

City of Brookings WORKSHOP Agenda

CITY COUNCIL

Monday March 4, 2019, 4:00pm

City Hall Council Chambers, 898 Elk Drive, Brookings, OR 97415

A. Call to Order

B. Roll Call

C. Topics

1. Wharf & Railroad Traffic Device [PWDS/Public Safety, Pg. 2]
 - a. Whitworth Request Letter [Pg. 3]
 - b. Map – Intersection of Wharf and Railroad [Pg. 4]
2. Riparian Protection Overlay Zone Ordinance [PWDS, Pg. 5]
 - a. Key Lots Map [Pg. 6]
 - b. Riparian Corridor Figure [Pg. 8]
3. Rainbow Rock Water Service Association – Request for Water Service [PWDS, Pg. 9]
 - a. RRSA Request Letter [Pg. 10]
 - b. Black Rice & Luna LLP Memo [Pg. 15]
 - c. City of Brookings –System Development Fee Charges for 60 units [Pg. 16]
 - d. City of Brookings Water & Sewer Rate Schedule [Pg. 17]

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 72 hours advance notification. Please contact 469-1102 if you have any questions regarding this notice.

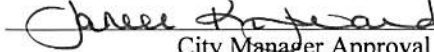
CITY OF BROOKINGS

COUNCIL WORKSHOP REPORT

Meeting Date: March 4, 2019


Signature (submitted by)

Originating Dept: PW/DS


City Manager Approval

Subject: Wharf & Railroad Traffic Device

Background/Discussion: LT. Donny Dotson and I met with a group of Wharf Street residents requesting a four way stop at Wharf and Railroad. The group claims that with the recent completion of Railroad Street, traffic speeds have increased substantially which poses a significant danger for vehicles crossing or turning onto Railroad Street from Wharf Street.

I expressed concern to the group regarding the installation of a four way stop without a traffic engineer performing a traffic study which should include a more detailed look at the impact on other intersections in the vicinity. In the mean time I proposed the City would collect baseline vehicle data at the intersection that may or may not support the group's claims.

The City of Brookings purchased a traffic data gathering device in 2018 that is used to collect speed, direction and frequency of vehicles traveling to and from a target area. The device is mounted on a utility pole pointed in the direction of the study area.

The City's traffic data gathering device was installed near Wharf and Railroad to collect vehicle data at the intersection for ten days. During this period there were 27,512 vehicles that crossed the intersection. The average speed was 22.6 mph. The percentage of vehicle speeding was 0.98%. There were 49 vehicles total traveling faster than 35 mph.

L.T. Dotson researched all traffic crashes 2014-2018 and found 619 crashes reported in the City of Brookings. Of the 619, seven were at the intersection of Wharf and Railroad.

Staff is not recommending the installation of a four way stop at the intersection of Wharf and Railroad Street without consulting a traffic engineer to perform a traffic study that may or may not support the group's request. The cost of a traffic study is estimated between \$15,000 - \$20,000.

Attachments:

- a. Whitworth Request Letter
- b. Map – Intersection of Wharf and Railroad

DATE: JANUARY 28, 2019

SUBJECT: TRAFFIC CONTROL – REQUEST FOR CONSIDERATION

TO: MAYOR JAKE PIEPER
COUNCILOR BILL HAMILTON
COUNCILOR BRENT HODGES
COUNCILOR RON HEDENSKOG
COUNCILOR JOHN McKINNEY

CONTACT: PAUL WHITWORTH, paulrwhitworth@gmail.com, (541) 813-1273
PRESIDENT, THE COVE HOA

TOPIC: TRAFFIC FLOW AND SAFETY ALONG RAILROAD STREET

REQUEST: TRAFFIC FLOW ON ROADROAD STREET AND CONSIDERATION OF A 4-WAY STOP
AT THE INTERSECTION OF RAILROAD AND WHARF STREETS

OBJECTIVE: REGULATE TRAFFIC FLOW ALONG RAILROAD STREET AND PARTICULARLY AT THE
INTERSECTION OF RAILROAD AND WHARF STREETS

