City *of* Tigard
Tigard City Council Workshop Meeting Minutes
July 16, 2013

1. WORKSHOP MEETING

A. At 6:31 pm Council President Henderson called the meeting of the Tigard City Council to order.

B. Deputy City Recorder Krager called the roll:

	Present	Absent
Councilor Snider	✓	
Councilor Woodard	✓	
Mayor Cook		✓
Councilor Buehner	✓	
Council President Henderson	✓	

C. Council President Henderson invited everyone to join him in the pledge of allegiance.

D. Council Communications & Liaison Reports - Councilor Buehner said she would give a report at the end of the meeting.

E. Call to Council and Staff for Non-Agenda Items – There were none.

2. BRIEFING ON THE CITY'S DRAFT CONTINUITY OF GOVERNMENT (COG) PLAN

Public Works Director Koellermeier introduced this item and commented on the tireless job Emergency Management Coordinator Lueck does behind the scenes to put together a good plan for the City of Tigard.

Emergency Management Coordinator Lueck presented background information on the development of the Continuity of Government (COG) plan, specifics of the plan and next steps. He said this work for the City of Tigard began in 2006, with the Financial Analyst and Risk Manager identifying priorities and cost impacts. Competing priorities and prohibitive costs caused the project to be tabled. In 2007 there was a federal mandate for state, county and local jurisdictions to have a COG plan in place or at least started, for federal grant eligibility. Beginning the process also opened the doors for federal funding to assist in plan development.

Exercises were completed that helped identify gaps. Based on that research, staff leveraged two federal grants for $45,000. The grants helped the city halfway through development and this plan is the product.

City Manager Wine and executive staff selected key staff within each department to become subject matter experts. A number of status checks and a table-top exercise were done and the plan was fine-tuned each time. After the May emergency management exercise the city completed the final adjustments.

Emergency Management Coordinator Lueck said the key purpose of the COG plan is to reduce disaster consequences to an acceptable level and provide critical services in the case of impacts to staff or facilities. Disasters include fires, severe storms, power interruptions, acts of terrorism, natural or technological hazards and pandemics.

Emergency Management Coordinator Lueck said the COG plan is a reference point to the overarching plan for the city. He said each department has a detailed individual Continuity of Operations Plan (COOP) that addresses resources. The COG will help the city organize, prioritize and coordinate those key resources. He said the plan establishes policies and guidance and ensures execution of essential functions.

Emergency Management Coordinator Lueck said the COG Plan is designed to:

- Ensure the city is prepared to plan for, respond to, and recover from emergencies and their impacts.
- Ensure the city is prepared to provide critical services in an environment that is threatened, diminished or incapacitated.
- Provide timely direction, control and coordination to city management leadership and other critical customers before, during and after the event or upon notification of a credible threat.
- Establish and enact time-phased implementation procedures to activate various plan components.
- Facilitate the return to normal operating conditions as soon as practical.

He said the COG is a viable, useful plan that meets federal and state guidelines. The city recognizes and acknowledges that protecting assets and business resources is a major responsibility of staff and therefore recommends it be a priority for the city to have a viable COG plan in each department. City of Tigard staff will protect life, information and property - in that order. There are draft plans for each of the nine city departments that address critical functions and delegation of authority. Vital records and software were identified. Drive-away kits will be assembled that include items needed to continue operations in the event staff needs to leave city facilities. Upon plan approval staff will begin assembling this cache.

Emergency Management Coordinator Lueck said the draft COG Plan in council's meeting packet was reviewed and approved by the City Manager and endorsed by executive staff. Staff is asking council for the authority to update and make periodic housekeeping amendments as annexes are tested each month. Annexes will also be randomly tested during annual emergency management exercises. Plan holders will be asked to provide to the executive team updates that might result in improvements.

Next Steps:

- Council will be asked to give the mayor authority to execute the COG through an item on the consent agenda scheduled for July 23, 2013.
- Staff will bring the plan to council every five years to recertify.
- Emergency Management Coordinator Lueck will coordinate with each department's continuity leads so information gets to every staff person. This may take as long as six months.

Councilor Snider asked if there was an annual after-action review for each department. Emergency Management Coordinator Lueck said that is what is planned and during the tabletop exercise an after-action review was conducted which is available for council review. Councilor Snider asked who will do the after-action department reviews. Emergency Management Coordinator Lueck said he will be part of the exercise process and will facilitate in the review.

