location of the North Highline Unincorporated area and its neighborhoods is shown in Figure 1, above.

This study was commissioned by the King County Council on behalf of the North Highline Unincorporated Area Council (UAC). The UAC, a body elected annually by residents of the area who attend a community meeting convened for that election, is chartered by motion of the King County Council to serve as a forum for issues between the North Highline unincorporated area population and King County government. The UAC was concerned that its questions had not been fully answered in prior studies of governance options that were analyzed by King County, the City of Seattle, and the City of Burien. The UAC will serve as an advisory body for this study.

## Growth Management

The history of the issue of encouraging unincorporated urban areas either to join an existing city or to form a new city begins in 1990, when the State Growth Management Act (GMA) was passed by the Legislature. This Act mandated comprehensive plans for many counties and dictated that these plans designate urban growth areas, within which urban levels of service would be provided, and rural areas, within which a lower level of service corresponding to the rural nature of the area would be supported. The intent was to define and preserve certain land as rural, while consolidating growth that requires urban levels of service within the urban growth area. The GMA requires that all land within the urban growth areas be annexed or incorporated by 2012.

Although King County had already been producing regular comprehensive plans, these urban growth and rural area designations were a new requirement. The County and the cities that existed at the time negotiated an urban growth area boundary and established potential annexation areas for each city within the urban growth area. The Countywide planning policies that were developed in this process established a goal of incorporating or annexing all of the land within the urban growth area by 2013. It was intended that King County evolve to a regional service provider and provide local services only in the rural area.

At the time the Growth Management Act was passed, there was much more unincorporated land within the urban growth area. Since then, a number of new cities have formed, including the Cities of SeaTac and Burien, which incorporated in 1990 and 1993, respectively, creating the unincorporated “island” of North Highline. In spite of being surrounded by cities, North Highline has never been defined as a potential annexation area for any city.

North Highline is not the only remaining unincorporated area within the urban growth area. The County has designated nine other large areas to be annexed or incorporated according to the countywide planning policies and Growth Management Act goals. These areas of unincorporated spaces between cities – or between cities and the urban growth area boundary - include East Federal Way, East Renton, Eastgate, Fairwood, Kent Northeast, Kirkland, Klahanie, Lea Hill, and West Hill. In most of these cases, the potential annexation areas are primarily residential, with little commercial or industrial land. Since a large portion of city revenues typically is generated by sales taxes, a lack of a strong sales tax base often makes these areas less financially desirable for annexation by an adjacent city, as well as more difficult to achieve the fiscal balance necessary to create a new city. The regional goal to fully incorporate land in the urban growth area and change the County’s role from a local service provider to a regional service provider will not likely happen of its own, but will require creative, cooperative solutions.

In 2004, King County escalated conversations with cities about annexing these potential annexation areas and announced possible financial incentives where annexations occur. The County also stated that it could no longer afford to provide urban levels of service in unincorporated areas within the urban growth areas and would reduce services in remaining potential annexation areas. Seattle and Burien each decided to explore annexation of North Highline. To date, there have been several analyses of annexation and incorporation but no consensus about the conclusions has been established.

## Wealth Of Prior Studies

This report examines core fiscal data – the key parameters that allow calculation of revenues and costs in the study area, whether for the scenarios of incorporation, annexation to Burien, or annexation to Seattle. Later reports in this series will include level of service considerations, revenues, costs, and public opinion findings. The analysis follows a structured approach, first collecting information on North Highline’s fiscal base, from which revenues and expenses can be easily derived, discussed, and modified for reasonable rate assumptions. These fiscal parameters include population, households, taxable assessed valuation, taxable retail sales, gross business income, real estate sales, and utility tax bases. For some revenues or costs, other fiscal parameters may be developed *ad hoc*, but the vast majority of calculations can be made from this core group.

Even after ordering and comparison, this core fiscal data is voluminous: nine studies, performed over eight years! The financial potential of North Highline to incorporate or annex has been studied so often and by so many parties that one needs to be very clear about the content of each study, lest they be inadvertently blended. The data in the fiscal bases themselves, however, though created by many different writers and analysts in the hire of different governmental groups, are highly consistent, as will likely become immediately apparent to any reader of this report.

In the pages below, source documents are listed, with the sponsor, date and scope of each. (See Table 1, Recent Governance and Fiscal Studies of North Highline, below.) Following this summary table, each study is briefly described.

Title	Source	Date	Scope
1. North Highline Community Profile – Public Review Draft	KC Budget and Strategic Planning	9/1997	<ul style="list-style-type: none"> <li>• Extensive demographics and maps</li> <li>• Service providers</li> <li>• Historical perspective</li> </ul>
2. North Highline Governance Options Report	KC Office of Regional and Policy Planning [ECONorthwest]	8/1999	<ul style="list-style-type: none"> <li>• A full annexation / incorporation analysis</li> <li>• Public Survey</li> <li>• Subarea analysis: Subarea #1 (later E+F), Subarea #2 (later A), and Subarea #3 (later B,C,D)</li> </ul>
3. Assessment of Annexation Options	KC Office of Policy and Planning and City of Burien [ECONorthwest]	4/2002	<ul style="list-style-type: none"> <li>• Analysis of annexation impacts on Burien (Area A) and Seattle (Entire Area or Entire Area less Area A)</li> </ul>



Title	Source	Date	Scope
4. Assessment of the Fiscal Impact of Annexation of North Highline	Burien [Berk and Associates]	12/2003	<ul style="list-style-type: none"> <li>• First full analysis by subareas (Focus Areas A, B, C, D, E and F)</li> </ul>
5. Annexation Study Survey	Seattle [EMC]	12/2003	<ul style="list-style-type: none"> <li>• Phone survey</li> </ul>
6. North Highline / West Hill Preliminary Annexation Assessment	Seattle	2/2004	<ul style="list-style-type: none"> <li>• Jointly reported fiscal impact to Seattle of annexing both North Highline and West Hill.</li> </ul>
7. North Highline (in 2004 Annual Growth Report)	KC OMB	10/2004	<ul style="list-style-type: none"> <li>• Demography and economic profile</li> <li>• Whole area only</li> </ul>
8. North Highline Annexation Report	Burien	12/2004	<ul style="list-style-type: none"> <li>• Considered Burien’s annexation of subareas A-E (“Partial”) or A-F (“Full”)</li> <li>• Survey</li> </ul>
9. [in process]	KC Office of Budget and Management	5/2005	<ul style="list-style-type: none"> <li>• Parcel by parcel fiscal bases and revenues</li> </ul>

**Table 1 Recent Governance and Fiscal Studies of North Highline**

## Note on subareas chosen for fiscal calculations:

One challenge of marshalling and comparing the data of these studies is that the *subareas* of North Highline by which these analyses choose to examine are often different. Accordingly, for clarity this current report adopts one consistent group of subareas for reporting – those of the Burien annexation studies – and correlates the subareas of other studies to them wherever possible. These six subareas, A through F, are shown in Figure 2, North Highline Subareas for Data Review, below.<sup>1</sup>

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<sup>1</sup> Selection of these subareas implies no promotion of annexation over incorporation, nor of annexation to Burien over Seattle (nor vice-versa), nor even division along any of these subarea boundaries. The historical data available is simply presented most clearly by these units in which it was originally collected. Aggregating subareas is a trivial task.

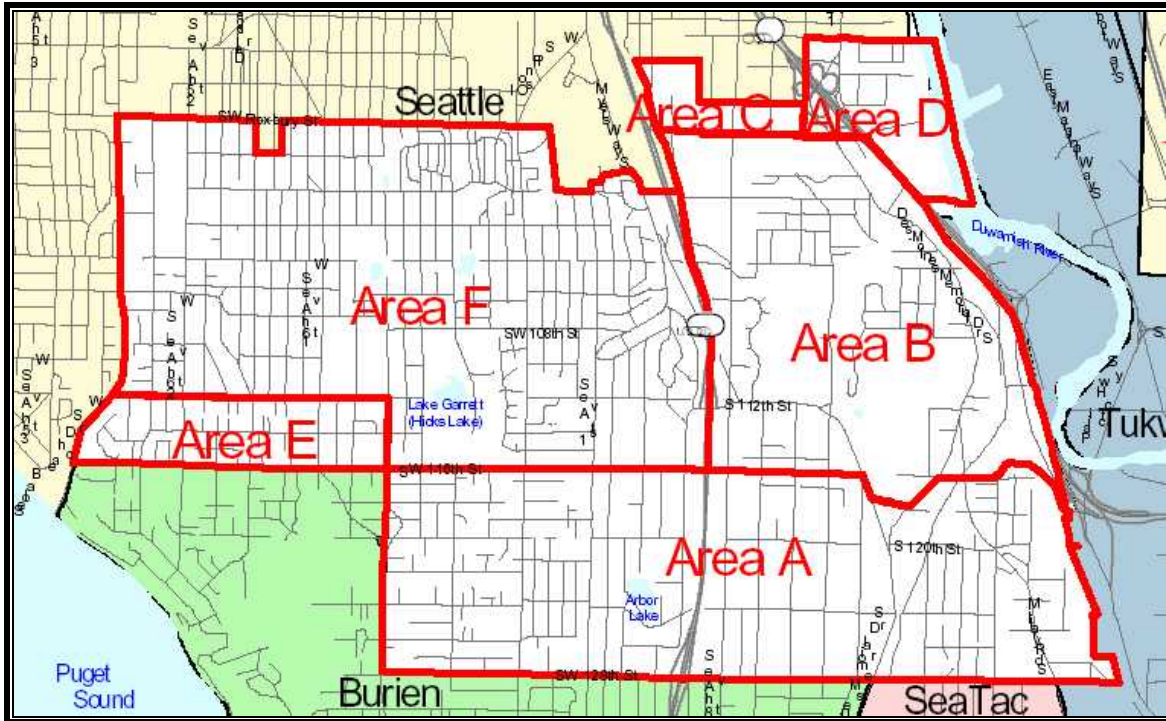


Figure 2 North Highline Subareas for Data Review

## **1. North Highline Community Profile – Public Review Draft (1997)**

This report was generated by the King County Office of Budget and Strategic Planning in September, 1997. The study characterized North Highline as diverse and well established with a fairly stable population. The study analyzed the demographics of the area, described community planning history and key activities within subareas of the North Highline unincorporated area, and compared the revenue that would be generated in the area to the cost of providing key services: police, parks and recreation, roads and surface water management. The study gathered estimates only for the fiscal parameters of taxable assessed valuation and taxable retail sales measured by address of the business reporting. These early estimates are not included in the fiscal parameters summary.

## **2. North Highline Governance Options Report (1999)**

In 1999, responding to a request from the North Highline UAC, King County commissioned a governance options study by ECONorthwest. This study analyzed North Highline as a whole and by three subareas.<sup>2</sup>

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<sup>2</sup> Study #2's Subarea 1 corresponds to Subareas E and F; Subarea 2 corresponds to Subarea A; and Subarea 3 corresponds to Subareas B, C and D.

The study found that incorporation of North Highline was not financially feasible – that at existing tax rates, revenues would not cover the costs of levels of service provided by King County, with an annual deficit of \$1,975,000.

A survey conducted as part of the study found the strong preference of the population in the area was to remain unincorporated (66%), versus forming a new city (8%). If the option of remaining unincorporated were ruled out, 75% favored annexation, mostly to Burien.

This study also described how various annexation options would differ. It found that police response times were fastest in Burien, compared to Seattle, SeaTac and King County; that SeaTac would have the lowest property tax impact on residents; that SeaTac provides larger road investments than the other jurisdictions; and that there would be little difference in library or fire protection services, although the existing North Highline Fire District spends less than the cities to provide fire and emergency response services. This study also found that residents identify the fire/emergency medical services and police department as primary factors influencing their decision regarding future governance. The survey further found that the city's public image, the ability to finance public works, and tax rates have the largest gaps between level of satisfaction with these factors and the importance of each of them to the public.

### **3. Assessment of Annexation Options for the Unincorporated Area of North Highline (2002)**

This study was also commissioned by King County and performed by ECONorthwest to respond to the question raised by findings of the prior study: Given the findings in the 1999 study, what were the prospects for annexation of the North Highline area either to Seattle or to Burien?<sup>3</sup> This analysis predicted **a gap for Seattle of \$6 million per year** if it were to annex the entire area (\$20 million in additional costs versus \$14 million in additional tax revenues) and **a gap for Burien of \$1.5 million per year** if it were to annex approximately one-third of the area (\$3.8 million in additional costs versus \$2.3 million in additional revenues.) The paper also highlights an odd aspect of the State of Washington's tax structure, under which areas whose residents *generate* revenues per capita quite comparable to existing cities can still *fail to collect* any appreciable sales tax revenues if the most of the shopping occurs in other cities nearby– such as in large shopping malls, like Tukwila's South Center.

### **4. Assessment of the Fiscal Impact of Annexation of North Highline (2003)**

In 2003, the City of Burien commissioned Berk & Associates to study further some key issues resulting from the 2002 study. The study analyzed the full operating costs that Burien would face if it were to annex any of five sub areas and provide services at the same level provided in 2003 to Burien's current

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<sup>3</sup> Study #3 examined the fiscal feasibility of (1) Burien annexing Subarea A and of (2) Seattle annexing the entire area (Subareas A through F.) The data for Subarea A was collected for "west," "central," and "east" portions.

residents. These sub areas constitute the first five of this study's six subareas shown in Figure 2, North Highline Subareas for Data Review, above. The study includes consideration of the Burien annexation of Subareas A to E of the North Highline subareas, rather than just Subarea A as considered in the King County 2002 analysis. All of these subareas were projected to carry costs in excess of the revenues that they would generate for small surpluses in Subareas D and E. The net impact of annexing the entire North Highline area was calculated \$1.2 million deficit, or 9% of Burien's total budgeted expenditures in its General and Street Funds for 2003.

## **5. City of Seattle Annexation Study Survey (2003)**

The City of Seattle contracted in 2003 with EMC, Inc., to conduct a telephone survey of registered voters in North Highline. The survey identified some support, though less than 50%, for annexation, with approximately 20% undecided. The survey summary implies that there was almost an equal number of voters who preferred remaining unincorporated.

## **6. City of Seattle North Highline / West Hill Preliminary Annexation Assessment (2004)**

This report is an Office of Policy and Management memo to the Seattle City Council Government Affairs and Labor Committee. The memo explains to the City Council that the announced reduction in service level by King County, combined with the countywide planning policies (which Seattle participated in generating) indicate that Seattle should consider annexing North Highline and West Hill. Although the analysis reports only the combined cost of serving both of these areas (it does report *revenues* for each area separately), the difference between revenues and costs for the combined areas is substantial: a gap of \$7.2 million dollars annually (\$24.9 million revenues against \$32.1 million costs for North Highline and West Hill combined.)

## **7. King County Annual Growth Report re: North Highline (2004)**

This report outlines a number of facts and descriptors for each of the ten potential annexation areas of concern to King County, of which North Highline is one. The report presents data on six of the seven core fiscal parameters, though it does not break them out by subarea.

## **8. City of Burien North Highline Annexation Report (2004)**

This report was prepared by the City of Burien staff with support from Berk & Associates to continue to support the countywide planning policies encouraging annexation. Since a majority of the North Highline residents favor annexation to Burien if remaining unincorporated is not an option, Burien considered its impacts upon annexation in greater detail. This expanded the study area from the prior study in 2002 to include the White Center area and estimated Burien's costs under three annexation options: full and partial annexation by the City of Burien and annexation of the entire area by Seattle. This study projected an operating funding gap of \$2.3 million for Burien if the entire North Highline were annexed, and a \$1.1

million gap if only sub areas A-E were annexed. The gap is attributed primarily to the difference between Burien and the North Highline area in per capita sales tax revenue and a lower property tax per capita. The study also identified capital project needs that would be unfunded. It went on to identify the prospect of increased property taxes for North Highline homeowners. Even in the Seattle annexation option, Burien would incur additional costs as a result of the change in fire district economies of scale currently shared with North Highline.

## **9. King County Office of Management and Budget (2005)**

Over the past year and a half, King County's Office of Management and Budget has been undertaking a major data effort that assigns revenue streams (and fiscal parameters for some potential revenue streams) spatially across the County with very high resolution, generally down to the tax parcel level. This effort is allowing calculation of very detailed revenues by aggregating parcels with their assigned fiscal attributes back up to any subarea of interest. The County's emphasis is currently on the ten major unincorporated potential annexation areas identified as high County priority for annexation or incorporation, but analysis of any boundaries appears to be possible. For example, the County has specially aggregated *all* fiscal data by the six subareas being analyzed for this current study.<sup>4</sup>

## **How Data From These Previous Studies Will be Used**

This paper establishes the baseline for the remainder of the study by reconciling the fiscal bases generated by the other studies. This way, there will not be conflicting sets of data, and the conclusions reached can be founded on a high level of confidence in the core bases.

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<sup>4</sup> The current study is indebted to this King County parcel based data initiative, headed by Chris Haugen and Hall Walker, both of the King County Office of Management and Budget.

# ASSEMBLY OF CORE FISCAL DATA

## Demographic Data

Demographics, as well as several key fiscal bases for the North Highline Area as a whole, are listed in King County's 2004 Annual Growth Report. King County further allocated these parameters for this current study into two large subareas, White Center proper and the remainder of the unincorporated area. These parameters are shown in Table 2, below. Several of these parameters will not contribute directly to fiscal calculations that follow, but are nonetheless included for background on the area.

For comparison purposes, the same parameters are listed for the City of Burien.

Area Map Subarea	White Center Proper Area F	Remainder of Study Area Areas A, B, C, D, and E	Total N. Highline Study Area	City of Burien
<b>Population</b>				
<b>Total</b>	<b>14,200</b>	<b>17,800</b>	<b>32,000</b>	<b>31,880</b>
Hispanic	1,540 11%	2,660 15%	4,200 13%	3,400 11%
Non-Hisp white	7,000 49%	10,000 56%	17,000 53%	22,800 72%
Black	1,060 7%	1,040 6%	2,100 7%	1,590 5%
Asian-Pacific	3,500 25%	2,800 16%	6,300 20%	2,570 8%
NatAmer/other	1,100 8%	1,300 7%	2,400 8%	1,520 5%
Age < 18	3,960 28%	4,490 25%	8,450 26%	7,260 23%
Age 18 - 64	9,040 64%	11,460 64%	20,500 64%	20,230 63%
Age > 65	1,200 8%	1,850 10%	3,050 10%	4,390 14%
<b>Households</b>				
<b>Total</b>	<b>5,160</b>	<b>6,770</b>	<b>11,930</b>	<b>13,400</b>
Avg HH size	2.75	2.63	2.68	2.36
Median income	\$37,900	\$42,000	\$39,950	\$41,600
Income < 80%	2,900 56%	3,400 50%	6,300 53%	6,700 50%
<b>Persons &lt; poverty</b>				
<b>Total</b>	<b>2,670 18.8%</b>	<b>1,690 9.5%</b>	<b>4,360 14%</b>	<b>2,960 9.0%</b>
<b>Housing Units</b>				
<b>Total</b>	<b>5,330</b>	<b>7,000</b>	<b>12,330</b>	<b>14,020</b>
Single family	3,660 69%	4,370 62%	8,030 65%	8,100 58%
Multifamily	1,600 30%	2,470 35%	4,070 33%	5,720 41%
Mobile homes	70 1%	160 2%	230 2%	200 1%
Owner-occupied	2,650 51%	3,850 57%	6,500 54%	7,550 56%
Median rent	\$580	\$690	\$640	\$670
Med house val.	\$145,000	\$151,000	\$149,400	\$175,100
<b>2003 dev activity</b>				
New hous'g units	48	20	68	46
Plat applic's	2 / 616 lots	0	2 / 616 lots	0
<b>Resid land capacity</b>				
acres	50	100	150	350
housing units	470 ?	800 ?	1,276	2,100
<b>Employment</b>				
No of firms			730	910
Total jobs			6,710	12,100

Sources: US Census 2000 & King Co OMB, Chandler Felt, 12/2004 and 5/26/05. Except where noted, data is for 2004.

Table 2 Demographics of the North Highline Area, with Comparison to the City of Burien

## Study Fiscal Data Sources

The authors of the prior studies described on pages 5 to 8 above each calculated and presented their study areas' data following slightly different methodologies. Some studies looked only at the whole North Highline area, whereas others collected their data for three subareas – and a few studies collected data for six subareas. Some studies were more explicit about their fiscal bases – whereas others proceeded more directly to revenue calculation. A few studies appeared to be only surveys of citizen preferences, and offer no strictly fiscal data.

This report isolates seven key fiscal parameters which, once determined, allow almost anyone to rapidly construct a budget of revenues and, after discussion of level of service issues, costs as well.

- population
- households
- taxable assessed valuation
- taxable retail sales
- gross business income
- real estate sales and the
- utility tax base

These parameters are summarized in Table 3 though Table 5, below<sup>5</sup>. Not all studies reported on each of these parameters. Furthermore, not all studies reported on parameters by one or more of the six subareas. In some cases, studies reported parameters for a group of two or three of the subareas combined. Groupings of subareas by which a given study might have reported fiscal parameters are shaded.

For a few studies and parameters, revenues were reported directly, rather than the fiscal bases themselves. In such cases this current analysis *inferred the revenue base* necessary to have led to the calculated revenue reported. This step was taken in order to make it easily possible to calculate revenues which might vary depending on which City is considered as a potential annexor for a given subarea or whether Highline itself as a new City would serve a given subarea. The same amount of gross business income in a subarea, for example, could generate different amounts of business and occupation (“B&O”) tax depending on Seattle or Burien’s B&O existing tax rates or what B&O tax rate might be presumed for a new City of North Highline.

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<sup>5</sup>The dated 1997 Community Profile (Study #1) and the survey-only Seattle study (Study #5) are not listed in this table.

	Area A	Area B	Area C	Area D	Area E	Area F	Total	Comments
<b>Study</b>	<b>Population</b>							
2. 1999 Governance	10,000	5,600			15,100		30,975	For 2000, subareas inferred and approx.
3. 2002 Options	10,300						32,200	For 2000
4. 2003 Annex.	10,670	5,790	0	0	1,480		For 2003	
6. 2004 Annex. - Seattle							32,035	For 2000
7. 2004 AGR							32,500	For 2004
8. 2004 Annex. - Burien	10,670	5,790	0	0	1,480	14,095	32,035	For 2004
9. 2005 KC OMB	10,755	5,796	0	41	1,458	14,450	32,500	For 2004
<b>Study</b>	<b>Households</b>							
2. 1999 Governance								Not reported out
3. 2002 Options							12,094	For 2000, inferred.
4. 2003 Annex.								
6. 2004 Annex. - Seattle								
7. 2004 AGR							11,930	For 2004
8. 2004 Annex. - Burien	3,973	2,159	0	0	549	5,249	11,930	For 2004
9. 2005 KC OMB	4,006	2,254	0	23	561	5,249	12,093	For 2004
<b>Study</b>	<b>Taxable Assessed Valuation</b>							
2. 1999 Governance	\$416,000,000	\$313,300,000			\$593,500,000		\$1,322,800,000	For 2000, subareas inferred and approximate
3. 2002 Options	410,000,000						\$1,300,000,000	
4. 2003 Annex.	\$540,000,000	\$311,000,000	\$28,000,000	\$54,000,000	\$118,000,000			For 2003
6. 2004 Annex. - Seattle							\$1,601,400,000	For 2004
7. 2004 AGR							\$1,859,600,000	For 2004
8. 2004 Annex. - Burien	\$595,067,663	\$334,725,560	\$37,191,729	\$55,787,593	\$130,171,051	\$706,642,850	\$1,859,586,446	For 2004
9. 2005 KC OMB	\$633,150,881	\$307,493,127	\$30,077,898	\$55,651,665	\$135,487,685	\$753,512,785	\$1,915,374,041	2004 for tax payable 2005

**Table 3 Comparison of Contributing Studies Fiscal Bases – Part One**



North Highline Governance Study  
**FISCAL BASES**  
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	Area A	Area B	Area C	Area D	Area E	Area F	Total	Comments
<b>Study</b>	<b>Taxable Retail Sales</b>							
2. 1999 Governance							\$239,200,000	For 2000. Inferred
3. 2002 Options	\$36,100,000						\$235,700,000	For 1999.
4. 2003 Annex.	\$35,500,000	\$19,300,000	\$500,000	\$17,900,000	\$6,200,000			For 2003
6. 2004 Annex. - Seattle							\$237,200,000	For 2004
7. 2004 AGR							\$194,100,000	For 2002
8. 2004 Annex. - Burien	\$34,370,449	\$19,041,958	\$491,438	\$17,990,240	\$6,031,424	\$51,784,417	\$129,709,926	For 2005
9. 2005 KC OMB	\$39,200,000	\$25,900,000	\$2,700,000	\$12,300,000	\$7,200,000	\$82,500,000	\$169,800,000	For 2004
<b>Study</b>	<b>Gross Business Income</b>							
2. 1999 Governance								
3. 2002 Options							\$519,300,000	For 1999 Inferred @ 0.00373 ave
4. 2003 Annex.	\$22,000,000	\$26,000,000	\$6,000,000	\$16,000,000	\$2,000,000			For 2003
6. 2004 Annex. - Seattle							\$568,600,000	For 2004 Inferred @ 0.00325 ave.
7. 2004 AGR								
8. 2004 Annex. - Burien	\$22,700,000	\$26,500,000	\$5,300,000	\$17,800,000	\$3,000,000	\$99,400,000	\$174,700,000	For 2005
9. 2005 KC OMB	\$25,900,000	\$47,800,000	\$35,200,000	\$52,700,000	\$1,300,000	\$42,600,000	\$205,400,000	For 2004
<b>Study</b>	<b>Real Estate Sales</b>							
2. 1999 Governance							\$92,400,000	For 2000. Inferred
3. 2002 Options	\$27,800,000						\$89,200,000	For 1999. Inferred
4. 2003 Annex.								Only operating revenues projected
6. 2004 Annex. - Seattle							\$45,400,000	For 2004
7. 2004 AGR							\$153,400,000	For 2003
8. 2004 Annex. - Burien	\$34,300,000	\$19,800,000	\$1,800,000	\$3,400,000	\$7,500,000	\$40,900,000	\$107,700,000	For 2005
9. 2005 KC OMB	\$64,700,000	\$45,700,000	\$0	\$0	\$11,100,000	\$86,200,000	\$207,600,000	For 2004
<b>Study</b>	<b>Franchises and Utility Tax Base</b>							
2. 1999 Governance							\$6,100,000	For 2000. Inferred
3. 2002 Options	\$6,300,000						\$44,200,000	For 1999
4. 2003 Annex.	\$9,800,000	\$5,767,000	\$233,000	\$783,000	\$1,467,000			For 2003 (note electricity)
6. 2004 Annex. - Seattle							\$60,000,000	For 2004 (w/o electricity)
7. 2004 AGR							various	For 2003
8. 2004 Annex. - Burien	\$4,710,000	\$2,830,000	\$160,000	\$490,000	\$740,000	\$6,490,000	\$15,420,000	For 2005
9. 2005 KC OMB	\$24,490,000	\$8,820,000	\$110,000	\$320,000	\$1,750,000	\$36,730,000	\$72,220,000	For 2004

**Table 4 Comparison of Contributing Studies Fiscal Bases – Part Two**

Utility taxes – which Washington State law authorizes for cities but not for counties – are not complicated but their fiscal bases are somewhat detailed, in that there are nine separate utility types whose gross revenues must be tallied: Cable, Drainage, Electricity, Natural Gas, Sewer, Water, Telephone, Cellular Phones, and Solid Waste. Study #9 is by far the most definitive on these fiscal bases, which are shown in a separate table.

	Area A	Area B	Area C	Area D	Area E	Area F	Total	Comments
<b>Study 9, Detail</b>	<b>Utility Tax Bases</b>							
Cable	\$2,120,000	\$1,140,000	\$0	\$10,000	\$290,000	\$2,810,000	\$6,370,000	Cable Franchise Fee is base
Drainage	\$210,000	\$130,000	\$30,000	\$40,000	\$50,000	\$310,000	\$770,000	SWM Fee is base
Electricity	\$9,630,000	\$2,330,000	\$60,000	\$160,000	\$260,000	\$15,260,000	\$27,700,000	
Natural Gas	\$2,090,000	\$560,000	\$0	\$0	\$50,000	\$3,700,000	\$6,400,000	
Sewer	\$1,470,000	\$360,000	\$10,000	\$20,000	\$40,000	\$2,370,000	\$4,270,000	
Water	\$2,350,000	\$580,000	\$10,000	\$30,000	\$60,000	\$3,800,000	\$6,830,000	
Telephone	\$2,370,000	\$1,380,000	\$0	\$30,000	\$340,000	\$3,100,000	\$7,220,000	
Cellular	\$1,450,000	\$700,000	\$0	\$0	\$260,000	\$1,720,000	\$4,130,000	
Solid Waste	\$2,800,000	\$1,640,000	\$0	\$30,000	\$400,000	\$3,660,000	\$8,530,000	
Total	\$24,490,000	\$8,820,000	\$110,000	\$320,000	\$1,750,000	\$36,730,000	\$72,220,000	

**Table 5 Comparison of Contributing Studies Fiscal Bases – Utility Tax Base Detail**

## Unified Core Data

Although the values in Fiscal Bases tables derive from many different sources and studies, they exhibit a very high degree of consistency. **Population, households, and taxable assessed valuation** are in very good accord, showing steady rises over the period of the studies. **Taxable retail sales** are general agreement, especially after the volatility of this base with changes in the regional economy are considered. Except for one study, **Real Estate Sales** show a slightly varied picture; however, since the King County parcel based retrieval calculated actual recorded sales from the Assessor’s files, there is little question on which source to choose. Only on **Gross Business Income** and **Utility Gross Revenues** is there substantial variation in reported fiscal bases.

Which fiscal bases should be used for the current study? After consideration of all bases and what is known of their methodologies, **the Office of Management and Budget (OMB) numbers (Study #9) were chosen for use in the current study.** For the majority of fiscal bases, there is almost insignificant variation in the numbers and the choice is not important – one might elect to use the OMB numbers just because they are the most current. But for the few bases on which there is variation, this source is also to be preferred over prior sources.

The reasons for this choice are three:

- First, the data are extremely up to date, having been retrieved even during the drafting of this current report.
- Second, the data are in most cases retrievals, not estimates. For example, the actual taxable retail sales base reported by Department of Revenue for King County was divided by OMB into pots (such as construction sales – as identified by filer’s Standard Industrial Class, car sales – as reported on title change reports, etc.) and each was *allocated down* to the parcel level, rather than *built up* from regressions or assumed unit factors.
- Finally, these data are calculated generally without having to be divided and spread across subareas by some assumed high level apportioning. For example, the retrieved natural gas sales (for a potential utility tax on natural gas) are not spread simply per capita or by household, but by households whose parcel record with the King County Assessor show gas heat – and then apportioned by heated square footage, retrieved from the same source.

These fiscal bases, shown below in Table 6, Compiled Fiscal Bases, will then serve as the building blocks of the fiscal analyses of revenues and of costs which will follow in subsequent reports.

BASE	Area A	Area B	Area C	Area D	Area E	Area F	Total
<b>Population</b>	10,750	5,800	-	40	1,460	14,450	32,500
<b>Households</b>	4,010	2,250	-	20	560	5,250	12,090
<b>Taxable Ass'd Val</b>	\$ 595,100,000	\$ 334,700,000	\$ 37,200,000	\$ 55,800,000	\$ 130,200,000	\$ 706,600,000	\$ 1,859,600,000
<b>Taxable Retail Sales</b>	\$ 34,400,000	\$ 19,000,000	\$ 500,000	\$ 18,000,000	\$ 6,000,000	\$ 51,800,000	\$ 129,700,000
<b>Gross Business Inc.</b>	\$ 25,900,000	\$ 47,800,000	\$ 35,200,000	\$ 52,700,000	\$ 1,300,000	\$ 42,600,000	\$ 205,500,000
<b>Real Estate Sales</b>	\$ 64,700,000	\$ 45,700,000	\$ -	\$ -	\$ 11,100,000	\$ 86,200,000	\$ 207,700,000
<b>Utility Tax Base</b>	\$ 24,490,000	\$ 8,820,000	\$ 110,000	\$ 320,000	\$ 1,750,000	\$ 36,730,000	\$ 72,220,000

**Table 6    Compiled Fiscal Bases**

Note: Additionally, these same six sets of fiscal bases are shown placed spatially over a map of North Highline in the appendix which follows.

# APPENDIX: MAP

**North Highline  
Governance Study**

***DRAFT REVENUES***

*July 21, 2005*

*North Highline  
Unincorporated Area Council*



**Nesbitt Planning  
and Management, Inc.**

**In conjunction with  
Northwest Small Cities Services and  
The Connections Group**

**Funded by The King County Council**

## EXECUTIVE SUMMARY

This report is the second in a series of papers to be prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. The study reviews the financial impacts of an incorporation of North Highline and those of annexation of the area to either Burien or Seattle. This report and the subsequent reports in the series are the building blocks of a final governance options study report that is expected to be completed in late fall 2005.

The “Fiscal Bases” paper that was prepared as the first in this study series presented the fiscal parameters upon which revenues and costs for either incorporation or annexation of the area can be calculated. The present report uses those fiscal bases and estimates the Core Revenues that would be generated by the North Highline area if it were incorporated or if it were annexed to either Burien or Seattle. Core Revenues are those that can be estimated based on existing tax rates.

Incorporation would result in core revenues of \$11.3 million, while annexation to the City of Burien would generate \$10.8 million and annexation to the City of Seattle would generate \$10.6 million.

There are further revenues that could be generated under the incorporation option that require local decisions to establish the rates. This paper illustrates the choices that must be made for taxes such as business and occupation (B&O) tax and utility taxes. The North Highline area could generate an additional \$4.3 million from utility taxes and \$411,000 from B&O taxes, using the assumptions set forth in this paper. This compares to \$2.8 million in utility taxes and \$102,800 in B&O taxes for Burien at its tax rates and \$6.0 million in utility taxes and \$766,000 for Seattle at its tax rates, if annexed to either of those cities. The differences relate to the different rates for each utility as established by each city.

There are also other revenues, such as stormwater fees and recreation program fees, that depend upon levels of service and cost estimates to estimate potential revenues.

This version of this report is a draft, subject to discussions with the North Highline Unincorporated Area Council (UAC). Issues for discussion with the UAC include what tax level assumptions should be used in cases where the city has a choice because the tax rate is not prescribed by statute; and what level of service should be selected for programs for which fees are established to cover the program costs (*e.g.*, recreation service fees). Following a discussion with the UAC about these level of service issues, both the revenue and cost papers will be completed.

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# INTRODUCTION

This report is the second in a series of papers to be prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. The study is intended to focus primarily on potential incorporation but will contrast the financial impacts of incorporation to those of annexation to Seattle or Burien. This series of reports creates the building blocks of a final governance options study report that is expected to be completed in late fall 2005.

The first report in this series, the Fiscal Bases report, identified seven key fiscal parameters that, once determined, allow rapid construction of a budget of revenues. These key fiscal parameters are population, households, taxable assessed valuation, taxable retail sales, gross business income, real estate sales and utility tax bases. In the Fiscal Bases report, data used in prior governance studies for North Highline were compared and found to be quite consistent across all of the studies. In the few areas of appreciable variation among sources, the most recent work, an analysis by the King County Office of Management and Budget, was the clearly preferred source. The core fiscal bases data that were selected from the analysis in that report are shown in Table 1, below.

## UNIFIED CORE DATA

As described above, the following data were identified in the Fiscal Bases report as those that will be used for calculating revenues that would be generated by North Highline upon incorporation or annexation to either Burien or Seattle.

BASE	Area A	Area B	Area C	Area D	Area E	Area F	Total
Population	10,750	5,800	-	40	1,460	14,450	32,500
Households	4,010	2,250	-	20	560	5,250	12,090
Taxable Ass'd Val	\$ 595,100,000	\$ 334,700,000	\$ 37,200,000	\$ 55,800,000	\$ 130,200,000	\$ 706,600,000	\$ 1,859,600,000
Taxable Retail Sales	\$ 34,400,000	\$ 19,000,000	\$ 500,000	\$ 18,000,000	\$ 6,000,000	\$ 51,800,000	\$ 129,700,000
Gross Business Inc.	\$ 25,900,000	\$ 47,800,000	\$ 35,200,000	\$ 52,700,000	\$ 1,300,000	\$ 42,600,000	\$ 205,500,000
Real Estate Sales	\$ 64,700,000	\$ 45,700,000	\$ -	\$ -	\$ 11,100,000	\$ 86,200,000	\$ 207,700,000
Utility Tax Base	\$ 24,490,000	\$ 8,820,000	\$ 110,000	\$ 320,000	\$ 1,750,000	\$ 36,730,000	\$ 72,220,000

Table 1 Compiled Fiscal Bases

# CALCULATION OF CORE REVENUES

Most revenues are simply calculations from formulae that multiply the relevant fiscal basis by the local tax rate. Many tax rates are the same in every jurisdiction; others, such as specific levy rates, B&O tax rates, and utility tax rates, differ by jurisdiction based on local decisions. Thus, an unincorporated area such as North Highline could generate different revenue if annexed by Burien than if annexed by Seattle because each city has some different tax rates. Similarly, if incorporated, North Highline would establish tax rates within a specified range for each of those taxes – and these might be the same as Burien or Seattle but could be different from either, as well as different from the existing tax structure applied to the area as an unincorporated portion of King County.

From the fiscal bases described in the last section of this report, *i.e.*, measures such as taxable assessed valuation and population, many of the revenues that would be generated by the area can be calculated. These are itemized and described below.

**Linear Revenues.** Most municipal revenues and many expenses are calculated far more simply than may be apparent in traditional presentations. These calculations at their core are all “linear,” meaning that they are simple multiplications of a number of units multiplied by a corresponding unit revenue (or cost.)<sup>1</sup> For example, if the total of the state revenues which are distributed to cities based on population is currently projected to be \$27.22 per capita – and if an area had 10,750 people, then these “State Shared Revenues” would calculate to be \$292,615.<sup>2,3</sup>

Revenue Base	Revenue	Rate	Area A (as an example)	
			Base	Revenue
Population	State Shared Revenues - Unrestricted	\$27.22	10,750	\$ 293,000
Taxable Ass'd Val	Municipal Levy (if enacted at maximum amount)	1.60000	\$ 595,100,000	\$ 952,000
Taxable Retail Sales	Local Option Sales Tax	0.008415	\$ 34,400,000	\$ 289,000
Real Estate Sales	Real Estate Excise Tax	0.50%	\$ 64,700,000	\$ 324,000
[Et cetera]				

**Table 2 Example Calculation of Linear Revenues**

<sup>1</sup> If the total were plotted on a graph, while the number of units steadily increased, the resultant revenue (or cost) would plot as a line . . . it would be **linear**.

<sup>2</sup> Strictly \$292,615, which the study rounds to \$293,000.

<sup>3</sup> The simplicity is maximized if the revenue bases are all calculated first and the revenues second. For example, the State Shared Revenues include per capita revenues rates for distributions of six different sources, but for most purposes the rates can be summed and the product calculated only once.

**Other Revenues.** Certain revenues are not calculable as one simple product of a fiscal base times a rate. These non-linear revenues include the following.

- Gambling tax revenue is based on a complex formula for different types of gaming activities and is dependent on the gross receipts for each type.
- Leasehold excise taxes vary based on a combination of city option to charge a tax and landlord-tenant leases that may vary in a given year or from year to year.
- Stormwater fees vary based on factors such as extent of impermeable surface, which can vary, and the surface water management program's operating and capital costs that must be funded by the fees.
- Business license revenues depend on the number of licenses and on city policy about enforcing license requirements.
- Franchise fees depend on the numbers and types of utilities that need to use city right of way, and fees change depending on what is needed.
- Admissions tax varies with the nature and number of events for which admission is charged.
- Interest revenue is difficult to predict because each jurisdiction uses different fiscal policies for maintaining cash reserves and for investments, and the levels of interest-paying funds as well as the levels of interest rates may vary during the year.

Table 3, below, portrays the estimated **core revenues** that would be generated by North Highline, using the same sub areas set out in the Burien 2004 study. Core revenues are the revenues that would accrue to the city if North Highline were incorporated or annexed to Burien or Seattle, based on **existing tax rates**. An explanation of how each of the revenue sources was derived follows the tables.

Core revenues are based on the same set of fiscal bases as those now used for revenue generation in King County. They include those listed on the table below.

