

Community Health and Public Safety: Part 2

Public Facilities and Services

Action Area Topics



Vision for Community Health & Public Safety

Our community is a safe place to live and supports lifelong active and healthy living. We have excellent public safety response systems that work together with an involved community to ensure peace and safety. There are opportunities for active lifestyles and to obtain locally grown food that promotes the health and social interaction of our residents.

Goal 11: Statewide Planning Goal: *“To plan and develop a timely, orderly and efficient arrangement of public facilities and services as a framework for urban and rural development.”*

This section includes the following:

- **Police and Fire Protection**
- **Administrative and Government Services and Communications**
- **Public Facility Planning:**
 - **Stormwater Management and Water Quality**
 - **Water Treatment and Delivery**
 - **Wastewater Collection and Treatment**

Part 2 addresses City services. Many of the issues center around four common themes:

-Aging infrastructure/facilities and replacement.

-How do we encourage Best Management Practices?

-Being a “full service” City: what services do citizens expect and want to continue to receive?

-Implementing additional regulations to protect health and safety.

The three Public Facility Plan topics are based on existing master plans. Statewide Planning Goal 11 requires that cities with more than 2,500 people develop and adopt a public facility plan for areas within an urban growth boundary. The PFP is a support document to the Comprehensive Plan; it addresses the sewer, water and transportation facilities needed to support the land uses designated by the Comprehensive Plan. Lake Oswego last updated its PFP in 1997. As part of periodic review and the current Comprehensive Plan Update, the City is revising the existing PFP to be consistent with recent master planning and other efforts.

**CHPS Part 2: Action Area
Police and Fire Protection
Goal 11, Section 1:**

“The City shall ensure a high level of public safety through the provision of police and fire protection and emergency preparedness services.”

Notes:

Police and Fire are currently addressed in Goal 11, Section 1 of the Comprehensive Plan: Public Safety, Police and Fire Protection. The existing goal and 12 policies call for providing a high level of public safety through resources, facilities, equipment, personnel, agreements with other agencies, and service standards. The policies also address development-related issues, including the construction of new streets and fire code compliance for new development.

Fire Background:

- The Lake Oswego Fire Department provides fire protection for all areas within the City limits and contracts to provide services to three special service districts – Lake Grove Rural Fire District No. 57, Riverdale Rural Fire Protection District No. 11, and Alto Park Water District.
- Fire Department services include fire safety code inspection and enforcement, fire prevention and suppression, public education and information. Emergency medical service is provided by both the City of Lake Oswego and a private company. The private service operates through a franchise agreement with Clackamas County.
- The current Emergency Operations Plan was adopted in December 2010. The plan provides the basic framework to guide City departments in their efforts to mitigate, prepare for, respond to, and recover from any major emergency or disaster which may affect all or parts of the City. The Fire Department is active in all six major emergency categories addressed in the plan, including hazardous materials accidents, mass casualties, wildfires, earthquakes, severe weather and structural fires.
- The department responds to 911 Emergency Medical Calls within 8 minutes, 90% of the time; as required by our involvement with the Clackamas County Emergency Medical Consortium.
- The Oregon Health Authority will complete the bi-annual recertification of all fire emergency medical technicians (EMT B, EMT I, & EMT P) during FY 2012/13.
- The state adopts the IBS international building code – in the last year, the IBC adopted a standard requiring installation of residential sprinklers in all new one- and two-family residences. However, the state did not adopt this standard. The City can't make a code to require it – has to go through the state first. The City does not have a high house fire rate in LO, but there are also associated injuries and property damage.
- Average age of those living in the city has increased to 45.8 in 2010 from 41.2 in 2000 (U.S. Census Data). As a comparison, the average age in the Portland-Vancouver Metropolitan Statistical Area is 36.7. As the population ages, the percentage of medical calls can rise. An aging community may increase the demand on emergency services provided by the fire department.

- Challenge/trend –Subdividing residential lots (creating flag lots) may impact fire department access.
- Opportunity - Lake Oswego Fire working with the Adult Community Center to educate senior citizens on what they can do to improve their health and safety.

Fire Policy Questions:

- Do you support the role of the City to require additional measures that protect life and property? Can we make things safer?
 1. Should the City support legislation requiring installation of residential sprinklers in all new one- and two-family residences?
 2. Should the City change its Building Code to require non-combustible roofing materials such as shake roofs?
- Should the Lake Oswego Fire Department develop a Standard of Coverage Document to assist the agency in ensuring a safe and effective response force for fire suppression, emergency medical services, and specialty response situations?