Councilor Snider said his experience is that the review is the most valuable part of preparation. He added, "I think the most likely scenario is something like a water leak. We had a 200,000-square foot facility damaged by a water leak. This is not exciting, but realistic." He referred to water damage that occurred in the police department and the time it took to rectify. He said he hopes some of the more mundane possibilities are considered along with the more extreme disasters. Emergency Management Coordinator Lueck responded that staff has mixed up the exercise disasters (earthquake, flooding, terrorists) to provide opportunities to test different scenarios.

Councilor Buehner referred to the recent Boston Marathon bombing and said while it was not a city event, it was perceived as such. She said in Tigard there is the Fourth of July and Balloon Festival. She asked if there were provisions in the plan for handling panicked crowds at Tigard events. Emergency Management Coordinator Lueck responded that fortunately, there is time to brainstorm for planned events. He said staff works with TVF&R for several months planning for the Balloon Festival. Operations are established near the event and emergency responders are well staffed.

Council President Henderson commented that the protection of city documents was interesting to him and he didn't realize there were no many documents. He said, "We need a cloud."

Councilor Snider observed that it is advisable to protect electronic data through redundant operations and servers, etc. He expressed concerns about locating these resources in one area.

Emergency Management Coordinator Lueck said there is backup redundancy, but it may take up to three days to gather some of it.

Councilor Woodard asked about surplus food supplies. He asked if federal dollars were used to create a supply. Emergency Management Coordinator Lueck responded that the city has some overnight supplies but not what is needed for staff for a few days. Councilor Woodard commented on the succession plan and said this is as good an emergency plan as he has ever seen.

Councilor Woodard reflected on the multiple software systems used by the city. He asked if 72 hours is a reasonable timeframe to access it. Emergency Management Coordinator Lueck said he is working with the city's IT Department to develop a faster process. One department is currently involved in a trial process using cloud technology.

Council President Henderson asked about the evacuation process for city operations. Emergency Management Coordinator Lueck replied that each department plan has more detailed protocols for evacuation thresholds based on whether their facility is inhabitable and functional. He is working with Parks and Facilities Manager Martin and GIS Technician Izatt to identify a potential facility inventory which will be updated on a quarterly basis.

In response to a question from Councilor Woodard regarding specific resource contracts, Emergency Management Coordinator Lueck said that information is contained in the emergency operations plan and is not referred to in the COG. City Manager Wine said that underneath the COG plan there are department plans that require that level of detail. Emergency Management Coordinator Lueck said he is available to any council member who would like to discuss the detailed department plans.

Public Works Director Koellermeier said council consideration of this plan will be placed on a future consent agenda and to let him know if there are any requested changes. Councilor Snider asked if Mayor Cook has reviewed this. City Manager Wine said the information was available in the meeting packet and she will follow up with him.

3. DISCUSSION ON THE POTENTIAL DEVELOPMENT OF A WILLAMETTE RIVER WATER SUPPLY

Public Works Director Koellermeier introduced this item. He made a Clackamas River water announcement that a draft permit was transmitted and the Lake Oswego-Tigard Water Partnership is finally entering into the permitting process for Clackamas River water. He said council would receive a formal briefing in a few days.

Public Works Director Koellermeier said while he has been very involved in the Clackamas River water partnership, Utility Manager Goodrich has been filling the role of Tigard's staff member on the Willamette River Water Consortium (WRWC). Councilor President Henderson is the council liaison. He said staff discussed Clackamas River issues at a recent council

executive session and tonight Utility Manager Goodrich would update council on activity regarding Willamette River water.

Utility Manager Goodrich gave a slide show on potential development of the Willamette River supply, a copy of which is in the packet for this meeting. Tigard has been a member of the WRWC since 1997. The WRWC has water rights on the Willamette for 130 million gallons per day (mgd) for the four entities. Tigard owns about 25 mgd.

Mr. Goodrich gave some historical background. Tigard planned to use the Willamette River as the primary supply in 1998. However in 1999 the City Charter was changed to require voter approval for the use of Willamette River water. Tigard had to seek other options and in 2008, Lake Oswego and Tigard formed a water partnership that is in progress today.