Revenue Type	Revenue Base		Revenue Rate	Units	Core Revenues							
					Area A	Area B	Area C	Area D	Area E	Area F	Total	
LINEAR CORE REVENUES	Municipal Levy	N. Highline		1.60000	\$ / \$1,000	\$ 952,200	\$ 535,500	\$ 59,500	\$ 89,300	\$ 208,300	\$ 1,130,600	\$ 2,975,400
		Burien	Taxable Ass'd Val.	1.47443		\$ 877,400	\$ 493,500	\$ 54,800	\$ 82,300	\$ 192,000	\$ 1,041,800	\$ 2,741,800
		Seattle		3.35344		\$ 1,995,600	\$ 1,122,400	\$ 124,700	\$ 187,100	\$ 436,600	\$ 2,369,500	\$ 6,235,900
	Fire District Levy	N. Highline		1.62381	\$ / \$1,000	\$ 966,300	\$ 543,500	\$ 60,400	\$ 90,600	\$ 211,400	\$ 1,147,400	\$ 3,019,600
		Burien	Taxable Ass'd Val.	1.50000		\$ 892,700	\$ 502,100	\$ 55,800	\$ 83,700	\$ 195,300	\$ 1,059,900	\$ 2,789,500
		Seattle		0.00000		\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
	St. Shared Revs. (Unrestr'd)		Pop.	\$27.22	\$/ capita	\$ 292,600	\$ 157,900	\$ -	\$ 1,100	\$ 39,700	\$ 393,300	\$ 884,600
	St. Shared Revs. (Restr'd)		Pop.	\$6.89	\$/ capita	\$ 27,600	\$ 15,500	\$ -	\$ 100	\$ 3,900	\$ 36,200	\$ 83,300
	Criminal Justice		Pop.	\$19.86	\$/ capita	\$ 79,600	\$ 44,700	\$ -	\$ 400	\$ 11,100	\$ 104,300	\$ 240,100
	Local Option Sales Tax		Taxable Retail Sales	0.008415	\$/ \$	\$ 289,500	\$ 159,900	\$ 4,200	\$ 151,500	\$ 50,500	\$ 435,900	\$ 1,091,500
REET (Restr'c.)		Real Estate Sales	0.50%	\$/ \$	\$ 323,500	\$ 228,500	\$ -	\$ -	\$ 55,500	\$ 431,000	\$ 1,038,500	
OTHER CORE REVENUES	Gambling Tax	N. Highline		Direct Retrieval 5/2005 by KC	\$ 2,200	\$ 378,300	\$ -	\$ -	\$ -	\$ 515,900	\$ 896,400	
		Burien			\$ 2,200	\$ 378,300	\$ -	\$ -	\$ -	\$ 515,900	\$ 896,400	
		Seattle		[Assumed not allowed within Seattle.]								
	Leasehold Excise Tax			Direct Retrieval 7/2005 by KC	\$ 2,700	\$ 3,200	\$ -	\$ -	\$ -	\$ 1,100	\$ 7,000	
	Storm- water Fees (Restr'd)			Direct Calculation 7/2005 by KC	\$ 188,600	\$ 115,200	\$ 28,100	\$ 32,200	\$ 48,700	\$ 277,000	\$ 689,800	
	Business Lic. Fees	N. Highline			Assume fees equal to Burien's	\$ 9,300	\$ 6,500	\$ 1,400	\$ 4,100	\$ 1,100	\$ 24,400	\$ 46,800
		Burien			Direct Calculation 7/2005 by KC	\$ 9,300	\$ 6,500	\$ 1,400	\$ 4,100	\$ 1,100	\$ 24,400	\$ 46,800
		Seattle			Direct Calculation 7/2005 by KC	\$ 6,100	\$ 5,000	\$ 1,400	\$ 3,400	\$ 800	\$ 16,000	\$ 32,700
Franchise Fees	Cable			Direct Calculation 7/2005 by KC	\$ 105,900	\$ 57,100	\$ -	\$ 400	\$ 14,400	\$ 140,400	\$ 318,200	
TOTAL CORE REVENUES	North Highline (Incorp.)				\$ 3,240,000	\$ 2,245,800	\$ 153,600	\$ 369,700	\$ 644,600	\$ 4,637,500	\$ 11,291,200	
	Burien (Annex.)				\$ 3,091,600	\$ 2,162,400	\$ 144,300	\$ 355,800	\$ 612,200	\$ 4,461,200	\$ 10,827,500	
	Seattle (Annex.)				\$ 3,311,700	\$ 1,909,400	\$ 158,400	\$ 376,200	\$ 661,200	\$ 4,204,700	\$ 10,621,600	

**Table 3 Summation of Core Revenues By Subarea**

Sources for the revenue rates in Table 3, above, are described in the paragraphs below.

## Linear Core Revenues

- Municipal Levy:** King County Assessor. Rates are for 2005. Municipal rates are those of the hypothetical annexing City in the case of annexation and the new City's initial municipal levy in the case of assumed incorporation. The new City initial municipal levy is assumed here to be set to the statutory maximum presuming the new City chose to annex back into fire and library districts: \$1.60

per \$1,000<sup>4</sup>. This would be a slight decrease from the current County Road Levy, which levy is what the new City's municipal levy would in effect replace.

- **Fire District Levies:** King County Assessor, Rates for 2005.
- **State Shared Revenues:** Municipal and Research Services Center of Washington, Budget Suggestions for 2005, August, 2004, projection for 2006.
- **Criminal Justice Sales Tax:** Countywide per capita distribution for cities inferred from Burien's total distribution for 2004 (Washington State Department of Revenue and 4/1/2004 population (Office of Financial Management.)
- **Local Option Sales Tax:** Both 0.5% authorizations of the Local Option Sales Tax for a total of 1.0%, less a 1% administrative charge by Department of Revenue and a 15% allocation to the County. ( $1\% * 99\% * 85\% = 0.008415$ .)
- **Real Estate Excise Tax ("REET").** The local portion of this excise tax on all sales of real estate is authorized in two one-quarter percents (0.25 %), for a total of one-half percent (0.50%, or 0.0050). Both authorizations are restricted to capital projects, with slightly differing definitions of allowable capital projects for each one-quarter percent.

## Other Core Revenues

- **Gambling Tax:** Cities that choose to allow gambling activities within their borders may tax at the following rates: gambling revenues up to 5%; amusement games up to 2%; punch boards and pull-tabs up to 10%; a type of operation called "commercial stimulant" may be taxed up to 10% on gross revenues or up to 5% on net revenues; and card games up to 20%. The taxes may be applied to gross revenues less prizes given. These revenues must "first be used" for gambling law enforcement purposes to the extent necessary for that city. The remaining funds may be used for any general government purpose. Because the gambling tax is difficult to compute, this report uses the Burien rate as computed by King County OMB for the North Highline incorporation option.
- **Leasehold Excise Tax:** Most leases of publicly-owned real and personal property in the state are subject to a leasehold excise tax of 12.84% on the rent paid in lieu of a property tax, of which cities may levy up to 4%, with the State and County retaining the remainder. These taxes are collected by the city and remitted to the Department of Revenue, who then redistributes the city's share of the taxes to the city. This report uses the maximum, 4%, to estimate leasehold excise tax revenues. This is also the rate used by Burien and by Seattle.
- **Stormwater Fees:** Fees may be charged by a city to cover the cost of surface water management programs. The estimates used in this report for the incorporation option are based on revenues currently collected by King County and for program levels established by King County, as follows. Residential property owners pay a flat \$102 annual fee. Commercial property owners pay on an incremental scale based on how much of their parcel is impervious or hard, (buildings, roads and parking lots for example) and the size of the parcel. Low-income senior citizens and the disabled are

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<sup>4</sup> The City's levy may not exceed \$3.60 per \$1,000 when combined with the King County Rural Library District and the North Highline Fire District levies, should the City annex into these districts.

exempt. For the annexation options, Seattle and Burien stormwater fee revenue was estimated by King County OMB based on the rates set by those cities.

- **Business License Fees:** This is a flat fee established by cities to provide a record of businesses operating in the city. The fee is designed to recover the costs of registering and licensing the businesses. This report uses \$75 per business license to calculate potential revenue based on the rates charged by Burien, which is very close to the average rates charged by Washington cities that are in a range of 10,000 population above and below North Highline's population (*i.e.*, between 22,500 and 42,500). The average (mean) business license fee charged by those cities is \$72.00.
- **Admission Tax:** Cities may levy an admission tax up to 5% of the admission charges to places such as theaters, dance halls, circuses, clubs that have cover charges, observation towers, stadiums, etc. Some cities (such as Burien) exempt non-profit organization and school admission revenue. This report does not include admission taxes because there is no data upon which to base an estimate.
- **Franchise Fees:** Cities may levy a charge for private utilities to use rights of way on city streets and other public property. These are limited by state law for light, natural gas, and telephone utilities to the actual administrative expenses incurred by the city directly related to permitting, licensing, plan review and SEPA processes. Cable TV franchise fees are not limited to those costs and may be levied up to 5% of gross revenues. This report does not estimate the revenue from franchise fees because there is no way to identify the rights of way that exist or that may be added.
- **Other:** Cities have a variety of other methods to levy fees and charges to cover the cost of providing services or programs, such as animal licensing, park and recreation fees, etc. Similarly, cities may establish parking meter fees, parking fines and penalties for non-payment. These are not included in this draft report, pending discussion with the study advisory group about levels of service – and the resulting costs that would be covered by these fees.

# CALCULATION OF ADDITIONAL POTENTIAL REVENUES

Additional revenues that would accrue to the city if North Highline incorporates, or to the Cities of Burien or Seattle should North Highline be annexed, include the **business and occupation (B&O) tax and utility taxes**. Revenue generated by these taxes can vary widely based upon what rates are selected by a city.

## Business and Occupation Tax

Business and Occupation (B&O) taxes may be established by a city on businesses with annual gross income exceeding \$20,000. This tax may be set at a percentage rate established by the city and is applied on the gross receipts of the business, less deductions in certain cases. Although cities may establish different rates for different types of businesses, such as manufacturing, retail, services and wholesale (most cities levy a B&O tax rate at 0.002 or lower because voter approval is required for a higher rate), this report uses the rounded mean tax used by Washington cities<sup>5</sup>, 0.002, for calculation of potential revenue for the incorporation option. Burien’s B&O tax rate is 0.0005, while Seattle’s is .00415 for services and 0.00215 for other businesses.

Revenue Type	Revenue Base		Revenue Rate	Units	Additional Revenues							
					Area A	Area B	Area C	Area D	Area E	Area F	Total	
ADDITIONAL REVENUES	B & O Tax	N. Highline	GBI	0.002	\$\$	\$ 52,000	\$ 96,000	\$ 70,000	\$ 105,000	\$ 3,000	\$ 85,000	\$ 411,000
		Burien	Direct Calculation 7/2005 by KC			\$ 13,000	\$ 23,900	\$ 17,600	\$ 26,400	\$ 600	\$ 21,300	\$ 102,800
		Seattle	Direct Calculation 7/2005 by KC			\$ 95,000	\$ 184,000	\$ 97,000	\$ 166,000	\$ 8,000	\$ 216,000	\$ 766,000

**Table 4 Additional Revenue: Business and Occupation Tax**

This table shows how wide the range of potential B&O tax rates is – and the effects of different assumptions. At the 0.002 tax rate, North Highline could generate \$411,000 if incorporated. Burien would collect \$102,800 at its B&O tax rates, while Seattle would collect \$766,000 at its B&O tax rates.

## Utility Taxes

Utility taxes can be a significant source of city revenue. These tax rates are established by the city and may be levied at rates up to 6% without voter approval (more with voter approval) for electric, gas, steam and telephone (including cell phones and pagers); and at any rate selected by the city with no restrictions on the tax rates for water, sewer, and stormwater utilities. The rate on cable TV is governed by the Cable Communications Policy Act of 1984, which requires that the rate not be "unduly discriminatory against cable operators and subscribers".

<sup>5</sup> Association of Washington Cities, [www.awcnet.org/documents/2004botaxrates.pdf](http://www.awcnet.org/documents/2004botaxrates.pdf)



An issue for discussion with the North Highline UAC prior to finalizing this report is what rates should be used for the utility tax revenue estimates.

To project the revenue which would accrue to the city if North Highline were to incorporate and enact a package of utility taxes, this draft report uses a trial rate of 6% for all utilities, based on the highest allowable rate for electric, gas, steam<sup>6</sup> and telephone (including cell phones and pagers) and the Municipal Research Services Center suggestion that a rate of 6% for cable TV would be considered “reasonable”<sup>7</sup>.

Using this assumption, **\$4.4 million** in utility tax revenue could be generated. However, it is important to note that there are many issues contained within this assumption, such as the overlap in water and electricity taxes with the City of Seattle. These issues warrant discussion prior to finalizing this report.

Revenue Type	Revenue Base	Revenue Rate	Units	Additional Revenues: Utility Taxes								
				Area A	Area B	Area C	Area D	Area E	Area F	Total		
ADDITIONAL REVENUES - N Highline	Utility Taxes	Gross Utility Sales	Cable	6	%	\$ 127,000	\$ 68,000	\$ -	\$ 1,000	\$ 17,000	\$ 169,000	\$ 382,000
			Drainage	6	%	\$ 13,000	\$ 8,000	\$ 2,000	\$ 2,000	\$ 3,000	\$ 19,000	\$ 47,000
			Electricity	6	%	\$ 578,000	\$ 140,000	\$ 4,000	\$ 10,000	\$ 16,000	\$ 916,000	\$ 1,664,000
			Natural Gas	6	%	\$ 125,000	\$ 34,000	\$ -	\$ -	\$ 3,000	\$ 222,000	\$ 384,000
			Sewer	6	%	\$ 88,000	\$ 22,000	\$ 1,000	\$ 1,000	\$ 2,000	\$ 142,000	\$ 256,000
			Water	6	%	\$ 141,000	\$ 35,000	\$ 1,000	\$ 2,000	\$ 4,000	\$ 228,000	\$ 411,000
			Telephone	6	%	\$ 142,000	\$ 83,000	\$ -	\$ 2,000	\$ 20,000	\$ 186,000	\$ 433,000
			Cellular	6	%	\$ 87,000	\$ 42,000	\$ -	\$ -	\$ 16,000	\$ 103,000	\$ 248,000
			Solid Waste	6	%	\$ 168,000	\$ 98,000	\$ -	\$ 2,000	\$ 24,000	\$ 220,000	\$ 512,000
			<b>Utility Taxes Total</b>						\$ 1,469,000	\$ 530,000	\$ 8,000	\$ 20,000

**Table 5 Potential Revenue Generated by an Incorporated North Highline Package of Utility Taxes Set at 6%**

The rates for Burien and Seattle are quite different. Table 6, which follows, compares the current utility tax rates for Burien and Seattle.<sup>8</sup>

<sup>6</sup> This report does not include any assumptions about a steam utility, because it is so uncommon. We are not aware of any such utility in the North Highline area.

<sup>7</sup> Municipal Research & Services Center, The New City Guide: How to Start a New City in Washington, February 2002, p.29

<sup>8</sup> **Sources for Burien:** Burien Municipal Code 3.12.040. **Sources for Seattle:** Seattle Municipal Code 5.48.050, Sections A-I; for solid waste also see SMC 5.48.055. Seattle’s electrical rates are 5% if sold outside the State of Washington.

Utility Type	Burien	Seattle
Cable TV	6%	10%
Drainage		11.50%
Electric	3%	6%
Natural Gas	6%	6%
Wastewater		12%
Water		15.54%
Telephone Business	6%	6%
Cellular		
Solid Waste	6%	11.50%
Steam		6%

**Table 6 Burien and Seattle Utility Tax Rates**

These tax rates result in the following revenue that would be generated by the North Highline area if annexed.

Revenue Type	Revenue Base		Revenue Rate	Units	Additional Revenues: Utility Taxes							
					Area A	Area B	Area C	Area D	Area E	Area F	Total	
ADDITIONAL REVENUES - Burien	Utility Taxes	Gross Utility Sales	Cable	6	%	\$ 127,000	\$ 68,000	\$ -	\$ 1,000	\$ 17,000	\$ 169,000	\$ 382,000
			Drainage	0	%	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
			Electricity	3	%	\$ 289,000	\$ 70,000	\$ 2,000	\$ 5,000	\$ 8,000	\$ 458,000	\$ 832,000
			Natural Gas	6	%	\$ 125,000	\$ 34,000	\$ -	\$ -	\$ 3,000	\$ 222,000	\$ 384,000
			Sewer	0	%	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
			Water	0	%	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
			Telephone	6	%	\$ 142,000	\$ 83,000	\$ -	\$ 2,000	\$ 20,000	\$ 186,000	\$ 433,000
			Cellular	6	%	\$ 87,000	\$ 42,000	\$ -	\$ -	\$ 16,000	\$ 103,000	\$ 248,000
			Solid Waste	6	%	\$ 168,000	\$ 98,000	\$ -	\$ 2,000	\$ 24,000	\$ 220,000	\$ 512,000
			Utility Taxes Total					\$ 938,000	\$ 395,000	\$ 2,000	\$ 10,000	\$ 88,000

**Table 7 Revenue Generated by Burien Utility Taxes**

If annexed to the City of Burien, the North Highline area would generate a total of **\$2.8 million** from utility taxes for the City.

Revenue Type	Revenue Base		Revenue Rate	Units	Additional Revenues: Utility Taxes							
					Area A	Area B	Area C	Area D	Area E	Area F	Total	
ADDITIONAL REVENUES - Seattle	Utility Taxes	Gross Utility Sales	Cable	10	%	\$ 212,000	\$ 114,000	\$ -	\$ 1,000	\$ 29,000	\$ 281,000	\$ 637,000
			Drainage	11.50	%	\$ 24,000	\$ 15,000	\$ 3,000	\$ 5,000	\$ 6,000	\$ 36,000	\$ 89,000
			Electricity	6	%	\$ 578,000	\$ 140,000	\$ 4,000	\$ 10,000	\$ 16,000	\$ 916,000	\$ 1,664,000
			Natural Gas	6	%	\$ 125,000	\$ 34,000	\$ -	\$ -	\$ 3,000	\$ 222,000	\$ 384,000
			Sewer	12	%	\$ 176,000	\$ 43,000	\$ 1,000	\$ 2,000	\$ 5,000	\$ 284,000	\$ 511,000
			Water	15.54	%	\$ 365,000	\$ 90,000	\$ 2,000	\$ 5,000	\$ 9,000	\$ 591,000	\$ 1,062,000
			Telephone	6	%	\$ 142,000	\$ 83,000	\$ -	\$ 2,000	\$ 20,000	\$ 186,000	\$ 433,000
			Cellular	6	%	\$ 87,000	\$ 42,000	\$ -	\$ -	\$ 16,000	\$ 103,000	\$ 248,000
			Solid Waste	11.50	%	\$ 322,000	\$ 189,000	\$ -	\$ 3,000	\$ 46,000	\$ 421,000	\$ 981,000
			<b>Utility Taxes Total</b>					\$ 2,031,000	\$ 750,000	\$ 10,000	\$ 28,000	\$ 150,000

**Table 8 Revenue Generated by Seattle Utility Taxes**

If annexed to the City of Seattle, the North Highline area would generate a total of **\$6.0 million** from utility taxes for the City. However, because the City of Seattle already collects the utility taxes from water and electricity from the North Highline area, new revenue that would accrue to the City of Seattle upon annexation of the North Highline area would be less than total revenue generated; it would be \$3.3 million.

Note: In the appendix maps which follow, these same six sets of area data are shown placed spatially over maps of North Highline. Individual maps show fiscal bases, core revenues, and potential additional revenues..

## CONCLUSION

In conclusion, the North Highline area would generate \$11.3 million in Core Revenues if incorporated. It would generate \$10.8 million in Core Revenue for the City of Burien and \$10.6 million for the City of Seattle, if annexed to either of those cities. There is additional revenue potential from a variety of other revenues, the largest of which is the utility tax, and another of which is the B&O tax. At the rates used for estimating in this paper, the North Highline area could generate an additional \$4.3 million from utility taxes and \$411,000 from B&O taxes. This compares to \$2.8 million in utility taxes and \$102,800 in B&O taxes for Burien at its tax rates and \$6.0 million in utility taxes and \$766,000 for Seattle at its tax rates, if annexed to either of those cities.

However, this report remains in draft form and does not include a variety of other somewhat smaller revenue sources – and will not complete the estimate for the B&O or utility taxes referenced above – because feedback from the North Highline UAC is needed to provide direction on which assumptions and rates to use for these taxes.

# APPENDIX: MAPS

**NORTH HIGHLINE UNINCORPORATED AREA COUNCIL**  
**LEVELS OF SERVICE**  
**September 22, 2005**

**1. SETTING LEVELS OF SERVICE**

Levels of service for incorporation have been discussed at two previous North Highline Unincorporated Area Council meetings. On August 18, an introduction to the topic of Levels of Service was presented. On September 15, 2005, a brief presentation was made on existing levels of service in North Highline (with similar information for Seattle and Burien,) followed by public comments on level of service preferences. A summary of the written public comments is attached.

At the 9/22 meeting, the UAC will be asked to provide direction to the governance study consultants regarding what levels of service should be used in projecting the cost of the potential incorporation of North Highline. **A matrix that can be used to organize the UAC discussion is attached as Table 1, below.** The service categories are listed in the same order as those on the handout used at the September 15 meeting, for ease in preparing ideas for the UAC discussion. However, because time constraints require prioritizing to assure adequate time is available for discussing the most important services, a format for the discussion of levels of service is recommended.

**Recommended Discussion Format**

The following order of services is recommended for discussing levels of service. This sequence is based on the cost impacts of the services, from those that are highest proportions of typical city general fund budgets to those that are lower.

1. Police
2. Fire
3. Streets
4. Parks and Recreation
5. Planning and Code Enforcement
6. Social Services
7. Economic Development
8. Other

The attached matrix can be used to fill in the conclusions about levels of service. Following each service is a box that should be marked “yes” for maintaining existing North Highline levels of service or “no” if a change in level of service is desired. For services for which a change is desired, (*i.e.*, when “no” is answered in the center column) – the new LOS is written in the far right column.

<b>SERVICE</b>	<b>Set at Existing (Yes / No)</b>	<b>New LOS (Specify)</b>
	<b>If No →</b>	
Animal Control		
Parks & Recreation		
Planning & Code Enforcement		
Streets		
Solid Waste		
Surface Water Management		
Cable TV		
Police		
Jail		
Municipal Court		
Neighborhood Services		
Fire		
Library		
Senior Center		
Mental Health Services		
Other Social Services		
Public Health		
Economic Development		
Other		

**Table 1 UAC Direction on Level of Service**

## **2. SUMMARY OF WRITTEN PARTICIPANT RESPONSES**

The following information is a compilation of the written response sheets provided by the public at the September 15 Level of Service community meeting. The following themes emerged.

- Very few of the respondents marked the response sheets in a way that indicated they supported levels of service currently provided by a single jurisdiction; most checked different jurisdictions or “other” depending on the service in question.
- Police and Fire services were considered the most important city services by far.
- Social Services, Sewer, Water and Planning/Code Enforcement were deemed the next most important city services
- Safety was the most significant interest identified by the public.
- Social needs were the next most significant interest identified by the public.
- More than half of the respondents expressed a desire to change levels of service from what currently exists in North Highline in the following areas:
  - Cable TV
  - Library
  - Mental Health
  - Parks & Recreation
  - Planning & Code Enforcement
  - Police
  - Public Health
  - Senior Center

For detailed information, refer to the Participant Response Form Report that follows.



**Governance Study Community Meeting  
September 15, 2005  
Levels of City Services**

**Participant Response Form Report**

Which of the following are the three (3) most important services for North Highline?  
Instructions were to please select (✓ ) three (3) from the following list.

**47 responses total**

Animal Control		
Cable TV	2 %	1
Fire	64 %	30
Jail		
Library	6 %	3
Mental Health		
Municipal Court		
Neighborhood Services	13 %	6
Parks & Recreation	11 %	5
Planning & Code Enf.	17 %	8
Police	77 %	36
Public Health	6 %	3
Senior Center		
Social Services & Progs	26 %	12
Solid Waste	4 %	2
Streets	17 %	8
Sewer	21 %	10
Water	19 %	9
Surface Water Management	9 %	4
<b>Other</b> ( <i>Please specify</i> ):	6 %	3
Street cleaning & tree trimming		
Schools		
Accessible Housing (not tent city)		

**Why are these three the most important?**

- Fire & police are safety issues; sewer & solid waste are health/safety issues.
- Fire, police and street cleaning are important for our safety.
- Fire, planning/code enf. & police = safety and quality of life.
- Police & fire-protect people & property; library – everyone has access to knowledge to make decisions.

- Neighborhood, parks & rec., & social services – services to people.
- Fire, police & sewer are most needed in this area.
- Parks for the kids; activities help build citizens. Police - level of crime is high; order must be kept. Social services - many people need outside help in order to thrive and be good citizens.
- Police, sewer & water because these are the services I am most likely to use.
- Fire, police & social services-these are very important to me because as an ethnic community member and leader, I feel Burien does not have any or enough programs.
- Schools; kids have to go to school, why isn't it in here?
- Fire, police & public health – these 3 keep the major threats at bay.
- Fire, planning/code enf. & police – Code enforcement – we want our neighborhoods clean and neat and not at the UN international standards.
- Cable TV, police and surface water management because they relate closest to me at home and my family.
- Fire, sewer & water – our lives depend on them wholly.
- Police & social services – there are a lot of poor people here; I and my family need help with human services. Seattle will offer me what my family needs.
- Fire, police & social services – these are very important to me because I feel Seattle has more programs and resources for these services.
- Fire, police & social services – Burien doesn't have many services for a citizen.
- Fire, police & streets – These are important for public safety.
- Fire & police are important for health, safety and a feeling of security; library is important for information, learning disabilities and information for children to learn how important reading and knowledge is.
- Planning & code enforcement are most important in order to clean up the area and make the best use of space available for development. Streets, including sidewalks, also fit in that category. A community center would be better than a senior center.
- Fire, police & streets – primary services needed for the health and well being of citizens.
- If, as the Nesbitt report says, water, sewer and schools will be unaffected regardless of which way we go, then they are not looked at above. Fire, police & enforcement are essential for public safety.
- Water is needed to stay alive; library houses the files and maps. The fire department is full of people that are miracle workers that need resources.
- Fire, parks & rec., & police – Fire and police are fundamental to maintain quality of life in a community; to maintain order and civility as well as to respond to emergencies and/or natural disasters. Parks and rec. provide community meeting and event areas as well as open space for children and others to enjoy outdoor spaces, especially in lower income neighborhoods.
- Police, sewer & water – they are all important, not just the three I picked. The cable TV can be the bottom of the list.
- Fire, police & streets – These are all services that are being done well under King county and could change drastically for the worse if the area is annexed by Seattle. If annexed by Burien, service will be maintained.

- Fire, police & streets – Safety, health, transportation/people mover.
- There are actually four that are important to public safety and protection (only police, planning & code enf., and sewer were checked by this individual.)
- Fire-primary responder for natural disasters, medial emergencies and structure fires; hazardous materials leaks. Police- humans are not self-policing; protection against anarchy. Planning & code enf – provide growth management and ensure common development standards.
- Planning/Code Enf., streets & sewer – these affect citizens everyday from density of population to potholes in the streets. Other services would apply only as we call upon them.
- Neighborhood services, police & social services – We have strong neighborhoods; many low income people need services until they are self-supporting; King County sheriffs do not have time/skills to deal with urban problems.
- Fire (including aid car), police & public health – Fire and police are essential for public safety; response time is critical. Public Health is critical for health and well-being of the community.
- Sewer, water & surface water management – These are the main areas that we face.
- Fire, sewer & water – Basic survival services.
- Fire, parks & rec., & police – Police & fire cover y most crucial needs and provide social and economic safety. Parks and rec. are important for the community and for neighborhood vitality.
- Fire, police & solid waste – Public health and protection.

**For these three services – and any others you feel are somewhat important – respondents were asked to please select (✓ ) preferred level of service.**

Service	Level of Service to Assume for Incorporation			
	Existing King County	City of Seattle	City of Burien	Other (please describe below)
Animal Control	14	5		Med.LOS
Cable TV	9	5	1	Reasonable LOS More Choice X Doesn't Matter
Fire	23	10	1	Highest LOS More LOS
Jail	16	3	2	Reasonable LOS
Library	17	8	1	High LOS
Mental Health	11	5	2	High LOS More LOS

Service	Level of Service to Assume for Incorporation			
	Existing King County	City of Seattle	City of Burien	Other (please describe below)
Municipal Court	14	8		High LOS
Parks & Recreation	9	14	8	Reasonable LOS
Planning & Code Enforcement	12	8	5	X
Police	18	15	3	Highest LOS More LOS Other
Public Health	16	11		High LOS
Senior Center	6	9	7	High LOS
Solid Waste	16	5	1	Medium LOS
Streets	14	5	2	High LOS Not sure which
Sewer	17	6		High LOS
Water	17	6	1	High LOS
Surface Water Management	13	4	2	High LOS Other
<b>Other (Please specify):</b>				
Human Services		3		
Human Rights		1		
Schools	1			
Economic Development & Housing		1		
Tree Trimming				1

**For services where “Other” was selected as Level of Service, please indicate what Level of Service is desired.**

Service	Description of “Other” Level of Service Desired
Planning & Code Enf.	· Anything stricter than King Co.
Surface Water Management	· Don’t have enough information
Police	· Better response times to all calls; maybe more officers and more officers

Service	Description of “Other” Level of Service Desired
	walking patrol. · Classes for police & fire neighborhood watch, human services volunteers, CPR certification; learn how to help police in neighborhood like a good neighbor. How to prevent the young from pot smoking. Neighborhood meetings. · More staff for more patrols, special gang and drug enforcement units.
Cable TV	· Would like a choice other than Comcast · A cable TV channel
Tree Trimming	· For visibility of traffic and stop signs etc.; and protection of overhead communication lines.
Economic Development	· Façade improvements, business advocates, float loans that help small business.
Office of Housing	· Housing levy; leveraging other fund sources to pay for housing for seniors/disabled.
School	· (no comments provided) · City provide before and after school program funding.
Human Services	· Combination of what is offered by King Co. & Seattle
Services for Seniors	· And prescriptions

Other Comments:

- Thanks for the opportunity
- The diversity of our community needs to be aware of the annexation process and make their decision based upon their choice of Seattle or Burien. I choose Seattle, by far.
- Not Burien.
- I don't think Burien would be good for services for people.
- If we incorporate or annexation is approved, fire, police and school districts should remain at the same level of services.
- Live on an unimproved road that the county won't touch. Would expect an annexation to nullify old agreements and have the road paved/drainage added.
- There are hundreds of gang members involved in drug distribution. A million dollar “budget” for safety and security of citizens. More officers are needed. So many children and youth are being actively recruited in the schools and community. Social service programs and community service social workers and police officers are desperately needed.
- My personal preference is for either annexation to Burien or to leave North Highline as it is.
- Density planning.
- The county services have for me been very good.
- This is a weird survey that leaves out many important programs/services.
- There needs to be more input from the larger community. How come there's a big focus by UAC on what we don't want!
- I work for Seattle Public Utilities, I know for a fact that the cost of utilities will double and quadruple for sewer. I no benefit to annex to the city of Seattle. King County has adequate alternative services.
- North Highline, given its proximity to the City of Seattle, should have a similar level of service. North Highline would see long-term benefits from being annexed by Seattle.

**North Highline  
Governance Study:  
LEVEL OF SERVICE**

**Service: POLICE**

<b>Demand and Staffing</b>		<b>North Highline</b>	<b>Seattle</b>	<b>Burien</b>
<b>Part I Crimes</b>	Raw	1,943	5,294	2,192
	Per 1,000 population	59	62	70
<b>Sworn Officers</b>	# of Sworn Officers	47.1	n/a	39.4
	Per 1,000 population	1.4	2.1	1.3
<b>Dispatched Calls for Service</b>	# of Calls	11,617	37,400	12,233
	Per 1,000 population	355	435	393
<b>Notes</b>				
6.18 patrol officers = one 24-7 patrol (KC Sheriff)				
Seattle figures for total sworn per 1,000 population are for the entire city; other Seattle figures are estimates for the Southwest Precinct only.				

**North Highline  
Governance Study:  
LEVEL OF SERVICE**

**Service: POLICE**

<b>Patrols</b>		<b>North Highline</b>	<b>Seattle</b>	<b>Burien</b>
<b>Patrols Officers</b>	Of the sworn officers, patrol officers are the primary responders to calls.	20.0	84.0	17.0
<b>24-7 Patrols (minimum)</b>	Seattle patrols estimated.	3	14	2 to 3
<b>Dispatched Calls Per Commissioned Officer</b>		247	<i>n/a</i>	311
<b>Dispatched Calls Per Patrol Officer</b>		581	445	720
<u>Notes</u>				
24-7 patrols for Seattle estimated at 6.2 patrol officers per 24-7 patrol. Seattle column is for the SPD Southwest Precinct only.				

**North Highline  
Governance Study:  
LEVEL OF SERVICE**

**Service: POLICE**

<b>Response Times</b>		<b>North Highline</b>	<b>Seattle</b>	<b>Burien</b>
<b>DISPATCH CLASSIFICATION</b> K.C. Sheriff (N. Highline, Burien)	<b>DISPATCH CLASSIFICATION</b> Seattle Police Department			
<b>CRITICAL DISPATCH:</b> Obvious threat to the safety of persons	<b>PRECEDENCE 0 - CRITICAL:</b> Life threatening	4.4	7.0	2.7
<b>IMMEDIATE DISPATCH:</b> Require immed. police action.	<b>PRECEDENCE 1 - IMMEDIATE:</b> Crimes in progress or just occurred	7.4	N/A	6.6
<b>PROMPT DISPATCH:</b> Could escalate if not policed quickly.	<b>PRECEDENCE 2 - URGENT:</b> Could be serious if not policed quickly	15.3	10.4	15.2
<b>ROUTINE DISPATCH:</b> Response time not a critical factor.	<b>PRECEDENCE 3 - PROMPT:</b> Response time not critical	46.7	20.9	48.7
	<b>PRECEDENCE 4 - AS AVAILABLE:</b> After all other higher precedence calls			

Notes

KC figures are for 2004, Seattle figures for 2003.  
Dispatch classifications do not correspond exactly. As reported, Seattle's data was categorized slightly differently than the SPD precedences shown above.



**North Highline  
Governance Study:  
LEVEL OF SERVICE**

**Service: FIRE**

<b>Response Times</b>		<b>North Highline</b>	<b>Seattle</b>	<b>Burien</b>
<b>Structural Fire Call</b>			4.62	
<b>Basic Life Support (BLS) Call</b>		5.4	4.09	3 to 5
<b>Advanced Life Support (ALS) Call</b>			10.40	
<b>Percent of BLS &lt;6 Minutes</b>	(Dispatch to arrival)	N/A	96.6%	N/A
<b>Percent of BLS &lt;12 Minutes</b>	(Dispatch to arrival)	N/A	100.0%	N/A

Notes

Burien (FD2 + FD11) and North Highline (FD11) times include dispatch, turnout and travel time.

Seattle times include only travel time; add approx. 2 min. total for dispatch + turnout pending more information.

**North Highline  
Governance Study:  
LEVEL OF SERVICE**

**Service: ROADS**

<b>Roads Maintenance</b>		<b>North Highline</b>	<b>Seattle</b>	<b>Burien</b>
<b>Road Surface Condition Thresholds and Budgeting</b>	Road segment score threshold deemed to indicate repaving / reconstruction	40	30 to 40	70
	Fraction of segments below this threshold	4.8%	13.2%	35.5%
	Fraction of need budgeted	100%	7.3%	8.2%
<b>Road Surface Scores</b>	Excellent	58%	75%	n/a
	Good	32%		
	Fair	10%		
	Poor	0%		
<b>Average Time Between Overlays</b>	Arterials	n/a	39 yrs.	n/a

**Notes:**

Sources: King County Benchmark Program, February, 2005; King County Road Services, 9/2005; City of Seattle: "Levels of Service, 2005" paper, K. Pittman, 9/14/05.

**North Highline  
Governance Study:  
LEVEL OF SERVICE**

**Service: PUBLIC HEALTH**

<b>Public Health [Programs]</b>	<b>North Highline</b>	<b>Seattle</b>	<b>Burien</b>
Basic King County Health Department Services	White Center Public Health Center	Multiple Clinics	Other Clinics
City Supported Services		Homeless Health, incl TB	Youth Health
		Child Dental	
		Methadone Vouchers	
		Prenatal HIV Prevent.	
		Best Beginnings Nurse Visits	
		Low-Income & High Risk Access & Outreach	
		HIV/AIDS Care	
		Needle Exchange	
		Low Income Primary Care	

**North Highline  
Governance Study:  
LEVEL OF SERVICE**

**Service: SOCIAL SERVICES**

<b>Social Services &amp; Recr'n. [Programs]</b>	<b>North Highline</b>	<b>Seattle</b>	<b>Burien</b>
Recreation	White Center Teen Program	Teen Rec- Variety	Teen Rec- Variety
	Aquatic - Evergreen Pool	Adult Rec - Variety	Adult Rec - Variety
		Special Pop Rec - Variety	Special Pop Rec - Variety
		Camps	Camps
		Coord w/ Schools	Coord w/ Schools
Senior Center	Highline Sr. Center	South Park Sr. Center	Burien Highline Sr. Center
County & Suburban City Consortium	Multiple		Multiple
Affordable Housing Incentives Programs	King County only		
Chronic Public Inebriate services		Seattle only	
At Risk Youth programs		Seattle only	

**North Highline  
Governance Study:  
LEVEL OF SERVICE**

**Service: ECONOMIC DEVEL.**

<b>Economic Devel. / Jobs [Programs]</b>	<b>North Highline</b>	<b>Seattle</b>	<b>Burien</b>
Jobs	King Co. Jobs Initiative	Seattle Jobs Initiative	
	Apprenticeship Programs		
Business Development	Business Finance Programs	Community Capital tech & financial assist	
	Small Business Assistance	Community Dev Corp funding	
		Neighborhood Bus District support	
Infrastructure Support			Town Square
			Rebuild of SW 152nd Street & other
Tech Support		Environmental Extension Service	
General	Seattle-King County Econ Dev Council	Seattle-King County Econ Dev Council	Discover Burien
		Office of Econ Dev	Econ Dev Manager
			Bus & Econ Deve P'ship Advis Group

**North Highline  
Governance Study**

**DRAFT COSTS**

*October 6, 2005*

*North Highline  
Unincorporated Area Council*

 Nesbitt Planning  
and Management, Inc.

In conjunction with  
Northwest Small Cities Services and  
The Connections Group

Funded by The King County Council

## **EXECUTIVE SUMMARY**

This report is the third in a series of papers to be prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. The study reviews the financial impacts of an incorporation of North Highline and provides parameters that may be helpful should the area consider annexation of the area to either Burien or Seattle. This report and the subsequent reports in the series are the building blocks of a final governance options study report that is expected to be completed in late fall 2005.

The “Fiscal Bases” paper that was prepared as the first in this study series presented the fiscal parameters upon which revenues and costs for either incorporation or annexation of the area can be calculated. These fiscal bases were then used to project revenues in the Revenue Report using these. The same fiscal bases, with supplemental departmental data, are used here to project costs in the present report.

This version of this report is a draft, subject to discussions with the North Highline Unincorporated Area Council (UAC). Issues for discussion with the UAC include what level of funding for capital projects need be generated, what changes in services might be considered – increases or reductions, and what potential additional revenues should be considered. Following a discussion with the UAC about this comparison of revenues and costs and the fiscal impacts on taxpayers, a final report will be generated.

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## INTRODUCTION

This report is the third in a series of papers to be prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. This series of reports creates the building blocks of a final governance options study report that is expected to be completed in late fall 2005.

The first report in this series, the Fiscal Bases Report, identified seven key fiscal parameters that, once determined, allow rapid construction of a budget of revenues. These key fiscal parameters are population, households, taxable assessed valuation, taxable retail sales, gross business income, real estate sales and utility tax bases. In the Fiscal Bases report, data used in prior governance studies for North Highline were compared and found to be quite consistent across all of the studies.

In the second report in this series, the Revenues Report, these fiscal bases were applied to project core revenues and potential future revenues across North Highline.

This is the third report, and it examines the costs of providing city services to the North Highline area, should it incorporate. The cost estimates are based on levels of service that were established by the North Highline Unincorporated Area Council (UAC), the advisory group for this project. Information about the levels of services currently provided by King County to North Highline and about levels of service provided by Seattle and Burien was compiled and presented at a public meeting. Feedback from the public was then used by the UAC to determine what levels of service should be assumed for the new city, should North Highline incorporate.

This report is divided into sections that describe the services that would be provided by North Highline, should it incorporate, at the levels given by the UAC. For each section, the factors that contribute to the cost estimates are described and the cost of service is itemized.

To estimate the costs of city services, several types of data were used. One source of data was the cost of similar services in cities of comparable size. The table below shows North Highline in relationship to three existing cities of similar population in western Washington. As shown on the table, although similar in population, these cities vary widely in assessed valuation and in sales tax per population. Other cities of comparable population were not selected for cost comparisons because they differed in substantial ways from North Highline. For example, some of the cities that were also primarily residential had assessed valuation levels that were considerably higher; others had sales tax bases that were quite different from those of North Highline. University Place, Des Moines and Burien were chosen to use as comparable cities in developing cost estimates.

The City of Lacey, another city close to North Highline in sales tax and assessed valuation per population was found to be quite different in character from the others and was not used in this analysis. Its total land area is considerably larger than North Highline and the three comparable cities, and it operates its own utilities.

City	Population (Pop)	Assessed Valuation (AV)	Sales Tax (ST)	AV / Pop	ST / Pop
Des Moines	29,020	\$ 2,085,218,819	\$ 1,715,690	\$ 71,855	\$ 59
University Place	30,800	\$ 2,020,695,507	\$ 1,637,336	\$ 65,607	\$ 53
Burien	31,130	\$ 2,766,091,483	\$ 4,050,601	\$ 88,856	\$ 130
<b>NORTH HIGHLINE</b>	<b>32,500</b>	<b>\$ 1,859,600,000</b>	<b>\$ 1,091,500</b>	<b>\$ 57,218</b>	<b>\$ 34</b>
Lacey	32,530	\$ 2,189,800,865	\$ 5,400,061	\$ 67,316	\$ 166

Sources:  
 Population data: State of Washington, Office of Financial Management  
 Tax data: State of Washington, Department of Revenue  
 Both above sources compiled by MRSC

**Table 1      Comparable cities**

Among the comparable cities selected, there was reasonable similarity in the size and staffing levels of the respective administrative budgets. Therefore, these cities formed a basis for developing the city administrative costs for North Highline. Because Burien is the closest to North Highline geographically and would be most likely to compete for employees – and because it is used as a comparison among the community for governance options analysis - its salaries were most often selected for development of administrative costs for North Highline, should it incorporate.