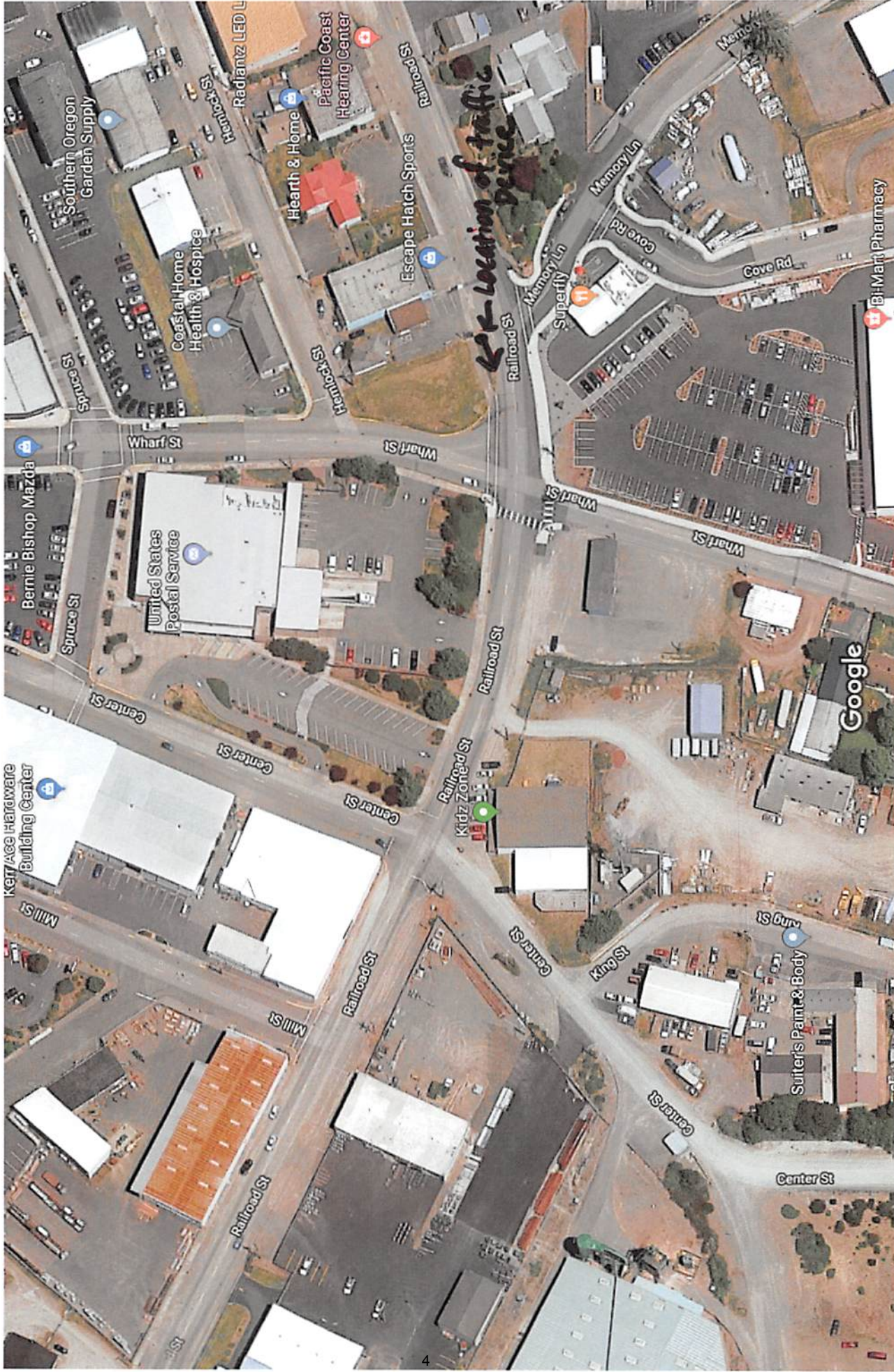
BACKGROUND: The intersection of Railroad Street and Wharf Street has a 2-Way Stop on Wharf. The recent roadway upgrades of Railroad appear to be resulting in an increase in traffic and speed. Traffic also appears to be increasing on Wharf since the completion of Chetco Point Park improvements. On December 13, 2018 we met with Anthony Baron, Parks and Planning Manager, and Lt. Donnie Dotson, Brookings PD concerning a proposal to install a 4-Way Stop at the intersection of Railroad and Wharf Streets. All participants agreed that the intersection is complex. The City representatives indicated that Council approval is necessary for any further action to be authorized.

ORIGINAL POINTS OF EMPHASIS FOR A 4-WAY STOP AT RAILROAD AND WHARF:

- Traffic and speed increase on Railroad after completion of roadway improvements
- Businesses and residents indicated concern about turning left on Railroad from Wharf
- Businesses and residents indicated concern about going straight on Wharf across Railroad
- Potential danger to children walking to the Kids Zone due to the speed of traffic on Railroad
- Traffic increase to the Brookings Post Office after the closure of the Harbor Post Office
- Traffic increase to Bi-Mart after the closure of Ray's Market
- Traffic increase on Wharf after completion of Chetco Point Park improvements
- Traffic increase due to new businesses opening or preparing to open on Railroad
- Poor line of sight from Wharf to Memory Lane when crossing or entering Railroad
- Turn lane from Railroad onto Wharf complicates the intersection for through traffic on Wharf
- Assist pedestrians using new sidewalks and crosswalks along Railroad
- Reduce risk created by need to veer right to avoid the left turn lane from Railroad onto Wharf
- Concern that a 4-Way Stop might back up traffic for Memory Lane
- 4-Way Stop may assist in decreasing and help to regulate traffic speeds along Railroad

REQUESTED ACTION: We request that the Council approve that a 4-Way Stop be installed at Railroad and Wharf or, if required, a study of alternative ways to improve safety and traffic flow be initiated.

Thank you for your time and consideration of this 4-Way Stop request.



CITY OF BROOKINGS
COUNCIL WORKSHOP REPORT

Meeting Date: March 4, 2019



Signature (submitted by)