He said as community leaders, Tigard's city council has provided good water system planning for Tigard and the Tigard water service area. He said the aquifer recovery storage (ARS) well system holds nearly a 6 mgd supply, almost equal to what is purchased from Portland. The agreement with Lake Oswego will give Tigard 14 mgd and the city is the process of increasing that by 4 mgd, giving Tigard 24 mgd which will meet water demands until 2030. In response to a question from Councilor Snider, Utility Manager Goodrich said that amount is based on the Water Master Plan prepared in 2010. He said the master plan ends in 2030 and shows projected population is 78,000 with a 20 mgd water demand. He said the estimate for the years between 2030 and 2040 is based on a forecast of two percent estimated annual population growth to 94,000 with a water demand of about 21.6 mgd, which still leaves ten-percent additional capacity from the ASR program.

Opportunity #1 – City of Sherwood

Utility Manager Goodrich said City of Sherwood officials and Public Works Director Koellermeier met with council in 2010 to discuss the availability of transmission pipe capacity related to the Willamette River treatment plant. Opportunity #1, as identified in the agenda item summary, benefits Tigard in that the timing and capacity of improvements could be controlled. The city could bring on a supply as needed and would not have to purchase everything at once. It may be the least costly alternative. Other considerations are that minor improvements could be done at the 5 or 10 mgd capacity. Major improvements could be done at the 25 mgd capacity. The project cannot be designed as one project and would have to be done in components, which means that the life-cycle of assets would differ.

Utility Manager Goodrich said the cost of Opportunity #1 would be $5-9 million to purchase capacity and the city would be able to construct future improvements for $20-60 million. For a full 25 mgd the cost could be as much as $170 million. These estimates are based on 2030 dollars and are indexed for inflation.

Opportunity #2 – Tualatin Valley Water District

Utility Manager Goodrich said the Tualatin Valley Water District (TVWD) recently proposed a project to the WRWC for a regional water supply. He said a copy of a memo and proposal were sent to council in May. A response is required from the WRWC members by

August 15. Two designs were identified. One designs the 124th Avenue transmission pipeline. They have a deadline of January 2014 to design this pipeline but need to know how large to make it. In order to do that, they need to know which regional partners want to be involved. They have begun discussions with City of Hillsboro, which is not a WRWC member. The second aspect is a total supply system preliminary design of the treatment plant all the way to Hillsboro.

Benefits include partnering with TVWD and Hillsboro. It would also be one project with design and construction completed together for a project being built to today's standards. Because everything would be built at the same time, the asset life cycle would be the same. Another benefit is that an emergency supply would be available by 2026.

Utility Manager Goodrich said the construction of the transmission pipeline is immediate and funding is required. Unlike Opportunity #1 (Sherwood), the city would not have a chance to buy a portion of the pipeline now and upgrade at a later time. Capacity for 2040 and beyond must be determined now and there would be no control of the project timing.

Utility Manager Goodrich said the TVWD did not provide cost estimates in its design notifications. TVWD and Hillsboro anticipate that this project could range from $870 million to $1 billion. A conceptual cost estimate for 5 mgd is $50-60 million. A more accurate estimate can be made once the preliminary design is completed.

Councilor Woodard asked if the Sherwood model numbers were also conceptual. Utility Manager Goodrich said he is reviewing an analysis now and will respond to council when he completes the review. Councilor Woodard asked if the Sherwood model makes use of the Wilsonville treatment plant and whether this explains why their numbers are lower. Utility Manager Goodrich said the difference may be that a portion of the Sherwood system is already built, including the 24-inch Washington County supply line portion which was built when construction costs were lower. He said to supply the projected water mgd, the Wilsonville plant will need to expand.

Councilor Buehner said it was her understanding that Sherwood's treatment plant has reached maximum capacity. She asked if plant expansion costs need to be added. Utility Manager Goodrich said treatment plant expansion costs are embedded in the analysis.

Utility Manager Goodrich presented staff recommendations:

- Opportunity #1 – City of Sherwood:
  - Pursue the purchase of pipeline capacity
  - Structure incremental costs over time (due to current water partnership commitments requiring funding until 2016)
  - Develop water supply planning strategy for the Willamette River source

- Opportunity #2 – Tualatin Valley Water District
  - Participate in the 124th Avenue transmission pipeline design and preliminary supply system design.