However, for police, public works, parks and social services, the budgets of the comparable cities varied widely based on levels of service in each city and therefore they could not be used for development of those budgets. In these cases, King County salaries were used where readily available.

This report addresses the operating budget of the presumed city and does not include the capital improvement program (CIP). The CIP will be provided as the next step in this project.

This analysis shows that the cost of providing city services, should North Highline incorporate, at levels of service desired by the community, would be \$ 15.5 million annually, with one time startup costs of \$ 1.4 million.

## DEPARTMENTAL BUDGETS

### **Note Regarding Special Districts:**

The reader will note that several important service areas do not appear in the departmental budgets which follow. Each of these areas is not a service which would be the responsibility of or provided by the City of North Highline. (Services provided by other entities under contract to the City, such as Police Services by the King County Sheriff, *are* included in the departmental budgets.)

### **Fire Districts**

Any portion of a fire district which is incorporated as a new city or annexed to an existing city is automatically removed from that fire district. The city then has the option of providing service on its own, contracting for service, or annexing back into the district for it to continue providing service. The UAC directed that annexation back into Fire District 11 should be presumed after incorporation.

### **Water and Sewer Service**

Incorporation has no affect on responsibilities for water or sewer service. The boundaries of water and sewer districts are unchanged.<sup>1</sup>

### **School Districts**

Incorporation also has no affect on school districts.<sup>2</sup>

### **Library Districts**

Any portion of a library district which is incorporated as a new city or annexed to an existing city is automatically removed from that library district. The city then has the option of providing service on its own, contracting for service, annexing back into the district for it to continue providing service, or not providing any library service. The UAC directed that annexation back into King County Rural Library District should be presumed after incorporation.

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<sup>1</sup> The same is true if an area annexes to an existing city. The UAC would like noted that should North Highline annex to Seattle, Seattle has indicated an intent to consider negotiating a consolidation with water and sewer districts serving North Highline.

## **Department: Administration**

This analysis presumes an administrative department that combines the support functions of city government –Finance, Human Resources, Legal, and Property Services – and houses the cost allocations for contracts for which there are no direct staff costs. These contracts include Jail, Municipal Court and Animal Control.

### **Service Area: City Manager**

The City Manager reports to the full Council and is responsible for direction to and management of all other City departments.

The City Manager’s budget represents the cost of the City Manager, Assistant City Manager, City Clerk, and administrative support to these positions.

### **Service Area: Finance**

The Finance section is responsible for the City’s financial planning and financial operations. The scope of this administrative unit includes services for all of the City’s funds, such as rate analysis, revenue forecasting, budget preparation, financial planning, accounting, financial reporting, payroll processing, vendor payments, and cash control.

This report assumes that the staffing level would be comparable to that of the similar cities described at the beginning of this report and would include a Director, two Accountants, an Accountant Assistant, a Management Analyst, and a Department Assistant. Also included in this budget would be the cost of contract services to analyze and increase the city’s ability to collect business and occupation and utility taxes, the city’s insurance premiums and Puget Sound Air Pollution Control Authority annual costs.

A contingency reserve amount of \$200,000 is also budgeted in this analysis, pending adoption of City financial policies that would specify the basis of a general fund minimum fund balance. Additionally, this budget includes the cost of furniture, computers and telecommunications equipment for each employee and the Mayor.

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<sup>2</sup> The same is true if an area annexes to an existing city. If the annexing party were to be Seattle, the boundaries of the Seattle School District (an entity distinct from the City of Seattle) would not change. The Highline School District would continue to provide the schools for the portion of North Highline annexed.

## **Service Area: Human Resources**

The Human Resources section is responsible for assuring effective recruitment, selection and retention of employees and timely and equitable implementation of the City's employment policies, procedures, practices and related legal requirements. The Department is further responsible for negotiation of employment contracts for represented employees. In the first year of operation, the Human Resources Department may require support from a consultant firm to fill all of the City positions, and this support is included in this cost estimate.

## **Service Area: Legal**

The Legal section consists of the City Attorney who is charged with providing legal advice to the City, defense of the City in civil suits, and prosecution on behalf of the City. The City Attorney is supported by a paralegal and by contracted legal support that the City Attorney would coordinate. Contracted legal services are used to provide flexibility and to be able to obtain legal specialization when needed that is too costly to provide in City staffing.

Initially, the legal contract costs would be higher than subsequently (barring unforeseen extreme legal challenges in the future) – and the budget includes one-time costs for extra contract legal support to assist with setting up the City's municipal code and administrative policies upon incorporation.

## **Service Area: Property Services**

Property management costs in the early years of operation for a new city would consist primarily of City Hall rental, utility payments, and janitorial services. Ultimately, the City's property management services would expand to include responsibility for maintaining a city property inventory, advising the City Manager and elected officials on how to minimize the property costs for the city and future real estate investments. . This cost estimate assumes that initially City Hall would be leased. Remodel costs are estimated at \$50/square foot.

## **Service Area: Contract for Jail Services**

The City must provide for the bookings and detention housing of City prisoners. As the crime rates in the City of Burien and in the North Highline are very similar<sup>3</sup>, this study projects the jail costs using Burien's experience and scaling by the relative numbers of crimes charged annually. Burien has not just one but a

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<sup>3</sup> Serious crimes ("Part 1 Crimes") per thousand population for 2004 were 70.4 in Burien and 61.5 in North Highline.

collection of contracts for jail services: with King County, Yakima County, and Okanogan County for detention; with the City of Renton for the transfer of prisoners to Yakima; and with Washington Association of Sheriffs and Police Chiefs for electronic home detention. This analysis uses the total cost of these contracts.

Part 1 Crimes, Burien 2004	2,192
Part 1 Crimes, North Highline 2004	2,012
Par1 Crimes (North Highline / Burien)	0.92
Burien: 2005 Budget	\$ 439,900
North Highline: Projection	\$ 404,000

**Table 2 Jail Costs**

### **Service Area: Contract for Municipal Court**

Upon incorporation, the new city may form its own municipal court or may contract with King County to use the District Court to provide Municipal Court services. This report assumes a contract for District Court, with a budget based on Burien’s court costs. [Note: Cost estimate is pending for this line item.]

### **Service Area: Contract for Animal Control Services**

King County provides animal control services to cities upon contract. This report assumes that animal control will continue to be provided by contract with King County after incorporation. Burien’s animal control contract costs are used for this analysis. [Note: There is no cost estimate in this draft for this small contract.]



## Cost Projection

<b>Administration</b>			
	<b>Finance</b>	<b>\$1,038,676</b>	<b>\$680,950 6.0</b>
	Contingency Reserve	\$200,000	
	Contracts	\$55,000	
	Insurance	\$200,000	
	Intergov't'l	\$12,000	
	Salaries & Benefits	\$559,676	6.0
	Supplies	\$10,000	
	TeleCommunication Systems & IT		\$323,950
	Travel & Training	\$2,000	
	<b>City Manager</b>	<b>\$1,124,039</b>	<b>\$0 4.0</b>
	Advertising	\$3,000	
	Animal Control Contract		
	Furnishings & Equipment		\$0
	Jail Contract	\$404,000	
	Municipal Court Contract	\$300,000	
	Salaries & Benefits	\$407,039	4.0
	Supplies	\$6,000	
	Travel & Training	\$4,000	
	<b>HR</b>	<b>\$157,718</b>	<b>2.0</b>
	Advertising	\$5,000	
	Salaries & Benefits	\$148,218	2.0
	Supplies	\$2,500	
	Travel & Training	\$2,000	
	<b>Legal</b>	<b>\$711,909</b>	<b>2.0</b>
	Contracts	\$511,000	
	Registrations & Training	\$4,000	
	Salaries & Benefits	\$188,409	2.0
	Subscriptions & Publications	\$6,000	
	Supplies	\$2,500	
	<b>Property Services</b>	<b>\$100,000</b>	<b>\$357,000</b>
	City Hall Rent, Utilities & Custodial	\$100,000	\$357,000

Table 3 Departmental Cost: Administration

## Department: Legislative Branch

### Service Area: City Council

The City Council is the legislative body of city government and is responsible for adoption of City legislation and budget. This report assumes that if incorporated, North Highline would have a Council-Manager form of government with seven Council members, one of which would be selected by the other Councilmembers to serve as Mayor, and a City Manager.

For this analysis, the City Council salary rate was established at the same rate as the City of Burien, \$7200 annually for Councilmembers and \$9000 annually for the Mayor. Other cities of the same size that were examined for comparability paid their Councils at higher rates, both salaries and benefits.

Also included in this budget are the dues paid to organizations in which the City Councilmembers would be likely to be active participants: Association of Washington Cities, Puget Sound Regional Council, and Suburban Cities Association.

### Cost Projection

<b>Legislative Branch</b>	<b>\$126,376</b>	<b>7.0</b>
<b>City Council</b>	<b>\$126,376</b>	<b>7.0</b>
Memberships	\$40,000	
Salaries & Benefits	\$56,376	7.0
Supplies	\$2,500	
Travel & Training	\$27,500	

Table 4 Legislative Cost: City Council

## **Department: Planning & Community Development**

The Planning and Community Development Department would be responsible for long-range planning for the City, economic development, development and implementation of land use codes and building regulations, and code enforcement. This Department budget is divided into several sections, including Administration, Economic Development, Planning, and Building and Code Enforcement.

### **Service Area: Administration**

The function of this section is to oversee and support the activities of the entire department. The costs assumed in the Administration section of this department include three positions: the Director, a Grant Writer and a Departmental Assistant.

### **Service Area: Economic Development**

The function of this Division is to promote business development and jobs in the North Highline area to increase city revenue and economic opportunities for residents of the new City. This is one of the high priorities of the North Highline Unincorporated Area Council. The budget for this Division includes an Economic Development Manager and a Departmental Assistant, supported by the grant writer funded in the Administration budget and consultant support for crafting an economic development plan. It is assumed also that the Economic Development Manager would work closely with the Planning Division to assure that long-range city plans optimize the opportunities for economic development in the City. The budget also includes printing and binding costs to allow production of marketing materials and/or plans as needed.

If North Highline incorporates or annexes, it will lose the current King County Jobs Initiative, a program serving only unincorporated area residents, which provides a range of support to over 100 North Highline residents, including small business assistance, job training, integration of English as a Second Language into courses at the community college, transportation support (such as free bus passes or reduced gasoline prices), and child care. Continuation of this program was described as a high priority for the North Highline Unincorporated Area Council. However, King County staff indicate that it would not be likely this program could be replicated by the City at its current cost (approximately \$400,000 annually)<sup>4</sup>. Opportunities that the County has, such as the ability to provide free bus passes, for example, would not accrue to the new City. When asked if the new City could fund a continuation of all or part of the program via interlocal agreement with the County, County staff could not anticipate the terms and

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<sup>4</sup> Telephone conversation with Carolyn Bledsoe, Jobs Initiative Coordinator, King County, 10/5/05.

conditions of such an arrangement. Therefore, this report does not include the cost of the Jobs Initiative. However, if incorporation proves to be financially feasible otherwise, it would be important for community leadership to negotiate arrangements with King County for continuation of some portion of the Jobs Initiative after incorporation.

The Housing and Urban Development (HUD) funded programs now coordinated by the County would remain available after incorporation, including the program of low interest loans for façade improvement.

## **Service Area: Planning**

The responsibilities of this Division would be to develop comprehensive land use and supporting implementation plans and codes to guide the City's future development. Assumptions included in this analysis for the cost of this division include a substantial staffing level to support the need for development of a citywide vision, land use plans, and integrated strategies for achieving the City's vision. This planning activity can be expected to be intense for the first few years and involve a large number of community meetings and publications for review. The assumed staffing includes a Manager, Senior Planner, three Planners and a Department Assistant, supported by consultants for comprehensive and capital facilities plan development. The budget also assumes that some consultant support will be needed annually.

## **Service Area: Building & Code Enforcement**

The function of this Division would be to approve building plans and specifications, perform building inspections and perform other code enforcement activities. This was considered a high priority by the North Highline UAC. This report assumes a staffing level of eight positions, including a Manager, Building Official, Building Inspector, Electrical Inspector, two Code Compliance Officers, Permit Technician and a Department Assistant.

## Cost Projection

<b>Planning &amp; Community Development</b>		<b>\$1,670,362</b>	<b>\$355,000</b>	<b>19.0</b>
<b>Planning</b>		<b>\$592,298</b>	<b>\$295,000</b>	<b>6.0</b>
	Advertising		\$10,000	
	Community Visioning		\$100,000	
	Contracts	\$50,000	\$175,000	
	Printing & Binding		\$10,000	
	Salaries & Benefits	\$528,298		6.0
	Subscriptions & Publications	\$2,000		
	Supplies	\$6,000		
	Travel & Training	\$6,000		
<b>Economic Development</b>		<b>\$192,344</b>	<b>\$60,000</b>	<b>2.0</b>
	Contracts		\$60,000	
	Printing & Binding	\$20,000		
	Salaries & Benefits	\$165,844		2.0
	Subscriptions & Publications	\$2,000		
	Supplies	\$2,500		
	Travel & Training	\$2,000		
<b>Administration</b>		<b>\$258,782</b>		<b>3.0</b>
	Registrations & Training	\$4,000		
	Salaries & Benefits	\$250,282		3.0
	Subscriptions & Publications	\$2,000		
	Supplies	\$2,500		
<b>Building &amp; Code Enforcement</b>		<b>\$626,938</b>	<b>\$0</b>	<b>8.0</b>
	Registrations & Training	\$6,000		
	Salaries & Benefits	\$604,938		8.0
	Subscriptions & Publications	\$6,000		
	Supplies	\$10,000		
	Travel	\$0	\$0	

Table 5 Departmental Cost: Planning & Community Development

## Department: Parks & Recreation

The Parks and Recreation Department is responsible for maintaining park and recreation facilities and for planning and conducting recreation programs. The estimated costs of providing parks and recreation services in the new city, should North Highline incorporate, are based on the actual cost to King County of maintaining the existing park facilities and providing certain recreation programs.

Currently, King County provides minimal maintenance to the 15 county parks located within the boundaries of the North Highline area. Over the past few years, King County has reduced both its maintenance on and recreational services at local parks in unincorporated areas and intends to divest these local parks whenever the host area becomes incorporated or annexes. The County would also like to divest itself of the Evergreen Pool, which is located in North Highline. The following table shows the local county parks that are located in North Highline.

<b>County Park Facilities</b>	
1	Arbor Lake Park
2	Evergreen Athletic Fields
3	Hamm Creek Natural Area
4	Hazel Valley Park
5	Hilltop Park
6	Lakewood Park, incl. Tennis Courts
7	North Shorewood Park
8	Puget Sound Park
9	Southern Heights Park, including Tennis
10	White Center Bog Natural Area
11	White Center Heights Park
12	White Center Ch of Commerce Building
13	White Center Park Community Center
14	White Center Park, including Baseball, Raquetball, Tennis
15	Salmon Creek Park
<b>King County Pool</b>	
	Evergreen Pool

**Table 6 Parks and Pools**

The North Highline UAC requested that this analysis include an assumption that maintenance and recreation services would be increased upon incorporation. The number of park facilities is substantial, and the diminished maintenance in recent years has been inadequate. Thus, the costs are provided in two categories: cost of maintaining the parks and providing recreation at the current level of service, and cost of doubling the maintenance and recreation services. White Center Park remains in the category of a local park for this analysis because King County staff has indicated the County does not intend to retain it as a regional park<sup>5</sup>.

In the case of Evergreen Pool, which could be considered a regional facility drawing from more than the North Highline population, the new city might want to negotiate with Burien to develop a cost-sharing arrangement – or contract with a private non-profit organization to operate the pool and its programs. However, for this analysis, the costs incurred by King County are used as the basis for pool costs upon incorporation.

This report has organized the cost analysis for parks and recreation in the following sections: Administration, Aquatics, Maintenance, and Recreation. Added facilities, such as development of new ball fields, would be addressed in the CIP report that comes later. A separate memo will be provided to the UAC regarding formation of a Parks District.

## **Service Area: Administration**

The city budget for Parks and Recreation Administration assumes a Parks and Recreation Director, who would be responsible for management of the entire Parks and Recreation Department, and a department assistant.

## **Service Area: Aquatics**

The budget in this report for the Aquatics Division of Parks and Recreation includes a Pool Manager, Senior Swim and Lifeguard Swim Instructors, three pool operators and temporary or seasonal help hours equivalent to two additional instructional and lifeguard positions. There is no increase in pool services anticipated in this budget.

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<sup>5</sup> Telephone conversation with Tom Koney, Assistant Director, King County Parks and Recreation Division, 10/4/05.

## Service Area: Maintenance

This budget in this report for the Parks Maintenance services is based on the current King County budget and staffing levels and includes three full-time maintenance positions plus additional seasonal and part-time maintenance hours equivalent to four additional positions. The cost impact of doubling this level of parks maintenance is also provided. The added maintenance could be used to support P-Patches and other program augmentation as well as to improve general maintenance.

## Service Area: Recreation

The Recreation services budget in this report assumes the current level of recreation service provided by King County, which includes a Recreation Coordinator, Recreation Specialist and temporary help – and shows the cost impact of doubling this staffing level. The current services are primarily the Teen program at White Center Park. The increase would allow additional recreational programming for children and/or adults.

## Cost Projection

<b>Parks &amp; Recreation</b>		<b>\$1,718,903</b>	<b>\$168,250</b>	<b>15.0</b>
<b>Administration</b>		<b>\$192,200</b>		<b>2.0</b>
Salaries & Benefits		\$187,700		2.0
Supplies		\$2,500		
Travel & Training		\$2,000		
<b>Aquatics</b>		<b>\$599,751</b>		<b>6.0</b>
Salaries & Benefits-Current Maintenance		\$153,539		3.0
Salaries & Benefits-Current Recreation		\$232,100		3.0
Supplies - Current Maintenance		\$24,168		
Supplies - Current Recreation		\$17,310		
Travel & Training		\$2,000		
Utilities & Other - Current		\$170,634		
<b>Recreation</b>		<b>\$323,395</b>		<b>4.0</b>
Salaries & Benefits - Added Programs		\$133,855		2.0
Salaries & Benefits - Current Programs		\$147,240		2.0
Services-Added		\$10,000		
Services-Existing		\$10,000		
Supplies - Current Programs		\$10,150		
Supplies- Added Programs		\$10,150		
Travel & Training		\$2,000		
<b>Maintenance</b>		<b>\$603,557</b>	<b>\$168,250</b>	<b>3.0</b>
Equipment Replacement Reserve		\$27,500	\$168,250	
Salaries & Benefits - Added Maintenance		\$216,955		
Salaries & Benefits-Current Maintenance		\$216,955		3.0
Supplies - Added Maintenance		\$46,456		
Supplies - Current Maintenance		\$46,456		
Utilities & Other - Added		\$16,411		
Utilities & Other - Current		\$32,823		

Table 7 Departmental Cost: Parks & Recreation



## Department: Police

Police services are often both a major local government expense and a service strongly sought by residents of unincorporated areas. Currently the King County Sheriff provides police services to North Highline as part of unincorporated King County, as well as to the adjoining cities of Burien and SeaTac under contract. Satisfaction with the police services is generally high, as measured both by the Sheriff Office's "2004 Citizen Survey – Summary Report" and this current governance study's more recent door-to-door survey. The North Highline Unincorporated Area Council directed that this study presume a contract for police services with the King County Sheriff and that the current level of police services be used for projecting costs.

Part of the Sheriff's Precinct 4, North Highline's boundaries line up well with those of Patrol Districts K-1, K-2, K-7, and K-11. The "N" and "L" districts comprise Burien and SeaTac, respectively.

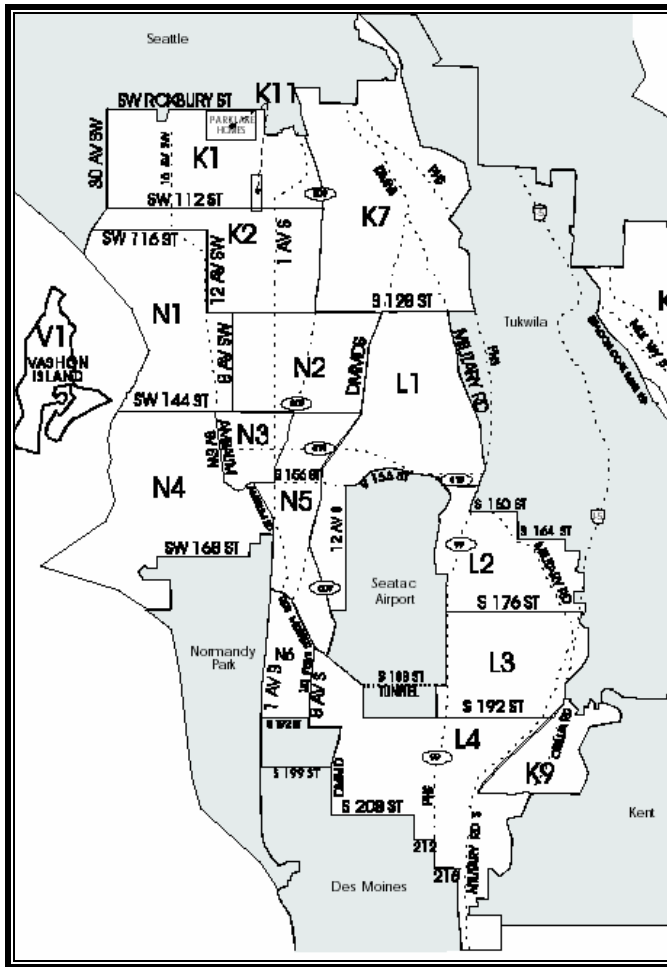


Figure 1 King County Sheriff's Office, Patrol Districts in Precinct 4

Crimes rates for the most serious crimes in North Highline and its two adjoining cities are quite similar when normalized by population, as are dispatches of police officers.

	<b>North Highline</b>	<b>Burien</b>	<b>SeaTac</b>
<b>Part I Crimes</b>	2,012	2,192	2,012
<b>Per 1,000 population</b>	62	70	74
<b>Dispatched Calls for Service</b>	11,617	12,233	9,933
<b>Per 1,000 population</b>	355	393	395

**Table 8 Crimes and Calls**

Over the last ten to fifteen years of incorporations and annexations, the Sheriff’s Office has developed an active contracting program. As of 2004, the Sheriff serves over 200,000 people in twelve cities and towns with contracted police services.

The Sheriff offers three contract models, which differ primarily in how in how closely the contracted resources are tied to the contracting city. The Sheriff’s Office describes these models as follows:

**The Flex Model**

The Sheriff responds to 911 calls and patrols the area as if the city were another unincorporated area. Because all services are shared, deputies wear county rather than city uniforms.

**The Shared Supervision Model**

Under the most popular model, the city has dedicated patrol officers and a dedicated city chief who work only in the city. It is called shared supervision because the precinct command staff (sergeants, captains, major) supervise the city officers who are on patrol as well as the unincorporated deputies.

**City Model**

Under this model, every position serving the city is dedicated to the city. They essentially operate as a stand-alone city police department. They share specialized services such as major investigations with the county and other partners to significantly reduce costs.

The Sheriff’s proposal for serving a putative City of North Highline was made under the “Flex Model” above, though other choices by the community are possible. The proposal is comprised of three costs: **Precinct Staff** for the police patrols and their support, **Communications**, and **Support / Specialized Functions**. The proposal is included in the Appendices to this report.

## Service Area: Precinct Staff

Current police patrol staffing for North Highline is 20.0 patrol officers, which provide round the clock staffing of a minimum of three patrols<sup>6</sup>. There is some flexibility in the functions purchased – the City may purchase more or fewer storefront, school resource officers, and community service officers. It is as yet unresolved whether any other line items would scale with the number of patrol officers purchased.<sup>7</sup>

## Service Area: Communications

Communications is a fixed cost based on the historical number of dispatches in the area.

## Service Area: Support / Specialized Functions

This area includes support functions which are either required by the Sheriff (*e.g.*, major crimes unit or tactical unit) or technically optional but likely to be required by the sense of most communities (*e.g.*, domestic violence unit, DUI, etc.)

## Cost Projection

<b>Police</b>	<b>\$6,152,410</b>	<b>45.8</b>
<b>Precinct Staff</b>	<b>\$4,210,577</b>	<b>39.0</b>
Captains	\$112,774	0.8
Community Service Officers	\$158,451	2.0
Detective Units	\$1,012,048	9.3
Major	\$15,441	0.1
Police Patrol	\$2,069,517	20.0
Precinct Facility	\$88,032	
Sergeants	\$442,046	3.7
Storefront Officers / SRO's	\$312,268	3.0
<b>Support / Specialized Functions</b>	<b>\$1,361,740</b>	
Dom.Viol.; Fraud, Forgery & Computer Forensics, DUI	\$433,588	
DOT Motorcycle / Traffic	\$187,475	
K-9; Major Accident Resp/Reconstruction; Hostage Negot.	\$159,215	
Major Crimes; Tactical Unit	\$581,462	
<b>Communications</b>	<b>\$580,093</b>	<b>6.8</b>
911	\$580,093	6.8

Table 9 Departmental Cost: Police

<sup>6</sup> Counting for office time, meetings, shift changes, etc., it takes 6.18 patrol officers to cover one patrol, 24 hours per day, 7 days per week.

<sup>7</sup> The question is, if the City were to contract for, say 4 patrols, would some of the non-optional line items scale up by a factor of 4/3?

## **Department: Public Works**

The responsibilities of the Public Works Department would be to manage the streets and surface water management programs and to monitor the Washington Transportation and Utilities Commission (WUTC) franchise of solid waste services. State statute<sup>8</sup> provides for solid waste collection companies that are franchised by the Washington State Transportation and Utilities Commission to continue their franchises for seven years upon incorporation. Therefore, Solid Waste services do not have a cost to the City in the short-term and are not further addressed in this cost report. However, although currently the North Highline area receives a level of service in solid waste and recycling collection that is similar to both Seattle and Burien, it will be important for the City to monitor services and determine if at some point in the future the City should establish its own franchise and set levels of service.

### **Service Area: Administration**

Administration would consist of a Department Director and a department assistant. The Director would be responsible for management of all of the department's functions.

### **Service Area: Engineering**

Public Works involve a great deal of engineering work, both for roads and for surface water management. The Public Works Engineering section includes two engineers and a GIS program to map and manage data throughout the North Highline area.

### **Service Area: Surface Water Management (SWM)**

The North Highline Unincorporated Area Council directed that this study presume continuation of surface water management services. Indeed, most cities establish a surface water management utility and user charge system as soon as possible in order to receive the utility revenue. Since SWM is a separate utility, its revenues are restricted to its special purposes. Both its revenues and costs are accounted outside the General Fund in the utility's SWM Fund.

King County SWM currently spends the revenue collected in North Highline for programs and services in North Highline as well as for a number of purposes which extend beyond any one area. The residual funds are applied towards funding of SWM capital needs<sup>9</sup>. When a city forms its own SWM utility, it

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<sup>8</sup> See RCW 35.13.280

usually contracts back with King County for the billing of the user charge and the collections and disbursement of revenues. This analysis estimates these costs and adds them to the current annual North Highline costs identified by King County SWM.

<b>Surface Water Management Annual Costs</b>	
Program Costs Ascribable to the North Highline Area	\$ 791,000
Billing Costs (KC SWM)	10,000
Revenue Collection and Disbursement (KC Finance)	15,000
<b>Total</b>	<b>\$ 816,000</b>

**Table 10 SWM Annual Costs**

## Service Area: Road Maintenance

King County currently maintains the local roads in the North Highline area, which total a little more than 90 miles. (See the inventory in Table 11, below.) The huge majority of these roads (almost 71 miles) are local access roads.

<b>TOTAL LENGTHS [in miles]</b>	<b>Pavement Type</b>			<b>Grand Total</b>
	Asphalt Concrete Pavement (ACP)	Bituminous Surface treatment (BST)	Portland Cement Concrete (PCC)	
Functional Class				
14 = Urban principal arterial	4.58		0.38	4.96
16 = Urban minor arterial	5.79		1.42	7.21
17 = Urban collector	6.83	0.17		7.00
19 = Urban local access	56.86	14.12		70.98
<b>Grand Total</b>	<b>74.06</b>	<b>14.29</b>	<b>1.80</b>	<b>90.15</b>

**Table 11 Inventory of Roads in North Highline**

Maintenance of this inventory requires both regular maintenance and, at longer intervals, capital projects to augment and/or improve the road system.

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<sup>9</sup> Current and programmed SWM capital projects will be assessed in the report on the City Capital budget to follow

## **Regular Maintenance**

For this analysis King County calculated the costs currently attributable to the North Highline area using, the County Maintenance Management System to retrieve costs for road maintenance, traffic maintenance, and engineering.

<b>Regular Road and Traffic Maintenance</b>	<b>Budgetted Cost</b>
Road Maintenance - General	\$ 711,274
Road Maintenance - Major	\$ 62,703
Sign Maintenance	\$ 82,531
Signal Maintenance	\$ 48,583
Street Lighting	\$ 150,000
Traffic Engineering	\$ 41,616
Total	\$ 1,096,707

**Table 12 King County Costs – Regular Road Maintenance**

Inventories accessed in creating these estimates are included in the Appendices.

## **Resultant Road Condition**

County's are required to conduct surveys to rate the condition of each segment of every road, generally once every other year. Ratings of surface condition range from 0 to 100. Each jurisdiction has different thresholds for remedial action, but generally roads whose maintenance condition has fallen below a rating of 40 are generally considered in danger of requiring full reconstruction, with potential major road base reconstruction. Roads scoring a rating above 85 are generally considered to require little or no restorative or preventative road surface maintenance. The County provided this study with the ratings and characteristics of each one of the 407 road segments in North Highline in electronic form, from which an analysis of the distribution of segment ratings was calculated.

The results of this analysis are shown in Table 13 (length in miles) and Table 14 (percentages of total,) below. A 60% majority of the road segments in North Highline are in excellent condition, which King County defines as scoring ratings of 75 or better . A total of 90% of the road segments are in good or better condition, which King County defines as a rating of 50 or better. These are very good scores. The roads policy is to fully fund rehabilitation of any and all road segments which falls below 40, a standard matched by few area cities.

TOTAL LENGTHS [in miles]		Subarea						
Condition	Minimum Score for Condition	A	B	C	D	E	F	Grand Total
Excellent	75	17.24	6.54	0.79	1.01	2.40	26.38	54.36
Good	50	7.75	3.85		0.52	1.35	13.14	26.61
Fair	30	2.49	3.14	0.12	0.10	0.87	2.46	9.18
Poor	0							
<b>Grand Total</b>		27.48	13.53	0.91	1.63	4.62	41.98	90.15

**Table 13 Road Segment Lengths By Surface Condition by Subarea**

PERCENTAGE OF SUBAREAS' LENGTHS		Subarea						
Condition	Minimum Score for Condition	A	B	C	D	E	F	Grand Total
Excellent	75	63%	48%	87%	62%	52%	63%	60%
Good	50	28%	28%	0%	32%	29%	31%	30%
Fair	30	9%	23%	13%	6%	19%	6%	10%
Poor	0	0%	0%	0%	0%	0%	0%	0%
<b>Grand Total</b>		100%	100%	100%	100%	100%	100%	100%
Subarea Lengths' Percentage of Total Length		30%	15%	1%	2%	5%	47%	100%

**Table 14 Road Segment Lengths Percentages By Surface Condition by Subarea**

It is sometimes useful to display the full distribution of scores rather than just the score counts by various bins, such as quantized ranges shown above. Table 15, below shows the “cumulative distribution”<sup>10</sup> of scores for each study subarea, as well as the curve for the average for the entire study area shown in bold.

<sup>10</sup> A cumulative distribution shows the accumulated measure of some score. In this case, the curve shows the cumulative percent of road miles which have scores up to a certain score. For example, following the curve from left to right, 100% of all road miles have a surface condition score greater than or equal to zero, about 90% have a score greater than about 50, about 60% have a score greater than about 75, and about 10% have a score of almost 100.

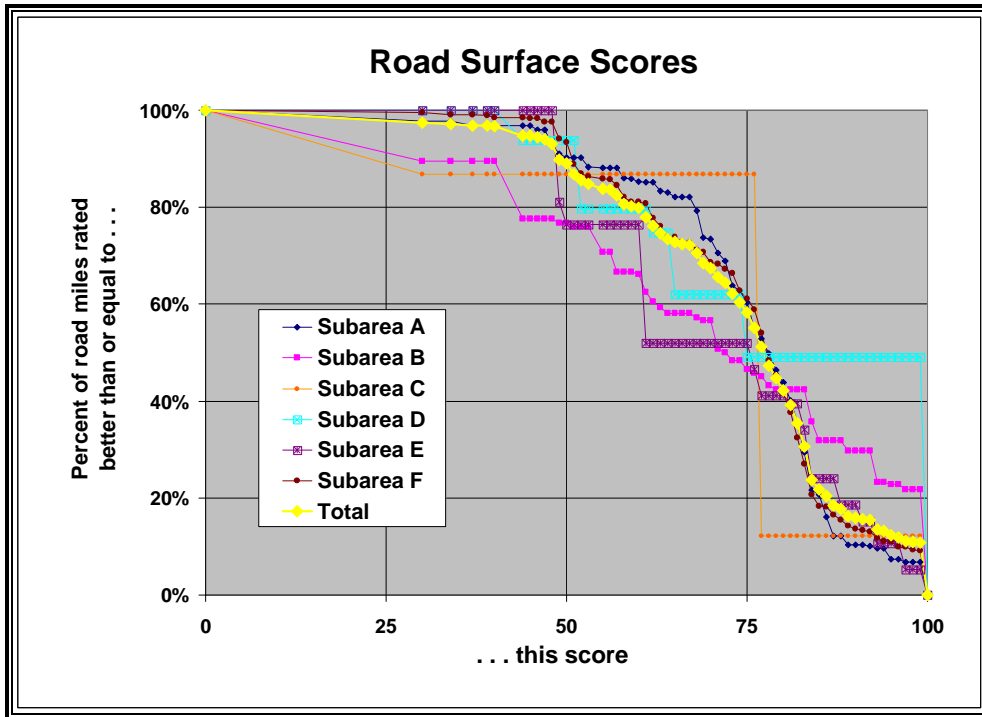


Table 15 Cumulative Distribution of Road Surface Scores by Subarea

**Note:** The costs discussed above are only the operational and maintenance costs. The capital costs which the County invests in its road system are much more substantial. The historical actual and projected future roads capital costs in North Highline will be examined in the report on the City Capital budget to follow.



## Cost Projection

<b>Public Works</b>	<b>\$2,259,285</b>	<b>\$54,000</b>	<b>8.9</b>
<b>Roads</b>	<b>\$1,096,707</b>		<b>6.9</b>
Road Maintenance - General	\$711,274		6.9
Road Maintenance - Major	\$62,703		
Sign Maintenance	\$82,531		
Signal Maintenance	\$48,583		
Street Lighting	\$150,000		
Traffic Engineering	\$41,616		
<b>Surface Water Management</b>	<b>\$816,210</b>		
Billing	\$10,000		
Program Costs	\$791,210		
Revenue Collection and Disbursement	\$15,000		
<b>Administration</b>	<b>\$192,200</b>		<b>2.0</b>
Salaries & Benefits	\$187,700		2.0
Supplies	\$2,500		
Travel & Training	\$2,000		
<b>Engineering Services</b>	<b>\$154,168</b>	<b>\$54,000</b>	
Salaries & Benefits	\$149,668		
Supplies	\$2,500	\$54,000	
Travel & Training	\$2,000		

**Table 16 Departmental Cost: Public Works**

## **Department: Social / Health Services**

The responsibilities of this department would be to coordinate City funding to agencies that provide human services to City residents. Most cities provide few, if any, human services. This is most often a county or state responsibility, and the cost of services is affordable only to the largest jurisdictions. However, it is not unusual for mid-size cities to contribute limited financial supplemental support to some private non-profit or community agencies that offer human services.

King County currently provides a broad range of human and public health services. Many, if not most, of these services would continue to be available to eligible North Highline residents even after incorporation. Some examples of these include the mental health and developmental disabilities services that the County provides regionally for eligible residents within the County regardless of municipality.

However, the County provides a number of programs only to unincorporated area residents, and these would not continue upon incorporation. These include funding to several agencies for services to homebound elderly, certain support to the City of Burien and Boulevard Park Senior Services, and prevention programs for youth provided by New Futures and the Southwest Boys and Girls Club. The UAC would like these services to continue and to be augmented, if possible, to include a day care subsidy program, an immigrant referral service, a dental clinic, renovation of the White Center Public Health Clinic, and Living classes.

### **Service Area: Administration**

This budget includes a Program Coordinator/Grant Writer position to manage the allocation and distribution of these City funds directly to the agency service providers and to obtain grant funding that could expand the service funding to include the other social and health programs the UAC would like to see funded that are not among those suggested below under the Contracts section.

### **Service Area: Contracts**

This section includes funding to support the youth and senior programs now provided by King County for which North Highline residents would no longer be eligible upon incorporation plus support for an immigrant referral service. The budget also includes an allocation for the King County Detoxification program, as that is required to be eligible for receipt of certain alcohol and tobacco sales tax revenues, for the Historic Preservation Association and an allocation for analysis of and future budgeting for neighborhood funding.

## Cost Projection

<b>Social/Health Services</b>	<b>\$418,228</b>	<b>\$50,000</b>	<b>1.0</b>
<b>Administration</b>	<b>\$78,228</b>		<b>1.0</b>
Salaries & Benefits	\$78,228		1.0
<b>Contracts</b>	<b>\$340,000</b>	<b>\$50,000</b>	
Alcoholism, Drug Addic	\$5,000		
Historical Pres	\$10,000		
Immigrant Referral Service	\$25,000		
Neighborhood Services		\$50,000	
Public Health	\$25,000		
Senior Services	\$160,000		
Youth Services	\$115,000		

Table 17 Departmental Cost: Human Services

## COSTS SUMMARY

<b>Department Service</b>	<b>Annual Cost</b>	<b>One-Time Cost</b>	<b>FTE's</b>
<b>Administration</b>	<b>\$3,132,342</b>	<b>\$680,950</b>	<b>14.0</b>
City Manager	\$1,124,039	\$0	4.0
Finance	\$1,038,676	\$323,950	6.0
HR	\$157,718		2.0
Legal	\$711,909		2.0
Property Services	\$100,000	\$357,000	
<b>Legislative Branch</b>	<b>\$126,376</b>		<b>7.0</b>
City Council	\$126,376		7.0
<b>Planning &amp; Community Development</b>	<b>\$1,670,362</b>	<b>\$401,000</b>	<b>19.0</b>
Administration	\$258,782		3.0
Building & Code Enforcement	\$626,938	\$46,000	8.0
Economic Development	\$192,344	\$60,000	2.0
Planning	\$592,298	\$295,000	6.0
<b>Parks &amp; Recreation</b>	<b>\$1,718,903</b>	<b>\$168,250</b>	<b>15.0</b>
Administration	\$192,200		2.0
Aquatics	\$599,751		6.0
Recreation	\$169,390		2.0
Maintenance	\$323,734	\$168,250	3.0
Maintenance - Additional	\$279,823		
Recreation - Additional	\$154,005		2.0
<b>Police</b>	<b>\$6,152,410</b>		<b>45.8</b>
Communications	\$580,093		6.8
Precinct Staff	\$4,210,577		39.0
Support / Specialized Functions	\$1,361,740		
<b>Public Works</b>	<b>\$2,259,285</b>	<b>\$54,000</b>	<b>8.9</b>
Administration	\$192,200		2.0
Roads	\$1,096,707		6.9
Engineering Services	\$154,168	\$54,000	
Surface Water Management	\$816,210		
<b>Social/Health Services</b>	<b>\$418,228</b>	<b>\$50,000</b>	<b>1.0</b>
Administration	\$78,228		1.0
Contracts	\$340,000	\$50,000	
<b>Grand Total</b>	<b>\$15,477,906</b>	<b>\$1,354,200</b>	<b>110.7</b>

Table 18 Summary of Annual and One-Time Costs

# APPENDICES

**APPENDIX 1    King County Sheriff's Proposal**

**APPENDIX 2:   King County: Sign and Signal Maintenance**

**APPENDIX 3:   King County: Signal Inventory**

**APPENDIX 4:   King County: Street Inventory**

[Provided September 8, 2005, 2005 to Tom Nesbitt for Highline Study]

### North Highline Police Services

The following chart shows the allocation of existing King County Sheriff's Office resources to the North Highline area. The allocation is based on 2001-2003 workload information (e.g., dispatched calls for service and detective cases), 2005 staffing, and 2005 adopted budget. These figures can serve as a baseline for identifying "status quo" levels of service for incorporation or annexation.

The notes identify which items are required or optional under the contract. It's important to understand that an incorporated area likely cannot simply eliminate optional services as a cost-saving measure. The work done by these groups is vital to public safety, and would need to be addressed with FTEs in other service categories.