Originating Dept: PW/DS



City Manager Approval

Subject: Riparian Protection Overlay Zone Ordinance

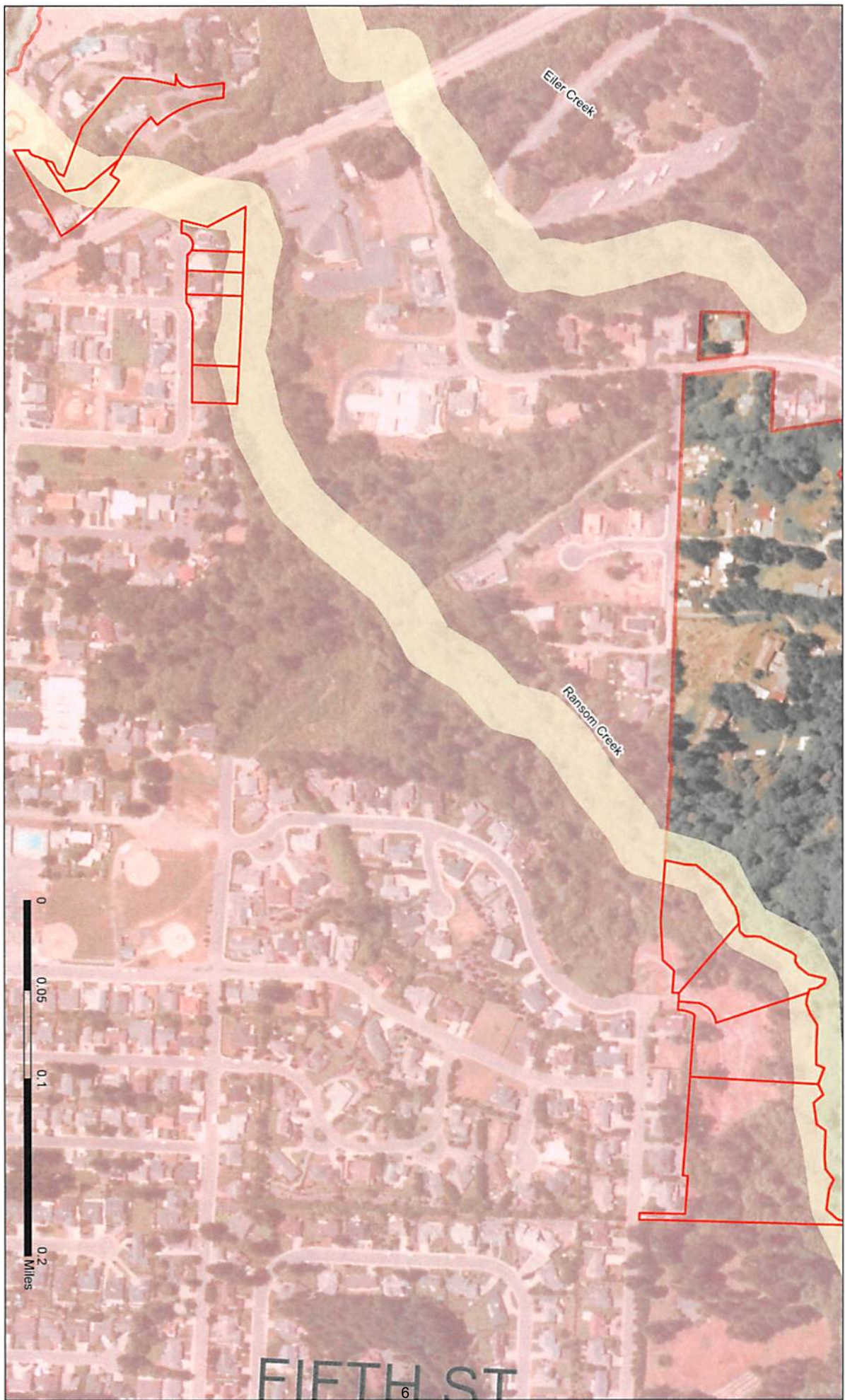
Background/Discussion: The information herein is a follow up in response to a request for additional information from Council during the February 4 workshop.

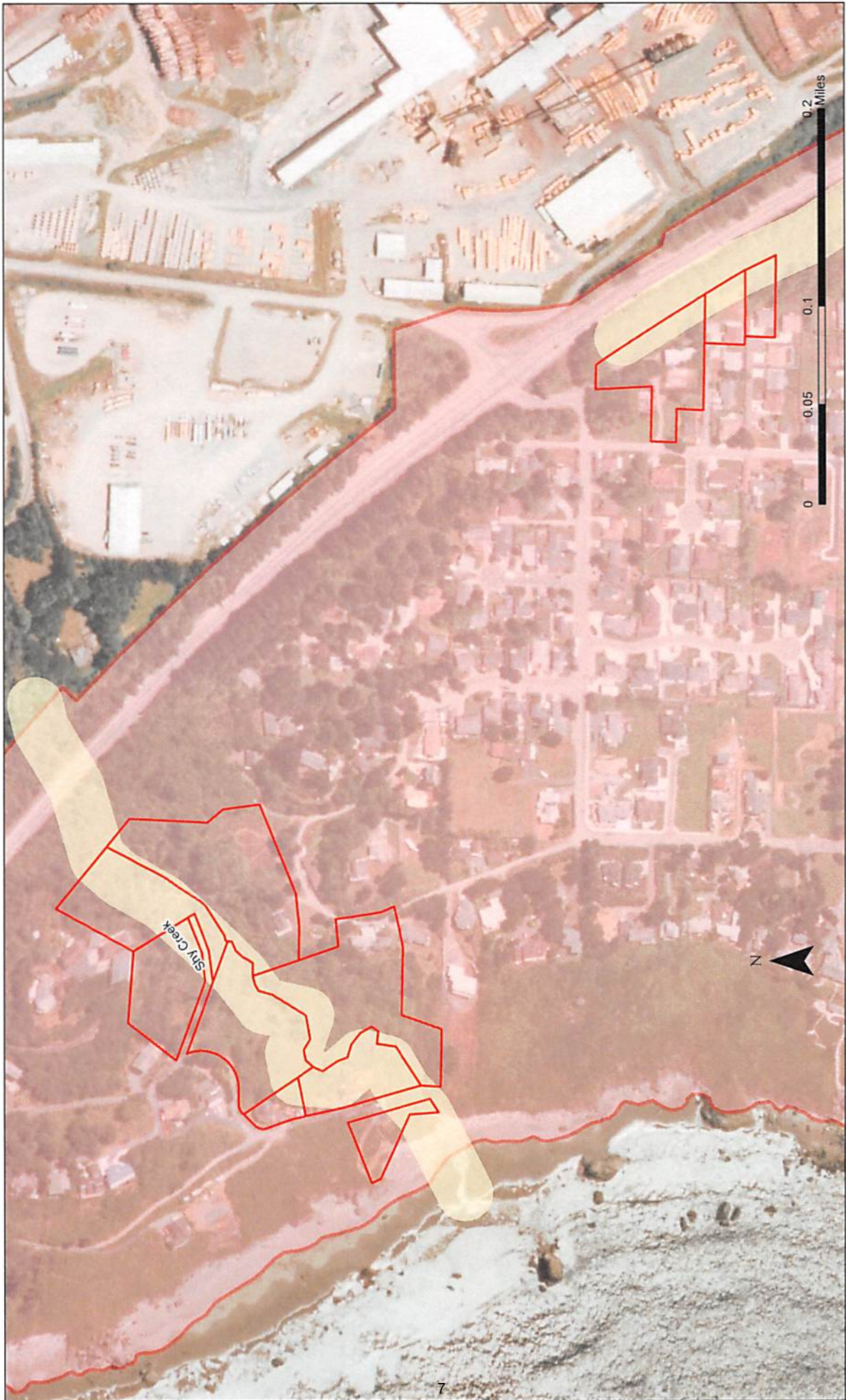
Additional information requested includes:

