City of Brookings

WORKSHOP Agenda

CITY COUNCIL

Monday, August 3, 2015, 4:00pm
City Hall Council Chambers, 898 Elk Drive, Brookings, OR 97415

A. Call to Order

B. Roll Call

C. Topics

1. National Disaster Resilience Competition. [City Manager, pg. 2]
    a. Phase 2 Application Information Flyer [pg. 8]
2. Design Standards Committee. [Planning, pg. 9]

D. Council Member Requests for Workshop Topics

E. Adjournment

All public City meetings are held in accessible locations. Auxiliary aids will be provided upon request with at least 10 days advance notification. Please contact 469-1102 if you have any questions regarding this notice.

CITY OF BROOKINGS

COUNCIL WORKSHOP REPORT

Meeting Date: August 3, 2015

Originating Dept: City Manager

Signature (submitted by)

City Manager

Subject: National Disaster Resiliency Competition

The City of Brookings is partnering with the City of Reedsport and the State of Oregon in preparing a proposal under the National Disaster Resiliency Competition. There are no other Oregon communities to which funds would be allocated. There is no statewide project list. The Governor's Office has allocated substantial resources to develop this proposal which we have now entitled the Rural Resilience Oregon Incubator (Rural-ROI). A major part of the proposal is a detailed description of how the program would be managed within State government, and how the program could be institutionalized within State government.

The Governor's Office is proposing to establish the Rural Resilience Oregon Incubator (ROI aka return on investment), which is an innovative framework to build economic, social and hazard resilience in rural communities across the state. The Rural ROI would be led by the State Resilience Office and work closely with Regional Solutions, both in the Governor's Office, and be a shared responsibility by many partners within the state.

The State is rolling out the Rural ROI effort in coastal Brookings and Reedsport -- and will capture resilience activities within a "knowledge bank", which will then be used by the State Resilience Office, Regional Solutions and others to promote resilience in other rural communities. As part of the process, best science and community engagement practices will be integrated. For each community, baseline resilience performance metrics and tracking of progress will be included, some involving universities, government, private and non-profit partners. Although the Rural ROI vision is multidimensional, the focus is on improving 1) life safety and property protection from future disasters, 2) social cohesion within the immediate community and broader region, 3) sustainable economic development or, if needed, revitalization, and 4) preparedness to impacts of multiple hazards, including flood, earthquake, tsunami, drought and future climate. Immediate goals are to improve the security of water supplies and medical services, and community-level transportation connectivity during disasters. This will include improved housing for vulnerable populations as well as improving the quality of life for all citizens.

The State's Phase 2 application may propose projects involving water, waste water, and electrical systems, multi-modal transportation, flood and other hazard protection, affordable housing and medical services.

Funded at $1.0 billion, NDRC is not an emergency preparedness grant program. It is not intended to fund emergency operating centers, warning systems or fire trucks. What NDRC does, for the

first time…and it is a pilot program…is integrate the fields of economic development, community development and emergency planning. The concept of resiliency is to better equip the state and its communities to rebound, recover and evolve.

Brookings is eligible to participate in this program because of two "qualifying events"…the 2011 tsunami disaster and the January 2012 flood disaster.

In the proposal, the benefitting community is defined as "Brookings Harbor." We included the unincorporated area of Harbor in our community definition for several reasons. One is that the tsunami qualifying event took place in Harbor; another is that by including Harbor we meet the basic Community Development Block Grant (CDBG) income threshold; and, finally, because treating the two communities as one serves the NDRC goal of promoting social cohesion. NDRC is a program within the U.S. Department of Housing and Urban Development CDBG program.

WATER SOURCE OF SUPPLY AND STORAGE IMPROVEMENTS

This project would first include reactivating the old Ranney collector on the Chetco River that was abandoned 30 years ago due to salt water intrusion. Known as the "Tidewater Source", the City has an existing Water Right to extract 6.0 cubic feet per second at this location, slightly more than the 5.7 cfs that we are authorized to extract from our current water source located about 2.0 miles upriver. Even when testing was done back in the 1980's, the saltwater intrusion problem only occurred seasonally during periods of low river flow and high tides.