Category	FTE	2005 Cost	Notes
<b>Precinct Staff</b>	<b>38.98</b>	<b>\$4,210,576</b>	
<i>Major</i>	0.10	\$15,441	Required
<i>Captains</i>	0.84	\$112,774	Required
<i>Sergeants</i>	3.70	\$442,046	Required. City may opt to have city-only positions.
<i>Patrol Deputies</i>	20.00	\$2,069,517	Required
<i>Detective Units</i>	9.33	\$1,012,048	Required. City may opt to have city-only positions.
<i>Storefront Officers and SROs</i>	3.00	\$312,268	Optional
<i>Community Service Officers</i>	2.01	\$158,451	Optional (non-sworn)
<i>Precinct Facility</i>		\$88,032	Required
<b>Communications (9-1-1)</b>	<b>6.81</b>	<b>\$580,093</b>	<b>Required</b>
<b>Support/Specialized Functions</b>	<b>10.13</b>	<b>\$1,361,739</b>	
<i>Major Crimes Unit; Tactical Unit</i>		\$581,462	Required
<i>K-9; Major Accident Response &amp; Reconstruction; Hostage Negotiation</i>		\$159,215	Required, but cities may opt to pay on a per-use basis (most common with K-9).
<i>Domestic Violence Unit; Fraud, Forgery &amp; Computer Forensics, DUI</i>		\$433,588	Optional
<i>DOT Motorcycle/Traffic</i>		\$187,475	Provided only to unincorporated areas (funded through County DOT)
<b>Total Staff/Cost (2005 Figures)</b>	<b>55.92</b>	<b>\$6,152,407</b>	
<i>Population</i>	32,700	32,700	
Sworn/1000 .... Cost/Capita	1.4	\$188	

### About the Sheriff's Office Contract Program

If North Highline incorporates, the new city would have the option of providing police services through a contract with the King County Sheriff's Office. Under the Sheriff's Model, the new city would be able to select from a variety of services and service levels to meet its needs. The model can easily be changed as the city matures and adjusts its priorities.

The Sheriff's Office offers three contract models, and then allows the cities to choose which services they want under that model (some, such as patrol or 911 communications are mandatory). Each model offers a different balance of cost effectiveness and local control. All costs include the uniform, equipment, vehicles, insurance, administration, and support.

Flex Model	Shared Supervision Model	City Model
<p>We respond to 911 calls and patrol the area as if the city were another unincorporated district. Because all services are shared, deputies wear county rather than city uniforms.</p> <p>* This model is represented in the allocation above.</p>	<p>Under our most popular model, the city has dedicated patrol officers and a dedicated city chief who work only in the city. We call it shared supervision because the precinct command staff (sergeants, captains, major) supervise the city officers who are on patrol as well as the unincorporated deputies.</p>	<p>Under this model, every position serving the city is dedicated to the city. They essentially operate as a stand-alone city police department. They share specialized services such as major investigations with the county and other partners to significantly reduce costs.</p>

**Additional Notes:**

- Under a contract, the city would have the option to add dedicated sergeants, detectives, motorcycle officers, and/or school resources officers. This can be done at any time.
- The city will not need to provide clerical support. Precinct clerical staff and evidence/supply specialist costs are embedded in staff costs.
- The city will not need to provide a police facility; officers will have access to the precinct facilities.
- The Sheriff's Office includes all central support costs (personnel, payroll, crime analysis, records, etc.) in staff costs. Vehicles and insurance also are included.
- The Sheriff's Office covers liability for police actions.
- The police chief may determine that additional shifts are necessary to cover local concerns (e.g., increased traffic) and can adjust schedules accordingly, within labor agreements.
- Figures represent best available data, and may be updated at a later date.

ORGANIZATION #1683 TRAFFIC - SIGN MAINTENACE FILE SET 932 N. Highline PAA

COUNTY WIDE

***** A C T I V I T Y *****		***** W O R K P R O G R A M *****					***** A N N U A L B U D G E T *****				
CODE	DESCRIPTION/FEATURE MAINTAIN	ANNUAL WORK QTY	CREW-DAY ACCOMP	UNIT MEAS	CREW DAYS	LABOR DAYS	LABOR COST	EQUIPMENT COST	MATERIAL COST	LUMP SUM COST	T O T A L C O S T
202E	SIGN MAINTENANCE										
	4,349 ALL SIGNS -----	1,522	15	EA	101	117	38,638	3,876	7,930		50,444
206E	THERMOPLASTIC PAVEMENT MKG S/F										
	31,274 ALL THERMOL--PLASTIC	4,691	700	SF	7	27	7,122	1,324	2,397		10,843
255E	STRIPING										
	48 STRIPING MILES-----	119	36	MI	3	17	5,412	1,912	11,241		18,565
477E	SIGN INSPECTION										
	LH 6 ALL RDWAY SURFACE TF	62	16		4	8	2,555	123			2,678
-----											
1683	TRAFFIC - SIGN MAINTENACE					TOTALS:	168	53,727	7,236	21,568	82,531



ORGANIZATION #1684 TRAFFIC - SIGNAL MAINTENANCE FILE SET 932 N. Highline PAA

COUNTY WIDE

***** A C T I V I T Y *****			***** W O R K P R O G R A M *****				***** A N N U A L B U D G E T *****				
CODE	DESCRIPTION/FEATURE MAINTAIN	ANNUAL WORK QTY	CREW-DAY ACCOMP	UNIT MEAS	CREW LABOR DAYS	LABOR COST	EQUIPMENT COST	MATERIAL COST	LUMP SUM COST	T O T A L C O S T	
222E	SIGNAL PREVENTIVE MTC 27 ALL SIGNALS -----	108	4	EA	27 41	14,177	1,998	83		16,258	
223E	SIGNAL CONTROLLER REPAIR 27 ALL SIGNALS -----	36	3	EA	12 24	8,013	1,354	550		9,917	
22TE	POLE REPLACEMENT 27 ALL SIGNALS -----	2	1	EACH	2 4	1,361	220	3,529	1,037	6,147	
23TE	SIGNAL VIDEO DETECTION 27 ALL SIGNALS -----	8	3	LH	3 3	945	160			1,105	
24TE	SIGNAL HEAD REPLACEMENT 1,140 ALL HEADS SIGNAL/FLA	2	4	EACH	1 2	517	85	946		1,548	
256E	SIGNAL ELECTRICAL REPAIR 27 ALL SIGNALS -----	18	4	EACH	5 9	3,076	498	2,448	467	6,489	
25TE	SIGNAL INTERCONNECT MTC 27 SIGNALS IN SYSTEMS	3	8	LH	1	435	71	22		528	
276E	STREET LIGHT - REPLACE BULB EA 6 ALL RDWAY SURFACE TF	1	10			42	7	13		62	
277E	STREET LIGHT REPAIR/REPLACE 6 ALL RDWAY SURFACE TF	1	6	EACH		70	11	16	65	162	
39AE	TRAFFIC INVESTIGATION 8 ENGINEERING HOURS	3	8	LH		82	4			86	
40TE	PRE-EMPTION MAINTENENCE 27 ALL SIGNALS -----	21	4	EACH	5 5	1,790	303	1,201		3,294	
413E	UTILITY LOCATING 27 ALL SIGNALS -----	1	6	EALC		76	13			89	
474E	FLASHER PREVENTIVE MTC 21 ALL FLASHERS -----	11	8	EA	1 3	882	143	27		1,052	
475E	SMALL HARDWARE REPAIR 27 ALL SIGNALS -----	8	5	EACH	2 2	513	173	610		1,296	
478E	SIGNAL LOOP SPLICING 1,296 SIGNAL LOOPS -----	13	10	EACH	1 1	436	74	41		551	
-----											
1684	TRAFFIC - SIGNAL MAINTENANCE			TOTALS:	95	32,415	5,113	9,486	1,569	48,583	
-----											
	TRAFFIC SIGNALS & SIGN MAINT			TOTALS:	1569	86,143	12,349	31,054	1,569	131,115	

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SUMMARY REPORT

FILE SET 932 N. Highline PAA

COUNTY WIDE

***** A C T I V I T Y *****		***** W O R K P R O G R A M *****				***** A N N U A L B U D G E T *****				
CODE	DESCRIPTION/FEATURE MAINTAIN	ANNUAL WORK QTY	CREW-DAY ACCOMP	UNIT MEAS	CREW LABOR DAYS	LABOR COST	EQUIPMENT COST	MATERIAL COST	LUMP SUM COST	T O T A L C O S T
1683	TRAFFIC - SIGN MAINTENACE				TOTALS: 168	53,727	7,236	21,568		82,531
1684	TRAFFIC - SIGNAL MAINTENANCE				TOTALS: 95	32,415	5,113	9,486	1,569	48,583

TRAFFIC SIGNALS & SIGN MAINT

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TOTALS: 1569 86,143 12,349 31,054 1,569 131,115

KING COUNTY  
DEPARTMENT OF TRANSPORTATION  
MAINTENANCE MANAGEMENT

INVENTORY QUANTITY

BUDGET: 104 2004 CITY OF BURIEEN

FY: 2004

FEATURE	DESCRIPTION	MEASURE	QUANTITY
40	ALL SIGNS -----	EACH	3,504.00
41	CROSSWALKS	SQ FT	26,877.00
42	ALL SIGNALS -----	EACH	37.00
43	FIRE SIGNALS -----	EACH	1.00
44	ALL SIGNAL HEADS -----	EACH	1,332.00
45	ALL FLASHERS -----	EACH	13.00
46	ALL FLASHER HEADS -----	EACH	104.00
47	ALL LUMINARS -----	EACH	1.00
48	SIGNAL LOOPS -----	EACH	1,776.00
51	INVENTORY 10 -----	EACH	0.00
52	INVENTORY 1,000 -----	EACH	0.00
53	INVENTORY 100,000 -----	EACH	0.00
54	STOP BARS -----	SQ. FEET	3,100.00
55	ARROWS/LEGENDS -----	EACH	7,516.00
56	D-3 SIGNS -----	EACH	0.00
57	STRIPING MILES-----	ROAD MILES	45.00
58	NUMBER OF COUNTERS -----	EACH	0.00
59	ALL THERMOL--PLASTIC	SQ FT	38,711.00
60	STANDBY DAYS IN YEAR ----	EACH	0.00
63	SIGNALS IN SYSTEMS	EACH	36.00
64	CONDUIT JB REPAIR/REPLACE	L/F	22,200.00
65	ALL RDWAY SURFACE TFC RD	MILES	99.00
66	ENGINEERING HOURS	HOUR	175.00
69	ADMIN HOURS	HOUR	0.00
70	ALL HEADS SIGNAL/FLASHER	EACH	1,436.00

Burien PAA - Area Compare								
	Area_A	Area_B	Area_C	Area_D	Area_E	Area_F	Total	
Total Road Surface Area	355,434.3	183,558.0	6,350.4	21,261.7	61,115.9	553,915.8	1,181,636.1	Square Yards
<b>Total Road Miles - All Road Types</b>	<b>27.4</b>	<b>14.0</b>	<b>0.4</b>	<b>1.6</b>	<b>4.6</b>	<b>42.8</b>	<b>90.8</b>	<b>Road Miles</b>
Lane Miles - All Paved Road Surface	54.9	28.3	0.8	3.2	9.4	85.6	182.2	Lane Miles
Lane Miles - Light Bituminous	10.9	5.1	0.4	0.1	0.7	11.2	28.4	Lane Miles
Lane Miles - Gravel Road	0.0	0.0	0.0	0.0	0.0	0.1	0.1	Lane Miles
Lane Miles - A/C and Concrete	44.0	23.0	0.4	3.1	8.6	74.3	153.4	Lane Miles
Lane Miles - A/C Only	42.5	23.0	0.4	2.8	8.6	71.2	148.5	Lane Miles
Road Miles - A/C Road Surface	21.1	11.4	0.2	1.4	4.3	35.5	73.9	Road Miles
Road Miles - A/C and Light Bituminous	26.6	14.0	0.4	1.4	4.6	41.2	88.2	Road Miles
Lane Miles - Light Bituminous and Gravel	10.9	5.1	0.4	0.1	0.7	11.4	28.6	Lane Miles
Square Yards - Concrete Road Surface	9,988.0	0.0	0.0	2,222.0	0.0	20,064.0	32,274.0	Square Yards
Curb and Gutter - Linear Feet	52,231.0	23,211.0	0.0	3,419.0	10,771.0	128,117.0	217,749.0	Linear Feet
Total Catch Basins and Manholes - Each	758.0	448.0	1.0	43.0	181.0	1,171.0	2,602.0	Each
Paved Ditch and Gutter - Linear Feet	2,110.0	3,028.0	0.0	0.0	428.0	1,907.0	7,473.0	Linear Feet
Open Ditch - Linear Feet	48,044.0	26,688.0	1,227.0	3,765.0	5,342.0	56,055.0	141,121.0	Linear Feet
Enclosed Pipe System - Linear Feet	96,665.0	50,872.0	462.0	5,490.0	18,761.0	135,085.0	307,335.0	Linear Feet
Total Cross Culverts and Access Tiles	627.0	200.0	2.0	25.0	94.0	837.0	1,785.0	Each
Cross Culverts Only	222.0	76.0	1.0	23.0	39.0	372.0	733.0	Each
Curb & Gutter and Thickened Edge - Road Miles	12.6	5.6	0.0	0.9	2.6	25.9	47.6	Road Miles
Gravel Shoulders - Road Miles	34.8	16.0	0.8	0.7	5.0	41.0	98.3	Road Miles
Gravel Shoulders - Lane Miles	184,479.0	85,448.0	4,381.0	4,350.0	27,724.0	218,042.0	524,424.0	Linear Feet
Planter Strips - Square Yards	5,283.9	1,477.9	0.0	107.0	2,030.6	13,882.2	22,781.6	Square Yards
Total Shoulder Miles - All Types	40.0	21.0	0.8	2.4	6.2	52.8	123.2	Road Miles
Total Shoulder Feet - Linear Feet	211,781.0	111,522.0	4,381.0	13,237.0	34,113.0	279,812.0	654,846.0	Linear Feet
Paved Shoulders - Road Miles	5.0	4.7	0.0	1.6	1.1	11.4	23.8	Road Miles
A/C Walkways - Linear Feet	2,325.0	12,315.0	0.0	0.0	68.0	645.0	15,353.0	Linear Feet
Concrete Walkways - Square Yards	25,380.4	5,084.4	0.0	826.5	5,452.7	52,344.9	89,088.9	Square Yards
A/C Walkways - Square Yards	1,291.5	6,841.5	0.0	0.0	37.7	358.3	8,529.0	Square Yards
Mowable Slopes - Square Yards	11,813.9	16,259.3	1,091.3	2,767.3	4,176.6	9,561.2	45,669.6	Square Yards
Mowable Slopes - Pass Miles	9.9	13.7	0.9	2.3	3.5	8.0	38.3	Pass Miles
Mowable Slopes - Lane Miles	3.2	4.5	0.3	0.7	1.1	2.6	12.4	Lane Miles
Jersey Barriers - Linear Feet	0.0	0.0	0.0	675.0	0.0	0.0	675.0	Linear Feet
Retaining Walls - Linear Feet	3,600.0	955.0	0.0	0.0	0.0	6,732.0	11,287.0	Linear Feet
Guardrails - Linear Feet	530.0	2,059.0	0.0	992.0	0.0	3,739.0	7,320.0	Linear Feet
Retaining Walls - Cubic Yards	6,399.9	1,697.6	0.0	0.0	0.0	11,967.9	20,065.4	Cubic Yards
Retaining Walls - Square Yards	2,399.9	636.6	0.0	0.0	0.0	4,487.9	7,524.4	Square Yards
Bridges	1.0	0.0	0.0	1.0	0.0	0.0	2.0	Each
Bridge Drains	6.0	0.0	0.0	6.0	0.0	0.0	12.0	Each
Bridge Surface - Linear Feet	172.0	0.0	0.0	216.0	0.0	0.0	388.0	Linear Feet
Fencing - Linear Feet	320.0	0.0	0.0	0.0	0.0	1,406.0	1,726.0	Linear Feet
Auxillary Pipe - Linear Feet	27.0	13.0	0.0	1.0	30.0	31.0	102.0	Linear Feet
Planter Boxes	0.0	0.0	0.0	0.0	0.0	0.0	0.0	Each
Trash Racks	1.0	0.0	0.0	0.0	0.0	0.0	1.0	Each
Headwalls	2.0	1.0	0.0	0.0	0.0	0.0	3.0	Each
Brick Road Surface - Lane Miles	0.0	0.0	0.0	0.0	0.0	0.0	0.0	Lane Miles
Road Surface Bulb	0.0	0.0	0.0	0.0	0.0	0.0	0.0	Each
Cul-De-Sac	1.0	0.0	0.0	0.0	0.0	0.0	1.0	Each
Speed Bumps	0.0	0.0	0.0	0.0	0.0	0.0	0.0	Each
Crossing Enclosed Pipe	0.0	0.0	0.0	0.0	0.0	0.0	0.0	Linear Feet
Box Culverts	0.0	0.0	0.0	0.0	0.0	0.0	0.0	Each
R/D Facilities	1.0	0.0	0.0	0.0	0.0	1.0	2.0	Each

**North Highline  
Governance Study**

**CAPITAL BUDGET  
TABLES**

*October 20, 2005*

## CIP Sources

To estimate the likely annualized capital costs for North Highline, should it incorporate, King County capital expenditures were examined. Since fire and library facilities would be provided by those respective districts<sup>1</sup>, capital needs for North highline would be limited to streets, general government, surface water, and parks facilities. King County actual capital expenditures for these facilities are summarized in Table 1 below. While King County Roads and Surface Water Management Divisions each had a pattern of ongoing capital projects over the prior five years and forecast over the upcoming four years, King County Parks did not have a regular capital program for parks facilities in North Highline, and only the costs budgeted for 2005 were available. For each of the sources of capital project data identified below in Table 1, below, a detailed list of the projects follows. Evergreen Pool was omitted from the list of Parks projects because it can be considered a potential regional facility not necessarily one that would be assumed by the new City, should North Highline incorporate.

Sources	Characterization	Number	Cost
Roads CIP	South Park Bridge, curb, gutter, sidewalk, pedestrian improvements, traffic signal, widening, crosswalk, lane improvements, resurfacing, drainage, miscellaneous, shoulder improvements	47 projects	\$35 million, between 2000 - 2009
Parks CIP	White Center Field House, Arbor Lake play area, Lakewood Park pumphouse and play area, misc small projects and two master plans	17 projects	\$1.048 million in 2005
SWM CIP	Lake Hicks, conveyance, flood reduction, water quality, testing, NDAP	21 projects	\$4.19 million between 2002 - 2009

**Table 1 Sources of CIP Project Information for North Highline**

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<sup>1</sup> Per the Level of Service direction given by the North Highline UAC, 9/19/05

## Roads CIP

Type	Actual Expenditures					Budgeted	Programmed					Total
	2000	2001	2002	2003	2004	2005	2006	2007	2008	2009		
South Park Bridge	\$ 344,779	\$ 395,692	\$1,838,778	\$1,321,378	\$1,131,475	\$2,688,145	\$ 926,000	\$3,321,000	\$7,320,000	\$ 136,000	\$19,423,246	
Curb, Gutter, Sidewalk	\$ 311,587	\$1,277,408	\$2,343,725	\$1,053,731	\$ 410,484	\$3,845,271	\$ -	\$ -	\$ -	\$ -	\$ 9,242,205	
Pedestrian Improvements	\$ 29,732	\$ 252,754	\$ 284,918	\$ 967,970	\$ 109,603	\$ 12,907	\$ -	\$ -	\$ -	\$ -	\$ 1,657,883	
Traffic Signal	\$ -	\$ 4,974	\$ 65,297	\$ 226,953	\$ 200,672	\$ 343,120	\$ -	\$ -	\$ -	\$ -	\$ 841,016	
Widening	\$ 25,408	\$ 138,603	\$ 645,240	\$ 193,166	\$ 617	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 1,003,034	
Crosswalk	\$ -	\$ -	\$ -	\$ 99,366	\$ 27,975	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 127,341	
Lane Improvements	\$ -	\$ -	\$ 49,789	\$ 31,756	\$ 2,166	\$ 20,000	\$ -	\$ -	\$ -	\$ -	\$ 103,711	
Resurfacing	\$ -	\$ -	\$ 52,894	\$ 113,544	\$ 22,385	\$1,503,720	\$ -	\$ -	\$ -	\$ -	\$ 1,692,542	
Drainage	\$ 264	\$ 328,308	\$ 63,722	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 392,294	
Miscellaneous	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	
Shoulder Improvements	\$ -	\$ -	\$ 69,568	\$ -	\$ 6,240	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 75,807	
<b>Grand Total</b>	<b>\$ 711,770</b>	<b>\$2,397,737</b>	<b>\$5,413,931</b>	<b>\$4,007,863</b>	<b>\$1,911,617</b>	<b>\$8,413,163</b>	<b>\$ 926,000</b>	<b>\$3,321,000</b>	<b>\$7,320,000</b>	<b>\$ 136,000</b>	<b>\$34,559,081</b>	

**Table 2 Roads CIP Project Information for North Highline – By Year and Type of Improvement**

## Parks CIP

Type	Detail	2005 Budgetted
<b>White Center Fieldhouse</b>	White Center Fieldhouse Study	\$ 332,405
	Replacement of Roof	
	Ventilation Improvements to Fieldhouse	
	Refinish of gymnasium floor	
	Electrical Upgrades to Fieldhouse	
<b>Arbor Lake Play Area</b>	Replacement of Play Area	\$ 94,262
<b>Lakewood Park Pumphouse</b>	Construction of new Pumphouse	\$ 325,000
	Installation of two new larger capacity vertical turbine pumps (3 cfs each) and controls	
	New electrical service	
	Replacement of the Pumphouse intake line	
	Replacement of the forcemain from the Pumphouse to 10th Ave SW	
<b>Lakewood Park Play Area</b>	Replacement of Play Area at Lakewood Park	\$ 75,000
<b>Small Contracts Program</b>	White Center Fieldhouse Parking lot paving	\$ 52,500
	Roof repair of racquetball courts	
	ADA repairs to White Center Fieldhouse	
<b>Other</b>	Master Site Plan, Lakewood Park	\$ 169,200
<b>TOTAL</b>		\$ 1,048,367

Table 3 Parks CIP: Project Information for North Highline – For One Year: 2005



## SWM CIP

Start Date	Constr. Date	#	Project Name	Budget (\$)	2000	2001	2002	2003	2004	2005	2006	2007	2008
2000	2002	1	Lake Hicks Outlet Force Main Improvements – 10th Ave.	\$ 150,000	50,000	50,000	50,000	-	-	-	-	-	-
2003	2003	2	Lake Hicks Emergency – Force Main Replacement – Pumphouse to 10th Ave.	\$ 50,000	-	-	-	50,000	-	-	-	-	-
2003	2003	3	Conveyance Improvement – 12th Ave. at 120th Emergency	\$ 70,000	-	-	-	70,000	-	-	-	-	-
2003	2003	4	Three NDAP Quick Fixes	\$ 15,000	-	-	-	15,000	-	-	-	-	-
2001	2004	5	Lake Hicks Pump Replacement	\$ 300,000	-	75,000	75,000	75,000	75,000	-	-	-	-
2004	2004	6	Lake Hicks Water Quality Improvement	\$ 40,000	-	-	-	-	40,000	-	-	-	-
2004	2005	7	Lake Hicks Alum Treatment	\$ 50,000	-	-	-	-	25,000	25,000	-	-	-
2004	2005	8	Water quality testing on Lake Hicks	\$ 25,000	-	-	-	-	12,500	12,500	-	-	-
2004	2005	9	White Center Greenway – Regional R/D Pond Retrofit	\$ 300,000	-	-	-	-	150,000	150,000	-	-	-
2004	2005	10	Mallard Lake Water Quality Improvement	\$ 40,000	-	-	-	-	20,000	20,000	-	-	-
2005	2005	11	Ambaum Way Conveyance Improvement	\$ 240,000	-	-	-	-	-	240,000	-	-	-
2005	2006	12	Mallard Lake Flood Reduction	\$ 350,000	-	-	-	-	-	175,000	175,000	-	-
2005	2007	13	12th Ave. SW Conveyance Improvement	\$ 850,000	-	-	-	-	-	283,333	283,333	283,333	-
2004	2008	14	Greenbridge (a.k.a., Park Lake Homes/Hope IV)	\$ 1,000,000	-	-	-	-	200,000	200,000	200,000	200,000	200,000
2007	2007	18	Hamm Creek Water Quality Improvement	\$ 600,000	-	-	-	-	-	-	-	600,000	-
2000	2005	19	Hamm Creek Estuary	\$ 70,000	11,667	11,667	11,667	11,667	11,667	11,667	-	-	-
2003	2005	20	NDAP – Rich at 30th Ave. S.	\$ 40,000	-	-	-	13,333	13,333	13,333	-	-	-
			<b>Total Capital Budget 2000-2008</b>	<b>\$ 4,190,000</b>	61,667	136,667	136,667	235,000	547,500	1,130,833	658,333	1,083,333	200,000

**Table 4 SWM CIP: Project Information for North Highline – By Year and Improvement**

Note: For the purposes of estimating total investments by year, SWM project costs in the table above were spread levelly across the years between start date and construction date.

## Average Annual Capital Projects

Because the nature of capital projects is that they are not evenly distributed – both the types of projects and their costs can vary widely from year to year – it can be useful to “levelize” the costs for estimating the annual impacts. This can be done by establishing a rolling average annual cost of capital. The rolling average annual cost would then be used to budget annual contributions to capital reserve funds which accrue fund balances over a period of time in order to cover the large cost capital projects when they are needed.

The rolling 3-year average annual Roads and SWM capital costs are shown below. For Parks, it will be assumed that the average CIP would be approximately the same as the 2005 costs. This would be a similar level of expenditure as that of the comparable cities described on page 9 and would provide for implementation of the two master plans funded in 2005.

## Roads CIP

The calculations below consider the South Park Bridge improvements as regional projects, not projects ascribable to North Highline.

Project Name	2000 Actual Expenditures	2001 Actual Expenditures	2002 Actual Expenditures	2003 Actual Expenditures	2004 Actual Expenditures	2005 Budget	2006 Programmed	2007 Programmed
<b>All Projects</b>								
<b>Total for Year</b>	\$ 711,770	\$2,397,737	\$5,413,931	\$4,007,863	\$1,911,617	\$8,413,163	\$ 926,000	\$3,321,000
<b>3 Yr. Moving Average (-2 to +2 yrs)</b>		2,840,000	3,130,000	2,890,000	4,430,000	4,130,000	3,720,000	4,380,000
South Park Bridge	\$344,779	\$395,692	\$1,838,778	\$1,321,378	\$1,131,475	\$2,688,145	\$926,000	\$3,321,000
<b>Without South Park Bridge</b>								
<b>Total for Year</b>	\$ 366,991	\$2,002,045	\$3,575,153	\$2,686,486	\$ 780,142	\$5,725,018	\$ -	\$ -
<b>3 Yr. Moving Average (-1 to +1 yrs)</b>		1,980,000	2,750,000	2,350,000	3,060,000	2,170,000	1,910,000	

Table 5 Roads CIP: Moving Average of King County Investments in North Highline

## SWM CIP

All Projects	2000	2001	2002	2003	2004	2005	2006	2007	2008
Total for Year	\$ 61,667	\$ 136,667	\$ 136,667	\$ 235,000	\$ 547,500	\$ 1,130,833	\$ 658,333	\$ 1,083,333	\$ 200,000
3 Yr. Moving Average (-1 to +1 yrs)		112,000	169,000	306,000	638,000	779,000	958,000	647,000	

**Table 6 SWM CIP: Moving Average of King County Investments in North Highline**

## Summary of All Annual Estimates

Because there was a wide range of amounts when the three-year rolling CIP averages were considered (e.g., Roads three-year rolling average ranged from \$1,910,000 to \$3,060,000, over \$1 million difference), these three-year averages were averaged further to establish an average annual CIP appropriation amount. This created an annual CIP Fund contribution amount that would be needed to support a CIP reserve fund from which annual capital appropriations could be made. This annual level of CIP fund contribution would accrue a reserve balance in years when the capital needs were smaller than the annual capital appropriation – and the reserve would become large enough to support the capital needs in some years when annual expenditures would exceed the annual contribution. Table 7 below shows these annual amounts rounded to the nearest quarter million dollars.

<b>Historical Average Annual Contribution to Capital Projects</b>	
<b>Roads</b>	\$ 2,500,000
<b>Parks</b>	\$ 1,000,000
<b>SWM</b>	\$ 750,000
<b>TOTAL</b>	\$ 4,250,000

Table 7 King County Capital Projects in North Highline – Summary

## Comparison With Comparable Cities

As with the operating costs that vary based on city level of service policies, comparable cities have a wide range in capital costs. These do not provide a good basis of determining what capital expenditures are appropriate for a new city because they depend on the respective cities' level of service and financial policies. The variables that contribute to the level of annual CIP costs include extent of deferred facility maintenance, extent of new development to be served, level of service standards, and the extent to which the city has established a CIP reserve that allows it to finance large projects. A brief review of the three comparable cities used for operating cost comparisons shows that two of the three generate approximately 20% of their annual capital costs through annual General Fund support, while the other has established substantial CIP reserves. Significant other sources of capital project funding include grants, loans and bonds. Grants generally require a small percentage match, and loans and bonds require a percentage debt service annually, both thereby reducing the General Fund impacts. Reserve funds with annual General Fund contributions help to levelize annual General Fund impacts by saving money for a period of time before constructing a capital project.

Table 9 below shows the average annual total CIP expenditures for Parks and General Government and for Transportation CIP for the three comparable cities selected for this study, Burien, Des Moines and University Place. Surface Water Management CIP is not included, as that is entirely funded by SWM fees and has no impact on the City's General Fund.

City	Parks & General Government	Roads	Total
Burien	\$ 8,579,000	\$ 8,017,000	\$ 16,596,000
Des Moines	\$ 2,359,000	\$ 6,032,000	\$ 8,391,000
University Place	\$ 1,004,000	\$ 3,546,000	\$ 4,550,000

Table 8 Average Annual CIP Funding in Cities Comparable to North Highline

## **APPENDICES**

**APPENDIX 1    King County Roads CIP – Project Listing for North Highline**

**APPENDIX 2:   King County SWM CIP – Project Listing for North Highline**

# King County Roads CIP

MASTER	Project	Project Name	Location	Scope	Type	Tot
	300103	North Highline Quick Response Projects	North Highline	Provide resources to implement local road related improvement priorities in North Highline community.	Miscellaneous	\$ -
	300197	South Park Bridge #3179	14th/16th Ave S. over Duwamish Rwer	Conduct a NEPA EIS to study design and construction alternatives for the bridge. The EIS will include an historical resource survey and documentation. This is a place keeper for the bridge rehab/replace project funds that will follow this EIS if this project is approved under the RTID ballot measure.	South Park Bridge	\$17,862,000
	300301	1st Ave S. - Urban Retrofit	Seattle C/L to Burien C/L	Provide curb, gutter, sidewalk, drainage and landscaping on east and west sides of Myers Way S. / 1st Avenue S. from S. 99th Street to SW 128th Street.	Curb, Gutter, Sidewalk	\$ 1,500,000
	300390	S. 96th St. Stage II	8th Ave S. to Des Moines Memorial Dr S.	Widen the roadway to two lanes with paved shoulders to include illumination and a traffic signal at Des Moines Way South.	Widening	\$ 1,003,034
	300400	S. 120th St	Des Moines Way to Military Rd S.	Design and construct a project to provide curb, gutters and sidewalks along both sides of S. 120th St. Evaluate existing roadway geometry. Related drainage improvements to be designed and constructed as well.	Curb, Gutter, Sidewalk	\$ 1,751,152
	300597	SW 100th St	8th Ave SW to 17th Ave SW	Construct curb, gutter and sidewalk along south side of SW 100th Street from 8th Ave SW to 17th Ave SW. Project to be constructed with CIP C63355 (Pedestrian Priority).	Curb, Gutter, Sidewalk	\$ 41,734
	300599	Des Moines Memorial Dr S.	S. 99th St to S. 128th St	Construct curb, gutter, and sidewalk on both sides of the roadway for the entire length of the project. Existing 4-lane roadway will have a new asphalt overlay and the roadway will be re-striped to a 3-lane section with one through lane in each direction, a two-way left turn lane and 5-foot wide bicycle lanes. The sidewalk will incorporate over 200 memorial markers, placed at 80-foot intervals, to honor the men and women from Washington State who gave their lives during WWI.	Curb, Gutter, Sidewalk	\$ 5,055,615
	300600	12th Ave SW	SW 107th St to SW 116th St	Enclose ditches and provide cement concrete curb, gutter and sidewalk with parallel parking along the curb on the west side from SW 108th Street to SW 116th Street.	Curb, Gutter, Sidewalk	\$ 565,417
	300988	South Park Bridge #3179 - Maintenance	14th/16th Ave S. over Duwamish River	This project provides for the design and construction of a series of maintenance and repair projects to extend the functional life of the bridge by at least ten years. Work can be structural (such as expansion joint replacement, control tower roof/wall repairs, concrete approach spall repairs, underwater pier repairs) or mechanical (such as reworking the centerlocks, adjusting moveable leads to prevent interference, repairing cracked gears) or electrical (such as replacing the navigation lights, adding lighting, and replacing all corroded wiring). Work to be performed by both County forces and outside contractors.	South Park Bridge	\$ 1,395,140
	301000	10th Ave SW	SW 108th St to SW 116th St	Pedestrian facility on east side. Coordinate project with anticipated Parks Department improvements to Lakewood Park.	Pedestrian Improvements	\$ 800,007
	301094	Des Moines Memorial Dr S. @ S. 118th St	Intersection @ S. 118th St	Install a traffic signal with steel poles, pedestrian facilities, and illumination.	Traffic Signal	\$ 621
RDCW04	C62302	S. 100th St @ 1st Ave S.	Intersection	Repair Guardrail per work order	Pedestrian Improvements	\$ 6,561
RDCW06	C63301	SW 100th St	17th Ave SW to 21st Ave SW	Construct curb, gutter, and sidewalk on the south side of the roadway.	Curb, Gutter, Sidewalk	\$ 212,242
RDCW06	C63304	19th Ave SW	SW 104th St to SW 106th St - east side	Construct asphalt shoulder on east side	Resurfacing	\$ 21,105
RDCW06	C63322	SW 104th St	20th Ave SW to 22nd Ave SW	Construct concrete stairway to establish and provide a safe pedestrian environment for local community.	Pedestrian Improvements	\$ 18,779
RDCW06	C63323	Des Moines Memorial Dr S. @ S. 99th St - Ped Sig	Intersection	Replace existing crosswalk flasher with actuated steel-pole pedestrian signal	Crosswalk	\$ 54,392
RDCW06	C63324	S. 110th St	1st Ave S. to Occidental Pl S. - north side	Construct asphalt shoulder on north side.	Shoulder Improvements	\$ 6,240
RDCW06	C63341	SW 112th St	1st Ave S. to 1st Ave SW	Construct curb, gutter, and sidewalk along the north side of the roadway.	Curb, Gutter, Sidewalk	\$ 4,493
RDCW06	C63342	S. 100th St	8th Ave S. to 14th Ave S.	Construct paved shoulder on south side of roadway.	Shoulder Improvements	\$ 69,568
RDCW06	C63352	Military Rd S. - east side	S. 116th St to S. 120th St	Curb, gutter, and sidewalk to be constructed on the east side of roadway.	Curb, Gutter, Sidewalk	\$ 4,598
RDCW06	C63392	SW 106th St @ 17th Ave SW	Intersection	Add solid lid to existing CB and install new CB for inlet.	Drainage	\$ 3,667
RDCW06	C63702	S. 111th St @ 5th Ave S.	Intersection	Construct drainage improvements to extend pedestrian pathway.	Pedestrian Improvements	\$ 11,876
RDCW06	C63731	8th Ave SW	SW 100th St to SW 102nd St	Construct curb, gutter, and sidewalk on the east side of roadway. Construction of this segment will complete a missing link.	Curb, Gutter, Sidewalk	\$ 9,201



# King County Roads CIP

MASTER	Project	Project Name	Location	Scope	Type	Tot
RDCW24	C66300	Military Rd S. - west side	S. 116th St to S. 120th St	At the intersection of South 116th Street, ADA (American Disabilities Act) improvements are proposed. Wheelchair ramps will be constructed on all corners of the intersection, and a pedestrian refuge island will be constructed in the northwest quadrant. Pathway improvements will be made on both sides of Military Road South from South 116th Street to South 120th Street by widening the existing shoulder to provide a safe non-motorized travel environment. This same improvement will also be made on the west side of the roadway from South 120th Street to South 123rd Street to complete a missing link. No extruded curb, gutter and sidewalk is recommended, except in the vicinity of the South 116th Street intersection. At locations where a sufficient pathway already exists, no work is proposed. A pathway width of at least six feet is recommended depending on roadway conditions.	Pedestrian Improvements	\$ 570,021
RDCW24	C66301	Boulevard Park - S. 124th St	20th Ave S. to 24th Ave S.	From 20th Avenue South to 24th Avenue South, improvements are proposed on the north side of the roadway to provide additional access for the children of Hilltop Elementary School. A short existing ditch section will be filled, and the roadway shoulder will be expanded to at least six feet. No extruded curb, gutter, and sidewalk is to be constructed at this location.	Pedestrian Improvements	\$ 90,049
RDCW24	C66351	S. 120th St	64th Ave S. to 68th Ave S.	Enclose drainage ditches and construct small retaining walls or rockeries, where necessary, and provide a continuous 6' pedestrian pathway on the south side of the roadway	Drainage	\$ 71,484
RDCW10	C72406	South Park Br #3179 Seismic Retrofit	14th/16th Ave S. over Duwamish River	Perform detail structure investigation, modeling, analysis, and prediction of bridge failure modes for a designed earthquake force. Identify all-vulnerable structure elements, recommend retrofit strategies/alternatives, cost estimates, risk factor, cost-benefit assessment, and finding summary technical report. The scope will include final design and PS&E document preparation for construction if a decision is made to proceed the seismic resistance upgrade.	South Park Bridge	\$ 166,107
RDCW19	C74303	S. 99th St - Pedestrian Signal	Des Moines Memorial Dr S. Intersection	Install steel pole pedestrian signal with pedestrian push-buttons and signal heads.	Crosswalk	\$ 4,751
RDCW19	C74313	S. 103rd/S. 108th St Actuated Pedestrian Crossings	Des Moines Memorial Dr S. Intersection	Replace existing overhead crosswalk flasher with steel pole pedestrian actuated crosswalk flasher	Crosswalk	\$ 7,899
RDCW19	C74314	16th Ave SW @ SW 107th St	Intersection - East/West Approaches	Rebuild SE corner radius and rechannelize east and westbound approaches to allow more room for northbound right-turning buses to make turn. METRO to reimburse upon completion of project.	Shoulder Improvements	\$ (0)
RDCW19	C74321	Des Moines Memorial Dr S. @ S. 120th St	Intersection	Restripe existing asphalt to add left turn lanes on Des Moines Way South. Modify or replace existing signal to provide for left turn movements.	Lane Improvements	\$ 24,454
RDCW19	C74323	Des Moines Memorial Dr S. @ S. 116th St	Intersection	Replace existing 39-year-old wood-pole traffic signal with steel pole traffic signal; improve curb radii/ramps.	Traffic Signal	\$ 361,074
RDCW19	C74331	Des Moines Memorial Dr S.	S. 96th St to S. 120th St.	Restripe existing asphalt to add left turn lanes on Des Moines Way South. Modify or replace existing signal to provide for left turn movements, change existing crosswalk flashers to controlled/actuated crossings at 3 locations and add illumination as necessary.	Lane Improvements	\$ 79,257
RDCW19	C74341	Military Rd S. @ S. 116th St	Intersection	Replace existing wood-pole spanwire signal with steel pole mastarm system.	Traffic Signal	\$ 479,321
RDCW26	C78302	S. 96th St Overlay	8th Ave S. to Des Moines Memorial Dr S.	Overlay from 8th Ave S. to Des Moines Memorial Dr. reschedule from 1988 Countywide Overlay	Resurfacing	\$ 166,438
RDCW26	C78304	Des Moines Memorial Dr S.	S. 99th St to S. 128th St	Resurfacing the roadway.	Resurfacing	\$ 1,505,000
	C85303	Military Rd S.	S. 120th St to S. 123th St	Construct 6' paved pathway on the west side of the roadway.	Pedestrian Improvements	\$ 66,205
	C85313	SW 104th St	20th Ave SW to 22nd Ave SW	Construct concrete stairway to establish and provide a safe pedestrian environment for local community.	Pedestrian Improvements	\$ 15,390
	C85323	SW 112th St	1st Ave S. to 1st Ave SW	Construct curb, gutter, and sidewalk along the north side of the roadway.	Curb, Gutter, Sidewalk	\$ 97,753
	C85333	Boulevard Park - S. 124th St	20th Ave S. to 24th Ave S.	From 20th Avenue South to 24th Avenue South, improvements are proposed on the north side of the roadway to provide additional access for the children of Hilltop Elementary School. A short existing ditch section will be filled, and the roadway shoulder will be expanded to at least six feet. No extruded curb, gutter, and sidewalk is to be constructed at this location.	Pedestrian Improvements	\$ 14,342
	C85343	16th Ave SW	SW Roxbury St to SW 100th St	Improve existing sidewalks along this busy commercial street to enhance pedestrian safety.	Pedestrian Improvements	\$ 32,843

# King County Roads CIP

MASTER	Project	Project Name	Location	Scope	Type	Tot
	C85353	Des Moines Memorial Dr S. @ S. 103rd/106th St	Intersections	Replace overhead spanwire crosswalk flashers with steel-pole-mounted pedestrian-actuated flasher systems. Seattle City Light install lighting upgrades on existing power poles.	Crosswalk	\$ 60,299
RDCW13	CC5303	Boulevard Park - 14th Ave S.	S. 99th Pl to S. 128th St	This project has limits from South 99th Street to South 128th Street. Work is to be done on the west side of the road. Existing ditches will be filled and replaced with new pipe and catch basins. A pathway width of minimum six feet is proposed depending on roadway conditions; at locations where a sufficient pathway already exists, no work is proposed. No extruded curb, gutter, and sidewalk is to be constructed at this location.	Drainage	\$ 173,711
RDCW13	CC5350	Boulevard Park - 8th Ave S.	S. 112th St to S. 128th St.	From South 112th Street to South 128th Street, improvements are proposed on the east side of the road. Existing ditch sections will be filled and replaced with new pipe and catch basins. A separated pathway of at least six feet is proposed at this location, with a minimum three foot buffer section. No extruded curb, gutter, and sidewalk is to be constructed at this location.	Drainage	\$ 98,505
RDCW13	CC5383	10th Ave SW	SW 112th St to SW 114th St	Construct a paved pathway along the west side to improve traffic and pedestrian safety.	Pedestrian Improvements	\$ 27,839
RDCW13	CC5392	SW 104th St	26th Ave SW to 28th Ave SW	Enclose existing ditch along south side of SW 104th Street between 26th Avenue SW and 28th Avenue SW. Also improve existing gravel walkway on north side of same section by widening and asphaltting.	Drainage	\$ 44,928
RDCW13	CC5762	12th Ave SW	SW 106th St to SW 107th St - east side	Install curbing along east side to define a school walkway.	Pedestrian Improvements	\$ 3,971
						\$34,559,081

**White Center – Lake Hicks**  
**WLRD Activity**  
 August 18, 2004

Capital Improvement Activity				
Note #	Project Start	Construction Date	Project Name	Project Budget (\$)
1.	2000	2002	Lake Hicks Outlet Force Main Improvements – 10th Ave.	150,000
2.	2003	2003	Lake Hicks Emergency – Force Main Replacement – Pumphouse to 10th Ave.	50,000
3.	2003	2003	Conveyance Improvement – 12th Ave. at 120th Emergency	70,000
4.	2003	2003	Three NDAP Quick Fixes	15,000
5.	2001	2004	Lake Hicks Pump Replacement	300,000
6.	2004	2004	Lake Hicks Water Quality Improvement	40,000
7.	2004	2005	Lake Hicks Alum Treatment	50,000
8.	2004	2005	Water quality testing on Lake Hicks	25,000
9.	2004	2005	White Center Greenway – Regional R/D Pond Retrofit	300,000
10.	2004	2005	Mallard Lake Water Quality Improvement	40,000
11.	2005	2005	Ambaum Way Conveyance Improvement	240,000
12.	2005	2006	Mallard Lake Flood Reduction	350,000
13.	2005	2007	12th Ave. SW Conveyance Improvement	850,000
14.	2004	2008	Greenbridge (a.k.a., Park Lake Homes/Hope IV)	1,000,000
18.		2007	Hamm Creek Water Quality Improvement	600,000
19.	Pre-2000	2005	Hamm Creek Estuary	70,000
20.	2003	2005	NDAP – Rich at 30 <sup>th</sup> Ave. S.	40,000
<b>Total Capital Budget 2000-2008</b>				<b>4,190,000</b>

Programmatic Activity				
Note #	Start	Completion	Program Name	Budget (\$)
15.	Ongoing	Ongoing	Drainage and Water Quality Compliant Investigation	Varies
16.	Ongoing	Ongoing	Water Quality Compliance	Varies
17.	2002	2005	Salmon Creek Basin Plan Effort	200,000

1. Project activity, started in 2001, increases outlet conveyance and flood reduction at Lake Hicks. WLRD worked jointly with a Roads Improvement CIP at Tenth Avenue to contract and construct conveyance line improvements outletting Lake Hicks pumps. This reach of the outlet conveyance, from Southwest 110th to Southwest 116th Avenue, historically restricted the allowable pump discharge and therefore increased the frequency of flooding at Lake Hicks and upstream to Mallard Lake. Project completed in 2003.
  