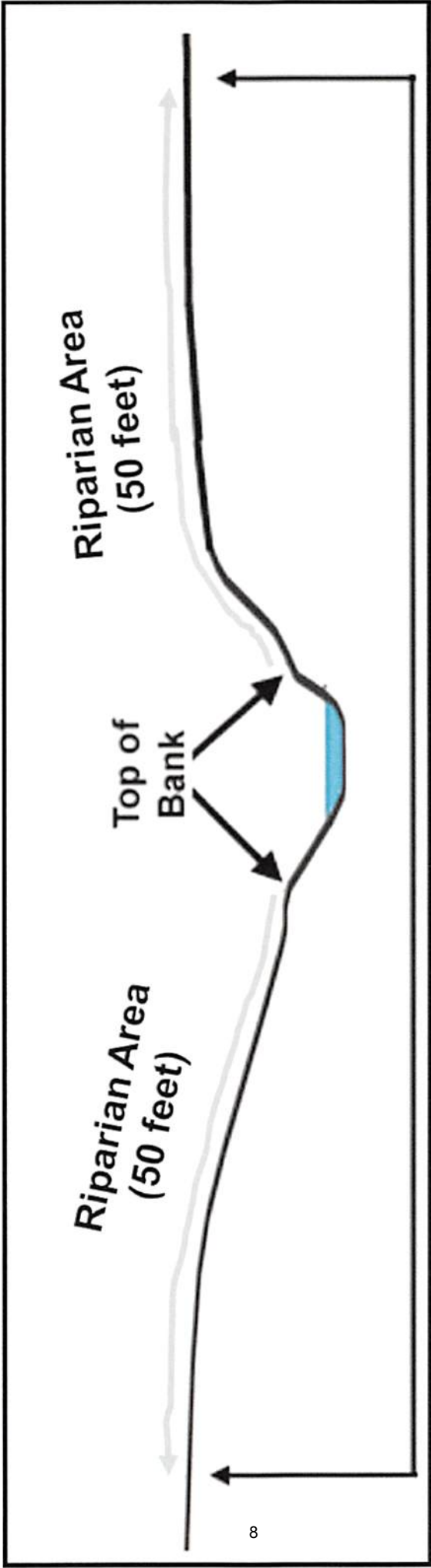
1. A comprehensive list of properties significantly impacted by the proposed riparian ordinance
2. The method by which other agencies measure the distance (horizontal or by the slope)

Attachments (new):

- a. Key Lots Map – Properties impacted by proposed ordinance
- b. Riparian Corridor Figure – proposed method of measurement for Riparian Corridor







Riparian Corridor

CITY OF BROOKINGS

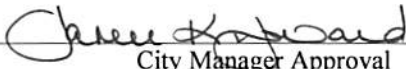
COUNCIL WORKSHOP REPORT

Meeting Date: March 4, 2019



Signature (submitted by)

Originating Dept: PW/DS



City Manager Approval

Subject: Rainbow Rock Service Association – Request for Water Service

Background/Discussion:

Pacific Vista Condominiums which includes 60 single family units are located at 17744 Highway 101. The property is located just outside city limits but is still within the urban growth boundary. Rainbow Rock Service Association (RRSA) provides water and waste water services to Pacific Vista Condominium Association (PVCA) and is requesting the City's consideration of RRSA purchasing water from the City of Brookings that they would then re-sell to PVCA.

RRSA currently has a functioning water treatment plant with right(s) to draw water from surface waters located on Rio Tinto (BORAX) property. RRSA is considering the shutdown of their water treatment plant and propose to continue using the 75,000 gallon storage tank that would be supplied from a city water connection through a single meter.

The Brookings Municipal Code (BMC), Section 13.05.060, Description of service. (C). Special Contracts states that "when the applicant's requirements for water are unusual or large, such as an independent water district, or necessitates considerable special or reserve equipment or capacity, such as a subdivision or other development, the city council reserves the right to make a special contract, the provisions of which are different from and have exceptions to the regularly published water rates, rules, and regulations. This special contract shall be in writing, signed by the applicant and approved by the city council."

Under regular published rates, a single water meter would be billed at a multi family/outside city limits rate (see attached 2018 water and sewer rate schedule).

System Development Charges (SDC's) for water only, for 60 units would equal \$58,078.

Attachments:

- a. RRSA Request Letter
- b. Black Rice & Luna LLP Memo
- c. City of Brookings – System Development Fee Charges for 60 units
- d. City of Brookings Water & Sewer Rate Schedule

January 11, 2019

Rainbow Rock Service Association
17744 Highway 101 N #100
Brookings, OR 97415

Janell Howard, City Manager
898 Elk Drive
Brookings, OR 97415

Dear Manager Howard:

This letter is intended to be a starting point for investigating the possibility that Rainbow Rock Service Association could become a purchasing water system from the City of Brookings. With this letter, RRSA will attempt to lay out some of the background on its system, some conceptual ideas about the layout of an RRSA connection to City water, the need for discussions about costs, and a little about the benefits of such a connection both to RRSA and to the City. RRSA is aware that the City of Brookings does not have an established protocol for providing water to a community drinking water system outside city limits such as RRSA. We know that this would require approval by the Brookings City Council.