The concept is to extract water from Tidewater when the water is of good quality and pump it to the Ferry Creek Reservoir for storage. We would also have the option of pumping water directly into the distribution system if the pipeline from the main collector is out of service; that two-miles of pipe located beneath North Bank Chetco River Road would certainly be susceptible to failure in a seismic event.

Part two of the project is to retrofit and expand the Ferry Creek Reservoir. This reservoir, built in 1913, current has an estimated storage capacity of 12 million gallons. The reservoir was taken out of service in the 1980's due to poor water quality; also, the watershed feeding the reservoir is quite limited. Preliminary analysis by Civil West Engineering indicates that reservoir capacity could be expanded to 39 million gallons. This addresses a serious problem in that the City's current tank water storage capacity is equal to only about 3-4 days of average day demand (900,000 gallons). A 39 mg reservoir would provide 40-60 days of storage in a disaster emergency, and would greatly enhance the availability of water for fire suppression.

Part three of this project is the installation of seismic safety valves on the City's three main water storage tanks. This would prevent these tanks from draining as a result of main distribution line breaks in a seismic event.

Part four is the construction of a raw eater transmission line from the expanded Ferry Creek Reservoir to the Water Treatment Plant. Water would be treated and inserted into the water distribution system at this point.

As this is a Brookings-Harbor project, part five of the water project is to extend a water line across the Chetco River and interconnect the City and Harbor water systems. This addresses the salt water intrusion issue at Harbor Water, and also provides Harbor with access to storage capacity for use in a disaster emergency. This element of the project is essential as it addresses the social cohesion goal of NDRC and also addresses the CDBG criteria that projects must benefit low and moderate income households.

We have retained Civil West Engineering to work with us in developing the cost estimate and benefit/cost analysis for this project. The estimated cost of this project is $9.0 million.

CHETCO RIVER BRIDGE SEISMIC RETROFIT

Brookings Harbor will be an isolated community in the event of a major disaster. State plans for restoring highways and bridges to the coastal areas has Brookings pretty much at the bottom of the list. This is understandable because the rebuilding challenge will be formidable, and the State's focus will be on getting the metro area economies going again.

As we all know, Brookings Harbor is two communities that are interdependent, with most critical facilities and services, such as medical services, shelter, and airport access, being ,located north of the Chetco River Bridge. The Chetco River Bridge is the lifeline between these two communities. The bridge also carries one of the two sewer transmission lines serving Harbor and…assuming we proceed with a Harbor Water interconnection as described above…would also carry a water line.

The Chetco River Bridge was constructed in the 1960's and does not meet present-day seismic safety standards. It is near the bottom of the priority list for seismic retrofit as the State has limited retrofit funding and a very long list of non-compliant bridges.

ODOT engineers have completed a preliminary analysis for this project. The estimated cost of retrofitting the bridge is $27 million.

SEWER SYSTEM REPAIRS

The Council is aware that we have a significant infiltration and intrusion (I&I) problem in the City sewer system. This problem was exacerbated during the January 2012 flood disaster with millions of gallons of storm water entering and overwhelming the sewer collection system. At one point, the peak flow at the Wastewater Treatment Plant (WWTP) reached 10.3 million gallons; more than 10 times the typical daily flow.

Working with The Dyer Partnership, former Public Works/Development Services Director Loree Pryce developed a cost estimate for repairing all of the sewer mains that were impacted in the January 2012 storm. Reducing the I&I would also conserve treatment capacity and avoid the unnecessary cost of expanding the capacity of the WWTP to facilitate growth, as well as reducing WWTP operating costs.

The estimated cost of this project is $1.0 million.