- Limit capacity to 5 mgd and limit financial investment to $50,000
- Tualatin has provided a letter to TVWD indicating that they wish to participate for a not-to-exceed amount $100,000. He recommends that Tigard mimic Tualatin and offer a not-to-exceed amount of $100,000.

In response to a question from Councilor Woodard, Public Works Director Koellermeier said the question for council is which route should be taken if the city goes to the Willamette River for water. There are two potential pipeline opportunities. One is to partner with Sherwood where investments have already been made and they have offered to sell us capacity. The other opportunity is to partner with TVWD/Hillsboro. The dilemma with the latter is that the timing is not good for Tigard due to investment loading into the Lake Oswego/City of Tigard water partnership. Answers to the treatment plant question will come out of the study that staff is recommending the city participate in. The rate of plant expansion will depend on the various partners' needs. He said the city has an opportunity to stay in the project, learn a little bit more about it and help design its future with WRWC or confirm that the direction we want to go is with Sherwood.

Councilor Snider asked for clarification that information may be obtained from the Opportunity #2 study that would inform a decision about Opportunity #1 and Public Works Director Koellermeier confirmed this. He said staff recommendation is to participate in the study, which will provide a roadmap for all future Willamette River water users; that is who should be partners on certain projects and hydraulic decisions.

Councilor Snider asked if a decision must be made now if Tigard wants to invest in the 124th Avenue pipeline. Public Works Director Koellermeier said the 5 mgd that staff is recommending an investment in now is in the master study. He said investing in the 124th Avenue pipeline is a commitment to Opportunity #2. He said TVWD is asking if we want to be included in two distinct projects – the pipeline and the study. Councilor Snider asked for a recommendation and Public Works Director Koellermeier said staff recommends investing in the study, but not the pipeline.

Council President Henderson said the WRWC is in a transition period and as Hillsboro comes on line they are asking who else wants to be in a partnership with them and who is out. He said this is a critical point for a decision from Tigard. He said the Hillsboro project has a larger pipe and one pump to push water from Wilsonville to Hillsboro. This is more energy efficient. Getting water from Sherwood to Tigard requires laying pipe and Tigard would bear that cost. He said the estimate of $250 million seems high for just a little more water. He said there were many "ifs" and the city should invest in the study.

Councilor Woodard said he agreed with getting more information but wants an opportunity to consider it before committing to either option. He said the public needs to be engaged at that point.

Councilor Snider said this is confusing and other than saying we do not wish to be involved in the 124th Avenue pipeline, the rest seems to be the same concept. Public Works Director Koellermeier agreed and said if council follows staff recommendations tonight, it will have

postponed making the decision on when an investment is made at the treatment stage until the study is over, and will have aligned with Sherwood. Councilor Snider asked what happens if the city decides after the supply analysis that it wants 10 or 15 mgd. Public Works Director Koellermeier said it is easier to adjust at the treatment plant end of things instead of trying to to push that water through a pipe we have not invested in. He said the real driver is that TVWD and Hillsboro need to size this pipe. If Tigard is going to have water go through it, the pipe needs to be built large enough and we need to pay for it before 2026. Councilor Snider asked if he was saying it is easier to scale the water treatment plant up and down and Public Works Director Koellermeier said it was.

Councilor Buehner asked if other entities would be looking at investing in the expansion of the treatment plant or if Tigard be on their own. Utility Manager Goodrich replied that Tigard, Tualatin, Wilsonville and possibly Sherwood may be involved. There were two other partners in the WRWC but he did not know if there will be a future opportunity for them to come back in. He said the big players in the regional water supply are TWVD and Hillsboro. Councilor Buehner confirmed that the Sherwood pipe has 5 mgd capacity that Tigard can buy. Utility Manager Goodrich said that 5 mgd provides 21,000 people with 230 gallons of water per day. He said he asked the consultants how much time a future council might require to take advantage of this opportunity if this route is chosen by the current council. Based on their analysis it would take about eight years for on a full design and work with citizens on a charter vote.

Councilor Snider asked how it was possible for the $20-50 million, 10 mgd minor improvements to happen if the pipe is not large enough. Public Works Director Koellermeier clarified this by saying, "We are potentially looking at buying 20 mgd of capacity from Sherwood but behind that section of pipe's capacity is potentially 5 mgd. of treatment capacity filling it."

He mentioned that members of TVWD and Hillsboro were present at the meeting and could answer questions.