Rainbow Rock Service Association (RRSA) has been providing sewer and water service for the Pacific Vista Condominium Association (PVCA) for over 30 years. RRSA owns three parcels north of the City of Brookings, outside the City limits. One of those parcels is the location of the RRSA water treatment plant; another on top of an adjacent hill holds the 75000 gallon water tank used to serve water to PVCA; the last parcel is the location of the RRSA sewage treatment plant, west of the condominiums. Please see Figure 1 for an overview of the locations of the aforementioned facilities. The RRSA public drinking water system is PWS#41-01361.



Figure 1 - An overview map of the locations of the RRSA facilities.

At the RRSA drinking water collection and treatment facility, surface water is collected from a watershed located primarily in the city limits on property owned by Borax Corporation. The water treatment plant does not run continually; it is instead turned on to supply the 75000 gallon tank only when its level drops. When the treatment plant is operating, it makes treated water at a rate of 20 gallons per minute. In a year, the plant delivers between 2 million and 2.5 million gallons of treated water to the storage tank. A 6-inch pipe from the storage tank on RRSA property passes under Highway 101 to the PVCA property providing both the supply of drinking water and water for the emergency fire system.

The RRSA infrastructure, in particular the 75000 gallon storage tank and the 6-inch distribution line, functions to handle all spikes in usage at the condominiums including daily and monthly variations, and regular flushing of the fire hydrants. As long as water is treated at the RRSA plant and delivered to the storage tank at a rate greater than the average long-term usage rate, the tank can be kept at high levels. Even during the very highest summer occupancy at the condominiums, the peak daily water use (only seen a handful of days a year) is 12000 gallons, or an average rate during those rare high-usage days of about 8 gallons per minute. Applying a typical peaking factor of 2.5 to that 8 gallons per minute, one gets 20 gallons per minute as peak instantaneous usage. It is apparent why the treatment plant running at 20 gallons per minute has always easily kept the storage tank near full. This is being mentioned now for a later discussion on the needed connection size.

Figure 2 shows a schematic from the Oregon Health Authority of the layout of the current RRSA water treatment system. The plant is an advanced system utilizing UV disinfection in the final stage.

Water System Schematic

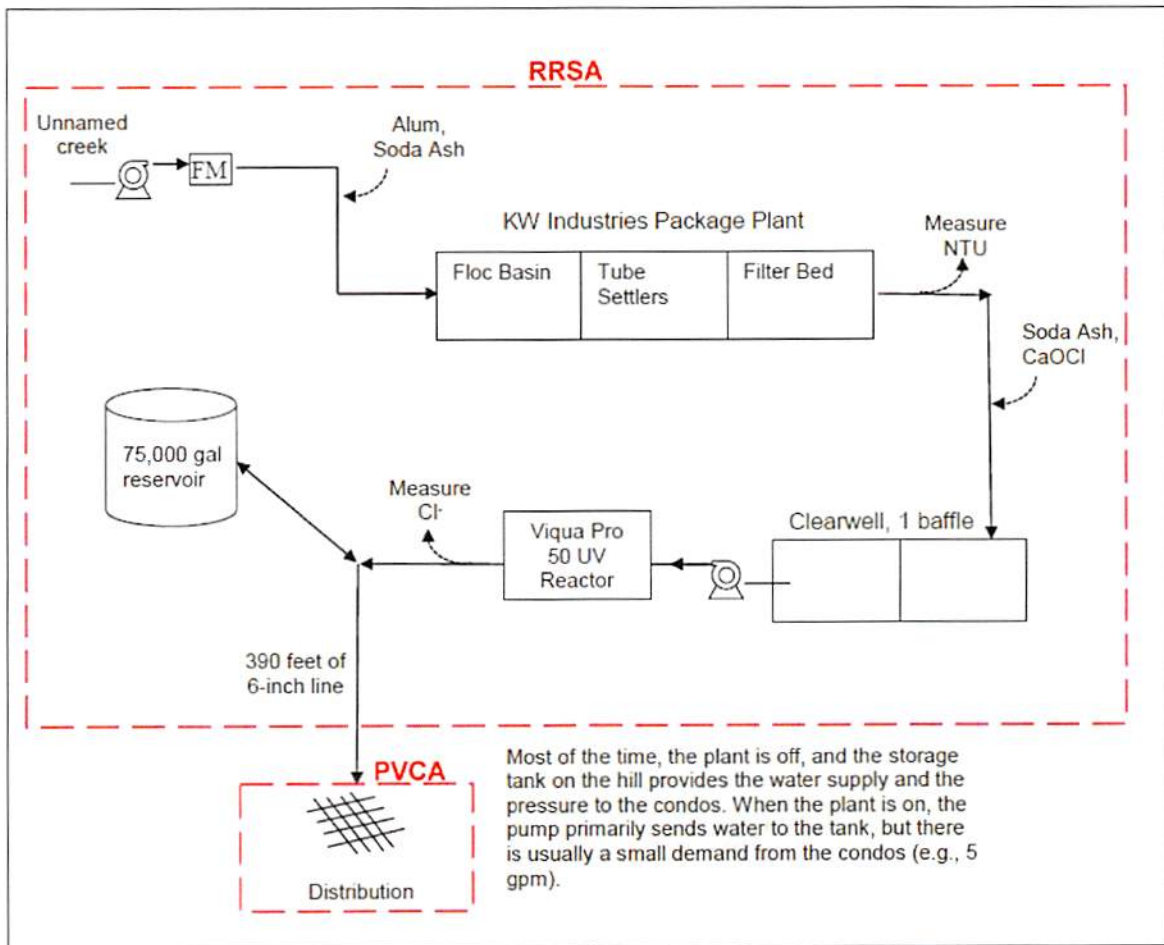


Figure 2 - RRSA Water System Schematic

Drinking water is tested daily and lab tests always come back far exceeding State quality standards. The 6-inch water distribution line from the RRSA storage tank to the PVCA condominiums passes under Highway 101 approximately 200 feet south of the entrance to the condominiums.