Note that the City has budgeted $160,000 to undertake a position of this project in the current fiscal year. I have instructed the Public Works/Development Services Director to delay proceeding with that project pending possible funding for a larger NDRC-funded project where we can use these budgeted funds as a local match, which may make this project more competitive.

PORT FACILITIES REPAIR AND REPLACEMENT

This project involves repairing docks and other facilities damaged in the 2011 tsunami; repairs that were not funded by FEMA.

A major element of the project is the replacement of the "mobile lift" that was severely damaged during the tsunami event. This mobile lift was damaged when the Port used the equipment in an effort to extract flooded fishing boats from the mooring basin. The Port is seeking to replace the lift and, this week, also requested consideration for replacing the old track structure upon which the lift moves out over the water to attach to boats. A new lift with a stronger track structure would also enhance the economic resilience of the Port by enabling them to expand their boat repair/service operations.

While the tsunami is one of our "qualifying events" and a major goal of NDRC is to address "unmet needs" directly tied to the qualifying event, HUD officials also reticent to fund projects

located in tsunami hazard areas. Of course, we can't relocate the Port out of the tsunami inundation zone by its very nature. We will be vetting this further with our State partner.

The estimated cost of this project is $3.0 million. Mobile lift project alone is about $1.7 million.

BROOKINGS MEDICAL CLINIC EXPANSION AND EMERGENCY ROOM

Curry Health District (CHD) is proposing a $10 million addition to the Brookings Clinic.

The project would include an expanded Emergency Room and facilities to house dialysis, infusion therapy, MRI, mental health and a host of other services not now available in the Brookings Harbor community…some services that are also not available at the CHD hospital in Gold Beach or Sutter Coast Hospital in Crescent City. Many of these services now require patients to travel three hours to Medford…with about two hours of that travel distance being through the Smith River Canyon and mountainous roads (Highways 197 and 199). Roads that will not be accessible for months following a major disaster.

Having a local facility to meet these needs in the post-disaster isolated Brookings Harbor community is essential to the preservation of life. It also contributes to the economic resiliency social cohesion of the community by creating an estimated 60 family-wage jobs, travel cost-avoidance for local residents and overcoming the number one hurdle to attracting new residents and economic investment to the community…lack of adequate health care.

An expanded service clinic will also capture a part of the estimated $70 million annually in health care dollars leaving Curry County, and CHD management believes they will also draw business from Del Norte County (DNC) where a number of these services are not available; that DNC residents would much rather travel the 40 minutes to Brookings for dialysis than the two hours across the treacherous and often restricted "Last Chance Grade" to Eureka.

Assuming the annexation of Brookings Harbor proceeds in November, CHD may have adequate resources to finance this project through the property tax rate. If the annexation does not proceed, the need will remain. If all or a portion of the project is funded through NDRC, the tax burden on the local community…including low and moderate income residents…will be lessened.

CHN management is gathering data for use in a benefit-cost analysis for this project.

ELECTRIC DISTRIBUTON SYSTEM IMPROVEMENTS

Coos Curry Electric Cooperative (CCEC) has proposed a series of projects to "harden" electrical service distribution facilities in the Brookings Harbor area.

The "hardening" projects include undergrounding the distribution system at the Port and undergrounding feeder lines serving a variety of critical facilities (i.e. Police Station, etc.) and major employers within the City.

This project needs significant further vetting as there are several key issues to be addressed; among them: For example, assuming the Brookings Harbor will be isolated following a major disaster, what is the plan for sustaining or restoring the Bonneville power grid?

LOW AND MODERATE INCOME HOUSING

While attending the Rockefeller Foundation NDRC Academy, it became clear that we need to include a low and moderate income housing project in the proposal.

Staff contacted U.S. Borax Lone Ranch Project owner's representative Burton Weast to inquire as to their interest in participating in a low/mod housing project. The Lone Ranch project, which has

an approved development plan for 1,000 housing units, has been "on hold" for several years. One of the reasons this project has not progressed is the high cost of getting sewer infrastructure to the site; about $2.4 million. We are vetting several approaches which may result in U.S. Borax allocating land or units for low and moderate income housing as consideration for funding the sewer improvements.