Council President Henderson mentioned the city charter requirement for a vote prior to using Willamette River water and said he was uncomfortable moving forward. Utility Manager Goodrich said the engineering consultant recommended a two-year timeline to work with citizens and put this on the ballot. Public Works Director Koellermeier said staff asked the city attorney for clarification and he has a memo spelling out that future investments in that system are not a problem with the charter amendment; it was written about using Willamette River water inside the Tigard city limits. He reminded council that there are pipes running through Tigard that serve other areas that do not have such restrictions.

Councilor Snider asked what the rationale was for the Willamette River vote. Councilor Buehner said there was a group with an initiative petition that postulated that fertilizer could not be removed from the water and this was tied to deformed fish found near the Newberg paper plant. A study was done in the interim that proved the fish deformities had nothing to do with exposure to the river. She said most of the issues raised have been resolved.

In response to a question from Council President Henderson, City Manager Wine said if council gives guidance to staff tonight it will be given to TVWD by their August 15 deadline. A

resolution is not necessary. Council President Henderson said he would like Mayor Cook to weigh in on this. She discussed the format of the response to TVWD. Councilor Snider confirmed that council's response is no on the 124th Avenue pipeline, yes on Sherwood and yes on participating in the TVWD study. City Manager Wine said that staff will ensure that when the MSA study is available and reviewed, council will receive a copy. Public Works Director Koellermeier said staff recommends setting an upper limit on the study of $100,000. Council President Henderson noted that the PowerPoint listed $50,000 for the study but now staff is suggesting $100,000. Utility Manager Goodrich said he produced the PowerPoint presentation before he heard what Tualatin's level of investment was. He said their council started with a limit of $50,000 for 5 mgd also, but after discussing the study with TVWD, Tualatin concluded that $100,000 was more appropriate.

Hillsboro Water Director Kevin Hanway added that the final scope is unknown but their internal estimates are between $1-2 million for a preliminary design study. The $50,000 to $100,000 range was based on this total.

Council President Henderson stated that the alignment of 124th Avenue pipe runs right through River Terrace and is located near Tigard's storage facility so would be convenient.

Councilor Woodard said he was not opposed to looking at conceptualization and said we are not committing to a financial obligation; we are trying to get more information.

Councilor Snider asked if the ASR wells can be loaded to help the city in peak demand times. Public Works Director Koellermeier said the city's planning horizon is essentially a 100-day period each year and it is all designed to be used in this peak time.

A discussion was held on the history of Tigard's search for a water source.

City Manager Wine said staff has the direction they need to respond to TVWD. Utility Manager Goodrich said he will forward the consultant's report to council.

4. NON AGENDA ITEMS – None.

5. COUNCIL LIAISON REPORTS Councilor Buehner reported on the Intergovernmental Water Board and said most of the discussion had to do with the Willamette River water or the Lake Oswego/Tigard water partnership. She noted that the City of Portland contract it provides we can buy interruptible water in the summer for a certain amount, based on the contract. Each March, Utility Manager Goodrich submits a request for summer water, per the contract in the past, but his request was denied. The Portland Water Bureau is interpreting the agreement differently than they had in the past and this would change the price significantly. Tigard, Tualatin and TVWD are working to get the water for the price set in the contract. She said this is unexpected and the IWB is working to resolve this dispute. Tigard had asked to buy one-half mgd per day.

Council President Henderson asked about Tigard being penalized by the Portland Water Bureau. Councilor Buehner said Tigard was penalized by the prior contract when it went over the usage limit one day. It cost the city $1 million the next year. Council President Henderson asked about cost increases due to requirements to cover reservoirs and Councilor Buehner said those costs do affect our existing contract.

6. EXECUTIVE SESSION – None held.

7. ADJOURNMENT

Councilor Buehner announced that the August 6 CCDA and August 13 council meetings are cancelled. The next council meeting is on August 20, 2013.

At 8:07 pm Councilor Snider moved for adjournment. Councilor Woodard seconded the motion and the motion passed.

	Yes	No
Councilor Snider	✓	
Councilor Woodard	✓	
Mayor Cook		(absent)
Councilor Buehner	✓	
Council President Henderson	✓	

Carol A Krager

Carol A. Krager, Deputy City Recorder

Attest:

John L. Cook, Mayor

October 13, 2013