Police Background:

- The Police Department is a full-service law enforcement agency. It provides services through six divisions with activities that range from criminal investigations and traffic law enforcement to animal control, education programs, and neighborhood watch services. The Department fields two K-9 teams, provides a school resource officer, operates a 911 emergency dispatch center for police and fire (located in City Hall), and provides contracted Dispatch Services for the cities of Milwaukie and West Linn.
- In the 2010-11 fiscal year, the Police Department responded to over 29,000 incident calls and to 98% of all calls in 6 seconds or less.
- The 911/Communications Center answered about 100,000 calls in the 2010-11 fiscal year; about 23,000 of those were 911 calls for emergency service.
- The department will need to update critical operations as more systems migrate toward electronic and paperless systems. These critical operations include Dispatch hard/software, Records Management, Report writing, E-ticketing, and the mandatory reporting that goes with each of these, will have to be updated to keep pace with our industry. This technology comes with a cost and needs to be factored into future operations. Additionally, these tools will help the department move toward paperless reports, which reduces storage space and contributes to sustainability.
- As part of those updates, the 911 Center will need additional space. The Communications/911 center has grown since the last plan was updated. The Department now serves the citizens of Lake Oswego, West Linn, and Milwaukie, about 83,000 persons combined. Having the City's own dispatch center allows for a high level of service to the public and responsiveness to local issues and local knowledge.
- Our Police Department and Communications center is currently housed in City Hall, which doesn't meet current seismic standards. The department has also outgrown its allotted space in City Hall.

- The Department reorganized since the last plan to provide better service and to be more cost-efficient. For example, in 1999 officers per 1000 residents were 1.26; in 2010, the officers per 1000 residents were 1.14, while able to maintain the same customer service levels.
- The Department adopted a Strategic Plan.

Police Policy Questions:

1. What does it mean to be a “full-service” police department? As our population grows how will the department need to grow to keep pace? How or will we need to reorganize our resources to achieve the same goals without major growth?
2. Community presence at events requires a high level of service: are they equal priority with life and safety?
3. What are residents’ service expectations when calling 911 and what is the priority for types of calls?

CHPS Part 2: Action Area

Administrative and Government Services, Energy, Communications and Schools

Goal 11, Section 5:

“The City shall ensure the availability of administrative and general government services and shall coordinate with efforts of others to provide schools, energy and communication services.”

Background

- Administrative services, and the employees who perform them, support the operating departments that deliver the general government services and ensure those services are delivered effectively and efficiently.
- In 2009 the City added Economic Development as a general government service. Growth, development, and changes in City land use invariably have an impact on administrative services and the delivery of those services through public facilities.
- Technology changes have resulted in additional methods for government to communicate with the public and citizens to communicate with their government.
- In 2008, a study of the City’s Community Development Department resulted in the separation of functions and the creation of a Public Works Department and a Planning and Building Services Department.

- In 2006, the West End Building was purchased by the City. The WEB adds an additional 89,000 square feet of program and office space to the City's facility inventory. For several years, the City Council has dealt with a variety of issues involving several larger-scale capital facility and infrastructure projects. In 2009, the City Council adopted a strategy and guiding principles for addressing City facility needs, which was later modified in March 2011. In 2012, the City Council adopted a 2012 goal to address critical City facility needs through comprehensively prioritizing, sequencing, and establishing fund strategies for a new Public Safety Facility (Police, 911, Municipal Court), South Shore Fire Station, Operations Facility, Library, City Hall, West End Building, and Tennis Facility.
- In 2012, the City Council and LORA Board adopted a funding strategy for constructing a new Library at the North Anchor site. The Library would be funded using tax increment funds (TIF), dedicated library funds, property sale proceeds, donations, and a G.O. Bond Measure. The bond measure would be for \$12 million and be placed on the November 2012 ballot. TIF and donations would provide \$28 million and the dedicated library funds and sale proceeds would pay for \$6 million of the \$46 million cost. If the bond measure is successful, construction could begin in 2014.
- In 2012, the City Council reviewed and considered options for replacing the South Shore Fire Station as part of its Comprehensive Strategy for Funding Major capital Facilities. The Council considered exploring options for funding the South Shore Fire Station with the goal of not relying on a G.O. Bond. In two years, if this goal is not met, consider including the South Shore Fire Station in the 2014 bond measure.

Administration Policy Questions:

1. The rising cost of providing public services continues to outpace the growth in revenue to support these activities. How will the City continue to provide the same level and quality of service without new sources of revenue?
2. What other types of public facilities do Lake Oswego citizens need/want?

Background on Energy, Broadband, and Communication Services

- Several utilities provide energy and communication services to residents and business owners within Lake Oswego's Urban Services Boundary (USB). Portland General Electric provides electricity and Northwest Natural Gas provides natural gas to homes and businesses. Century Link and Verizon provide telephone services. Verizon and Comcast provide cable television and other telecommunications services such as broadband.