2. To allow phasing of improvements at Lake Hicks, the force main from Tenth Avenue to the Lake Hicks existing pump house had to be realigned and upgraded. This work on Parks property replaced approximately 75 feet of asbestos pipe, thereby providing a temporary connection between the existing pumps and the new conveyance.

3. This project was jointly funded by King County and the City of Burien to replace a degraded section of conveyance at the intersection of 12th Avenue and Southwest 120th Street. During the 2003 storm, a sinkhole formed and this construction was completed as an emergency response. The City of Burien will pay for repair costs and King County will pay for emergency response costs.
4. WLRD's Neighborhood Drainage Assistance Program (NDAP) completed small drainage improvement projects (called Quick Fixes) at three different locations in the White Center area draining to Lake Hicks in 2003. NDAP is an ongoing capital program that funds a number of small projects each year to address off-road drainage problems that impact private property.
5. Pump replacement is a jointly funded project between Parks and WLRD. This work will upgrade the pump system to increase capacity from approximately 4.5 cfs from two pumps to 6 cfs from two pumps. Flow controls will be automated and will maintain flood protection for adjacent properties. The flow control will provide additional capacity to reduce the magnitude of lake level fluctuation during the wet season. This contract work is currently under construction. Additionally this project routed stormwater flows from adjacent Evergreen High/Cascade Middle school play fields to the pump forcemain bypassing Lake Hicks to improve water quality input to the Lake.
6. This project has selected a concept alternative. This project will provide an enhanced bioswale that performs biofiltration and absorption of pollutants prior to discharging flows to Lake Hicks, modifying an existing swale and pond in Lakewood Park adjacent to the parking area. The project will enhance the natural features of the existing drainage channel similar to methods described in the Lakewood Park Master Plan.
7. The water quality problems at Lake Hicks caused by nuisance bluegreen algae blooms will be addressed by treating the water and sediments in the lake with aluminum sulfate (alum). This treatment, currently planned for the spring of 2005, will also address the 303d listing of the lake in 1996 for phosphorus concentrations. Before treatment, King County must prepare an Integrated Phosphorus Management Plan (IAPMP), which is then reviewed and accepted by Washington Department of Ecology before coverage can be granted under the NPDES permit. The benefits provided by the alum treatment are not expected to be permanent, but should give several years of relief from annual nuisance algae problems while watershed-wide solutions are put in place. In addition, post-treatment monitoring must be carried out as part of the permit, but this may be at least partially combined with the water quality monitoring for other purposes.
8. To evaluate the effectiveness of proposed capital improvements, a detailed program of water sampling and assessment for Lake Hicks will be carried out May - October in 2004 and again in 2005, with several storm samples taken from inlets during the intervening winter months. The last comprehensive data collection on the lake was in the mid-1980s, when a simple hydrological diversion was put in place. The sampling program will: (1) monitor for bluegreen cyanobacterial toxicity through the summer bloom period; (2) compile data in 2004 to use as a baseline for determining the success of capital projects; and (3) compile

data in 2005 to look for the success of completed capital projects. A report on the collected data will be produced at the end of 2005.

9. This project will retrofit an existing regional stormwater pond to include additional stormwater detention capacity to reduce flows to Mallard Lake and Lake Hicks, immediately downstream. In addition, features will be included to provide water quality treatment. The project design started in 2004. Survey is currently being conducted. Additional budget to further increase detention capacity and water quality treatment may be negotiated with the City of Burien as part of the Salmon Creek Basin Plan effort currently underway. See Note 17 below.
10. This project proposes installation of an underground vault to provide water quality treatment of untreated flows from downtown White Center that enter Mallard Lake adjacent to the King County park at Southwest 104th Street. This Opportunity project will be located at King County HUD properties adjacent to Mallard Lake.
11. This project is proposed for funding in the 2005 budget for a cooperative project between King County and the City of Burien. The City of Burien proposes cost-share pro rata based on flows contributed to the system by each jurisdiction. Emergency project work in 2003 identified the deteriorated condition of pipe under Ambaum Way, a major arterial. The project proposes total replacement of pipe under this roadway in 2005 due to concern for failure of pipe and roadway.
12. This project is funded for evaluation of potential CIP solutions to chronic flooding at the Coronado Springs Apartments adjacent to Mallard Lake. Full funding for solutions has not been acquired.
13. This project is proposed for funding in the 2005 WLRD Budget at \$850K to be spent over three years. This will fund necessary improvements to Lake Hicks outlet conveyance from 116th Avenue Southwest to Ambaum Way, approximately 1,800 feet of drainage pipe system, within King County. These improvements are necessary to allow the future increase in pumped outflow from Lake Hicks. Inspection of the line was conducted in July 2004 using CIP Feasibility funds. Preliminary findings will be reviewed to develop designs of pipe repairs and/or replacements.
14. This project is WLRD's contribution to a King County Housing Authority development called "Greenbridge" in which new techniques for reducing the stormwater runoff impacts of development would be tested. WLRD's \$1 million contribution, allocated to "storm drainage", is its share of an approximately \$10 million King County local match for a federal grant to build the Greenbridge mixed-income residential development in the White Center area. WLRD's share will be disbursed in \$200,000 amounts over five years.
15. This is WLRD's ongoing program to investigate and troubleshoot drainage and water quality complaints/problems reported by local citizens. Over the past 5 years, this program has responded to over 64 such complaints/problems in the White Center area draining to Lake Hicks.

16. This is WLRD's ongoing program to enforce/provide technical assistance for compliance with the County's Water Pollution Code and the water quality source control requirements in the *Stormwater Pollution Control Manual*. Over the past 5 years, this program has conducted 65 site audits/consultations with business owners in the White Center area draining to Lake Hicks to identify source control needs and corrective actions for eliminating the discharge of contaminants to the storm and surface water system.

17. WLRD is currently working on the Salmon Creek Basin Plan with the City of Burien under a cost share agreement. The plan will identify additional capital improvement needs (see preliminary list below) as well as regulatory and programmatic needs. Implementation of the plan will require a new agreement that establishes each jurisdiction's cost share to address these needs. A public draft of the plan is expected to be completed this year and adopted next year.

18. Hamm Creek Water Quality Improvement CIP is currently reviewing conceptual alternatives to provide storm water quality treatment for local drainage at the crossing of North Fork Hamm Creek and 10<sup>th</sup> Ave at South 96 Street. Alternative selection will determine construction costs, currently in the range of \$350-500k. The local drainage from industrial areas and street drainage would receive treatment prior to discharge to Hamm Creek.

19. Hamm Creek Estuary CIP, completed in cooperation with Army Corps of Engineers and Seattle Public Utilities, involves a stream channel realignment and estuary habitat enhancement at the confluence of North Fork Hamm Creek and the Duwamish River. The project still includes funds for out-year monitoring, reparations and natural vegetation maintenance. In 2002-2003 a portion of these funds were used to stabilize stream bed erosion at the estuary.

20. Neighborhood Drainage Assistance is designing a small CIP at 30<sup>th</sup> Ave S and Roxbury for residential drainage improvement. This project is scheduled for 2005 construction.

<b>Salmon Creek Basin Plan Effort</b>	
<b>Preliminary List of CIP and Programmatic Needs</b>	
<b>Proposed Project</b>	<b>Estimated Cost</b>
Estuary restoration	\$4,000,000
By-pass line outfall modification	\$100,000
By-pass line TV inspection	\$2,500
Replace culvert under Shorewood Drive for fish passage	\$500,000
Lake Hicks alum treatment	\$50,000 plus \$50,000 every 3 years
Mallard Lake property purchase (east side)	\$400,000
Mallard Lake WQ treatment wetland (east side)	\$250,000
Mallard Lake native plantings and fecal coliform level signage	\$20,000
WQ treatment facility @ 108 <sup>th</sup> and 10 <sup>th</sup> utilizing existing undersized detention facility	\$100,000
Convert piped conveyance to open channel from White Center Regional Pond to Mallard Lake	\$200,000
Basin stewardship and hydrologic, WQ, and habitat monitoring	\$50,000 per year

**North Highline  
Governance Study**

**TAXPAYER IMPACT  
TABLES**

*October 20, 2005*

## **TYPES OF TAXES AND THEIR IMPACTS**

Upon incorporation of a City of North Highline, there would be some shifts in the local taxes which fund the City's revenues, while many other taxes will remain unchanged. These tables examine the impacts of these taxes upon the taxpayers. These include:

- **Property Taxes**, or “ad valorem levies”, applied to all properties,
- **Utility Taxes** (IF ENACTED), applied to all users of utility services,
- **Business and Occupation Taxes**, or “B&O Taxes” (IF ENACTED), applied to most businesses, and
- **Surface Water Utility User Charges**, or Surface Water or “SWM” fees.



# Property Taxes

**Tax Rates: Ad Valorem Levies**  
 (\$ tax per \$1,000 Assessed Valuation for Each Taxing District)

Area	Levy Code	Total	Conso- lidated	City	Road	School	Water	Fire	Hospital	Library	EMS	Flood	Libcap	Other
Seattle	0010	10.21208	4.32501	3.35344		2.30181					0.23182			
	0030	12.18121	4.32501	3.35344		4.27094					0.23182			
Unincorporated King County	3030	10.84668	4.32501		1.83168	2.30181		1.62381		0.53255	0.23182			
	3097, 3705, 3710, 3780, 3850	12.81581	4.32501		1.83168	4.27094		1.62381		0.53255	0.23182			
Burien	0925 -0957	12.33475	4.32501	1.47443		4.27094		1.50000		0.53255	0.23182			
NEW CITY		12.58413	4.32501	1.60000		4.27094		1.62381		0.53255	0.23182			
						SSD Seattle School District	FD 02 Burien / Norm'dy Pk FD		EM-1					
						HLSD Highline School District	FD 11 North Highline Fire District		EM-2					
								EM-3						

**Table 1 Ad Valorem (Property Tax) Levies in North Highline**

**Changes in Levies and Property Taxes**

Changes in Ad Valorem Levies	If North Highline:		
	Incorporated	Annexed to Burien	Annexed to Seattle
Levy Code Areas Illustrating Applicable Levies	3697, 3705, 3710, 3780, 3850	0925 -0957	0030
<b>Current Unincorporated Total Levy Rate</b>	12.81581		
Median House Value, North Highline	\$190,000		
<b>CURRENT PROPERTY TAX (Total State and Local)</b>	<b>\$2,435</b>		
North Highline Fire District Levy (operating)	[no change]	[no change]	-1.50000
North Highline Fire District Levy (debt)	[no change]	[no change]	[no change]
Highline School District Levy	[no change]	[no change]	[no change]
King County Rural Library District (operating)	[no change]	[no change]	-0.48288
King County Rural Library District (debt)	[no change]	[no change]	[no change]
KC Road Levy	-1.83168	-1.83168	-1.83168
City Levy	1.60000	1.47443	3.35344
Net Change in Levy Rate	-0.23168	-0.35725	-0.46112
Median House Value, North Highline	\$190,000		
<b>CHANGE IN PROPERTY TAXES</b>	<b>-\$44</b>	<b>-\$68</b>	<b>-\$88</b>

**Table 2 Changes in Ad Valorem Levies**

## Utility Taxes

Changes in Utility Taxes	If North Highline:		
	Incorporated and Set at 6% Across Board	Annexed to Burien (Burien Utility Tax Rates)	Annexed to Seattle (Seattle Utility Tax Rates)
<b>CURRENT UTILITY TAXES</b>	<b>None</b>		
Cable	\$ 382,000	\$ 382,000	\$ 637,000
Drainage	\$ 47,000	\$ -	\$ 89,000
Electricity	\$ 832,000	\$ 832,000	\$ 1,664,000
Natural Gas	\$ 384,000	\$ 384,000	\$ 384,000
Sewer	\$ 256,000	\$ -	\$ 511,000
Water	\$ 411,000	\$ -	\$ 1,062,000
Telephone	\$ 433,000	\$ 433,000	\$ 433,000
Cellular	\$ 248,000	\$ 248,000	\$ 248,000
Solid Waste	\$ 512,000	\$ 512,000	\$ 981,000
Total for both residences and businesses	\$ 3,505,000	\$ 2,791,000	\$ 6,009,000
Total Utility Taxes for Residences only	#N/A	#N/A	#N/A
Households in North Highline	12,093		
<b>(NEW) UTILITY TAXES PER HOUSEHOLD</b>	#N/A	#N/A	#N/A

**Table 3 Utility Taxes (All New)**

Note: The fraction of each utility tax revenue stream deriving from residential payers could not be retrieved in time for this printing.

## Business and Occupation Taxes

Changes in Business and Occupation Taxes	If North Highline:		
	Incorporated and Set at 0.002	Annexed to Burien (Burien B&O Rates)	Annexed to Seattle (Seattle B&O Rates)
<b>CURRENT B &amp; O TAXES</b>	None		
	\$ 411,000	\$ 102,800	\$ 766,000
Number of Businesses	588		
Average Tax Per Business	\$ 699	\$ 175	\$ 1,303

**Table 4 Business and Occupation Taxes (All New)**

## SWM Fees

SWM Charges	If North Highline:		
	Incorporated and Formed a Surface Water Utility	Annexed to Burien (Burien SWM Rates)	Annexed to Seattle (Seattle SWM Rates)
<b>CURRENT SWM CHARGES FOR A RESIDENTIAL PARCEL</b>	<b>\$102 per year</b>		
Changes in SWM Charges	No change: City would presumably form its SWM Utility at exactly the same rates.	No change: Burien is now matching King County's rates.	Small change: Seattle's "Single Family Residential and Duplex" rate is similar: \$121.64 per year.

**Table 5 Surface Water Management User Charges (All New)**

## Average Annual Tax Impact

Changes in Tax Loads on Residences	If North Highline:		
	Incorporated	Annexed to Burien	Annexed to Seattle
Property Taxes (Median House)	\$ (44)	\$ (68)	\$ (88)
Utility Taxes	Increased (see table)		
Business and Occupation Taxes	Impact on businesses (see table)		
Surface Water Utility User Charges	Negligible changes		

**Table 6** Most Significant Changes in Taxes and Fees

**North Highline  
Governance Study**

**FISCAL BALANCE  
REPORT**

*October 20, 2005  
Draft*

## EXECUTIVE SUMMARY

This report is the fourth in a series of papers prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. The study reviews the financial impacts of an incorporation of North Highline. This report and the prior reports in the series are the building blocks of a final governance options study report that is expected to be completed in December 2005.

The "Fiscal Bases" paper that was prepared as the first in this study series presented the fiscal parameters upon which revenues and costs for either incorporation or annexation of the area can be calculated. These fiscal bases were then used to project revenues in the Revenue Report. The same fiscal bases, with supplemental departmental data, were next used to project costs in the Cost Report. This Fiscal Balance Report compares revenues to costs and discusses the nature of the difference between them.

**The comparison of costs to revenues summarized in this report indicates that it is not fiscally feasible for North Highline to incorporate under any set of assumptions explored.** Using the assumptions included in the Cost and Revenues Reports, the core revenue that can be generated was \$8 million short of the revenue needed to pay the costs desired for the new City should North Highline incorporate.<sup>1</sup> This paper provides a tool for modifying some of those assumptions to reduce costs and/or increase revenues, but there is no realistic scenario of services and revenues that will balance. Even if utility taxes and B&O tax rates were pushed to statutory limits – or to maximum viable levels, when there are no statutory limits – there would still be a gap of \$2.3 million in the prospective city's General Fund and another gap of \$3.2 million in the Capital Fund (see Figure 2 below.)

	Revenues	Costs	Net
General fund	\$ 8,017,000	\$ 14,703,000	\$ (6,686,000)
Capital Fund	\$ 1,038,000	\$ 4,250,000	\$ (3,212,000)

**Table 1** Costs versus Revenues with Status Quo Taxes and Services

	Revenues	Costs	Net
General Fund	\$ 11,489,000	\$ 13,754,000	\$ (2,265,000)
Capital Fund	\$ 1,038,000	\$ 4,250,000	\$ (3,212,000)

**Table 2** Costs versus Revenues at Greatly Increased Utility and B&O Tax Rates

<sup>1</sup> These costs included some relatively modest services beyond those reflected in the strict status quo of Table 1, above.



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# INTRODUCTION

This report is the fourth in a series of papers prepared by Nesbitt Planning & Management, Inc. to analyze the financial implications of the North Highline unincorporated area governance options. The study reviews the financial impacts of an incorporation of North Highline. This report and the prior reports in the series are the building blocks of a final governance options study report that is expected to be completed in December 2005.

The "Fiscal Bases" paper that was prepared as the first in this study series presented the fiscal parameters upon which revenues and costs for either incorporation or annexation of the area could be calculated. These fiscal bases were then used to project revenues in the Revenue Report. The same fiscal bases, with supplemental departmental data, were next used to project costs in the Cost Report. This Fiscal Balance report compares revenues to costs and discusses the nature of the difference between them.

Cities are obligated to balance costs and revenues. There is no allowable deficit spending for cities. Even when cities borrow through bond sales, they must demonstrate the ability to pay debt service on the bonds through added tax levies or other General Fund sources. Figure 1. "The Critical Balance." below, portrays the relationship of a city's revenues versus costs and shows the need to generate sufficient revenues in excess of operating costs to be able to fund the city's capital needs. In essence, sufficient revenue must be generated at acceptable taxpayer impacts to fund costs at acceptable levels of service and to have funds left over to fund a reasonable capital improvements program. Adding taxes beyond what citizens can or are willing to pay or reducing services below what citizens find acceptable would not be reasonable choices for balancing costs versus revenues.

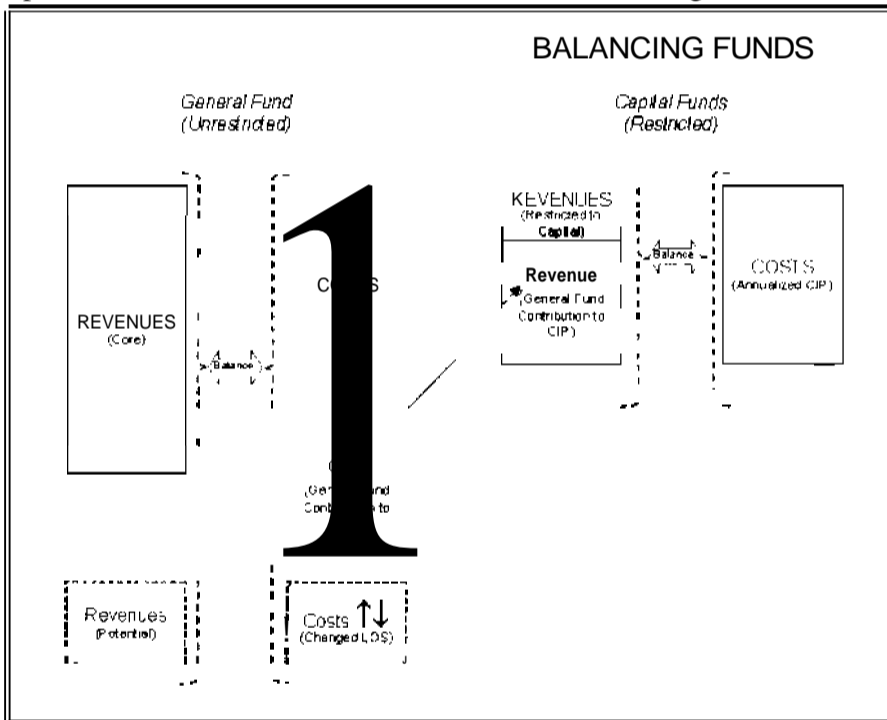


Figure 1 The Critical Balance

## REVENUES SUMMARY

A city's **core revenues** are those that are based on rates that generally exist for the area when it is unincorporated. Revenues resulting from these rates would accrue to a new City of North Highline *without any change in the tax burden on North Highline taxpayers*. The core revenues include those listed in Table 3, below. North Highline would generate \$7,573,200 in General Fund core revenue from its municipal levy, state shared revenues, criminal justice sales tax, local option sales tax, **real estate excise tax**, gambling tax, leasehold excise tax, stormwater fees, business license fees, admission tax, and franchise fees, plus an additional \$1,038,500 in revenue restricted to capital purposes.

Fund	Revenue	Annual Revenue	One-Time Revenue
<b>General Fund</b>		<b>\$ 7,573,200</b>	
<b>Core Revenue</b>			
<b>Assessed Value Based</b>		<b>\$ 3,064,800</b>	
Municipal Levy		\$ 3,064,800	
<b>Miscellaneous Bases</b>		<b>\$ 1,268,400</b>	
Business License Fee		\$ 46,800	
Franchise Fees		\$ 318,200	
Gambling Tax		\$ 896,400	
Leasehold Excise Tax		\$ 7,000	
<b>Population Based</b>		<b>\$ 1,811,200</b>	
Criminal Justice Sales Tax		\$ 641,200	
State Shared Revenues		\$ 1,170,000	
<b>Sales Tax Based</b>		<b>\$ 1,428,800</b>	
Local Option Sales Tax		\$ 1,428,800	
<b>Potential Revenue</b>			
<b>Utility Tax</b>			
Cable			
Drainage			
Electricity			
Natural Gas			
Sewer			
Water			
Telephone			
Cellular			
Solid Waste			
<b>Business</b>			
Business and Occupation Tax			
<b>Capital Funds</b>		<b>\$ 1,038,500</b>	
<b>Core Revenue</b>			
<b>Real Estate Excise Tax</b>		<b>\$ 1,038,500</b>	
1st 0.25% REET		\$ 519,250	
2nd 0.25% REET		\$ 519,250	
<b>SWM Fund</b>		<b>\$ 1,527,000</b>	
<b>Core Revenue</b>			
<b>Surface Water</b>		<b>\$ 1,527,000</b>	
User Charge		\$ 1,527,000	
<b>Grand Total</b>		<b>\$ 10,138,700</b>	

Table 3 Summary of Annual and One-Time Revenues (Core Revenues Only)

In addition to core revenues, the City of North Highline would have the opportunity to charge some **potential revenues**, mainly business and occupation taxes and utility taxes. Under Washington State law, these revenues are authorized for cities but not for counties. These revenues are also listed in addition to the core revenues in Table 4, below.

Business and Occupation ("B&O") taxes may be established by a city on businesses with annual gross income exceeding \$20,000. This tax may be set at a percentage rate established by the city and is applied on the gross receipts of the business, less certain quite limited deductions. Although cities may establish different rates for different types of businesses, such as manufacturing, retail, services and wholesale (most cities levy a B&O tax rate at 0.002 or lower because voter approval is required for a higher rate), this report uses the rounded mean tax used by Washington cities<sup>2</sup>, 0.003, for calculation of potential revenue for the incorporation option. At the 0.002 tax rate, North Highline could generate \$411,000 in a B&O tax.

Utility taxes can be an even more significant source of city revenue. These tax rates are also established only by cities and may be levied at rates up to 6% without voter approval (more with voter approval) for electric, gas, steam and telephone (including cell phones and pagers); and at any rate selected by the city with no restrictions on the tax rates for water, sewer, and stormwater utilities. The rate on cable television is governed by the Cable Communications Policy Act of 1984, which requires that the rate not be "unduly discriminatory against cable operators and subscribers."

To project the revenue which would accrue to the city if North Highline were to incorporate and enact a package of utility taxes, this draft report uses a trial rate of 3% for electricity<sup>3</sup> and 6% for all other utilities, based on the highest allowable rate for gas, steam<sup>4</sup> and telephone (including cell phones and pagers) and the Municipal Research Services Center suggestion that a rate of 6% for cable TV would be considered "reasonable"<sup>5</sup>. Using this assumption, \$3,505,000 million in utility tax revenue could be generated.

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<sup>2</sup> Association of Washington Cities, [www.awcnet.org/documents/2004botaxrates.pdf](http://www.awcnet.org/documents/2004botaxrates.pdf)

<sup>3</sup> Under current local agreements, the 6% tax on Seattle City Lights generation and distribution charges outside the City of Seattle is split approximately equally between Seattle and the other City.

<sup>4</sup> This report does not include any assumptions about a steam utility, because it is so uncommon. We are not aware of any such utility in the North Highline area.

<sup>5</sup> Municipal Research & Services Center, The New City Guide: How to Start a New City in Washington, February 2002, p.29

Thus, the North Highline area would generate a total of \$11,489,200 in General Fund core revenues and \$1,038,500 in core Capital Revenues if it incorporates and imposes an additional utility taxes and B&O taxes yielding \$3,505,000 and \$411,000 respectively.

Fund	Revenue	Annual Revenue	One-Time Revenue
<b>General Fund</b>		<b>\$ 11,489,200</b>	
<b>Core Revenue</b>			
<u>Assessed Value Based</u>		<b>\$ 3,064,800</b>	
Municipal Levy		\$ 3,064,800	
<u>Miscellaneous Bases</u>		<b>\$ 1,268,400</b>	
Business License Fee		\$ 46,800	
Franchise Fees		\$ 318,200	
Gambling Talc		\$ 896,400	
Leasehold Excise Tax		\$ 7,000	
<u>Population Based</u>		<b>\$ 1,811,200</b>	
Criminal Justice Sales Tax		\$ 641,200	
State Shared Revenues		\$ 1,170,000	
<u>Sales Tax Based</u>		<b>\$ 1,428,800</b>	
Local Option Sales Tax		\$ 1,428,800	
<b>Potential Revenue</b>			
<u>Utility Tax</u>		<b>\$ 3,505,000</b>	
Cable		\$ 382,000	
Drainage		\$ 47,000	
Electricity		\$ 832,000	
Natural Gas		\$ 384,000	
Sewer		\$ 256,000	
Water		\$ 411,000	
Telephone		\$ 433,000	
Cellular		\$ 248,000	
Solid Waste		\$ 512,000	
<u>Business</u>		<b>\$ 411,000</b>	
Business and Occupation Tax		\$ 411,000	
<b>Capital Funds</b>		<b>\$ 1,038,500</b>	
<b>Core Revenue</b>			
<u>Real Estate Excise Tax</u>		<b>\$ 1,038,500</b>	
1st 0.25% REET		\$ 519,250	
2nd 0.25% REET		\$ 519,250	
<b>Grand Total</b>		<b>\$ 12,527,700</b>	

Table 4 Summary of Annual and One-Time Revenues (Including Potential Revenues)

## COSTS SUMMARY

To generate estimated costs for North Highline, should it incorporate, the level of service guidance provided by the North Highline Unincorporated Area Council (UAC) was used. In essence, this included maintaining the same level of service as currently received under King County for most services but with increases in parks and recreation, social and health services, and planning and economic development. It was assumed that the City would annex back into the Fire District and the King County Library District, and that police services would be provided via contract with King County.

The Cost Report described these levels of service in detail and estimated the cost of incorporation as \$15,478,000 annually, exclusive of the capital improvement program and one-time start-up costs.

Table 5, below, summarizes these costs, differentiating between annual costs and those that would occur only once – in the first year or first few years of operation as the new city begins.

However, the annual City costs would be modified if higher or lower levels of service were assumed.

For example, this annual cost **would** be even higher if the new City were to increase the number of police patrols. The annual cost could also be reduced if the City were to reduce levels of service below those assumed in the Cost Report by reducing the number of police patrols or by reducing the assumed level of parks maintenance, recreation programs, or economic development. This paper shows that even at substantially reduced services, the new City could not achieve a fiscal balance.

North Highline Governance Study  
**FISCAL BALANCE REPORT**  
Page 6

Department Service	Annual Cost	One-Time Cost	FTE's
<b>Administration</b>	<b>\$3,132,342</b>	<b>\$680,950</b>	<b>14.0</b>
City Manager	\$1,124,039	\$0	4.0
Finance	\$1,038,676	\$323,950	6.0
HR	\$157,718		2.0
Legal	\$711,909		2.0
Property Services	\$100,000	\$357,000	
<b>Legislative Branch</b>	<b>\$126,376</b>		<b>7.0</b>
City Council	\$126,376		7.0
<b>Planning &amp; Community Development</b>	<b>\$1,670,362</b>	<b>\$401,000</b>	<b>19.0</b>
Administration	\$258,782		3.0
Building & Code Enforcement	\$626,938	\$46,000	8.0
Economic Development	\$192,344	\$60,000	2.0
Planning	\$592,298	\$295,000	6.0
<b>Parks &amp; Recreation</b>	<b>\$1,718,903</b>	<b>\$168,250</b>	<b>15.0</b>
Administration	\$192,200		2.0
Aquatics	\$599,751		6.0
Recreation	\$169,390		2.0
Maintenance	\$323,734	\$168,250	3.0
Maintenance - Additional	\$279,823		
Recreation - Additional	\$154,005		2.0
<b>Police</b>	<b>\$6,152,410</b>		<b>45.8</b>
Communications	\$580,093		6.8
Precinct Staff	\$4,210,577		39.0
Support / Specialized Functions	\$1,361,740		
<b>Public Works</b>	<b>\$2,259,285</b>	<b>\$54,000</b>	<b>8.9</b>
Administration	\$192,200		2.0
Roads	\$1,096,707		6.9
Engineering Services	\$154,168	\$54,000	
Surface Water Management	\$816,210		
<b>Social/Health Services</b>	<b>\$418,228</b>	<b>\$50,000</b>	<b>1.0</b>
Administration	\$78,228		1.0
Contracts	\$340,000	\$50,000	
<b>Grand Total</b>	<b>\$15,477,906</b>	<b>\$1,354,200</b>	<b>110.7</b>

Table 5 Summary of Annual and One-Time Costs



## THE BOTTOM LINE

To examine the financial viability of incorporation, balancing tables are provided. These balancing tables parallel the Critical Balance diagram of Figure 1 on page 1. Two examples of how these balancing tables may be used are provided below. (See Table 6, page 8 and Table 7, page 10). Additionally, a blank balancing table for readers' use is included as Table 8 on page 11.

To determine the financial **viability** of incorporation, one compares the estimated city revenues (the left side of these balancing sheets) to estimated city costs (the right side of the sheets). Revenues must cover both operating and capital costs needed to support the city. The balancing sheets offer the opportunity to change assumptions for both revenues and costs in order to strive for a balance.

In Table 6 core revenues – those based on existing tax ~~bases~~ in North Highline – are supplemented with an assumed small unspecified utility tax sufficient to make up for the slight loss of revenue that would follow from removal of the County road levy and the substitution of the municipal levy upon incorporation. This brings core revenues to \$8,017,000 for the General Fund and \$1,038,000 revenue dedicated to capital expenditures.

To explore the impacts of reducing costs, Table 6 also incorporates reductions in operating costs down from the UAC directed levels of service back down to the levels of service now provided by King County. For example, the additional park maintenance and recreation services suggested by the UAC for the cost analysis are removed on the right hand side of the table. Also subtracted on the right side of the table are the costs associated with Evergreen Pool, because it may be assumed to be a regional, rather than local, facility. Further reductions include the added economic development program that was included in the original Cost Report. The net effect of the small changes in revenue with these cost reductions, is a remaining deficit of \$6,686,000.

A similar deficit is demonstrated when considering capital **costs**. The Capital Budget tables provided separately from this report show annual capital budget expenses of \$4,250,000. With no operating budget surplus available, and revenues restricted to capital expenditures of only \$1,038,000, there would be a capital deficit of \$3,212,000.

	Revenues	Costs	
<b>Core Revenues</b>	\$7,573,000	\$15,478,000	<b>Base Annual Costs</b>
<u>Potential Adjustments</u>			<u>Potential Adjustments</u>
Adjustment for difference between the municipal levy and the road levy which it replaces (assume a small utility tax)	\$444,000	\$451,000	One-Time Costs amortized over 3 years
		\$-100,000	Cost Reduction from Removing Parks Aquatics
		\$780,000	Cost Reduction from Removing LOS Increase Park Maintenance - Additional
		\$154,000	Cost Reduction from Removing LOS Increase Park Recreation - Additional
		\$92,000	Cost Reduction from Lowered LOS Economic Development
<b>Total Revenues</b>	\$8,017,000	\$14,703,000	<b>Total Annual Costs</b>
		\$6,686,000	<b>General Fund Surplus I (Deficit)</b>
<b>Net Annual General Fund Surplus Available for Capital</b>	No Surplus Available		
<b>Revenues Statutorily Restricted to Capital</b>	\$1,038,000		
<b>Total Annual Funds Available for Capital</b>	\$1,038,000	\$4,250,000	<b>Projected Annual Capital Needs</b>
		\$3,212,000	<b>Capital Fund Surplus I (Deficit)</b>

**Table 6 The Bottom Line With Current Tax Rates and Levels of Service**

Next, the balancing tables can be used to explore the impacts of adding new revenue. Table 7, below, includes additional taxes, such as the Burien level of utility tax, the incremental utility tax revenue generated beyond the Burien level if the utility tax were at "maximum", and similar increments for the B&O tax. Figure 5 also portrays the effect of an additional reduction in level of service for police.) Even this aggressive attempt to add revenues and further reduce cost (including a trial reduction in police costs<sup>6</sup>) still results in a net General Fund deficit of \$2,265,000.

When added to the same net gap in capital costs versus revenues, it would appear that these combined gaps between available revenues and likely costs are so large as to reasonably prohibit incorporation. The amount of service level reductions that would be needed to achieve the cost reductions necessary to create a balance between costs and revenues would likely be unacceptable to the public.<sup>7</sup>

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<sup>6</sup> What would be the cost impact of changing the basic number of patrol officers for North Highline? Whether and how much the support costs (supervisor!, as well as support services) would change with a hypothetical change in patrol officers appears to be an issue which one could expect to resolve definitively only in actual contract negotiations. The Sheriff's Office estimates published in the Fairwood Incorporation Study (Public Review Draft, 9/9/05) show no change in support costs as the number of patrol deputies changes from six to twelve. For the purposes of projecting a rough decrease (or increase) in costs for subtracting (or adding) one 24-7 patrol, Table 7 therefore uses the unit costs of the 9/9/05 proposal (\$2,069.517 for 20 patrol officers, staffing three patrols) and assumes no change in overhead. This figure should only be considered a guide, as any such core change in requested patrol levels would certainly trigger a re-running of the Sheriff's costing model under whatever regional conditions then prevail to determine actual changes.

General note on police costs: For this fiscal analysis, the King County Sheriff's Office has submitted several projections of police costs (5/12/05, 9/9/05, and 10/12/05), reflecting the flexibility that their contracts and contracting cost model allow. The costs in Table 5 and reflected in Table 7 use the 9/9/05 proposal made for the Cost Study and presented to the UAC. It is important to bear in mind that any ultimate contract for police services would depend on what other areas the Sheriff's Office would also be serving, which would affect which resources would be available to be shared.

<sup>7</sup> A clean Bottom Line calculator is included as Figure 9, should the reader wish to posit additional revenues and/or levels of service in further investigation of balancing the City's budget.

	Revenues	Costs	
<b>Core Revenues</b>	\$7,573,000	\$15,478,000	<b>Base Annual Costs</b>
<u>Potential Adjustments</u>			<u>Potential Adjustments</u>
Adjustment for difference between the municipal levy and the road levy which it replaces (assume a small utility tax)	\$444,000	\$0	Line Item Costs (Assume county covers entire \$1.5 million as incorporation incentive)
Yield Utility Tax Package to bring total up to Burien level	\$2,347,000	\$940,000	Cost Reduction from Lowered LOS (2 Police Patrols instead of 3)
Yield (beyond Burien level) for Utility Tax Package at high level	\$714,000	\$600,000	Cost Reduction from Lowered LOS (REMOVE pool)
Yield from assumed B&O tax at Burien Level	\$103,000	\$189,000	Cost Reduction from Removing LOS Increase (Park Maintenance - Additional)
Yield (beyond Burien level) from assumed B&O tax at roughly the average level of all cities imposing a B&O 0.002 for services	\$308,000	(\$174,000)	Cost Reduction from Removing LOS Increase (Park Recreation - Additional)
Yield from Additional Source			Cost increase/Decrease from Raised/Lowered LOS
<b>Total Revenues</b>	<b>\$11,489,000</b>	<b>\$13,754,000</b>	<b>Total Annual Costs</b>
		\$2,265	<b>General Fund Surplus / (Deficit)</b>
<b>Net Annual General Fund Surplus Available for Capital</b>	No Surplus Available		
<b>Revenues Statutorily Restricted to Capital</b>	\$1,038,000		
<b>Total Annual Funds Available for Capital</b>	\$1,038,000		<b>Projected Annual Capital Needs</b>
	(\$9,212,000)		<b>Capital Fund Surplus / (Deficit)</b>

**Table 7 The Bottom Line With Aggressive Revenue Increases and Cost Reductions**

Figure 9, which follows, provides an opportunity for any reader to examine service reductions and revenue options in various combinations and test the authors' conclusions that there do not appear to be financially viable options for incorporation of North Highline. To make service level reductions at a level to achieve a fiscal balance would require dramatic changes in levels of services and also reductions in road maintenance to half of current levels and/or provision of no parks capital programs. These do not appear to be reasonable choices for the public.

	Revenues	Costs	
Core Revenues	\$7,573,000	\$15,478,000	Base Annual Costs
<u>Potential Adjustments</u>		\$451,000	<u>Potential Adjustments</u>
			One-Time Costs amortized over 3 years
Total Revenues	\$7,573,000	\$15,929,000	Total Annual Costs
	(\$8,356,000)		General Fund Surplus / (Deficit)
Net Annual General Fund Surplus Available for Capital	No Surplus Available		
Revenues Statutorily Restricted to Capital	\$1,038,000		
Total Annual Funds Available for Capital	\$1,038,000	\$4,250,000	Projected Annual Capital Needs
	(\$3,212,000)		Capital Fund Surplus / (Deficit)

Table 8 The Bottom Line [Clean Table for Additional Trials]

# North Highline Survey Report



**July 21, 2005**

## **Project Overview**

The Connections Group is working with Nesbitt Planning and Management as part of county - funded study to gauge the effects of governance options, including annexation and incorporation, on local services, taxation and representation. The area of North Highline includes White Center, Boulevard Park, Beverly Park, Top Hat and Northern Shorewood and is one of the most ethnically diverse areas of King County, with large Asian and Latino populations.