What is being considered is eliminating the treatment plant in the schematic and replacing it with an RRSA connection to the City water line. It is important to note that this should not be viewed as a connection of the Pacific Vista Condominiums to City water. A direct connection to the condominiums would be a completely different arrangement. In this letter, RRSA is putting forth an interest in purchasing water to fill the RRSA storage tank, while the service to PVCA would remain the function of RRSA and its existing infrastructure. All ownership and maintenance responsibilities of the current RRSA infrastructure would remain with RRSA. In the current schematic, Figure 2, the booster pump sending water to the 6-inch line to the storage tank is via a 1.25-inch pipe. The supply from the City to RRSA would only need to be that size, although a 1.5-inch supply would likely be chosen to provide an extra measure of capacity, allowing the storage tank to be topped-off more quickly. RRSA would continue to supply water to PVCA through the 6-inch line. Figure 3 shows a schematic of the possible connection layout conceptually. The City's responsibility would end at the 1.5-inch water meter on the 1.5-inch supply line.

Water System Schematic

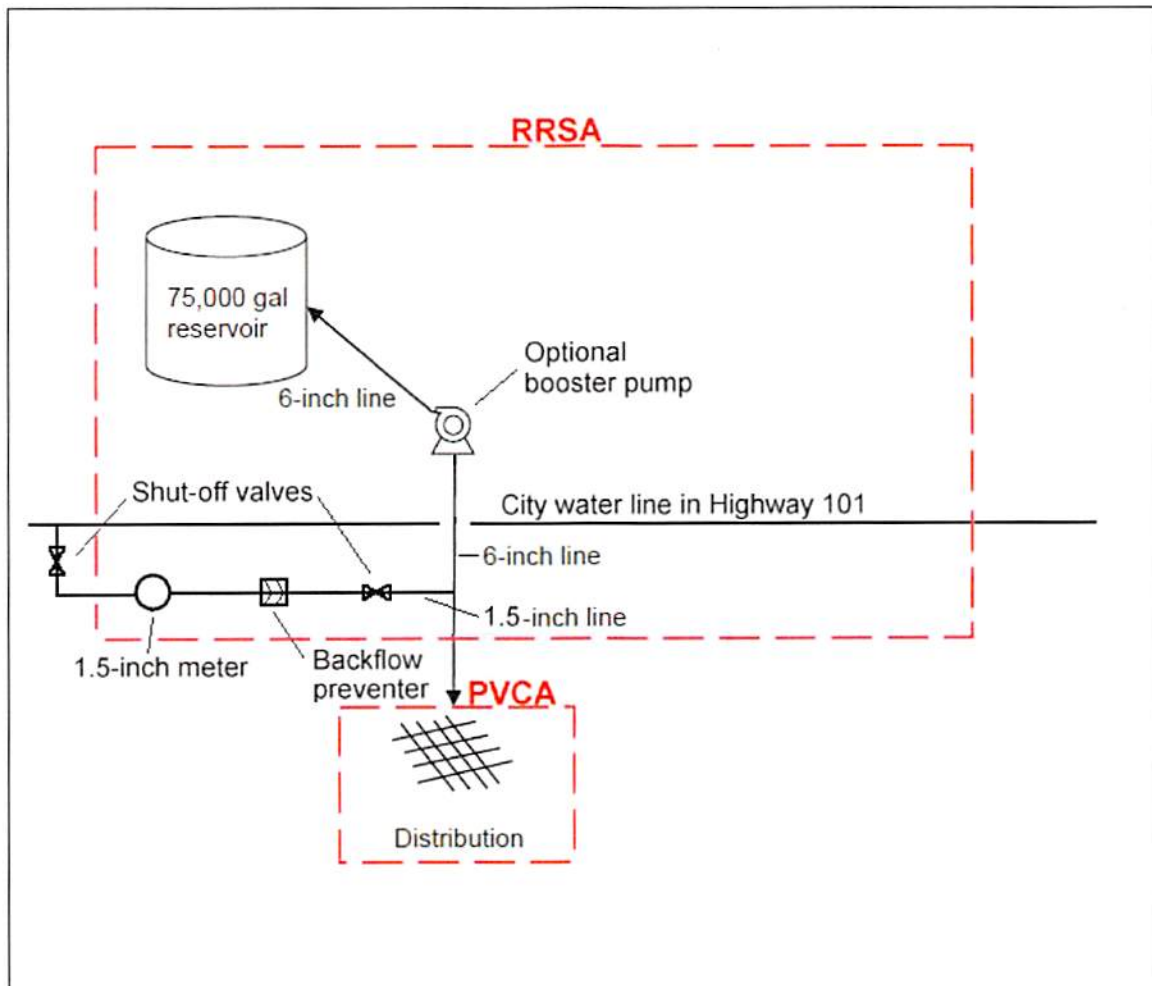


Figure 3 - Conceptual Layout for RRSA Connection to City Water

In Figure 3, the booster pump is shown as "optional" because at this time, it is not known if the pressure in the City water line is high enough to overcome the head up to the storage tank. Initial

indications are that it is too close to call. If, when more careful measurements are taken, it is found that the City pressure at the connection point is perhaps 5 or more psi greater than the RRSA pressure, the pump can be eliminated. If the pump is needed, it would be located in the existing RRSA pump and treatment building, which is a secure facility with locked fencing, motion lights and steel door.