- Through franchise agreements, these companies are allowed access to public facilities and infrastructure in order to provide these services to Lake Oswego citizens and businesses. The City of Lake Oswego also coordinates all development applications and public works projects with utilities to ensure service can be provided and to avoid conflicts with existing and future public facilities and services.
- Franchise Fee revenue may start to decline as less traditional “hard” utility infrastructure is replaced by satellite and wireless technology.
- The City provides WiFi in some public parks and public facilities.

Policy Questions

1. How should the City incorporate energy efficiency and green practices into public facilities? Should the city be a leader in incorporating these features into its own facilities?
2. Should the City do more to encourage residents and businesses to use alternative sustainable sources of energy such as solar and wind power?
3. In the next twenty years, how will the City’s energy and communications infrastructure change? How will new technologies impact the character and growth of the community?

CHPS Part 2: Action Area

Stormwater Management and Water Quality

“The City shall reduce storm water problems which cause flooding, erosion and water quality problems.”

Background:

- The City of Lake Oswego has separate wastewater and stormwater infrastructure systems. In separated systems, sanitary sewage wastewater is processed at a treatment plant while surface stormwater runoff is left untreated. Lake Oswego has approximately 200 miles of public and private stormwater pipes.
- The goal of stormwater management is to improve the quality of the stormwater runoff before it enters a water body and ultimately, water quality: non-point sources (NPS) of pollution are the nation's largest source of water quality problems, according to the EPA. Non-point pollution occurs when rainfall, snowmelt, or irrigation runoff collects

pollutants and carries them into area rivers, lakes, or ground water.

- As Lake Oswego has grown and redeveloped, natural surfaces within the City's sub-watersheds that used to absorb surface water have been covered over with streets, parking areas and buildings or have lost their natural soil structure due to grading and compaction during construction. In 2005 it was estimated that the total existing impervious surface area in the Lake Oswego city limits was ~32%.
- Following are some of the impacts associated with alteration of natural surfaces:
 - The volume and speed of stormwater runoff increases, flowing over land surfaces or through conveyance pipes and ditches into nearby creeks and streams. Increased runoff volume and speed may cause flooding and erosion and impairment of natural habitat in rivers and streams.
 - Because less water infiltrates into the ground, less groundwater recharge may occur.
 - Stormwater runoff picks up pollutants and may carry them into creeks and streams.
- Currently, the City is updating its stormwater code and design manual. Since the Comprehensive Plan was last updated in 1994, best practices in stormwater management policy and design have evolved on local, state and national levels.
- In 1994, stormwater management strategies focused mainly on centralized facilities for controlling flooding. Latest research shows that decentralized facilities that mimic natural processes or facilities sized to match flow durations (the amount of time a facility releases stormwater) is more effective at protecting streams.
- The City was issued its first MS4 permit from the Department of Environmental Quality in 1995. This permit allows the City to discharge stormwater to waters of the state provided the provisions of the permit are met. The City has implemented several BMPs, including public involvement and education, regular maintenance of the storm system, illicit discharge detection and elimination, adoption of erosion control standards, implementation of water quality standards for new development, and enhancement of riparian areas, such as restoration projects along many creeks and streams.
- The Clean Streams Plan(adopted in 2009) addresses public education, water quality, flooding, maintenance, best management practices, and other issues related to surface water management. The Clean Streams Plan is not directly linked to the MS4 permit.
- The City's Sewer Inceptor in Oswego Lake has been replaced, improving water quality in the lake by eliminating overflows that occur during storm events.

- Current trends are for redevelopment of residential areas, where smaller, older homes are being replaced with larger homes. This trend results in a reduction of pervious area and contributes to increasing amounts of runoff from residential areas. Other than infill, the city has little available land for new development. In addition, larger lots in the urban area are subdividing to create smaller lots with multiple homes and driveways.
- The City's current stormwater code allows many developments to avoid having to treat stormwater runoff and the requirements developers do follow are out of date.
 - An update of the stormwater municipal code will ensure that the code meets applicable legal requirements.
 - Stormwater Design Manual: The updated stormwater design manual will contain design guidance for traditional stormwater technologies as well as newer approaches using Low Impact Development and Green Infrastructure that include rain gardens, green roofs, and swales.
 - Policies and Procedures Guidance: A new policies and procedures guidance document will outline administrative procedures for the stormwater plan review, inspections, and maintenance process.
- Monitoring of streams, public education plans, and the implementation of new stormwater management practices are mandated in the City's NPDES permit, which is up for renewal every five years. As permit requirements continue to increase in complexity, they often necessitate additional staffing, funding, and the development of new programs and projects.

Policy Questions:

1. When the City replaces aging stormwater infrastructure, should consider Best Management Practices.
2. Residential homes are the most significant generator of stormwater in Lake Oswego. How do we encourage residential stormwater Best Management Practices?
3. How do we develop funding sources to pay for stream restoration efforts associated with stormwater management where needed and who funds the efforts?
4. What updates are needed to align the 2008 Clean Stream Plan with Goal 11-related policies?