Between May 9 and June 1, 2005, The Connections Group dispatched groups of informed, accessible and enthusiastic interns who are well trained and supervised to go door-to-door to survey the North Highline population. They contacted more than 1,500 local residents, provided basic information about the governance options, and gathered survey input from them. This community outreach method not only provided more comprehensive and valid response data but also better-informed replies than a conventional mailed survey. The surveyors also obtained contact information from those who would like to be notified of future public meetings and focus groups.

In August, The Connections Group will organize, recruit and conduct four focus groups to support the outreach effort. After the initial door-to-door survey of community reactions to governance options, we will conduct four focus groups to describe analysis and findings in greater detail and elicit a community discussion about them and about how participants see the tradeoffs implied by the data. This will supplement the survey findings and will give North Highline Unincorporated Area Council additional input to see if there are possible paths to a community consensus on governance options.

The focus groups would be conducted in community locations in North Highline, likely a community center or neighborhood organization. Randomly-select citizens who fit different characteristics will be chosen to spend an hour and a half to discuss the various options.

The second phase of the survey would be initiated in October 2005 when a preliminary preferred governance option or options have been developed.

## **Timeline**

### **May**

First phase of community survey – Initial community reactions to options (More than 1,500 Households)

### **August**

Recruit and conduct four community focus groups

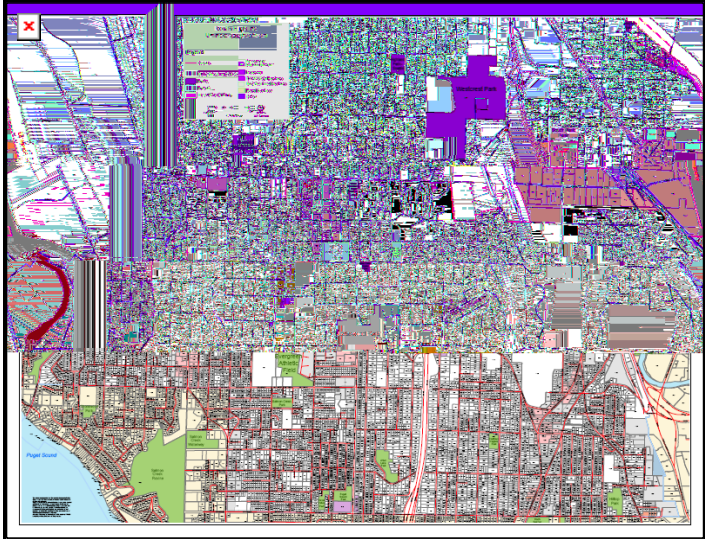
### **October**

Second phase of community survey – Field testing and validation of preferred option or options (About 1,500 Households)

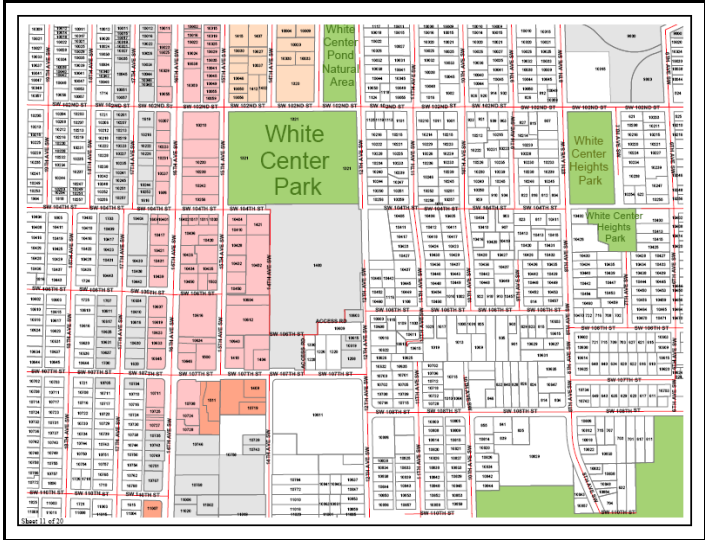
**Methodology**

The survey is done based upon geographical boundaries of the North Highline Unincorporated Area. The Connections Group purchased a series of maps compiled by King County GIS Center. These maps contain street addresses of all parcels and are highlighted with information about types of residences, businesses, and industries.

**Map of North Highline Unincorporated Area**



**Sample – Smaller walking map of neighborhoods**





Each day, surveyors would follow different canvass routes and contacted all addresses in the specified neighborhoods to ask survey questions and obtained basic demographic information about all persons aged 18 or over residing at the address. They conducted the door-to-door contacts during afternoon, early evening and weekend hours.

The Connections Group's surveyors used personal digital assistants to administer the interviews, asking questions as they appeared on the screen and directly entering the responses obtained. Completed interviews were electronically transferred to a central computer where the responses were edited for consistency and various codes were added.

A typical surveyor's workload consisted of about 10 completed surveys a day. One of the most difficult tasks a surveyor faced was obtaining respondent cooperation. In some cases, finding someone at home might require a surveyor to walk back and forth in a neighborhood several times during a 3-4 hour period. The North Highline survey is a voluntary survey, and persuading residents to take the time to answer questions completely and as accurately as possible is sometimes a difficult challenge. Surveyors usually obtained responses from about 35-40 percent of the canvassed homes. The response rate, of course, varies by type of areas and time of day.

The interview began with questions about the housing unit and the people who considered this address their usual residence. Basic demographic information about where they live, work, and shop were collected.

After the demographic information was collected, supplemental questions particular to various governance options and government services were asked. All surveyors have been trained to ask each question exactly as it is worded. Based upon the response entered by the surveyor, the computerized questionnaire determined the next question to be asked. While some questions required simple responses, others required the surveyor to categorize a response into a set of predetermined categories. Sometimes, surveyors had to type in answers directly, rather than selecting predetermined categories.

Additional demographic questions about home ownership, age, household size, race, languages, and education level were asked at the end to add further insights to the data collected.

## **Design of the Questionnaire**

A draft of the questionnaire was prepared by the Connections Group and was presented to the North Highline Unincorporated Area Council (UAC) meeting on May 5, 2005. Several recommendations were received and changes were made in consultation with various UAC members.

**Survey Results**

A total of 1,562 surveys were conducted between May 9 and June 1, 2005. The interviews were done in all neighborhoods in the North Highline Unincorporated Area. Below is a map showing distribution of all the completed surveys. Each highlighted parcel represents at least one completed survey from that address. Some of the highlighted parcels cover a large area and they are usually apartment buildings, condominiums, or senior homes. No interview was conducted with area businesses and industries.



## Part 1: Where You Live/Work/Shop

Question 1: **In** what neighborhood do you live?

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Notes:

Most of the residents (71.7%) surveyed identify themselves being part of the many neighborhoods in the North Highline Unincorporated Area: Boulevard Park 28.8%, White Center 21.5%, Shorewood 12.0%, Top Hat 5.0%, Salmon Creek 2.4%, Arbor Lake 1.9%, Rox Hill 0.1%. With 4.7% of the respondents actually know they live in the unincorporated area.

Question 2: **In** what area do you work?



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Notes:

Only 11.4% of the respondents work locally and most of the respondents (63%) work outside of the North Highline area. The survey also identifies relatively large unemployed (6.9%) and retired (18.7%) communities.

**Question 3: In what area do you usually shop? (Check all that apply)**

- North Highline Unincorporated Area 53.7%
- Burien 59.4%
- Seattle 22.4%
- Sea-Tac 5.5%
- Tukwila 20.9%
- East King County 1.5%
- South King County 5.6%
- Other 4.7%

Notes:

Unlike the work situation, our respondents usually shop locally or at a nearby city. More than half of the respondents (53.7%) shop within the North Highline Unincorporated Area. Almost 60% of the respondents also say they shop in Burien, 22.4% shop in Seattle and 20.9% shop in Tukwila.

**Part 2: Governance Definition**

**Question 4: As you may know, you live in part of unincorporated King County. Public services in this area are either provided by King County with general tax dollars or through tax levies by special districts, such as the North Highline Fire Department and emergency services.**

**Your community is dealing with the question of whether North Highline should be a part of unincorporated King County, incorporate into its own city, or be annexed into another city.**

**On a scale of 1 to 10, 10 being very interested, how interested are you in what kind of government will ultimately serve this area?**

- 1 7.0%
- 2 2.8%
- 3 3.5%
- 4 3.2%
- 5 15.6%
- 6 6.9%
- 7 9.9%
- 8 15.6%
- 9 9.6%
- 10 25.9%

Notes:

More than half of the respondents (51.1%) are very interested in the governance issue and choose 8, 9, and 10 as their answers. The surveyors confirm the interest level is generally very high and many respondents were patient and were willing to talk with us about the survey.

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**Question 5: As you may know, there has been talk in our community about being one of King County’s unincorporated areas, incorporating into our own city, or being annexed into a nearby city. Burien has done a draft study of annexing North Highline and Seattle is working on a study now. If you had to choose, would you rather be part of unincorporated King County, start a new city here, be part of city of Burien, city of Seattle, or pick another option?**

• <u>Unincorporated King County</u>	42.6%	Formatted: Bullets and Numbering
• <u>New city</u>	3.7%	Formatted: Bullets and Numbering
• <u>City of Burien</u>	20.7%	Deleted: Seattle
• <u>City of Seattle</u>	17.1%	Deleted: Burien
• <u>Another option</u>	2.5%	Formatted: Bullets and Numbering
o <u>City of Sea-Tac</u>	0.4%	Deleted: <#>Stay unincorporated¶
o <u>City of Tukwila</u>	0.9%	Inserted: <#>Stay unincorporated¶ City of Sea-Tac
o <u>Area divided     and be annexed into different cities</u>	0.2%	Formatted: Bullets and Numbering
o <u>Other</u>	1.0%	Formatted: Bullets and Numbering
• <u>None of the above</u>	1.2%	Deleted: <#>New city¶ <#>Don't know¶
• <u>Don't know</u>	12.2%	Formatted: Indent: Left: 36 pt, Bulleted + Level: 1 + Aligned at: 18 pt + Tab after: 36 pt + Indent at: 36 pt, Tabs: 54 pt, List tab + Not at 36 pt Deleted: ¶

**Question 6: If that choice had to happen, would you prefer it sooner or later?**

• Sooner	37.2%
o 2005	23.1%
o 2006	10.4%
o 2007	3.2%
o After 2007	0.5%
• Later	22.5%
o 1-2 years	3.3%
o 3-4 years	4.0%
o 5-6 years	3.2%
o Longer than 6 years	12.0%
• Don't know	40.3%

Notes:

Many respondents (40.3%) simply don't know how to answer this question. For those who prefer to have a decision soon, more than one third of the total respondents (33.5%) choose 2005 and 2006. 12.0% of the total respondents want to delay the decision indefinitely.

### Part 3: Levels of Services

**Question 7: What government services do you now receive? (Check all that apply)**

1. Schools	33.2%
2. Fire	64.9%
3. Utilities	68.7%
4. Police	66.4%
5. Public Health/Clinic/Hospital	31.6%
6. Roads/Transportation	47.2%
7. Housing	6.9%
8. Senior services	6.5%
9. Don't know	16.5%
10. Other, specify	5.8%

- None 2.4%
- Social security 0.8%
- Parks 0.5%
- Library 0.3%
- Misc. 1.8%

Notes:

Over two third of the respondents think utilities, police and fire services are the most common government services they receive, while about half pick roads/transportation and one third pick schools. 2.4% of the respondents think they don't get any government services. The most common services not included in the categories but were mentioned are social security, parks, and library services.

**Question 8: If there was one service you would pay more to improve, what would that be?**

1. Schools	16.7%
2. Fire	3.9%
3. Utilities	4.1%
4. Police	18.4%
5. Public Health/Clinic/Hospital	3.4%
6. Roads/Transportation	12.9%
7. Housing	0.7%
8. Senior services	1.3%
9. Don't know	23.2%
10. Other, specify	15.4%

- None, paying enough taxes 6.2%
- Trash, sewer 1.2%
- Sidewalks 1.1%
- Police and Fire, 911 Emergency Services 0.8%
- Parks 0.5%
- All services are important 0.4%
- Misc. 5.2%

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 2. Highline Schools¶  
 3. Seattle City Light¶  
 4. King County Recycling Services¶  
 5. Public Health Plumbing¶  
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Notes:

Respondents are less sure when asked which one service they would pay more to improve. Don't know got the most votes at 23.2%. While Police receives 18.4% of the support, schools get 16.7% and roads/transportation receive 12.9%. The most common services not included in the categories but were mentioned are none (paying enough taxes already), trash and sewer, sidewalks, Police and Fire, 911 Emergency Services, and parks.

**Question 9: Which one service you would be willing to pay more to keep?**

1. Schools	14.4%
2. Fire	15.4%
3. Utilities	4.2%
4. Police	21.5%
5. Public Health/Clinic/Hospital	3.2%
6. Roads/Transportation	4.3%
7. Housing	0.6%
8. Senior services	0.7%
9. Don't know	23.1%
10. Other, specify	12.6%

- None, paying enough taxes 5.1%
- Police & Fire 2.5%
- Sewer and garbage 0.9%
- All services 0.8%
- Parks 0.3%
- Misc. 3.0%

Notes:

Again, respondents are not sure about which one service they would pay more to keep. Don't know get the most votes at 23.1%. While Police receives 21.5%, Fire gets 15.4% and schools receive 14.4%. The most common services not included in the categories but were mentioned are none (paying enough taxes already), Police and Fire together, sewer and garbage, all services, and parks.

**Question 10: What's the best part about living here?**

1. Close to shopping/businesses/work	22.1%
2. Schools	0.7%
3. Sense of community	18.6%
4. Housing costs	6.3%
5. Low taxes	3.0%
6. Live close to family, friends, and/or the community	5.1%
7. Good government services	0.3%
8. None	2.5%
9. Don't know	3.8%
10. Other, specify	37.6%

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- Quiet, peaceful, privacy 9.8%
- Close to city, schools, shopping, roads, and everything, proximity 9.0%
- Location, nice community, not a city 3.4%
- Rural 2.4%
- Nice and good neighborhood, safe 1.8%
- Affordable 1.1%
- Diversity 1.0%
- Misc. 9.1%

Notes:

Respondents pick other (37.6%) as their most popular choice. Respondents like the fact that North Highline is close to many places and is in close proximity to where they work, shop or study. They think North Highline is a nice rural community, not a city. The community generally is quiet, safe and is at a peaceful location. Some respondents also point out the diversities in North Highline and enjoy being part of that.

Close to [shopping/businesses/work](#) and [sense of community](#) reflect the mood of the respondents and both receive 22.1% and 18.6% respectively.

**Question 11: What's your biggest concern about this area?**

- 1. [Poor road repair/sidewalks/repairs take too long](#) 3.0%
- 2. [Taxes](#) 5.6%
- 3. [Poor schools](#) 3.5%
- 4. [Expensive utilities](#) 1.2%
- 5. [No sense of community](#) 1.0%
- 6. [Lack of political representation](#) 1.2%
- 7. [Lack of/poor sewers](#) 1.2%
- 8. [Economic opportunities/employment](#) 1.3%
- 9. [Lack of police coverage](#) 9.5%
- 10. [Poor street lighting](#) 1.8%
- 11. [None](#) 16.2%
- 12. [Don't know](#) 4.9%
- 13. [None of the above](#) 1.6%
- 14. [Other, specify](#) 48.0%

- Crime, safety, security 19.7%
- Drugs, meth labs 3.3%
- Gangs 1.2%
- Airport, air traffic 3.4%
- Growth, overdevelopment 2.8%
- Traffic 2.1%
- Speeding 0.8%
- Various annexation concerns 2.3%
- Misc. 12.4%

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Notes:

Respondents overwhelmingly pick other (48.0%) as their most popular choice. We did not include crime and safety in our categories but many do voice their concerns on the issue.

Generally, many respondents think crime is getting worst in the area and safety & security have become their number one concern. They see North Highline is having drug problems particularly with the number of meth labs. Gang violence is becoming common as a result.

Other respondents choose growth and overdevelopment as their major concern. Many residents see increased traffic, both from the airport and through roads, as a critical problem.

**Question 12: What advice would you give to the governing body, that will end up serving you?**

<u>1. Improve traffic conditions</u>	3.0%
<u>2. Improve street lighting</u>	1.6%
<u>3. Lower taxes</u>	13.9%
<u>4. Better transportation options</u>	2.3%
<u>5. More shopping near home</u>	1.6%
<u>6. More police on duty</u>	10.7%
<u>7. Better schools</u>	5.1%
<u>8. Better government services (general)</u>	2.1%
<u>9. Better community services</u>	3.1%
<u>10. None</u>	9.4%
<u>11. Don't know</u>	12.8%
<u>12. None of the above</u>	2.3%
<u>13. Other, specify</u>	32.1%
<ul style="list-style-type: none"><li>Listen to people, treat us fair, communicate, honesty</li></ul>	5.8%
<ul style="list-style-type: none"><li>Better, improve, more, develop, maintain services</li></ul>	4.3%
<ul style="list-style-type: none"><li>Leave people alone, stay out, less government, keep it as is</li></ul>	3.4%
<ul style="list-style-type: none"><li>Spend wisely</li></ul>	2.1%
<ul style="list-style-type: none"><li>Clean up</li></ul>	1.4%
<ul style="list-style-type: none"><li>Sidewalks</li></ul>	1.2%
<ul style="list-style-type: none"><li>Misc.</li></ul>	13.9%

Notes:

Again, many respondents think outside the box with the question. 32.1% pick other as their most common choice. Generally, we can divide the answers into 3 areas: Improve and maintain vital government services, listen and communicate to the public, and keep a small government with low taxes. In addition, 13.9% choose lower taxes and 10.7% choose more police on duty as their advice to the new governing body.

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## Part 4: Demographics

### Question 13: Do you own or rent your home?

• Own/Buying	80.0%
• Rent	17.6%
• Live rent free	0.8%
• Refused	1.6%

### Question 14: What is your age? (Read brackets if necessary)

• 18-24	6.6%
• 25-29	5.2%
• 30-34	9.1%
• 35-39	9.6%
• 40-44	12.8%
• 45-49	11.6%
• 50-54	11.4%
• 55-59	8.0%
• 60-64	5.6%
• <u>65-69</u>	4.3%
• <u>70-74</u>	4.0%
• <u>75-80</u>	3.9%
• <u>&gt; 81</u>	2.9%
• <u>Refused</u>	5.0%

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Notes:

15.1% of the respondents are 65 and older, while 11.8% are under 30. Many of the respondents (35.8%) we surveyed are between 40 and 54.

### Question 15: How many people are currently living in your household?

• 1	13.1%
• 2	36.4%
• 3	17.3%
• 4	16.4%
• 5	8.4%
• > 5	5.6%
• Refused	2.8%

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Notes:

More than one third of the households we surveyed are 2 persons household. We think the result reflects the many young families and retirees living in North Highline.

**Question 16: What race would you classify yourself as? (Read brackets if necessary)**

- African American/Black\_ 4.4%
- Caucasian/White 71.4%
- Eastern European 0.2%
- Latino/Hispanic\_ 7.4%
- Asian/Asian American\_ 8.6%
- African\_ 0.1%
- Middle Eastern 0.0%
- Other\_ 5.5%
- Refused 2.4%

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Notes:

About 25.9% of the respondents are from visible minority communities.

**Question 17: What other language is spoken at this household?**

- Speak English 74.8%
- Spanish 10.3%
- Vietnamese 4.5%
- Cambodian 1.2%
- Ethiopian 0.1%
- Somali 0.4%
- Russian 0.3%
- Other, specify 8.4%

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Notes:

About 25.2% of the respondents speak another language at their households. 10.3% of our respondents come from Spanish speaking households and another 10% come from various Asian language households. Some of the most common other languages are Tagalong, Samoan and Japanese.

**Question 18: What is your annual household income before taxes? (Read brackets if necessary)**

- < \$15,000 2.6%
- \$15,000 - \$24,999 4.2%
- \$25,000 - \$34,999 6.9%
- \$35,000 - \$49,999 12.7%
- \$50,000 - \$74,999 15.0%
- \$75,000 - \$99,999 8.2%
- > \$100,000 4.9%
- Refused 45.5%

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Notes:

Almost half of the respondents (45.4%) refused to tell our surveyors their annual household incomes. Since many respondents refuse to answer the question, it will be difficult for us to do statistical analysis using income level as part of the study.

**Question 19: What is the last grade you completed in school?**

- Other, please specify: \_\_\_\_\_ 8.0%
- High School Completion 31.6%
- Some College 31.3%
- College Graduate 23.1%
- Post Graduate 6.0%

**Part 5: Community Study**

**Question 20: Over the next several months the North Highline Unincorporated Area Council will oversee a survey of governing options. Would you like to be kept informed?**

- Yes 60.0%
- No 40.0%

Notes:

We have collected 421 email addresses and 411 phone numbers from respondents willing to be kept informed. Another 32 respondents would like to receive updates by regular mail.

**Part 6: Focus Group Recruitment**

**Question 21: We are looking for 50 people to be part of community focus groups in June to share their ideas about governance. Would you be interested in participating?**

- Yes 26.8%
- No 73.2%

Notes:

We have collected 156 email addresses and 140 phone numbers from respondents willing to participate in future focus groups.

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# Key Findings

## Governance choices based on self-identified neighborhoods

Total Number of Responses in %	Neighborhood of Respondent	Preferred Governance Option							Total
		Uninc.	New City	City of Burien	City of Seattle	Another option	None of the above	Don't know	
21.7%	White Center	41.0%	5.5%	18.4%	21.7%	2.8%	0.5%	10.1%	100.0%
28.8%	Boulevard Park	44.4%	3.1%	21.2%	14.9%	4.2%	1.4%	10.8%	100.0%
4.5%	Burien	32.6%	6.5%	30.4%	10.9%	2.2%	2.2%	15.2%	100.0%
2.3%	Seattle	20.0%	0.0%	20.0%	36.0%	4.0%	4.0%	16.0%	100.0%
1.1%	King County	16.7%	0.0%	33.3%	8.3%	8.3%	8.3%	25.0%	100.0%
5.0%	Top Hat	47.1%	9.8%	17.6%	9.8%	0.0%	2.0%	13.7%	100.0%
1.1%	South Park	8.3%	8.3%	8.3%	58.3%	8.3%	0.0%	8.3%	100.0%
2.4%	Salmon Creek	45.8%	0.0%	25.0%	4.2%	0.0%	4.2%	20.8%	100.0%
12.0%	Shorewood	44.5%	3.4%	14.3%	25.2%	1.7%	0.0%	10.9%	100.0%
1.9%	Arbor Lake	57.9%	0.0%	15.8%	5.3%	0.0%	0.0%	21.1%	100.0%
0.1%	Rox Hill	66.7%	0.0%	0.0%	33.3%	0.0%	0.0%	0.0%	100.0%
4.7%	Unincorporated	50.0%	2.2%	34.8%	6.5%	4.3%	0.0%	2.2%	100.0%
0.7%	Sea-Tac	42.9%	0.0%	14.3%	14.3%	0.0%	14.3%	14.3%	100.0%
8.0%	Other	46.9%	3.7%	19.8%	13.6%	0.0%	0.0%	16.0%	100.0%
5.7%	No idea	39.7%	1.7%	24.1%	12.1%	0.0%	3.4%	19.0%	100.0%
100.0%									

Notes:

Overall, staying unincorporated is the most popular choice for respondents in most of the self-identified neighborhoods. Respondents who identified themselves from Seattle and South Park made City of Seattle their first choice, while those identified themselves from King County chose City of Burien.

City of Burien seems to be a popular 2<sup>nd</sup> choice if respondents said they are part of Boulevard Park, City of Burien, City of Seattle, Top Hat, Salmon Creek, Arbor Lake, unincorporated, City of Sea-Tac, other, and have no idea.

While City of Seattle is the 2<sup>nd</sup> choice if the respondents said they are part of White Center, Shorewood, Rox Hill and City of Sea-Tac.



Notes:

Overall, staying unincorporated is the most popular choice for respondents working in different areas or retirees.

**Governance choices based on where you shop (Participants can have multiple answers)**

Total Number of Responses in %	Where To Shop - Respondents	Preferred Governance Option						Don't know	Total
		Uninc.	New City	City of Burien	City of Seattle	Another option	None of the above		
53.7%	North Highline Unincorporated Area	44.9%	4.5%	18.1%	17.9%	3.0%	0.9%	10.8%	100.0%
59.4%	Burien	43.3%	4.0%	23.9%	13.1%	2.7%	1.0%	12.0%	100.0%
22.4%	Seattle	36.0%	5.3%	15.6%	29.3%	1.8%	0.9%	11.1%	100.0%
5.5%	Sea-Tac	35.7%	5.4%	28.6%	14.3%	1.8%	1.8%	12.5%	100.0%
20.9%	Tukwila	38.1%	4.8%	21.4%	16.2%	4.8%	0.5%	14.3%	100.0%
1.5%	East King County	37.5%	12.5%	6.3%	31.3%	0.0%	0.0%	12.5%	100.0%
5.6%	South King County	47.4%	8.8%	10.5%	19.3%	3.5%	0.0%	10.5%	100.0%
4.7%	Other	42.6%	6.4%	14.9%	21.3%	2.1%	2.1%	10.6%	100.0%

Notes:

Overall, staying unincorporated is the most popular choice for respondents shopping in different areas.

**Governance choices based on race**

Total Number of Responses in %	Race of Respondents	Preferred Governance Option						Don't know	Total
		Uninc.	New City	City of Burien	City of Seattle	Another option	None of the above		
4.4%	African American/Black	29.5%	6.8%	15.9%	29.5%	2.3%	0.0%	15.9%	100.0%
71.4%	Caucasian/White	47.2%	2.9%	20.4%	14.7%	2.7%	1.3%	10.8%	100.0%
0.2%	Eastern European	50.0%	0.0%	50.0%	0.0%	0.0%	0.0%	0.0%	100.0%
7.4%	Latino/Hispanic	31.2%	3.9%	20.8%	23.4%	5.2%	1.3%	14.3%	100.0%
8.6%	Asian/Asian American	21.8%	5.7%	23.0%	26.4%	1.1%	1.1%	20.7%	100.0%
0.1%	African	0.0%	0.0%	50.0%	50.0%	0.0%	0.0%	0.0%	100.0%
0.0%	Middle Eastern	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A
5.5%	Other	43.9%	7.0%	17.5%	15.8%	1.8%	1.8%	12.3%	100.0%
2.4%	Refused	39.1%	4.3%	30.4%	8.7%	0.0%	0.0%	17.4%	100.0%
100.0%									

Notes:

Although sample sizes are much smaller, some of the diverse communities do seem to have other governance preferences other than staying unincorporated. For instance, there are more Asian Americans picking Seattle and Burien over staying unincorporated.





### Governance choices based on education level

Total Number of Responses in %	Education of Respondents	Preferred Governance Option						Don't know	Total
		Uninc.	New City	City of Burien	City of Seattle	Another option	None of the above		
8.0%	Other	45.6%	6.3%	19.0%	15.2%	3.8%	1.3%	8.9%	100.0%
31.6%	High School Completion	44.0%	1.9%	22.5%	15.5%	2.5%	1.6%	12.0%	100.0%
31.3%	Some College	43.8%	3.5%	19.0%	15.9%	3.2%	0.6%	14.0%	100.0%
23.1%	College Graduate	41.7%	4.8%	20.6%	18.4%	0.9%	1.3%	12.3%	100.0%
6.0%	Post Graduate	25.8%	6.5%	22.6%	30.6%	3.2%	1.6%	9.7%	100.0%
100.0%									

Notes:

For respondents with post graduate degree, they have City of Seattle as their 1<sup>st</sup> governance preference other than staying unincorporated.

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**\*\*King County does not "contract out garbage services".Garbage collection is provided through a WUTC franchise that any new city would be required to retain for 7 years. Garbage ought to be removed from this list**

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Thomas Nesbitt

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**protection and emergency medical services**

# **NORTH HIGHLINE GOVERNANCE STUDY**

## **FOCUS GROUP REPORT**

**August 18, 2005**

**Focus Groups conducted by:** Cathy Allen,  
The Connections Group

Focus Group #1 See page 1

**Location:** Boulevard Park Police Storefront

**Date:** August 3, 2005, 5:30pm-7pm

Focus Group #2 See page 5

**Location:** Boulevard Park Police Storefront

**Date:** August 3, 2005, 7:30pm-9pm

Focus Group #3 See page 9

**Location:** White Center Community Center

**Date:** August 6, 2005, 11am-12:30pm

Focus Group #4 See page 13

**Location:** White Center Community Center

**Date:** August 6, 2005, 1-2:30pm

# NORTH HIGHLINE GOVERNANCE STUDY

## Focus Group #1

### I. Demographic and Focus Group Profile

Focus group #1 consisted of twelve North Highline residents, which were five women and seven men. Four neighborhoods—Boulevard Park, White Center, Shorewood, and Top Hat—were represented, and two participants, a male and a female, were from the Asian American community (see attached form).

### II. Initial Views and Reasoning

When asked their preference of governance during the survey, nine members of the focus group chose to remain in unincorporated King County, while two preferred annexation to Burien, and one preferred annexation to Seattle. When the moderator asked what was attractive about remaining with King County, the group responded in general that taxes were fewer and lower, especially in comparison with Seattle.

*Jeffrey: "It will cost \$500 more for Seattle, and about \$120 more for Burien."*

*Layne: "We don't get stuck with the Monorail tax."*

Several group members, but not all, expressed satisfaction with their current services and expressed hopes to maintain them.

*Layne: "I love my Sheriff... We got [911] response in under two minutes [general agreement]."*

Two participants disagreed.

*Alan: "It's the police response I have a problem with... I know that these guys are stretched thin... Maybe we ought to incorporate into another city; they may have better resources and police officers."*

*Anna: "These last three years have been so bad [with youth vandalism and crime]... We formed a block watch. We called the police and they said they'd get there if they can. I'm afraid to go out and say anything to these kids."*

When the moderator asked how is it people felt that King County gave them nothing, but still they wanted to remain unincorporated, the group in general disagreed with the question.

*Brian: "I think King County is great."*

*Mark: "In rural King County people say that, but [here] most people are very pleased."*

*Anna: "But would we keep all of them [services] if we stayed unincorporated?"*

### **Observations and Conclusions**

As shown in Anna's quote, though most of the group ideally favored remaining unincorporated, they recognized that King County would not maintain their current level of services and taxes. The majority seemed to want to preserve their services and service providers, but they agreed that King

County would continue to cut their budget. Because of this they were willing to explore other options.

*Jeffrey: "King County is not going to support us."*

### **III. Considering Annexation and Incorporation**

Participants felt they needed more information regarding the consequences of annexation. In addition to wanting a cost/benefit analysis, participants expressed the need to know the changes in services and service providers given each possible scenario.

*Alan: "How will they [existing services] be meshed into the (new) system?"*

*Jim: "[If there is an annexation] what happens to the housing renovations?"*

When asked what the values for considering annexation or incorporation were, the group responded with the following:

*Jeffrey: "Who is going to clean up our streets, reduce our crime rates... attract businesses with a B&O tax that isn't outrageous, who is going to make this area prosper."*

*Jim: "[Property value] I don't want to be priced out of the neighborhood."*

*Bill: "People pay their sewer bill to Seattle; it is still Southwest Suburban... it is ten dollars higher [in Seattle]."*

*Anna: "I'm on septic. What's that going to do to me?"*

When asked where the line should be for a split annexation, participants seemed more interested in rationally discussing options that included the entire area.

*Layne: "The area is so knit, it is hard to decide."*

### **Observations and Conclusions**

Naturally, taxes and services are the leading concerns. The majority of the group expressed or agreed with improving services, or at the least maintaining status quo, while keeping taxes and costs at a minimum. Still, participants accepted that taxes were likely to increase in any scenario. Eight participants said a \$500 increase at most would be ok. Also important to participants was how their representation and ability to direct community prerogative would change if annexed (see section IV, V, and VI).

### **IV. Considering Burien: Pros and Cons**

To shift the discussion to the topic of annexation and public opinion regarding the possibilities, the group was asked to talk about the positive aspects of Burien and what makes it favorable for annexation.

*Mark: "They [Burien] have a vision. They have a plan."*

*Alan: "If we were annexed into Burien, the response time [police] would probably be better."*

*Mark: "We will have a bigger voice in local politics."*

*Layne: "Burien uses volunteers, and I'd like to see them do that here. We won't get results until people step up."*

Immediately, several participants viewed Burien as a way to have a larger influence in local politics, which resonated well with the whole group. A couple participants furthermore felt that Burien would better the police and overall safety of the area. It was generally agreed upon that annexation to Burien would be the best way to preserve the “small community” atmosphere of North Highline, while allowing for greater influence and participation in politics and planning.

*Mark: “They [Burien] seem to be a real strong group, pushing things even against popular opinion [in reference to the town square project]. Whether right or wrong, they’re getting things done... I’m a bit concerned they didn’t want us in the first place.”*

*Jim: “Seattle didn’t want us [either]. We’d be a burden on anyone.”*

*Anna: “Burien is weighing whether it would be a value to them to accept us.”*

## **Observations and Conclusions**

These quotes reveal a sentiment that neither Burien nor Seattle has a positive opinion on annexing North Highline, and additionally the cities will act without consideration to the popular opinion of North Highline. This said, there was no passionate or outspoken opposition to annexation by Burien. Concerns with Burien seemed to be counterbalanced by greater concerns with Seattle.

## **V. Considering Seattle: Pros and Cons**

Continuing the discussion on annexation, the group was asked to talk about what would tip them towards favoring annexation by Seattle.

*Jeffrey: “Seattle has more to offer when it comes to multi-cultural diversity.”*

*Jennifer: “I feel like Seattle is here already. They are doing a good job rounding up dealers. Seattle will increase my property value.”*

*Layne: “I’m pretty happy with the City of Seattle. I think there are some high power things that come with Seattle that other cities might not be able to do, like negotiating.”*

Though several participants had positive impressions of certain aspects of Seattle like diversity, regional power, and increased property value, the discussion quickly turned to negative impressions and concerns with Seattle. Increased property value, for instance, was first listed as a benefit, but the majority believed it to be harmful. When asked what would be the most objectionable tax increase, the majority believed it would be the property tax increase that would occur if Seattle annexed.

*Jim: “I don’t want to be priced out [of a home].”*

*Jeffrey: “If we’re incorporated [annexed] into Seattle, we’re a tiny little dot on a huge map. Our voice is just going to be the smallest squeak. We won’t see better services than we have now. We will retain more of a rural stature if we are not part of Seattle.”*

*Bill: “Seattle will be a middle man [for utility taxes].”*

*Cindy: “I might move out [if Seattle annexes].”*

## Observations and Conclusions

The majority of the group saw annexation to Seattle as a negative scenario, and at least several were passionate in their opposition to the idea. Several times it was mentioned that North Highline would be a “tiny spot” or a “speck” on the Seattle map. In this light, it seemed that North Highline would be little more than an addition to Seattle’s tax base, would receive no better services, and would have little say in Seattle’s governance. Furthermore, two participants voiced a concern that Seattle would overdevelop housing in North Highline.

## VI. Pivotal Points and Final Decisions

When the moderator asked for a final vote at the end of the discussion, six participants said Burien would be their first choice for the governance options, two participants said Burien would be their choice if remaining unincorporated was not a realistic option, and four participants said Burien would be their choice if remaining unincorporated *or* incorporating into a new city were both not realistic options. All four who were interested in incorporating were women. To boil the choices down to Burien and Seattle, all twelve chose Burien over Seattle.

*Jim: “[With Burien] There would be continuity, [we] would still have the same school district, fire district, and police department, though I’d like to improve on that a little bit.”*

*Alan: “I like the small community atmosphere. I would fight for Burien.”*

## Observations and Conclusions

Participants in focus group #1 chose Burien for three main reasons:

1. Belief there would be less change. Because Burien has a similar population size and already shares several services with North Highline, it was natural that participants had greater affinity and trust towards Burien. Some believed Burien and North Highline shared common interests, such as maintaining a more rural community lifestyle.
2. Belief there would be greater representation. Again, the similar size and dynamics of Burien allowed participants to believe they would have more influence in local matters and politics than in Seattle.
3. Belief there would be comparable, if not better, services for less. Though generally unhappy about any tax increase, participants felt they would receive more services for their money with Burien. This is due partly to sharing service providers with Burien, and partly to the perception of Seattle having a costly bureaucracy, wasting money, and having higher crime rates.

In several cases, the dominating negative opinions of Seattle worked to the additional advantage of Burien. When surveyed, only two participants chose the option to annex to Burien. For some, Burien may just serve a less undesirable option than Seattle. Combined with the above positive opinions of Burien, ten participants either changed their opinion entirely to favor Burien, or viewed Burien as the second best option. It should be noted that the one supporter of Seattle changed her opinion during the discussion as well.

*Jennifer: “I would vote for Burien solely on what I heard along the way [referring to the discussion] as far as a smaller area, with more voice... if I could get those things.”*

## NORTH HIGHLINE GOVERNANCE STUDY

### Focus Group #2

#### **I. Demographics and Focus Group Profile**

Focus group #2 consisted of seven North Highline residents, which were three women and four men. Six participants were Caucasian, and one was African American. Four neighborhoods—Boulevard Park, White Center, Shorewood, and Salmon Creek—were represented (see attached form).

#### **III. Initial Views and Reasoning**

Results from the initial survey and response showed varied opinions for governance options. Two participants chose to remain in unincorporated King County, two chose to divide the area, one chose to annex to Burien, one chose annex to Seattle, and one did not know. The group agreed that it was unrealistic to remain as part of King County, and the participants were willing to weigh the benefits and costs of the various governance scenarios. However, two participants, Butch and Claire, were more concerned with viewing options for Boulevard Park as a separate entity from the rest of N. Highline (see section 3).

*Vince: "I have a lot of conflicting views about Seattle versus Burien. I would like to find out more."*

*Jennifer: "I'm interested in learning about the advantages."*

*Butch: "Boulevard Park needs to separate itself and look at other options that the Seattle/Burien thing."*

*Claire: "Boulevard Park would like to speak for itself, separate from the UA [Unincorporated Area]."*

The group was asked about what they felt was important to preserve in unincorporated King County.

*Jennifer: "The autonomy in making decisions."*

*Claire: "We have our own little pride in our little niche [Boulevard Park]. We're like country in the city, and we like that."*

*Janet: "Highline schools have a better reputation [than Seattle public schools]."*

The group agreed in general that autonomy, rural atmosphere, location, and schools were positive attributes to being in unincorporated King County. However, two participants took the opportunity to express dissatisfaction with their current services, the police in particular.

*Tom: "I'm very concerned about police service. My house was broken into and it took over 2½ hours before anyone [the police] showed up."*

*Butch: "My house was also broken into, and it took them about four [hours to come]."*

#### **Observations and Conclusions**

Though the group had positive impressions of their particular area and communities, they did not seem to attribute these aspects to King County, the collective area of North Highline, or their service providers, with the exception of the Highline School District. Because of this, participants were willing to explore options that involved greater structural change.



*Claire: "The unincorporated area isn't cohesive; it's just what is leftover."*

*Doug: "What are they going to do for us, for our community, for our infrastructure, for our services?"*

### **III. Considering Annexation and Incorporation**

When asked about the possibility of incorporating to a new city, participants did suggest interest in the idea, but were quick to doubt the feasibility of the option.

*Janet: "King County is [already] trying to cover our area as if it were incorporated, that just can't happen."*

*Claire: "Even though being incorporated would leave us the most like we are; it would also only leave us with our own resources, where Seattle and Burien already have established programs."*

*Doug: "I like that idea, but I don't think it can actually happen."*

The group was then asked if they favored full or split annexation. Immediately a discussion began concerning splitting the area, so the moderator asked where the divide should be if there was a split annexation.

*Butch: "128<sup>th</sup> over to 509, down to Seattle, over to Apartment 99. I don't know where everything else [smaller neighborhoods] would be, but Boulevard Park is a real easy piece of pie to cut."*

*Doug: "It seems the natural dividing line would be 509 if you had to split them up [White Center and Boulevard Park], but they do kind of hang together."*

*Tom: "It makes sense for us not to have the entire region go in one direction, it seems 116<sup>th</sup> is a natural dividing point."*

*Janet: "I'm not any of the above. Since I'm not Boulevard Park, I'm not White Center, I'm [for] Burien."*

### **Observations and Conclusions**

In the group there were two prevailing perspectives regarding governance options. First, the majority of the group, whether or not they had already formed a preference, was interested in discussing how each scenario would benefit their services. They felt incorporating was unlikely to offer many benefits. Secondly, two participants from Boulevard Park were equally if not more concerned with looking at which option could best serve what they perceived to be the separate aspirations of Boulevard Park. These participants favored a split annexation while some others were less sure, as shown by Janet's comment. This said, all willingly considered it, and by the end the majority supported the idea of splitting the area if the entire region couldn't agree on a particular governance option.

### **IV. Considering Burien: Pros and Cons**

Moving the discussion onward to the main options for annexation, the group was asked to talk about the City of Burien.

*Janet: "I use the community center a lot. I like the King County library system so much better than Seattle's. I relate to Burien. I shop there, I live in the area, and I don't like Seattle's."*

*Doug: "Their going to be economically pinned to the map for a while [referring to the town square project]. Their not going to be doing much for me up in Boulevard Park. I don't believe we will get much service out of them."*

*Tom: "The Burien/King County resources are too thin, they'd be better in Seattle."*

*Claire: "Burien wants us because if they don't take us, it will hurt them."*

The discussion quickly revealed that several participants had negative impressions of Burien. The group was asked what would change their opinion to favor Burien.