When the City water line was put in along Highway 101, a stub was added at the entrance to the condominiums. That location is shown in Figure 4. If that stub is used to supply the water to RRSA, a short (under 100 feet in length) 1.5-inch water line would connect from there to the closest point in the RRSA 6-inch line near the A building. That new line would also include the installation of a backflow preventer, a 1.5-inch water meter and an additional shut-off valve. Also shown in Figure 4 is the location of the RRSA drinking water treatment facilities and the approximate underground path of the RRSA 6-inch supply line. Of course many more details than what have been mentioned here would need to be resolved. RRSA will prepare Engineered Drawings for City review if we are able to get an agreement in place which is satisfactory to RRSA, The City of Brookings and PVCA.



Figure 4 - Location of the City stub for the RRSA system connection to City water.

RRSA is a non-profit and does not sell water to PVCA or anyone else. PVCA funds RRSA through a monthly assessment. The interest in investigating the idea of a City connection is strongly dependent on what the costs (both initially and ongoing) work out to be. If it turns out cheaper to continue to operate the RRSA drinking water treatment plant, there will be little motivation to look deeper into the potential connection. RRSA is aware of the costs they will incur in adding infrastructure that will be needed to the RRSA system. However, at this time RRSA is not clear on what the City charges and rates may be. Please see the "City of Brookings Monthly Water & Sewer Rates" on the following page.

None of the rates shown in the table apply to the RRSA situation as a water purchaser with the existing system with the 75000 gallon storage tank. If this was a direct connection of the Pacific Vista Condominiums to City water with the elimination of the RRSA 6-inch line to the storage tank on the hill, then our case would fall under "Multi Family OCL". But that is not our case. It is clear that the RRSA connection being considered would involve a System Development Charge (SDC) consistent with a 1.5-inch meter. RRSA has not verified what the current value of that SDC would be, but it is believed to be less than \$10000. RRSA is also aware that usage would need to be paid at the "OCL" (out of city limits) rate which from the chart is \$5.52 per 100 cu.ft. What is unknown is what the base rate would be and whether that would be founded on a base usage or the meter size or some other measure. RRSA also does not know if a State Revolving Fund (SRF) charge would apply. There may be some rationale for utilizing the last entry in the City rate table, the category for Commercial OCL. RRSA believes discussions about appropriate System Development Charges, any SRF fees and base rates need to be started early in this process.

RRSA believes the City of Brookings may be interested in this water purchase concept for at least four reasons:

1. Water revenue for the City - without looking at any base charges or SRF charges, the usage alone would result in annual revenue from RRSA of about \$17000 (at typical annual usage).
2. SDC funds paid to the City - this might be something approaching \$10000 (one time).
3. The City would see better, more efficient use of the City water line north of Taylor Creek. Just the College (SWOCC) is utilizing that portion of the line now and it has very low usage.
4. The switch would remove an obstacle to development on the Borax property within the city limits, which could result in a tax base increase down the road. Condition 23 of approval for the Lone Ranch Master Plan reads:

"Prior to construction of any phase that may adversely affect the quality or quantity of water available through the existing Rainbow Rock Service Association (RRSA) surface water supply system, the applicant shall demonstrate how the water and water supply system will not be negatively affected. Each DDP shall evaluate the impact of development on the existing RRSA surface water system, unless RRSA has previously discontinued use of the system."

RRSA is interested in investigating a water purchase from the City for at least these three reasons:

1. Depending on the rate structure, it could be cheaper than continuing to treat surface water.
2. RRSA has an ongoing concern about development on the Borax property resulting in a negative impact on the ability to treat water. While the various water rights that RRSA holds and Condition 23 assure that the water supply is protected legally, it still requires vigilance and will likely mean incurring legal costs. Recent logging on the Borax property has provided an indicator of how sensitive the RRSA watershed is to disturbances. Even though the logging was well away from immediate contact with the RRSA collection pond, high turbidity peaks have been measured since the logging operations. Multiple peaks above 30 NTU have been recorded since the logging and the water treatment plant is generally not operated if turbidity rises above 10 NTU. The turbidity peaks before the logging were generally about one-third as high as they have been since the logging.
3. While the RRSA water treatment plant is functioning very well at the moment, much of the plant is older and maintenance costs will grow in the future.

From a larger perspective, the State of Oregon has a policy of encouraging consolidation of smaller community water systems into larger systems. Betsy Parry of the Oregon Health Authority is in charge of monitoring/surveying the RRSA water system. She has written a letter supporting the concept of switching the RRSA water source to the City of Brookings water system with RRSA becoming a purchasing water system. Betsy Parry's letter is attached.

RRSA will be ready to discuss this further whenever the City is ready.

Sincerely,
Rainbow Rock Service Association
Charles Schlumpberger, President
Steve Klein, Vice President
Jean Williams, Treasurer

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MEMORANDUM

TO: Janell Howard, City Manager

FR: Martha D. Rice, City Attorney #2

DT: February 13, 2019

RE: POTENTIAL SALE OF WATER TO RAINBOW ROCK SERVICE ASSOCIATION

Question: Is there anything in the City's Charter or ordinances that would prevent the City from selling water to the Rainbow Rock Service Association?

After a review of State law¹, the Brookings Charter², the Brookings Municipal Code³, the 2014 Brookings Comprehensive Plan⁴, the 2010 Urban Growth Area Joint Management Agreement with Curry County⁵, and the 2014 Water Master Plan Update⁶, I have found nothing that would prevent the City from selling city water to Rainbow Rock Service Association. In fact, the City is expressly authorized to provide water service to all properties within the Urban Growth Boundary and north of the Chetco River. Under the BMC, service to Rainbow Rock Service Association would occur under a contract approved by the city council by way of a resolution.⁷ The contract would set forth all preconditions, terms of service and rates of service.