PROJECT REVIEW

Not all of the above projects will get funded or even be proposed for funding as the NDRC Phase 2 proposal is developed. Each of the projects will be further vetted over the course of the next few weeks. Our State partner has assembled a team to perform a benefit-cost analysis (BCA) on each project. I have invited members of that team to meet with the City Council at the August 3 workshop. I fully expect that some of the projects will "fall out" as the BCA's are completed. While there are no requirements for a local financial participation or "match" we need to consider local funding commitments to make our projects more competitive.

Projects need to address both disaster resilience and economic resilience. When the community can demonstrate that it has resilient water, sewer, transportation, medical care and electrical service, it enhances the community's ability to attract private investment, new business, jobs and residents. Most of the above projects contain elements of disaster, economic and community resiliency; some stronger than others.

A RESILIENT HISTORY

Brookings has a track record of building a resilient community…as I told one group panel in Denver, "Brookings was practicing resiliency before resiliency was cool." The City's actions over the past decade to add water storage, replace water transmission lines, build an EOC and an emergency communications tower, replace ageing infrastructure downtown, shore-up the WWTP are all resilience infrastructure projects. Broader impact projects have included:

- Construction of the Southwestern Oregon Community College campus in Brookings which provides a local entry point for advanced education and has focused on health care professional education.
- The CHD Brookings clinic including the groundbreaking achievement of securing a State Administrative Rule establishing criteria for stand-alone Emergency Rooms…the first of which is scheduled to open in Brookings **this month**.
- The Brookings Airport Infrastructure project which will not only promote economic investment, but will enable this facility to be a more adequate staging area for the delivery of disaster assistance

FUTURE RESILIENCE PROJECTS

We will be briefly describing future resiliency projects in the NDRC proposal; some of those will be projects that are discussed above but no incorporated into the final proposal. Future resiliency projects may include:

- Expansion of the college facility and course offerings.
- Community resilience education.
- Incorporating resiliency into land use planning.
- More bioswale projects like the one constructed as a part of the Easy Street Safe Routes to School project.

STATE PARTNERSHIP

As indicated above, we are working in close partnership with State representatives in preparing the NDRC proposal. In evaluated our proposal ("our" being the State proposal) HUD will first look at how the State has organized to address resiliency. Essentially, "the project" is the Rural Oregon Resiliency Initiative…the State program…and our projects are the initial fulfillment activities for that new program. Nothing gets funded unless we can demonstrate that the State's resiliency program is…well…resilient.

We are in good shape. The Oregon Legislature has just approved the creation of a State Resilience Officer within the Governor's Office, to be effective January 1, 2016. The State has adopted the Oregon Resiliency Plan. ODOT has developed a post-Cascadia plan for restoration of transportation services. All good.

Anticipating that the NDRC or similar program may be reauthorized in some fashion, the State will propose that the program be administered on an ongoing basis building upon the existing Regional Solutions framework. Projects will be proposed and vetted through one of the 11 Regional solutions teams. Regional Solutions is a program of the Governor's Office, thereby providing a good venue for coordination with the State Resilience Officer. The NDRC program would be managed through the State Resilience Officer, but the program administration (i.e. federal reporting, disbursement of funds, contracts) would be handled through the Oregon Department of Business Development…which already administers the CDBG program.

Engagement is also a major piece of the NDRC proposal. We will be scheduling activities at both the State and City levels to engage the public in vetting the programs and the projects. We are working with the State to undertake this activity; it's more than just a few public hearings. We need to conduct public information meetings and engage the public through social media.

To reiterate, the State is making a major investment in preparing the Phase 2 NDRC proposal…which would largely and primarily benefit the communities of Brookings and Reedsport. They are reallocating staff and budget resources from other programs to move this program along.