*Tom: "A guarantee of improved services, particularly police and fire."*

*Claire: "No way would I go to Burien unless we are assured our political representation... unless the police are responsive to all the burglaries... a commitment to development."*

*Jennifer: "Why does Burien want White Center? Is it just for the tax base? Will we receive all of the advantages Burien has?"*

## **Observations and Conclusions**

Aside from Janet, the participants felt that Burien would not improve their services. Their opinion was due to the fact that Burien shared several services with them already, namely the police, and the belief that Burien was either financially unable or unwilling to improve services. Furthermore, two participants from Boulevard Park, Butch and Claire, assumed they would not receive adequate political representation if they annexed to Burien.

## **V. Considering Seattle: Pros and Cons**

The group was asked what they felt was positive about the City of Seattle.

*Butch: "Seattle has an economic engine... there is spillover. I don't see Burien having the same."*

*Vince: "As some people pointed out, the benefit of Seattle is the tradition of recognizing neighborhoods."*

*Tom: "I think that the level of service, the neighborhood representation... the overall support is better in Seattle than Burien."*

Though the majority favored Seattle's services and neighborhood representation, there were reservations as well.

*Janet: "I don't want my kids going to Seattle schools."*

*Doug: "I don't want to pay the Monorail tax."*

*Butch: "The B&O [tax]... is too high."*

The moderator asked Janet and Vince, who preferred Burien, and Doug, who originally wanted to stay unincorporated, what would tip them towards Seattle.

*Doug: "It would have to be the services."*

*Janet: "It would take a lot [to go to Seattle]... simply because I don't want to be south Seattle."*

*Vince: "If we would be treated comparably to some of the longer standing neighborhoods, I would go to Seattle."*

## Observations and Conclusions

With the exception of Janet, the participants generally viewed Seattle to be a more desirable choice over Burien. The belief that Seattle would provide better services than both Burien and King County was the main deciding factor for many. For them Seattle had the programs and resources to improve areas Burien could or would not. The two participants from Boulevard Park, Butch and Claire, argued that Seattle provided a better forum for neighborhood representation, which was a conviction other participants appeared to agree with as well.

## VI. Pivotal Points and Final Decisions

At first glance it was difficult to pinpoint the consensus in focus group #2. Though all but one preferred the scenario of a Seattle annexation, a couple participants were not satisfied with the main governance options they were given. For instance, Butch and Claire of Boulevard Park wanted their area to separately pursue other possibilities, such as with the City of Tukwila in addition to the main options. Notwithstanding, there were three important observations to be made upon focus group #2.

1. Services were more important than taxes. The group agreed that they would be willing to pay more taxes if it would improve their services. Overall, a monthly increase of 50 dollars was deemed acceptable if there was a noticeable improvement in services. A few went further to raise the increase to 100 dollars, but 50 was the safe consensus.

*Tom: "If a 100 [dollars] meant the police would be at my door...in 15-30 minutes... then [yes]."*

*Claire: "I'm not concerned about the taxes; I'm concerned about the services."*

2. Burien image was affected by the opinions on current services. Though not the only deciding factor, the participants who were displeased with their current services chose Seattle over Burien chiefly because King County shared several services with Burien, including the police, who were criticized. Their reasoning was simple: in Burien these services would remain the same since they are the same, whereas in Seattle the services would be better.

*Tom: "The Burien/King County resources are too thin, they'd be better in Seattle."*

3. In absence of a consensus, a split annexation was agreeable. Due in part to Butch and Claire's preference, the group discussed the idea of a split annexation at several points during the discussion. No one was openly opposed to the idea, though there was concern about how smaller neighborhoods would be affected by a split, since most talk revolved around Boulevard Park. In the end, it was agreed upon that a split annexation would be favorable if the individual areas of North Highline preferred different options, if there was no consensus.

*Vince: "We're not saying split it for the sake of splitting it. We're saying that each area should have its own say."*

At the end, two participants indicated they had changed their mind from the governance option they originally chose. Doug, who originally chose to remain unincorporated, and Vince, who originally chose Burien, appeared to be favoring Seattle. The belief that Seattle could provide better services was what sparked the change. It should be noted that Janet, who consistently supported Burien, did so on the belief that Burien would be a better location for her children, and that the Highline School

District was superior to Seattle’s public school system. The other participants did not seem to include youth as a motive for their decisions.

## **NORTH HIGHLINE GOVERNANCE STUDY**

### **Focus Group #3**

#### **I. Demographics and Focus Group Profile**

Focus group #3 consisted of thirteen North Highline residents. Nine women and four men were present, and five known neighborhoods—White Center, Top Hat, Salmon Creek, Shorewood, and Boulevard Park—were represented. All participants, save for one, considered themselves as Caucasian and at least ten were over the age of fifty.

#### **II. Initial Views and Reasoning**

When asked for their preference during the initial survey and the beginning of the discussion, five participants chose to remain unincorporated, two chose annexation to Burien, four chose annexation to Seattle, one was unsure, and one wanted anything but Seattle. When the moderator asked why people wanted to stay unincorporated, the participants in support cited low taxes and sufficient services.

*Marc: “We get fire (coverage), we get police, some road work... all you get out of Seattle and Burien is higher taxes.”*

*Janie G.: “We get community services, like the library.”*

The group was asked ideally what option they would choose if all costs were removed from the equation. Many participants chose to stay the same.

*Marc: “It’s worked for 20 years.”*

*Phyllis: “I’ve lived here for 25 years, when I had to call an ambulance... they came right away, and there’s other things I’ve been happy with.”*

Some participants disagreed.

*Rachel: “One of the services we don’t have is law enforcement... we have a number of ordinances that are unevenly enforced. We are becoming more densely populated... there is pollution, and we need to have sewers.”*

#### **Observations and Conclusions**

As shown above, participants who favored remaining unincorporated felt they received good services for fair or low taxes. At the beginning, several were reluctant to consider reasons for other options, since they saw no reason to leave King County. However, other participants realized that their current level of services and taxes would likely change if North Highline remained unincorporated.

*Phillip: “We’ll see our services diminish (with King County).”*

*Margaret: “We would like to keep things the way they are, which we realize is a little unrealistic.”*

### **III. Considering Annexation and Incorporation**

Participants expressed a need to know more information regarding the consequences of annexation and incorporation, in order to make a decision.

*Philip: "Is there a date when this needs to happen? I first heard 2020, then I heard 2010."*

*Kits: "How will we know our voice will be heard?"*

*Rachel: "What would happen to our school district in relation to Seattle (annexation)?"*

The moderator asked the group what services, if cut by King County, would make them want to annex or incorporate:

*Kits: "If they were to tell me they were cutting police service remarkably I would consider."*

*Carol: "They cut the park service. Whatever happens, we're the south end, they give us the short end of the stick."*

The group was asked how they felt about incorporating into their own city. Some participants liked the idea, but most felt it was unrealistic.

*Jean: "The cost for infrastructure would be astronomical."*

*Marc: "You'd have to create a new political system for White Center, Top Hat, etc..."*

The group was asked to explain what they thought united the area. Some participants said the area wasn't united, that it was an area "in flux", or that the only thing uniting the area "is that it is unincorporated."

*Michael: "People here want to be left alone."*

Other participants disagreed, feeling there was a stronger need for unity and community.

*Rachel: "We have to protect our sense of diversity. Who has the vision to maintain our communities and honor the diversity that is in our neighborhoods?"*

*Janie L.: "How are we going to draw those (diverse) people in?"*

*Phillip: "What underlies all of this is a sense of community. By having an actual board (UAC), it has the psychological thing of (saying) I'm part of this community."*

### **Observations and Conclusions**

Unsurprisingly, participants had concerns about the specific consequences of each option they had to choose from. Several participants worried about their communities, how they would change, and how to involve the diverse populations in making the decision. The large majority of the participants realized that King County would cut services if they stayed, and were willing to weigh the options. Still, several were hesitant to consider other options, due to both because they lacked a clear understanding of the possibilities and because they were content with being unincorporated.

*Phillip: "Where is the middle ground that everyone will be comfortable with?"*

#### **IV. Considering Burien: Pros and Cons**

Bringing the discussion to the two main options for annexation, the moderator asked the group what would make annexation to Burien attractive.

*Margaret: "I like the idea that they are trying to make themselves a viable area."*

*Kit: "I like Burien. It's a nice community, a nice neighborhood. We wouldn't be just a speck in the area. I'd be content living in Burien."*

*Janie L.: "I'd go to Burien. They're trying to include the people, trying to include the area. I think it would be more responsive to the people."*

*Carol: "They have one of the best parks in Burien."*

*Jean: "The (North Highline) tax base would be larger for Burien. They would be able to maybe doing more road improvement and more police and the things that we actually want like the libraries and the park maintenance. I think Seattle would tend to forget us."*

Some participants did express concern about Burien's expenditures and financial capabilities.

*Rachel: "I think the leadership in Burien has had flaws. It seems to me there hasn't been a lot of foresight."*

*Margaret: I like that and it scares me at the same time [Burien's town square project]. I feel like they're going to be so desperate for money.*

*Marc: "I personally don't like Burien. They wasted a lot of money on that town center."*

#### **Observations and Conclusions**

Broadly speaking, the group was able to find positive aspects in Burien, and five participants expressed their preference for Burien. Others were more hesitant, however, and cited the town square project and the lack of leadership, or vision, of Burien as problematic. Despite criticisms, there was no display of passionate opposition to a Burien annexation.

*Kit: "I just feel like in Burien we wouldn't be lost."*

#### **V. Considering Seattle: Pros and Cons**

Continuing the discussion on annexation options, the group was asked what would tip towards favoring annexation by Seattle.

*Rachel: "Seattle is a real city that has neighborhoods and whatever we can do to preserve those neighborhoods then we can find our home. I don't see that in Burien. I see Burien being more focused on Burien and not looking around. I think Seattle is the leader in this (regional) community."*

*Philip: "[A] guarantee of adequate representation. Because whatever happens in Seattle affects us regardless of the boundary."*

Other participants spoke of their perceived problems with Seattle.

*Marc: "It's the fact of more taxes. They (Seattle) won't put in a sidewalk for me; I'll still be the black sheep."*

*Margaret: "I'm afraid that development is high on the list of Seattle and the area will be developed in ways we won't have control over."*

*Janie L.: "They're putting mini ghettos everywhere."*

The moderator asked the whole group if they thought they knew enough about the advantages of Seattle to give an informed decision. Many replied that they didn't.

### **Observations and Conclusions**

The participants in favor of Seattle believed that neighborhoods in North Highline would be better developed by Seattle than Burien, and that annexation to Seattle made sense from regional point. Burien, in their perspective, does not consider its neighborhoods in city plans, while Seattle is a "city of neighborhoods." Those against Seattle were mainly concerned with increased taxes, though a few were also concerned that Seattle would overdevelop their neighborhoods.

## **VI. Final Decisions and Pivotal Issues**

When the moderator asked for a final vote between the options of incorporation, annexation to Seattle, and annexation to Burien, no one option received overwhelming support. Six participants voted for a Burien annexation, four voted for a Seattle annexation, and three chose to incorporate. Due to the participants own perceived lack of information, it's probable that some votes could change if and when the participants are further educated on the issue. Despite the fact that there was a somewhat split consensus, the trends behind the votes are predictable. For focus group #3, it should be noted that political representation was a very significant factor in the decisions.

### **Burien**

Six of thirteen participants voted for Burien. These participants identified with the smaller, similarly developed Burien where the North Highline area would not be a "speck," like it would be if annexed to Seattle. There could be greater representation due to its smaller size and population. Furthermore, some participants liked what Burien is trying to accomplish with the town square project, though others were worried about the expense. Another factor which garnered support for Burien was the powerful alternative of an annexation by Seattle. For some, opposition to a Seattle annexation was a reason to choose Burien.

### **Seattle**

The participants who voted for Seattle felt North Highline would receive greater recognition in Seattle as opposed to Burien. Seattle's influence and importance in the greater region was also an attraction, and its infrastructure and services were viewed as superior. It should be noted that taxes appeared to be less of an issue for these participants, provided they felt their money was being well used, whereas other participants disliked the idea of increased taxes.

### **New City**

The three participants who voted to incorporate into a new city hoped to maintain the current state of their area. These participants ideally preferred to remain unincorporated, and if that was not an option, then incorporating into a new city seemed to be the option most likely to preserve the current state. In an apparent contradiction these participants were opposed to increased taxes, yet they voted for the most costly option.

To conclude, the differing perceptions on representation played a large part in the resulting split vote. Those who chose Burien felt representation for North Highline would be best served by

Burien's much smaller population and similar community. In their opinion, North Highline would be lost and "forgotten" in Seattle. Those who chose Seattle argued that Seattle was a "city of neighborhoods" where North Highline would be represented with distinction. Burien, on the other hand, would not act in respect to the diversity and distinction of North Highline. Both perceptions were clearly presented, and both could have considerable sway on popular opinion.

## **NORTH HIGHLINE GOVERNANCE STUDY**

### **Focus Group #4**

#### **I. Demographics and Focus Group Profile**

Focus group #4 consisted of nine North Highline residents, which were six men and three women. Five neighborhoods—Boulevard Park, White Center, Salmon Creek, Shorewood, and Top Hat—were represented, and one man was from the Latino community. Six participants were over the age of fifty-five.

#### **II. Initial Views and Reasoning**

When asked their preference of governance during the initial survey, five participants chose to remain part of unincorporated King County, two chose to annex to Seattle, and one did not know (the ninth participant arrived after this point in the discussion). To open the discussion, the moderator asked the group what they thought was good about remaining as part of unincorporated King County. The group agreed in general that there was more freedom and less restriction in unincorporated King County. Several participants also expressed having a lack of information.

*Paul: "In the county they have a lot more relaxed rules. Just try and get a building permit for a shed in your backyard from Burien. I guarantee you will not last long enough to build the shed."*

*Lynn: "I have a sense that I don't know what we're being asked, but I'm pleased with the situation the way it is."*

The moderator asked if cities and areas with increasing and denser populations needed more regulations.

*Fran: "You're right, they do need more rules. But... there are so many rules that go against each other."*

#### **Observations and Conclusions**

Participants largely shared the view that King County had less restrictions and regulations than both Seattle and Burien. Private property and business freedoms would be infringed upon. Taxation was also an issue, along with a perceived lack of solid information.

#### **III. Considering Annexation and Incorporation**

While a few participants implied that more information could sway their opinion, the majority of the group seemed steadfast with their initial opinions, regardless of the available information or the lack thereof.



The moderator asked the group to discuss their opinions on annexation and incorporation. The majority of participants either had no opinion or refused to consider any option other than remaining as part of unidentified King County.

*George: "I don't want a new city, there's no tax base. I don't want to go to Seattle, I don't want to go to Burien; the only choice I know is to stay unincorporated."*

*Fran: "There is not a good reason to annex. Burien did the old trick of gerrymandering to get the largest tax base."*

*Paul: "In cities, the people who are there are not the caliber of people that you want there."*

Two participants wanted more information before they gave an opinion.

*Dennis: "I don't know which it should be (Seattle or Burien). I'd like to find out some more information on this issue."*

*Lynn: "I'm pleased with the situation as it is. (If) Somebody showed me there was some kind of benefit to annex to a new city, then I'm for that."*

One participant hoped annexation could improve the area, in particular the streets.

*Humberto: "There are certain neighborhoods that could use sidewalks, more streetlamps. I wish they would put speed bumps in some roads. If annexing could help accomplish these things, then maybe it's worth it."*

Initially, the participants believed it was unlikely that remaining unincorporated was an option, though one participant challenged the notion.

*Paul: "Personally I'd like to stay as it is, but we know that's out. They're going to do something to us."*

*Fran: "What people don't realize is the county can't throw us out. They have to provide all our services whether they like it or not."*

The group was asked about incorporating into a new city, and what they liked about the idea. The response was predictably negative when it came to the practicality of the option, though one participant was interested.

*Rachel: "We should be our own city or stay unincorporated. If we choose one city or the other, it will tear apart the schools."*

*Paul: "Becoming a city is just going to be another big bureaucracy we've got to pay for and that's kind of stupid."*

*Lynn: "It's getting to a point where it's getting unaffordable. If we build a city here, it's going to come out of the property owners. I could see if we had some source of bigger tax base."*

## **Observations and Conclusions**

Despite acknowledging the unlikelihood of remaining unincorporated and a need for more information, the group was very reluctant to consider the possibilities of annexation or incorporation. The conversation had a tendency to return to their opinions on why North Highline should remain unincorporated.

#### **IV. Considering Burien: Pros and Cons**

In attempt to promote a discussion of the positive aspects of annexation, the moderator asked the group how Burien could convince them that their city would be a good choice for annexation.

*Lynn: "If Burien had more control over its own services."*

*George: "If they could guarantee to cut my taxes in half."*

The conversation quickly returned to negative opinions of annexation and incorporation.

*Rachel: "They've done some things to Burien I'm not too fond of."*

*Paul: "Burien's going downhill... They destroyed their town, destroyed their businesses,"*

*Fran: "We have the lowest crime rate, Burien and Seattle are higher. Who puts a multi-screen in the middle of Burien, nobody will go to it."*

*Kirk: "Things are good as they are, we can only improve with the county."*

#### **Observations and Conclusions**

The group was both reluctant and seemingly unable to find many positive aspects in a Burien annexation. Most did not like the town square project, and did not want Burien to "waste" their money. Taxes were an issue. Again, the group preferred to reiterate their desire to stay as unincorporated King County

#### **V. Considering Seattle: Pros and Cons**

The group was asked to discuss how Seattle could convince them their city was a good choice for annexation.

*Dennis: "I would like more information."*

Interestingly, and perhaps due to the overwhelmingly negative discussion thus far, the two participants who originally supported Seattle did not do so at this opportunity. However, other participants offered their criticism.

*Kirk: "Look at all the fiascos Seattle's responsible for. They waste tax dollars left and right. It's putrid. I want nothing to do with Seattle."*

*Fran: "I'm distressed by Seattle because of the politics inside."*

*Paul: "Seattle will ignore us enough until we won't be bothered."*

*Rachel: "I'm worried the integrity of our community will be pummeled."*

#### **Observations and Conclusions**

As with Burien, the group was not very willing to consider Seattle as a possibility. The general negativity and resolution to remaining as unincorporated King County appeared to extend to the two participants originally in favor of Seattle, since they withheld their support and even agreed with some of the more rational criticism. Taxes were a large concern, as well as how Seattle would affect the community.

## **VI. Final Decisions and Pivotal Issues**

When the moderator asked the group to vote between incorporating into a new city, annexing to Seattle, or annexing to Burien, several participants objected to the vote. They felt it was unfair to limit the options to the three choices.

*Paul: "I'd hate for this to be the first time since my twenty-one years of age that I don't cast a ballot, but that's what I'm going to have to do."*

*Rachel: "How about a write-in ballot."*

*Kirk: "They'll increase our taxes. That's the reason they want to incorporate (annex) us. The bottom line is we don't want to be incorporated, I think overall if you took a consensus... Why have to pay more?"*

Several other participants commented on the issue of voting.

*Lynn: "If it's a vote by the people, then you have to go on if the majority wants it."*

*Fran: "Look at Seattle... the south end gets nothing. We'd be the south. If we went to Burien, we'd be the north. If we have to vote, don't vote for Seattle, vote for Burien."*

### **Observations and Conclusions**

A number of reasons were evident in focus group #4's inflexible approach to the issue of annexation and incorporation.

1. Six of the participants were over fifty-five years old, and three were over seventy. The participants who were retired and dependent on a fixed income did not want to see taxes increase, nor did they want to see their community change.
2. Regardless of age, participants generally were content with their services and did not want to see taxes increase. Also, participants did not want their taxes to support some projects in Burien or Seattle, which were roundly criticized.
3. There was a lack of informed decisions. Many of the participants' opinions did not seem to be born from fact. A few participants did not form opinions, citing that they needed more information.

*Dennis: "Let's make some educated decisions about what's going on here."*

To conclude, age, taxes, and lack of information made for an often inflexible discussion. However, participants did acknowledge the unlikelihood of remaining unincorporated. Though the group contested their options, they did not contest the right of the majority to decide for them.

# North Highline Unincorporated Area Council (NHUAC)

DRAFT Meeting Minutes

November 3, 2005

North Highline Fire Station

**Council Members Present :** Russ Kay – President; Judy Duff – Vice President; Barbara Peters, Treasurer, Steve Cox (Arrived 7:55pm); Carlos Jimenez; Heidi Johnson; Ron Johnson; Lee Lim; Ruth-Ann Mathias; Doris Tevaseu; Karen Veloria; Steven Jefferies

**Council Members Absent:** Steve Davis, Corresponding Secretary - Excused

President Kay called the meeting to order at 7:01pm

The meeting opened with the *Pledge of Allegiance*.

Motion to accept the minutes from last meeting

- Moved; Judy Duff                      Second; Ron Johnson                      Motion Carried

## **Approval of Agenda**

Motion to approve agenda as amended

- Moved; Ron Johnson                      Second; Judy Duff                      Motion Carried

**Corresponding Secretary's Report:** No Report

**Treasurers Report:** No Report

Council Member Jimenez reported that the business owners have questions as to why the council is falling fiscally short this year. The business owners would like a letter from the council asking for their support.

President Kay responded by affirming that the council could do that.

## **Public Announcements**

President Kay announced the upcoming UAC forum sponsored by Executive Ron Sims that is being held November 17, 2005 in Maple Valley. County Executive Ron Sims and other King County staff will be in attendance and the public is welcome.

President Kay also announced that postcards will be sent out to the community by King County announcing the NHUAC's Listening Session at Evergreen H.S. November 21, 2005

Judy Duff – Reported that the White Center Friends of the Library are having a book sale at the Salvation Army, November 5, 2005 from 9am – 4pm

Scott Greenberg – City of Burien – Public Hearing of the Burien Planning Commission November 15, 2005 7pm at City Hall. Meeting is to discuss Potential Annexation Area Policy language.

Mr. Greenberg also announced that he had brought updated area maps Burien uses of North Highline with him reflecting areas by names instead of formerly by letters.

Gary Long, Manager – City of Burien – Addressed the scheduling of the Listening Session (11/21/2005). That is the same night as a Burien Council meeting dealing with Town Square. Many of Burien’s staff and council members who would normally be in attendance will miss the listening session for that reason.

Gil Loring – Community Member - Recapped the work party at North Shorewood Park (10/29/2005) and announced the next work party would be held November 12, 2005 with a third work party scheduled for December 10, 2005. There is also a new web page that is linked to the White Center Community Council’s web site.

Dick Thurneau – Community Member – Announced that the King County Council had responded to a request to fund a technology center in Lakewood park. The Council unanimously voted to appropriate \$2,000,000.00 to the project. The total cost of the center is expected to be between six and eight million dollars. The technology center will be 20,000 square foot facility built in the N.E. corner of Lakewood Park. It’s construction will use the latest state of the art green technologies.

Kathy Kaminski – Community Member – Announced that the monthly Weed and Seed community safety meeting will be held Wednesday November 9, 2005 from 6-8pm at St. James Lutheran Church. The meeting will bring together community members and law enforcement to talk about safety issues.

Ms. Kaminski also announced a youth forum that would be held at Denny Middle School on December 10, 2005 9am -4pm. The forum is titled “Life Choices & the Law” and is directed toward youth in grades 6 – 9. They are expecting between 200 and 400 youth to attend.

Elissa Benson – King County Office of Management and Budget – There will be a “Back to Basics” annexation forum held November 16, 2005 at Mount View Elementary School. The forum will feature a question and answer period and will also feature a presentation on why the County is pushing for a governance transition.

### **Public Comment:**

Mark Ufkes – Community Member – Expressed his views that the council is moving a little fast in regard to the governance issue. He expressed that he feels it is an error and that the issue is bigger than just a fire service issue.

Melinda Bloom – Community Member – Expressed her view that this is a big decision and that the council needn't rush. She expressed that she feels that the council is biased toward Burien and that she feels that Seattle hasn't been given a chance. She expressed her feelings that because not many people come to these meetings, this isn't a fair way to get the information out.

Peggy Weiss - Property Owner – She stated to the council that Seattle is eager to discuss annexation and that she strongly believes in Seattle. She urged the council to think “broadly” about Seattle.

Annette King – Community Member – Stated that she represents the Pacific Islander community. She feels that the people need more than 30 days to get informed, and that a sampling of 1500 people is not enough.

Sharon Maeda – Seattle Business Owner – She recounted her work with at risk youth and pointed out that King County provided \$18,000.00 for the program she worked with. She expressed her feeling that Burien would not be able to provide the same resources that Seattle can. She expressed that she feels that the council is making decisions based on their own self interests. She accused the council of making their decisions based on closed door meetings prior to any opportunity for public comment.

Wendell Norwood – Community Member – He stated that throughout this comment period, he hadn't heard anything comparing assets and liabilities.

Cindy Lee White – Community Member – She stated that she felt that everyone had a very short memory and that North Highline voted not to go with Burien when they voted to become a city.

Unidentified Speaker – She has always taken her kids downtown or to West Seattle, but not to Burien

### **Committee Reports:**

**Growth Management: Doris Tevaseu** -No Report

**Transportation: Ron Johnson** – The NHUAC received an e-mail from a constituent regarding Metro. Service has changed several times in the past couple of years, especially in the Beverly Park and Top Hat neighborhoods. The constituent requests the NHUAC

advocate for one fare from Burien north, just as there is at the north end of the City of Seattle. There used to be a Metro Citizen Advisory Committee and a former member of this council attended. They lobbied for equitable service to North Highline.

Mr. Johnson attended a South Park Bridge meeting. They started their community advisory committee four years ago. They have pared the original ten options for the bridge down to five. A draft copy of the EIS is available for viewing at the local libraries. Comment period extends until November 21, 2005. The schedule for selection of the preferred option is mid December to mid January. Then there will be another EIS prepared and a final decision is expected in 2007

**Economic Development: Heidi Johnson** – No Report

**Governance: Judy Duff** - No meeting as full council is involved in current issues.

**Budget: Carlos Jimenez** – Council member Jimenez introduced Pat Sullivan from King County Councilman Dow Constantine’s office. Mr Sullivan provided the council with a printed proposed budget report. Mr. Sullivan reported that this year’s budget is a “Status Quo” budget. He walked through the report topic by topic for the council.

A copy of this report is maintained in the archives

**Airport: Steve Cox** - No Report

**Public Safety: Barbara Peters** – No Report.

**Housing, Greenbridge: Lee Lim** - No Report

**Parks and Arts: Ruth-Ann Matthias** – No Report

Council Member Ron Johnson reported that the Roads Department has agreed to remove some of the brush at North Shorewood Park. They have also towed away the abandoned vehicles that bordered the park.

**Publicity Outreach: Carlos Jimenez** – No Report

Council Member Ron Johnson expressed thanks to Council member Steve Jeffries for his work on the new NHUAC web site.

**Public Health: Karen Veloria** – She has an update from the White Center Food Bank. They are moving to the property next to White Center Public Health. That move is currently on hold because the contractor has been redirected to the gulf coast. They are now looking at February as an open date. Once open it will provide a unique partnership with White Center Public Health. They may even be able to start a “Pea Patch” program for children on the WIC program.

Council Member Veloria also reported that immunizations have returned to the public health facility.

**Public Utilities: Steve Davis - No Report – Chair Absent**

President Kay encouraged all committee chairs to give him any input prior to the November 17, 2005 UAC forum. He also thanked Steve Jeffries and Ron Johnson for their work on the web site.

**NHUAC Forms a Preliminary Recommendation for Governance of North Highline**

President Kay introduced Cynthia Stewart from Nesbitt Planning and Northwest Small Cities Services and Elissa Benson, King County Office of Management and Budget. Elissa began the discussion with why King County considers either incorporation or annexation essential for North Highline.

Ms. Stewart facilitated the council's discussion of this issue. She opened by pointing out that the current target date for a final recommendation and completion of the study is December 2005 and that date represented a push back from the original August 2005 target.

Ms. Stewart also pointed out that there have been 8 studies commissioned on this subject beginning in 1997. She reviewed the findings from the most recent study provided by Nesbitt Planning and Northwest Small Cities Services.

All council members present took active part in this facilitated discussion. The discussion was audio recorded and is in the archives for those desiring a verbatim account..

Midway through the discussion the following motion was made:

**Motion:** Moved that incorporation be taken off the table as a topic of consideration  
- Moved; Barbara Peters                      Second; Judy Duff                      Motion Carried  
(11yea -1 nay)

Ms. Stewart further facilitated the discussion on whether or not North Highline should be split between Seattle and Burien. Even though a vote was not taken, the group agreed by strong majority that North Highline should not be split. The reasons for not splitting the area included that there was no way to find a boundary that would be logical. People living close to Seattle are not necessarily interested in annexing to Seattle and vice versa for Burien. The people who have an affinity for Seattle are not geographically isolated within North Highline. It was also discussed that if either of the two business centers were split from the rest of the area, the remaining area would be even less financially viable for the city annexing it.



Ms. Stewart continued the discussion with a focus on the recommendation of annexation and the two options (Seattle and Burien)

At the end of the discussion, the following motion was made:

**Motion:** Moved that a preliminary recommendation for the annexation to Burien be put forth

- Moved; Steve Jeffries                      Second; Judy Duff                      Motion Carried (Roll Call Vote: 10 yea -1 nay – 1 abstention – council member Tevaseu stood opposed; council member Veloria abstained)

Council discussion of the reasons for recommending annexation to Burien included local control in governance and that North Highline residents would have more local control as ½ of Burien compared to 1/20 of Seattle. There was also concern that annexation to Seattle would increase property values and property taxes, which would mean housing would no longer be affordable in North Highline. It was also mentioned that taxes are lower in Burien relative to Seattle, primarily due to utility and B&O taxes. Council members supporting annexation to Burien also said reasons included continuity of police and fire services. Council members also felt annexation to Burien would mean the ability to retain the “small town” culture of the area, compared to the “big city” of Seattle.

After the vote, council member Jeffries commented that this vote would continue the process moving forward and generate community interest.

### **Old Business**

Treasurer Peters reported that the council members would support 2 families this Thanksgiving. The council came to a consensus to ask a minimum \$10.00 donation from each member. Treasurer Peters will take advantage of a special at the Saars market that provides a Turkey, Ham and all the fixings for each family.

President Kay reminded all in attendance about the next meeting, November 21, 2005 at Evergreen High School. He reminded the audience that the meeting will be formatted as a listening session for public comment on tonight’s preliminary recommendation.

Treasurer Peters expressed that she felt that she had been misquoted in the Highline times and asked Eric Matheson, Highline Times Editor (in attendance) for a correction to be printed.

The council was reminded of the November 17, 2005 King Count Executive UAC forum and was asked to meet at the North Highline Fire Station at 5:30pm if they wanted to carpool.

Meeting Stood Adjourned at 9:40pm.

Audio Recording of this meeting and Secretary's original notes have been archived.

Respectfully submitted by,  
Will Stedman  
Recording Secretary

APPROVED \_\_\_\_\_ DATE \_\_\_\_\_  
K. Russell Kay, President

APPROVED \_\_\_\_\_ DATE \_\_\_\_\_  
Will Stedman, Recording Secretary

# North Highline Survey Report— 2nd Phase



November 29, 2005

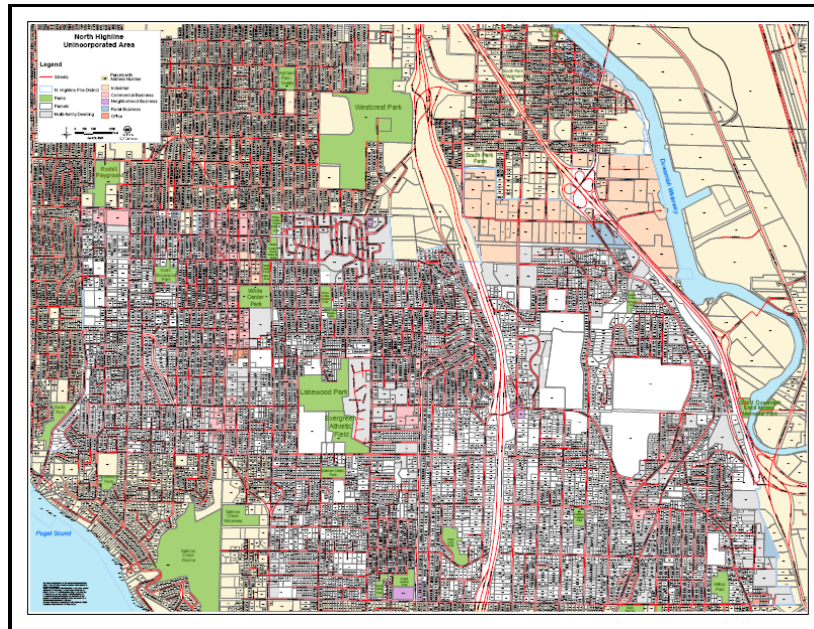
## **Project Overview—2<sup>nd</sup> Phase of Community Survey**

The Connections Group is working with Nesbitt Planning and Management as part of a county - funded study to gauge the effects of governance options, including annexation and incorporation, on local services, taxation and representation. The area of North Highline includes White Center, Boulevard Park, Beverly Park, Top Hat and Northern Shorewood and is one of the most ethnically diverse areas of King County, with large Asian and Latino populations.

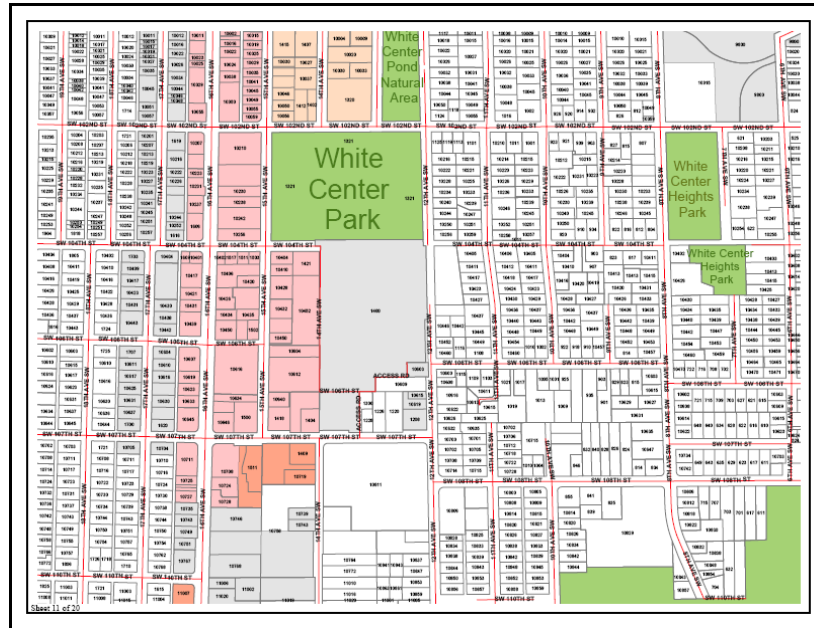
The governance study included two public surveys. The first survey was to assess public opinion about incorporation and/or annexation prior to development of the analysis done during the project. The second survey, the subject of this report, was intended to determine public opinion about the preliminary recommendation by the North Highline Unincorporated Area Council (NHUAC) to annex to the City of Burien, based on the findings generated by the study.

Originally slated for October but then rescheduled, this survey took place between November 8<sup>th</sup> and November 21<sup>st</sup>, when The Connections Group dispatched groups of informed, accessible and enthusiastic interns who were trained and supervised to go door-to-door to survey the North Highline population. Despite difficult conditions due to the safety concerns of both the lack of daylight and cold weather, interns managed to contact 775 local residents, provide information about the NHUAC preliminary recommendation from the November 3<sup>rd</sup> meeting, and gather survey input in response. This community outreach method not only provided more comprehensive and valid response data but also better-informed replies than a conventional mailed survey. The surveyors also obtained contact information from those who would like to be notified of future public meetings and focus groups.

### **Map of North Highline Unincorporated Area**



## Sample – Smaller walking map of neighborhoods



A typical surveyor's workload consisted of about 8 completed surveys a day. Due to the time of year, surveyors dealt with the difficulty of working in the dark and in bad weather. These factors also increased the difficulty of finding willing respondents. In some cases, finding someone at home might require a surveyor to walk back and forth in a neighborhood several times during a 3-4 hour period. Surveyors usually obtained responses from about 30-35 percent of the canvassed homes. The response rate, of course, varied by type of areas and time of day.

After basic demographic information was collected, respondents were informed of the preliminary recommendation of the NHUAC. All surveyors have been trained to ask each question as it was worded. Based upon the response entered by the surveyor, the computerized questionnaire determined the next question to be asked. While some questions required simple responses, others required the surveyor to categorize a response into a set of predetermined categories. Sometimes, surveyors had to type in answers directly, rather than selecting predetermined categories.

Additional demographic questions about home ownership, age, household size, race, languages, and education level were asked at the end to add further insight to the data collected.

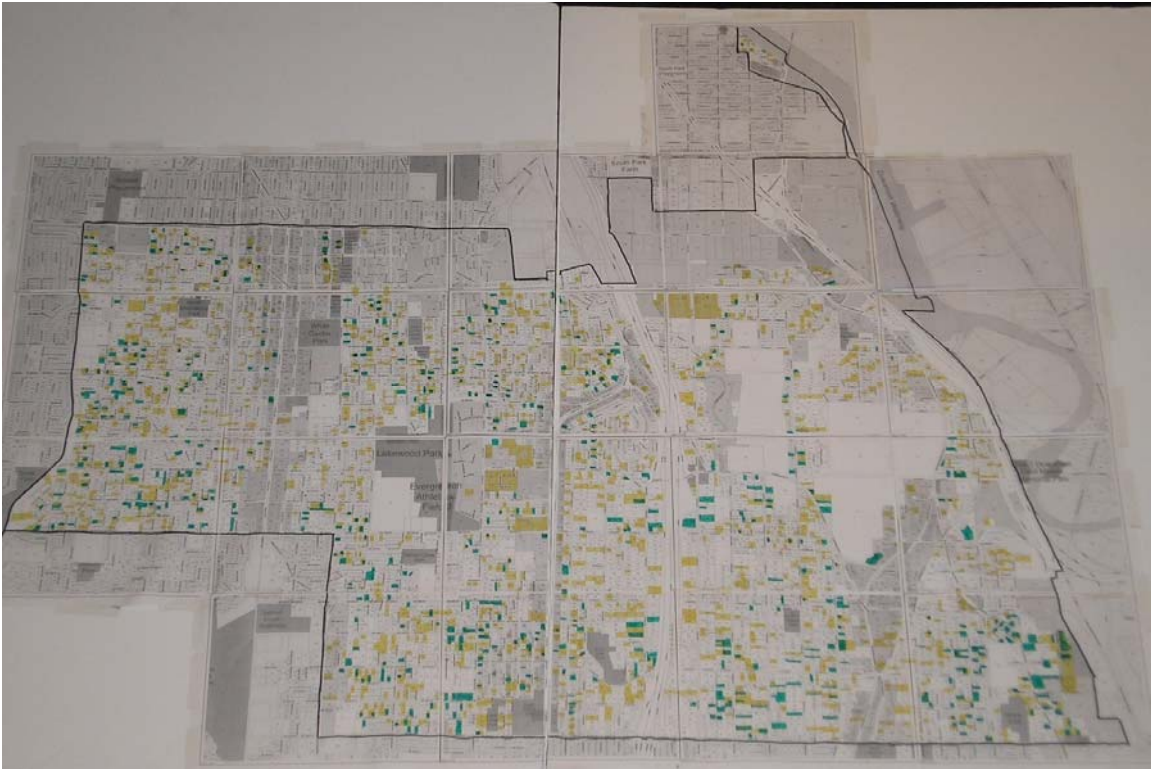
## Design of the Questionnaire

A draft of the questionnaire was prepared by the Connections Group and was presented to the Chair of the North Highline Unincorporated Area Council and the Chair of the Governance Committee for review. Several edits were made based on their input.

## Survey Results

A total of 775 surveys were completed between November 8<sup>th</sup> and November 21<sup>st</sup>, 2005. The interviews were done in all neighborhoods in the North Highline Unincorporated Area. Below is a map showing distribution of all the completed surveys. Each highlighted parcel represents at least one completed survey from that address. Some of the highlighted parcels cover a large area and they are usually apartment buildings, condominiums, or senior homes. No interview was conducted with area businesses and industries.

**Map detailing completed surveys (blue marking represents the 2<sup>nd</sup> phase of survey)**



**Overall a broad majority of 61.7% survey respondents agreed with the preliminary NHUAC recommendation to consider annexing to the City of Burien given that incorporating into a new City and staying unincorporated are not options.** With few exceptions, this broad majority view holds across the variables of neighborhood, years living in North Highline, education, home ownership or rental, race, and household size. However, respondents in South Park and a few other segments of the surveyed population appeared have interest and need for additional information before reaching a conclusion.

**Similarly, a majority 56.0% of survey respondents agreed with the NHUAC's direction not to consider a split annexation between Seattle and Burien.** Also with few exceptions, this broad majority view holds across the study variables of neighborhood, years living in North Highline, etc. Again, respondents in South Park and a few other segments of the surveyed population expressed interest and need for additional information before reaching a conclusion.