¹ ORS 225.020, 225.030.

² Sections 4, 5, 40 and 42.

³ Chapter 13.05 – Water Service.

⁴ Goal 11 – Findings 1, 2, 4, 7.

⁵ Section IX.D. – Annexation and Provision of City Services.

⁶ Section 2.1 – Planning Area.

⁷ BMC 13.05.060(C), 13.05.110(B).

Phone: 707-464-7637

Fax: 707-464-7647

CITY OF BROOKINGS
SYSTEM DEVELOPMENT FEE CHARGES
Multi-Family Residential
Effective July 1, 2018

70% for Trans. & 90% for Wastewater is consistent and correct for multi-family. Problem arises with water. If there is no problem, but if meter is shared or larger than 3/4", the SDC cost of that meter for the development must be entered. See Table 1 for May 2012 at the bottom of this worksheet. A value will have to be entered in the green block. Example: If 4 dwelling units shared a 1" meter, the value entered in the green blocks would be $(1.7 \times \$1875) / 4 = \152 for the reimbursement. 4's would be in the "units" column.

			SDC/Unit	Units	Total Fee
1101	Streets-	Improvement	\$922.78	0	\$0.00
1103	Water-	Improvement	\$797.00	60	\$47,820.00
1105	Sewer-	Improvement	\$3,350.33	0	\$0.00
1107	Parks-	Improvement	\$1,561.26	0	\$0.00
1109	Storm Drains-	Improvement	\$465.66	0	\$0.00
			\$7,097.03		\$47,820.00
1102	Streets-	Reimbursement	\$226.18	0	\$0.00
1104	Water-	Reimbursement	\$152.00	60	\$9,120.00
1106	Sewer-	Reimbursement	\$6,941.37	0	\$0.00
1108	Parks-	Reimbursement	\$272.88	0	\$0.00
1110	Storm Drains-	Reimbursement	\$648.94	0	\$0.00
			\$8,241.36		\$9,120.00
	System Development Fee Total		\$15,338.39		\$56,940.00
1111	2% SDC Administration Fee		<u>\$306.77</u>	60	<u>\$1,138.80</u>
	Total Fees		<u>\$15,645.16</u>		<u>\$58,078.80</u>

CITY OF BROOKINGS MONTHLY WATER & SEWER RATES

Effective 7/1/18 Basic Monthly Rate \$86.06 OCL \$32.98 Meter Reading (Usage) = cubic feet 7.48 gallons = one cubic foot

Type	Location	Monthly Service Charge	Water	Sewer	SRF-Water	SRF-Sewer	SRF-Streets	SRF-Stormwater
Single Family	ICL	NONE	\$12.76 + \$2.76 per 100 cu ft	\$61.86	\$3.11	\$3.98	\$0.00	\$4.35
Multi Family	ICL	NONE	\$12.76 + \$2.76 per 100 cu ft	\$61.86 per unit	\$3.11/unit	\$3.98/unit	\$0.00/unit	\$4.35/unit
Single Family	OCL	NONE	\$25.52 + \$5.52 per 100 cu ft	**not provided**	\$3.11	\$0.00	\$0.00	\$4.35
Multi Family	OCL	NONE	\$25.52 + \$5.52 per 100 cu ft	**not provided**	\$3.11/unit	\$0.00	\$0.00/unit	\$4.35/unit
Gen Comm.	ICL	\$3.48	\$12.76 + \$2.76 per 100 cu ft	\$6.78 per 100 cu ft of water usage	\$3.11*	\$3.98*	\$0.00	\$4.35*
Restaurant	ICL	\$3.48	\$12.76 + \$2.76 per 100 cu ft	\$7.69 per 100 cu ft of water usage	\$3.11*	\$3.98*	\$0.00	\$4.35*
Industrial (Mill)	ICL	\$3.48	\$12.76 + \$2.76 per 100 cu ft	\$12.02 per 100 cu ft of water usage	\$3.11*	\$3.98*	\$0.00	\$4.35*
Schools	ICL	\$3.48	\$12.76 + \$2.76 per 100 cu ft	\$4.03 per 100 cu ft of water usage	\$3.11*	\$3.98*	\$0.00	\$4.35*
Churches	ICL	\$3.48	\$12.76 + \$2.76 per 100 cu ft	\$3.91 per 100 cu ft of water usage	\$3.11*	\$3.98*	\$0.00	\$4.35*
Commercial	OCL	\$3.48	\$25.52 + \$5.52 per 100 cu ft	**not provided**	\$3.11*	\$0.00	\$0.00	\$4.35*
Sewer Service *Equivalent Dwelling Unit								

Service Deposit Fees:

Owner - Single Family Home or Single Business

Water
 \$0.00 PER UNIT Low Risk
 \$200.00 PER UNIT Medium Risk
 \$300.00 PER UNIT High Risk

Account Setup Fee
 \$20.00 nonrefundable

Vacation Rates
 Inside City Limits \$35.00 Turn Off/On

Renter - Single Family Home or Single Business

\$0.00 PER UNIT Low Risk
 \$200.00 PER UNIT Medium Risk
 \$300.00 PER UNIT High Risk

\$20.00 nonrefundable

Outside City Limits \$45.00 Turn Off/On

LATE FEE \$15.00
SHUT OFF FEE \$35.00

Fire Hydrant \$5.30/100 cu ft
Cleaning Water \$40.00/14 calendar days water service
Meter Test \$52.00

T:\Accounts Receivable\Utility AR\Monthly Water and Sewer Rates