There is a lot more work to do to gather data for each of these projects, vet them against the NDRC goals and objectives, define the projects, complete cost-benefit analyzes, develop intergovernmental letters of commitment and then weave them into an integrated Brookings-Harbor resiliency program.

Attachment:

a. Phase 2 Application Information flyer

State of Oregon: Resilience Phase 2 Application

U.S. Department of Housing and Urban Development National Disaster Resilience Competition (HUD NDRC)

On June 14, 2014, President Obama announced the National Disaster Resilience Competition. Responding to demand from state, local and tribal leaders who are working to increase the safety and security of their communities, the nearly $1 billion competition will invite communities that have experienced natural disasters to compete for funds to help them rebuild and increase their resilience to future disasters.

The competition will support innovative resilience projects at the local level while encouraging communities to adopt policy changes and activities that plan for the impacts of extreme weather and climate change and rebuild affected areas to be better prepared for the future.

Oregon has been selected as a finalist and will join 14 municipal and 26 state governments to compete for part of nearly $1 billion in available funds in the last phase of the competition.

HUD NDRC: https://www.hudexchange.info/programs/cdbg-dr/resilient-recovery/
Oregon Application: http://www.oregon.gov/gov/Pages/HUD_NRDC_APPLICATION.aspx
Governor's Press Release: http://www.oregon.gov/newsroom/Pages/NewsDetail.aspx?newsid=741

Description: Rural Resilience Oregon Incubator (Rural ROI)

As part of the State of Oregon's HUD phase 2 application, the Governor's Office is proposing to establish the Rural Resilience Oregon Incubator (ROI aka return on investment), which is an innovative framework to build economic, social and hazard resilience in rural communities across the state. The Rural ROI would be led by the State Resilience Office and work closely with Regional Solutions, both in the Governor's Office, and be a shared responsibility by many partners within the state.

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The State will hold a public meeting around October 5th in conjunction with the cities of Brookings and Reedsport. Details will be announced at a future date.

For more information, contact:
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Gary Milliman, City Manager, Brookings Oregon, gmilliman@brookings.or.us
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Prepared on July 28, 2015

CITY OF BROOKINGS

Council WORKSHOP Report

Workshop Date: August 3, 2015

Originating Dept: PWDS, Planning

Donna Colby-Hanks
Signature (submitted by)

City Manager Approval

Subject: Update on the formation of the Design Standards Committee (DSC)

Recommendation: Provide Staff direction on composition and goals of DSC.

Financial Impact: Not identified at this time.

Background/Discussion: City Council discussed the formation of the DSC at their May 11, 2015 meeting. A press release was issued seeking volunteers to sit on the committee; an alert was also posted on the city's webpage. Four applications have been received. Two of the applicants are Brookings business owners, two serve on other committees (TPAC & Parks) and one applicant lives in Pistol River. The Planning Commission discussed the formation of the committee and two commissioners are interested in being members.

The Downtown Masterplan was approved but the implementing ordinance was not adopted. Several of the recommendations from the Masterplan have been adopted. Parking standards were revised to require street trees and a vegetated buffer adjacent to parking areas. Provisions have been adopted in all commercial and industrial zones that require the screening of mechanical equipment. The General Commercial (C-3) and Tourist Commercial (C-4) districts have been revised to include tourism manufacturing with retails sales on ground floors as well as mixed use. However, there are a number of other recommendations in the Downtown Masterplan that have not been adopted.

Staff seeks direction on the following questions.

1. What should the composition of the DSC be?
2. How many members should comprise the DSC?
3. Should the goal of the DSC be to review the approved Downtown Masterplan and provide recommendations for standards?
4. Should the goal of the DSC be to review the Downtown Masterplan as well as design standards from several other jurisdictions such as Ashland and Florence to update the Masterplan prior to moving forward with recommendations for standards?
5. Should the goal of DSC be to be in a specific, narrow direction such as developing a color palette for recommendation for adoption?

Policy Considerations: None.

Attachment(s): None.