Appendix:

Survey Data and Cross-Tab  
Analysis



November 29, 2005

## Part One: Location and Duration of Residence

**Question 1:** What neighborhood/community do you live in?

• White Center	27.4%
• Boulevard Park	25.7%
• Burien	4.2%
• Seattle	3.6%
• King County	1.6%
• Top Hat	4.9%
• South Park	1.8%
• Salmon Creek	5.3%
• Shorewood	9.0%
• Arbor Lake	2.0%
• Rox Hill	0.1%
• Unincorporated King County	7.2%
• Sea-Tac	0.1%
• No idea	3.8%
• Other	3.3%

**Question 2:** How long have you lived in North Highline?

• Less than 1 year	6.2%
• About 1 or 2 years	12.8%
• Between 3 and 5 years	21.9%
• Between 6 and 10 years	17.3%
• More than 10 years	35.1%
• Born and live here all my life	4.1%
• Refused	0.7%
• Other	2.1%

## Part Two: Background Information and NHUAC Recommendations

### Background for Interviews [Read Out Loud]

As you may know, there has been talk in our community about what sort of local government we want in North Highline. Should we incorporate into our own city, or annex into a nearby city such as Seattle or Burien?

After months of study, meetings, and hearings, the North Highline Unincorporated Area Council just voted on Nov 3 that:

1. They conclude that incorporation as separate City would not be financially possible for North Highline.
2. They do not wish to consider splitting the North Highline area between Seattle and Burien and



3. They adopted a preliminary recommendation to consider annexation to the City of Burien.

King County has stated that under state growth management laws and County budget constraints, it is not feasible for North Highline to remain unincorporated. The County will not be able to continue supporting urban services in unincorporated areas of the County.

**For annexation to occur, the County has committed that there first would be a vote of the people in North Highline.**

**Question 3:** Given that becoming a new City and staying unincorporated are not options, would you agree that annexation to the City of Burien is a reasonable choice for residents of North Highline?

- Yes 61.7%
- No 15.5%
- Don't Know/Not Sure 18.4
- Other 4.4%

Notes:

61.7% of respondents agreed that the City of Burien is a reasonable choice of governance if becoming a new City and staying unincorporated are not options, though some felt compromised by the lack of options. A combined 18.5% were either unsure or didn't know, and 15.5% did not agree that Burien is a reasonable choice for North Highline. Note that disagreeing with Burien as a reasonable choice does not necessarily imply support for another option in particular.

**Question 4:** Do you agree with the direction not to consider splitting North Highline between Seattle and Burien?

- Yes 56.0%
- No 16.3%
- Don't Know/Not Sure 25.2%
- Other 2.5%

Notes:

56.0% of respondents agreed with the direction not to consider splitting North Highline between Seattle and Burien, while 16.3% disagreed. A combined 25.3% were either unsure or did not know if they agreed.

**Question 5:** Next month the North Highline Unincorporated Area Council will make a final recommendation on governance option. There will be several related meetings on annexation issues hosted by the Council, the County, and Burien. Would you like to be kept informed?

- Yes 44.8%
- No 55.2%

Notes:

44.8% of respondents said they would like to be kept informed, which is very high. In addition, 297 respondents provided their telephone number and/or their email address as a means to be kept informed.

**Question 6:** What additional information would help you decide what you wish to happen with North Highline government?

- None/don't know 73.1%
- Taxes and services 9.9%
- General information 6.7%
- Benefits/pros and cons 2.4%
- Misc. 7.9%

Notes:

73.1% of respondents either had no request for additional information or did not know what information would help them decide. This is because many respondents had made up their minds, and also because it can be difficult to answer such an open question. 9.9% wanted more information on taxes and services, in one way or another, and 6.7% wanted more general information.

## Part Three: Demographic/Statistical Information

**Question 7:** Do you own or rent your home?

- Own/Buying 76.0%
- Rent 20.3%
- Live rent free 1.5%
- Refused 2.2%

**Question 8:** What is your age? (Read brackets if necessary)

- 18-24 9.0%
- 25-29 9.1%
- 30-34 10.6%
- 35-39 13.9%
- 40-44 11.6%
- 45-49 9.8%
- 50-54 8.6%

- 55-59 7.4%
- 60-64 3.7%
- 65-69 4.5%
- 70-74 3.7%
- 75-79 2.2%
- >80 3.3%
- Refused 2.8%

**Question 9:** How many adults and children currently living in your household?

- 1 9.7%
- 2 32.6%
- 3 23.5%
- 4 17.5%
- 5 7.7%
- > 5 5.4%
- Refused 3.6%

**Question 10:** What race would you classify yourself as? (Read brackets if necessary)

- African American/Black 7.3%
- Caucasian/White 68.8%
- Latino/Hispanic 10.9%
- Asian/Asian American 6.8%
- African 0.4%
- Middle Eastern 0.1%
- Refused 1.6%
- Other 4.0%

**Question 11:** What other language is spoken at this household?

- Speak English 76.8%
- Spanish 12.5%
- Vietnamese 2.9%
- Cambodian 0.9%
- Somali 0.1%
- Russian 0.1%
- Refused 0.4%
- Other 6.2%

**Question 12:** What is the last grade you completed in school?

- High School Completion 28.8%
- Some College 32.2%
- College Graduate 28.4%
- Post Graduate 5.0%
- Other 5.5%

## Key Findings: Cross-Tab Analysis

### Burien Annexation by Neighborhood

Neighborhood of respondent	Is Burien a reasonable option for North Highline?				% of Final Respondents
	Yes	No	Don't Know/Not Sure	Other	
White Center	67.3%	14.2%	18.0%	0.5%	27.5%
Boulevard Park	61.6%	14.1%	17.7%	6.6%	25.8%
Burien	56.3%	12.5%	25.0%	6.3%	4.2%
Seattle	53.6%	28.6%	10.7%	7.1%	3.6%
King County	66.7%	25.0%	8.3%	0.0%	1.6%
Top Hat	68.4%	7.9%	15.8%	7.9%	4.9%
South Park	28.6%	7.1%	57.1%	7.1%	1.8%
Salmon Creek	58.5%	19.5%	9.8%	12.2%	5.3%
Shorewood	55.1%	17.4%	26.1%	1.4%	9.0%
Arbor Lake	73.3%	20.0%	6.7%	0.0%	2.0%
Rox Hill	100.0%	0.0%	0.0%	0.0%	0.1%
Unincorporated King County	55.6%	24.1%	18.5%	1.9%	7.0%
Sea-Tac	100.0%	0.0%	0.0%	0.0%	0.1%
Other	72.0%	20.0%	0.0%	8.0%	3.3%
No idea	58.6%	6.9%	34.5%	0.0%	3.8%

#### Notes:

With the exception of South Park, a large percentage of respondents from all neighborhoods agreed with the preliminary recommendation to consider annexation to Burien if incorporating and remaining unincorporated were not options. White Center and Boulevard Park residents were very comparable in their opinions with 67.3% and 61.6% in agreement with the recommendation, respectively. Respondents who identified as Seattle or King County were more likely than other neighborhoods to disagree with the recommendation, though overall they were still largely supportive. South Park residents concurred with the recommendation in greater numbers than those who disagreed, but the majority surveyed was unsure.

## Burien Annexation by Years Living in Area

How Long Living in the Community	Is Burien a Reasonable Choice for North Highline?				% of Final Respondents
	Yes	No	Don't Know/Not Sure	Other	
Less than 1 year	66.0%	8.5%	21.3%	4.3%	6.2%
About 1 or 2 years	60.2%	15.3%	23.5%	1.0%	12.8%
Between 3 and 5 years	62.3%	9.0%	24.6%	4.2%	21.9%
Between 6 and 10 years	62.1%	14.4%	19.7%	3.8%	17.3%
More than 10 years	63.1%	21.3%	11.6%	4.1%	35.1%
Born and lived here all my life	54.8%	19.4%	22.6%	3.2%	4.1%
Other	62.5%	12.5%	12.5%	12.5%	2.1%
Refused	60.0%	0.0%	20.0%	20.0%	0.7%

Notes:

Regardless of how long respondents had lived in the community, the percentage of those who agreed with the preliminary recommendation to consider annexation to Burien is generally consistent. However, respondents who have lived in the community for more than 10 years or all of their life were more inclined to disagree than those who have lived in the area for less time. A significant amount of respondents did not know their opinion.

## Burien Annexation by Home Ownership/Rental

Home Ownership	Is Burien a reasonable choice for North Highline?				% of Final Respondents
	Yes	No	Don't Know/Not Sure	Other	
Own / Buying	60.6%	18.1%	16.8%	4.5%	76.0%
Rent	70.1%	7.1%	20.8%	1.9%	20.3%
Live rent free	45.5%	9.1%	45.5%	0.0%	1.5%
Refused	64.7%	11.8%	23.5%	0.0%	2.2%

Notes:

60.6% of respondents who owned or were buying their home and 70.1% of respondents who rented agreed with the preliminary recommendation to consider annexation to Burien. Respondents live rent free were more likely to be unsure than other groups.

## Burien Annexation by Education

Education	Is Burien a Reasonable Choice for North Highline?				% of Final Respondents
	Yes	No	Don't Know/Not Sure	Other	
Other	53.7%	22.0%	22.0%	2.4%	5.5%
High School Completion	57.9%	15.9%	21.0%	5.1%	28.8%
Some College	65.3%	12.1%	20.5%	2.1%	32.2%
College Graduate	66.4%	13.3%	15.2%	5.2%	28.4%
Post Graduate	56.8%	37.8%	5.4%	0.0%	5.0%

Notes:

Respondents of all levels of education had high percentages agreeing with the preliminary recommendation to consider annexation to Burien, though those with post graduate education were much more likely to disagree with the recommendation than other respondents, with 37.8% disagreeing.

## Burien Annexation by Race

Race	Is Burien a Reasonable Choice for North Highline?				% of Final Respondents
	Yes	No	Don't Know/Not Sure	Other	
African American / Black	70.9%	9.1%	16.4%	3.6%	7.3%
Caucasian / White	62.5%	16.2%	17.0%	4.3%	68.8%
Latino / Hispanic	59.8%	14.6%	23.2%	2.4%	10.9%
Asian / Asian American	52.9%	13.7%	31.4%	2.0%	6.8%
African	33.3%	33.3%	33.3%	0.0%	0.4%
Middle Eastern	100.0%	0.0%	0.0%	0.0%	0.1%
Other	73.3%	10.0%	13.3%	3.3%	4.0%
Refused	58.3%	33.3%	8.3%	0.0%	1.6%

Notes:

Respondents from all racial classifications with sufficient sampling size had high percentages agreeing with the preliminary recommendation to consider annexation to Burien. Of these, respondents who classified themselves as African American/Black had the highest percentage of agreement with 70.9%, while Asian/Asian American had the lowest with 52.9%.

## Burien Annexation by Household Size

Household Size	Is Burien a Reasonable Choice for North Highline?				% of Final Respondents
	Yes	No	Don't Know/Not Sure	Other	
1	52.1%	26.0%	19.2%	2.7%	9.7%
2	58.1%	18.7%	17.5%	5.7%	32.6%
3	65.0%	12.4%	20.3%	2.3%	23.5%
4	67.4%	10.6%	18.2%	3.8%	17.5%
5	69.0%	10.3%	17.2%	3.4%	7.7%
> 5	63.4%	14.6%	22.0%	0.0%	5.4%
Refused	74.1%	14.8%	7.4%	3.7%	3.6%

Notes:

Respondents from all household sizes had high percentages agreeing with the preliminary recommendation to consider annexation to Burien, though respondents with household sizes of three or more persons had higher percentages agreeing. Respondents from households of two or less persons were more likely to disagree than other respondents.

## Split Annexation by Household Size

Household Size	Agreement with the Direction <u>Not</u> to Split Annex				% of Final Respondents
	Yes	No	Don't Know/Not Sure	Other	
1	50.7%	31.5%	12.3%	5.5%	9.7%
2	53.3%	17.9%	26.8%	2.0%	32.6%
3	54.2%	14.7%	28.2%	2.8%	23.5%
4	61.4%	12.9%	24.2%	1.5%	17.5%
5	56.9%	8.6%	32.8%	1.7%	7.7%
> 5	68.3%	17.1%	9.8%	4.9%	5.4%
Refused	63.0%	7.4%	29.6%	0.0%	3.6%

Notes:

Though there were variations, respondents from all household sizes agreed in high percentages with the direction to not consider split annexation. With 31.5% disagreeing, respondents from households with only one person were much more likely to disagree than those from households with more than one person.

## Split Annexation by Neighborhood

Neighborhoods	Agreement with the Direction <u>Not</u> to Split Annex				% of Final Respondents
	Yes	No	Don't Know/Not Sure	Other	
White Center	59.2%	15.6%	23.2%	1.9%	27.5%
Boulevard Park	59.6%	16.7%	21.2%	2.5%	25.8%
Burien	48.4%	16.1%	29.0%	6.5%	4.0%
Seattle	46.4%	10.7%	42.9%	0.0%	3.7%
King County	66.7%	25.0%	8.3%	0.0%	1.6%
Top Hat	39.5%	26.3%	26.3%	7.9%	5.0%
South Park	21.4%	14.3%	64.3%	0.0%	1.8%
Salmon Creek	43.9%	36.6%	17.1%	2.4%	5.4%
Shorewood	56.5%	13.0%	30.4%	0.0%	9.0%
Arbor Lake	60.0%	20.0%	20.0%	0.0%	2.0%
Rox Hill	100.0%	0.0%	0.0%	0.0%	0.1%
Unincorporated King County	58.5%	9.4%	32.1%	0.0%	6.9%
Sea-Tac	100.0%	0.0%	0.0%	0.0%	0.1%
Other	68.0%	4.0%	20.0%	8.0%	3.3%
No idea	51.7%	10.3%	31.0%	6.9%	3.8%

### Notes:

Respondents from almost all neighborhoods agreed in high percentages with the direction to not consider a split annexation. Respondents from White Center and Boulevard Park were very comparable in their opinions agreeing and disagreeing with the direction. However, there were variations in the opinions of respondents from Top Hat, Salmon Creek, and South Park, where there were higher percentages disagreeing or unsure of their opinion than in other neighborhoods. In the case of South Park, this is likely due to its geographical location.



**North Highline  
Governance Study Listening Session  
November 21, 2005**

**Participant Response Forms**

**67 responses received**

**Neighborhoods represented:**

• Arbor Lake	1
• Beverly park	4
• Boulevard Park	13
• Evergreen	2
• Glen Acres	2
• Hill Top	1
• Salmon Creek	7
• Riverton Heights	1
• Other	1
• Top Hat	4
• Shorewood	10
• White Center	21

**Length of residence in North Highline:**

• Less than 1 year	3
• About 1 or 2 years	4
• Between 3 and 5 years	5
• Between 6 and 10 years	6
• More than 10 years	38
• Born and lived here all my life	3
• No response	8

**Given that becoming a new City and staying unincorporated are not long term options, would you agree that annexation to the City of Burien is a reasonable choice for residents of North Highline?**

• Yes	26
• No	37
• No response	4

**Yes Respondents – Why?**

- Burien is paying for improvements as they go without going into debt
- We are more connected with small town Burien than the big city of Seattle. I'm afraid Nickels only wants to increase density and poverty in our area.
- Seattle would tax some residents out of their homes – those on limited income.

### **Yes Respondents – Why?**

- Because being a widow and limited income, Seattle would price me out of my home. Our services here are great.
- Seattle is so big and sprawling that most areas seem lost and forgotten vs. downtown; I feel more affinity to Burien and the life style. I also hope we'd have more chance to keep our open areas, less dense housing. Many of us would probably feel forced to move if forced to higher density building.
- Smaller government; we would have a bigger voice in decisions.
- Hope for better improvements for the area.
- We would be 50% of the population of the new Burien, and only a small percentage of the larger Seattle if we joined them.
- Because I don't want to be part of Seattle. I like Burien.
- We would be lost in Seattle's big government and taxes.
- Both areas have opportunities to grow (Seattle's identity is shaped); Burien is moving forward; lots of ideas.
- We have lived here for over 55 years. Burien might be small but look what Seattle has done to South Park and White Center.
- Because the bureaucracy in Seattle is not for us!
- Seattle has better services and can fill our needs better.
- It's the lesser of 2 evils. I would rather stay unincorporated.
- Why is staying unincorporated not a long term option? I don't think it's lawfully required to [be] within city borders.
- No human services, no commitment to White Center.
- Lower taxes, services seem to be adequate. Not impressed with Seattle's support of South Parka and Boulevard Park areas.
- Would prefer to wait until it is more apparent that staying unincorporated is not feasible. Presently happy with the current status. I don't believe that staying unincorporated long term is not an option.
- Don't want Seattle taxes.
- Keep services the same, same fire/police, same schools, be our own community.

### **No Respondents – Why?**

#### For Seattle:

- There is no need to have 5 water districts. If they do not show any interest in annexing water and sewer districts, I cannot support annexing to Burien. If Seattle annexes us they will assume districts.
- I like that Seattle is progressive and will have the resources for alternative energy, for example, over Burien; and it is important to participate in these plans. I see Burien as being complacent and slow in making changes.
- No; Seattle provides more and better services; joining Seattle makes us part of a large city with power in Olympia and Washington DC. Also, Burien residents are not interested in our participation.
- Burien not big enough to support North Highline. City of Seattle should be the choice. One of the best fire departments in the country & better equipment to serve North Highline's social needs.
- If I am going to be annexed, I want to live in Seattle. My home will have more value in Seattle than Burien. Also, Burien police will not respond to private security companies'

### No Respondents – Why?

alarms for private homes. King C. Sheriff and Seattle police do this.

- Seattle can offer better services as they currently serve a much higher population. Seattle house values are typically higher than Burien. As a homeowner, I'd like to keep my home's value.
- Seattle offers better services.
- Seattle is a better economic choice for those living in North Highline.

#### For Remaining Unincorporated:

- Not enough information from Seattle. We should stay unincorporated with King County.
- Stay unincorporated.
- Want to stay unincorporated.
- I choose unincorporation.
- Don't want to be in a city. Lived here all my life. Want to stay unincorporated.
- Annexation by Seattle or Burien is undesirable.
- Stay in King County unincorporated; if not broke, don't fix it.
- I do not agree with your given; show me why staying unincorporated can be improved; stay unincorporated.

#### Other/Misc:

- Should split White Center from the rest of North Highline.
- I don't see that Burien is doing that well. We don't need their problems.
- I believe Burien does not really represent our interests. Just interested in financial boost from this area. Did not want us when they became a city.
- No, not if Seattle input/choice is not yet clear. Have nothing in common with being in Seattle. Does Burien really want us?? Can North Highline be a neighborhood of Seattle?
- Undecided.
- I live in NW area of White Center. I don't feel part of Burien.
- Burien has nothing to offer.
- A great increase in taxes. I don't like the way they spend their tax dollars.
- Taxes will skyrocket, forcing some residents out of their homes.
- The increasing social services required for the population will warrant deeper pockets than Burien has. They do not have the tax base to cover those additional services that North Highline needs.
- Don't think Burien wants my community to be a part of the City of Burien.
- Burien is not representative of the community.
- We are low revenue, high cost and it is not fair to ask Burien to take on that liability. The tax increases would be too high. They are too small and are still struggling with their own growth and infrastructure.
- Burien residents don't want to annex North Highline.

### **Do you agree with the preliminary UAC recommendation to not consider splitting North Highline between Seattle and Burien?**

- |               |    |
|---------------|----|
| • Yes         | 33 |
| • No          | 28 |
| • No response | 6  |

## **Yes Respondents – Why?**

- More voice in our future as voting as a block
- Just about any option would put White Center with Seattle while putting the more affluent areas in Burien. I think this would cause an economic divide that would cause more tension between the communities instead of unifying them.
- We are stronger when we act as a single entity.
- Won't be able to find a place to put dividing line.
- But it may also benefit some areas to be divided and be part of others.
- We need to stay together to have a larger voice in our new city.
- We are ½ block from Seattle. We don't want to belong to them. And it would put a split in our community.
- I believe it would not benefit either financially or otherwise to split. All or nothing.
- There are no definitive 2-3 "neighborhoods" that could go Burien and/or Seattle.
- Was not privy to decision. On reflection I do agree.
- The views I have are shared with UAC.
- Because I am on the south side and I don't want Burien.
- It is easier to maintain the community by keeping it whole and incorporating into one city.
- More people means a stronger voice.
- We are a community and should not be split.
- Because Seattle will cherry pick the business districts and leave the burdensome parts to Burien.
- There is a cohesion that would be lost if a split happens.
- Stay unincorporated.
- Leave it alone (2 people)
- All or nothing.

## **No Respondents – Why?**

- You will never make everyone happy. From the meetings I have attended, people relate one community or another. I think a majority can be found among the communities.
- No, because most of my neighbors in Shorewood want to join Seattle. But this is not favored by other areas. You'll never please everyone, but you can please 75% by splitting the area vs. 51% if you do not.
- Why not let people decide.
- Most people in the White Center area want Seattle; most of the rest want Burien.
- Because White Center wants to go to Seattle; let them. This has been stated as such at meetings that have been held. At this meeting, White Center has stated not to go to Seattle and I would be against splitting.
- Split between Burien & Tukwila; North Highline could be divided east and west of Highway 509 – Burien take the west and Tukwila take the east.
- We don't need to be split up; it would weaken our decisions.
- South Park/ White Center
- I think we need more information.
- Let's split! It may make more sense for boulevard Park to annex to Seattle and White Center to Burien.
- North Highline should be divided according to proximity to Seattle boundary lines and

## No Respondents – Why?

Burien lines.

- May provide to be more effective for service delivery and keep neighborhoods together.
- The people living closer to Seattle wanted to go to Seattle and the people living closer to Burien want Burien. Burien people don't want USE (sic).
- I think it would be fair to share the area between the cities.
- Shorewood/White Center area should be split to Seattle.
- White Center should become Seattle.
- Salmon Creek, Arbor Lake and Boulevard Park and Hilltop could go with Burien and the rest with Seattle.
- White Center could be better managed by Seattle. A good split would be 116<sup>th</sup>.
- Loses all identity.
- Let the raciests go to Burien and let the diverse folks in White Center go to Seattle.
- I do support the “no cherry picking” but if a logical and financially sound plan is put forth, then a two-part vote – at the same time – would be acceptable.
- Boulevard park is a separate neighborhood that could go to Tukwila or Seattle.
- Would rather split between Burien and Sea-Tac or Tukwila.
- The area should be split, half to Seattle and half to Burien.

## What additional information would help you decide what you would like to have happen with North Highline government?

- I did not realize that Seattle had not finished their study. I want to have more complete information from Seattle.
- Get all facts out what Seattle has to offer; they are a rich city.
- We have heard from the Seattle Executive's office but not from Burien. It would be helpful to hear their points of view. I do not know much about Burien at this time.
- Consider splitting at Hwy 509 east and west of Highway 509 – Burien take the west and Tukwila take the east - and pursue Tukwila government.
- Information on difference between being Un-Incorporated and Incorporated into Burien.
- Will we have a vote, or will the government decide?
- More information from Seattle before decision.
- I would like to hear from Seattle reps. Are they going to address us? Let's wait and see what they have to say. We have time.
- What is the fiscal situation in Burien? Would they be able to provide services for North Highline? Would like more I put from the City of Burien.
- Time to see what you have printed.
- How many people in North Highline have Seattle water and/or fire?
- Where will new tax dollars go? Where do they go now?
- Nothing. It's clear this area does not generate enough income to interest Burien or Seattle.
- Specific tax information.
- See what Seattle study says and get rid of UAC.
- A consensus from the people of the affected areas.
- Making sure human services will be supported [by Burien].
- Nothing. Let's work with what we have. We are happy with being unincorporated.

**Were you surveyed at your home or business for this project during the last 30 days?**

- Yes 9
- No 56
- No Response 3

**Other Comments:**

- I was not aware that Seattle had not completed their study
- Please make a decision that is best for the residents of the area and not only your interests.
- I was really put off by the surveyor trying to ram down my throat the Burien option. He did not give me the full choices I deserved to answer his final question. If this is the attitude of my council, then I am embarrassed of my government. Stay with the County! Glad we are having these public meetings.
- I prefer status quo. After that I prefer a more personal feel of smaller town Burien to facelessness in Seattle, who seems to have little care for smaller groups. Their work to get more income that eliminates fishermen. I like what we have. I like the lesser density. We are a community. I'm afraid I'll end up forced from my home by Seattle's usual higher property density. Burien may still do it to me. Builders definitely want me out.
- I've heard only Seattle/Burien from UAC. Can I assume you have talked with Tukwila? If so, was there any interest shown by Tukwila? Certainly Tukwila has the best tax base and is a long term city with much experience.
- I like how much studying has been done, but I think it's time to make the change and do it.
- Let us go to Burien to continue what we have. Seattle will not want to help us. Lived here for over 56 years and never go to Seattle. Most of our money goes to Burien.
- Lived in the same house for 50 years.
- When is a vote planned? Will unincorporated be one of the choices?
- I would like to hear from the Burien or Seattle City Councils, Mayor or City Manger at one of these meetings. I would also like to see the Seattle study mentioned in this meeting when it has been completed.
- Notice of previous meeting arrived late.
- The core of White Center extends beyond boundary lines in 3 directions. White Center has been integrated into West Seattle since 1916. White Center ends southerline at approximately 107<sup>th</sup> – 112<sup>th</sup> Ave SW, easterly at approximately 8<sup>th</sup> Ave SW, westerly at 26<sup>th</sup> Ave. SW; northerly at Roxbury.
- Why are we dividing up a city? White Center – ½ of it is already in Seattle.
- I had very difficult for me to see the whole picture and I would more feedback so I can vote without a confusion.
- This meeting did not change my mind regarding wanting to be annexed to Seattle and not Burien.
- I feel as if we are being forced to make a choice. I want to stay unincorporated.
- If we're such a non-productive area with economic struggles, why are Seattle and Burien interested in us and our location? What do they have to gain from us?
- Bitterly opposed to annexation.
- The citizens of Burien should be informed re the impact of this decision. I don't believe enough outreach has happened.

- If we annex to Burien, we will be over half the population – but not all are voters – so we may not be able to conform Burien to reality. I can't see at this point that it will make any difference (split). I don't know anything because this is my second meeting. Never heard anything was happening. Seattle is established. Burien is rather new. Seattle has clout. Burien is unknown. Seattle doesn't take care of all its own. Burien Council doesn't even know there is anybody out there.
- I am against annexation. Stay unincorporated . Am paying tax on my house for fire, police, roads. Did not buy in a city because didn't want to live in one.
- I don't believe any additional information re; Burien is necessary. It makes no sense. Seattle is the only logical and sound choice. The push to have Burien put North Highline in the GMA as a PAA has to be stopped. We deserve the right to make a choice and not have it delayed because we've been tied up in their plan.
- Don't like Council teaming with City of Burien to start annexation behind our backs.
- I will probably move if we are incorporated to Seattle.
- No more politics.

### Breakdown by Neighborhood:

# Responses	Annex to Burien			Not split			Neighborhood
	Yes	No	No response	Yes	No	No response	
1	100%				100%		Arbor Lake
4	50%	50%		75%	25%		Beverly Park
13	31%	54%	15%	46%	38%	15%	Boulevard Park
2		100%			100%		Evergreen
2	50%	50%		50%	50%		Glen Acres
1	100%				100%		Hill Top
1	100%				100%		Other
1		100%		100%			Riverton Heights
7	57%	43%		43%	57%		Salmon Creek
10	30%	70%		50%	40%	10%	Shorewood
4	50%	50%		75%	25%		Top Hat
21	43%	43%	10%	52%	33%	14%	White Center
67	26	37	4	33	28	6	

### Note:

These 67 responses were submitted by an audience estimated in the range of 200 to 250 attendees. The reader should also consult the results of the incorporation study's formal surveys, both of which can be found at the UAC website, [www.northhighlineuac.org](http://www.northhighlineuac.org):

- May, 2005 (1562 completed responses)
- November, 2005 (658 completed responses)  
Report to be released 12/1/05

# North Highline Unincorporated Area Council (NHUAC)

## DRAFT Meeting Minutes

December 1, 2005

Beverly Park at Glendale Elementary School

**Council Members Present :** Russ Kay – President (arrived 7:35 p.m.); Judy Duff – Vice President; Barbara Peters, Treasurer, Steve Davis, Corresponding Secretary; Steve Cox; Carlos Jimenez (Arrived 7:15 p.m.); Heidi Johnson; Ron Johnson; Lee Lim; Doris Tevaseu; Karen Veloria; Steven Jeffries

**Council Members Absent:** Ruth-Ann Matthias; (excused)

Vice-President Duff called the meeting to order at 7:00 p.m.

The meeting opened with the *Pledge of Allegiance*.

Motion to accept the minutes from the November 3<sup>rd</sup> meeting:

- Moved: Steve Davis                      Second: Lee Lim                      Motion Carried

Motion to accept the minutes from the November 21<sup>st</sup> meeting:

Discussion – The reference to “off mic” should be changed to “Inaudible” to avoid any confusion. The proper spelling of the Casey foundation is with a “C.” The representative helping us with the adopt a family program is Steve Fischer, not Steven Riley.

Motion to accept the November 21<sup>st</sup> minutes as amended:

- Moved: Ron Johnson                      Second: Steve Davis                      Motion Carried

### **Approval of Agenda**

Motion to approve agenda:

- Moved: Barbara Peters                      Second: Steve Jeffries                      Motion Carried

**Corresponding Secretary’s Report:** No Report

**Treasurers Report:** No Report

### **Public Announcements**

Doris Tevaseu announced that there will be an annexation summit sponsored by the Annie E. Casey Foundation’s Trusted Advocate Group held December 3<sup>rd</sup> at Mount



View Elementary School from 10:00 a.m. until 2:00 p.m. The public is encouraged to attend.

Ron Johnson announced that there will be a community safety forum held December 14<sup>th</sup> at St. James Lutheran Church from 6:00 p.m. until 8:00 p.m.

Gil Loring, Community Member --reported that there would be another work party held at North Shorewood Park on December 10<sup>th</sup> from 9:30 a.m. until 1:00 p.m. (weather permitting).

Wendell Norwood, Community Member -- announced that Burien will host a "Winterfest" Celebration on December 3<sup>rd</sup> in Olde Burien. The event will be held from 10:00 a.m. until 5:00 p.m. and will feature hay rides, caroling, and other holiday entertainment.

Ron Johnson announced that a Grand Opening Celebration for the newly completed Des Moines Memorial Drive will be held on Tuesday, December 6<sup>th</sup> at 11:00am. This will be held at the fire station located at South 128<sup>th</sup> and Des Moines Memorial Drive.

**Public Comment:**

Claire Henson, Boulevard Park resident -- said that some Boulevard Park residents are examining the possibility of self incorporation. She also urged the council to examine their right to represent the Boulevard Park area. She stated that because of the area that Boulevard Park covers, this council should be made up of 1/3 Boulevard Park representatives. She also commented that some of the Boulevard Park residents don't approve of this council.

**Committee Reports:** Committee reports were to be submitted in writing to allow for more agenda time that could be devoted to final governance recommendation discussion.

**Recap: Where have we been; Where are we now?**

Cynthia Stewart, the NHUAC's study contractor from Northwest Small Cities recapped the incorporation and/or annexation process up to this point. She referenced that the final community survey results would be released at this meeting and would be discussed before the final recommendation vote.

**Community Survey Report Regarding NHUAC's Preliminary Recommendation to Annex to Burien**

Contractor Cathy Allen, The Connections Group -- presented the results of this survey. She reported that the survey was conducted from November 8 through November 21, 2005. She pointed out the display maps that were around the room and went over what information that they conveyed. She informed the community members in attendance that summary information was available as handouts in the back of the room and were also available on the web. She then fielded questions from the community members

present concerning the survey and its results. The overall results were that those surveyed were in favor of annexation to Burien. Those surveyed included ethnic diversity and apartment dwellers.

Stephen Lamphear, outgoing Burien City Councilman – requested time to address the group on some of the advantages to annexation to Burien and wanted to “clear up” some of the facts reported in the newspapers. His comments were made as an outgoing councilman and he was very clear that he was giving his opinions as a citizen and not representing the Burien City Council. He commented on the Burien tax structure, which includes no taxes on sewer or water. Burien does not tax a business’s first \$100,000.00 of income. He also stated that in his opinion, human services are very strong in all of South King County.

Mr. Lamphear also fielded questions from the community members in attendance.

Ron DeShays, Community Member – stated that he preferred to stay unincorporated. He said that he feels it is misleading to say that we have to change. He also stated that he feels that the real solution is in a tax structure change.

Claire Henson, Community Member – stated that she has addressed this council multiple times on the subject of allowing Boulevard Park to explore self incorporation. She said that by taking this vote the council is not giving them enough time.

Ron DeShay’s, Community Member – Said that he agreed with Claire. He also questioned Burien’s finances and the ability to support the annexed area.

Jerry Siedl, Community Member – Stated that the newspapers have reported that there would be no significant changes to the area with the annexation to Seattle. He stated that he disagrees with this assessment. He feels that Seattle would take over the sewers, water, and street lights. This would eliminate the commissions for these utilities, which he supports.

Wendell Norwood, Community Member – Reiterated his love for this community. He questioned why people that are new to the consideration of this issue feel that it is being rushed. He does not agree and thinks there is a tendency toward procrastination.

Jesson Mata, Community Member – Said that he feels that this council represents the democratic process. He said that as a minority, he has experienced the effects of racism and is aware of the efforts made to be culturally aware. He applauded the council as good representatives of his community. The research on this issue is extensive and the council has done a great job making it available to the public.

### **NHUAC’s Discussion of Community Input and Final Recommendation Vote for Governance of North Highline.**

President Russ Kay deferred to Cynthia Stewart to facilitate this discussion. Ms. Stewart posed the question, “What is your thinking now?”

Carlos Jimenez – Everyone on this council is doing their homework on this issue. He said that because of his homework, he has changed his mind and will not support voting for annexation to Burien.

Doris Tevaseu – Stated that she stood opposed to the annexation to Burien and her opinion hasn't changed. She stated that her opposition is not directed at Burien, but she feels there needs to be more education on this issue.

Steve Davis - Commented that he has served this council for 9 or 10 years. He pointed out that this has been an on-going issue for this area all that time. He remarked that in his opinion, if the council did not do something on its own, the area would be further "cherry picked." He stated his preference for Burien

Steve Jeffries – Pointed out that he is the newest member of this council. He stated that he prefers the tax structure that the area enjoys because of being unincorporated. He said that he would enjoy the challenge of incorporation, but realizes it would not be feasible. He pointed out that at the time of Burien's original annexation vote, North Highline was within the proposed boundaries. He feels that the North Highline area needs to have a motivating factor to come to a decision on this issue. He supports annexation to Burien

Steve Cox – Stated that this decision is not being rushed. He said that he has been involved on the council for three years and in that time, the council has heard from Seattle at least two times. He expressed that he feels that the area would have more say in its future by annexing to Burien than it has now. He said that even now, North Highline is a small fish in the large pond (King County). By annexing to Burien, the area would become ½ the city and would command strong representation. He commented that he feels that everybody on the council is making their decision in good faith. He spoke to the fact that he and others on the council have been very open as to their employment. He addressed the issue of his employment by stating that his (and other) jobs do not depend on this vote or the eventual annexation to either Burien or Seattle.

Barbara Peters – Stated that Savun Neang's comments and petition, a White Center business owner, really had an affect on her. Hearing that 40 of 43 businesses want to go to Burien makes her very comfortable with her decision of supporting annexation to Burien.

Karen Veloria – Stated that she abstained from the preliminary vote. She said that on this vote, she will be voting a strong "no". She said that she believes that the council is not engaging the community. She feels the council has the information and the 40 or so "groupies" that attend all the meetings have the information, but the public does not have the information. She stated that this is especially true in the communities of color in North Highline.

Judy Duff – Said that she was originally elected to this council in 1997 and has worked on this issue diligently for many years. She pointed out that the council has been

involved in many other issues during this time as well ranging from runway mitigation to Boy's and Girl's Clubs. She listed many accomplishments of the council. She reiterated that the council has made diligent efforts to inform and represent the community. She stated that the present and former councils have done their job. (Her comments were read from a prepared statement and will be archived on the NHUAC's web site.) She supports annexation to Burien.

Russ Kay – Said that his job doesn't depend on this issue either. He also said he was taken aback at the Burien Planning Commission meeting when they spoke of annexing only part of North Highline. It has been made clear that North Highline wants to be a single area. He reiterated that in the past months, this council posed a group of questions to both Seattle and Burien. The responses that were received showed that Burien has given thought and consideration to this issue. Seattle seems to respond as if we are an irritant to them.

Ron Johnson – Said that he has been a member of this council since 1996 with one year off during that time. He stated that this issue has been studied to death. He has had many conversations with friends, neighbors, and members of his church and they have overwhelmingly supported the annexation to Burien as the answer to this question. He also sighted that the businesses prefer Burien. He said if we commit now to annexation to Burien, we would have some control of the process. If we do not commit, we may not have a say. There are other ways for a city to annex all or part of an area. He reminded everyone that this vote would be the start of the formal process.

Heidi Johnson – Stated that she also supports the annexation to Burien and said that she would submit her comments and reason to the newspaper in the form of a letter to the editor.

Lee Lim – Expressed that his vote will be the same as his vote during the NHUAC's preliminary recommendation vote. He mentioned that he has been involved with this issue for about five years. He is aware of many of the issues that face the minority community and they have indicated to him that they prefer to be annexed to Burien.

Carlos Jimenez – Said that he has really enjoyed the opportunity to be involved with this council. He respects the members and appreciates the transparency of the council's operation. He filed for his position 15 minutes before the deadline because he questioned himself on whether he could carry the responsibility. He thought about it for weeks. He feels that he has a big responsibility on his shoulders. He wants Burien to come to the council and tell us how they feel 100%. He expressed that he feels that there is a doubt on the part of Burien. He mentioned that during his tenure, he has had meetings with Sea-Tac and Tukwila. In those meetings, he asked why they weren't interested in North Highline, and the answer was that we don't generate enough taxes.

Doris Tevaseu - Said that she grew up in the Holly Park area in the Rainier Valley area. She stated that her agenda is to come and give back to the area. She said that she cannot

vote for something without having enough information. She stated that she owes that to the people that voted for her.

President Kay thanked Cynthia for again facilitating a good discussion. He also thanked the council for their candid, honest and passionate comments. He asked for a motion for a final recommendation.

Motion: That the council put forth a final recommendation for annexation to Burien.

Moved: Steve Jeffries                      Second: Barbara Peters

Judy Duff offered a friendly amendment that read: That the council put forth a final recommendation for annexation to Burien. based on past years of study by current and former council members and dedicated public outreach. Steve Jeffries accepted the friendly amendment as did Barbara Peters.

The Motion Carried

*Roll Call Vote*

*Yeas: Russ Kay, Judy Duff, Barbara Peters, Steve Davis, Heidi Johnson, Lee Lim, Steve Jeffries, Ron Johnson, Steve Cox.*

*Nays: Karen Veloria, Doris Tevaseu*

*Abstention: Carlos Jimenez*

*Not Voting: Ruth-Ann Matthias (absent)*

Barbara Peters commented that she has sat on the council for a long time. She is aware that not everyone agrees with each other, but she thinks this has been a wonderful council. She is glad to have Doris, Karen and Carlos on the council.

### **Proposed NHUAC Budget for 2006**

President Kay asked for questions or comments on the proposed budget

Steve Jeffries asked if the budget would cover the back payment for the insurance.

Barbara Peters responded that she would be paying one policy in December (\$500.00) and making a payment in January (\$1,500.00). She pointed out that the council would need to make another \$500.00 payment next December. If the council keeps up on that payment schedule, we will avoid future problems.

Carlos Jimenez asked if there is any alternative to the \$5,200.00 expense for the secretarial services.

President Kay corrected the figure to \$4,800.00

Judy Duff stated that she feels the expense is necessary. She stated that if you go back and look at the minutes from when there wasn't a secretary, there are holes and unprofessional comments. The minutes go to the King County Council and other cities. She feels that it is imperative that the council presents professionalism.

President Kay explained that the \$4,800.00 figure is based on having two meetings a month. He pointed out that typically the council only has one meeting in December and only about three meetings during the summer.

Motion: To accept the proposed budget for 2006.

Moved; Ron Johnson

Second: Heidi Johnson

Motion Carried

### **Old Business**

None

### **New Business**

Steve Jeffries asked what representation will be attending Annie E. Casey's Saturday's meeting on behalf of the NHUAC.

Russ Kay stated he would be working so he can't attend.

Judy Duff stated that although the council will be provided a table in the back, the NHUAC was not invited to participate in the event. She thinks it would be good to have someone at the table to give the council a voice. She expressed that she understands that a portion of the event will be "e-polling" so if anybody wants their opinions to be a part of that poll, they should attend. Heidi Johnson and Steve Jeffries said they would attend on the behalf of the NHUAC. It was assumed Doris Tevaseu would attend since she is a member of Annie E. Casey's Trusted Advocate Group.

Carlos Jimenez – Announced that on February 8, 2006, he will be meeting with state legislators as part of Legislative Day. He invited other council members to join him.

Unknown (Male) Voice, Audience Member – Stated that he has learned a lot from this meeting and he applauds the leadership of this council.

Elissa Benson, Office of Management and Budget, King County, wished the council a Happy Holiday.

Meeting Stood Adjourned at 9:42pm.

Audio recording of this meeting and Secretary's original notes have been archived.

Respectfully submitted by,  
Will Stedman  
Recording Secretary

APPROVED \_\_\_\_\_ DATE \_\_\_\_\_  
K. Russell Kay, President

APPROVED \_\_\_\_\_ DATE \_\_\_\_\_  
Will Stedman, Recording Secretary