CHPS Part 2: Action Area
Water Treatment and Delivery, Section 3
“The City shall ensure a reliable and adequate supply of high quality water to meet the existing and future needs of Lake Oswego.”

Background:

- Lake Oswego’s water supply, treatment, and transmission system (“Supply System”) was developed between 1965 and 1969. With regular maintenance and periodic upgrades, the Supply System has delivered an adequate supply of water to Lake Oswego citizens and to other special water service districts and cities pursuant to intergovernmental cooperative agreements. These agreements provide water outside the City’s corporate boundaries on an interruptible basis for emergency and non-emergency use.
- The City draws its water supply from the Clackamas River.
- The water treatment plant is located in West Linn.
- The Lake Oswego treatment plant serves as West Linn’s primary back up water supply.
- There are over 250 miles of water transmission and distribution mains.
- The City’s water treatment and delivery system includes 13 pump stations, 15 water storage reservoirs, and 25 pressure reducing stations and other facilities.
- In a recent survey, 93% of Lake Oswego customers said they were “very satisfied” or “satisfied” with their drinking water.
- Despite a history of regular maintenance and upgrades, the City’s Supply System is no longer capable of achieving the goal of “...ensuring a reliable and adequate supply of high quality water to meet the existing and future needs of Lake Oswego.” The reasons for this include:
 - Obsolete equipment and control technology
 - Age and condition of major electrical and mechanical equipment
 - Insufficient *firm capacity* (“Firm Capacity” is the maximum amount of water that can be delivered to or from the City’s water treatment plant, when the largest pump is offline due to maintenance or malfunction) to reliably meeting current peak day water demands
 - Treatment technology is out of date
 - Supply system is vulnerable to seismic events that are likely to occur in the Pacific Northwest
 - River intake pump station structure is deteriorating
 - Climate change and changing environmental laws and regulations
- In the last decade Lake Oswego’s Supply System planning has been guided by its 2001 Water Master Plan (“WMP”) and 2007 Water Management and Conservation Plan (“WMCP”), and various other studies and intergovernmental agreements. In 2008, the City entered into an agreement with the City of Tigard to create the Lake Oswego Tigard Water Partnership. The partnership followed a comprehensive analysis of supply

alternatives that revealed a joint system with Tigard would produce considerably lower cost and environmental impacts than Lake Oswego making needed system improvements on its own. The partnership is now central to the City's water planning as it prepares to bring Tigard on to its system by 2016.

- Lake Oswego hired a Water Conservation Specialist, and began implementing a comprehensive water conservation program aimed at lowering water usage throughout the community. Efforts have included consumer water audits, toilet rebates, washing machine rebates, water conservation kits and the establishment of a tiered water pricing structure to further encourage changes in consumptive behaviors for all customer classes.
- With a growing understanding of water as a shared regional natural resource, it is increasingly important for the city to consider the environmental and societal cost of new water supply as part of its planning and management efforts. Current issues regarding the City's sources of supply include:
 - The Clackamas River is home to several species of threatened and endangered salmon as well as potentially sensitive species like the Pacific Lamprey and Bull Trout.
 - The "highest and best use" of scarce water supplies will drive the decision-making process regarding the allocation of water in the State for the foreseeable future.
 - In August of 2012 the Oregon Water Resources Commission will adopt an Integrated Water Resources Plan that considers human needs as well as in-stream needs. The Integrated Water Resources Strategy calls for improving the integration of water information in land use planning, and encouraging regional approaches to water resource planning (partnering with Tigard provides a model for this type of cooperation), identifying water related research needs, undertaking place-based integrated water resource planning, increasing water use efficiency, and improving watershed health and safety.

Policy Questions:

1. Ensure adequate revenues are derived from the delivery and measurement of water to perpetuate the system, provide for operation and maintenance expenses, capital construction, and preserve the financial integrity of the utility.
2. Promote the principles of sustainability in the planning, design, construction, and operation of the municipal water system.
3. Staff has recommended a proposed amendment to Section 3- Water Treatment & Delivery to: "Ensure provision of high quality water in sufficient quantity for all uses and to protect the health, safety, and welfare of the Community."

4. Should financial policies of the water utility include a requirement to establish a sinking fund for future capital replacement as a strategy to mitigate future rate spikes?
5. Should the City encourage or facilitate the dissolution of water districts operating within its USB in furtherance of the goals and intent of Senate Bill 122 that cities should ultimately be the provider of urban services?

CHPS Part 2: Action Area

Wastewater Collection and Treatment, Section 4

“Lake Oswego shall provide an adequate and efficient wastewater collection and treatment system within the Urban Services Boundary which: a. Meets the present and future needs of Lake Oswego residents and businesses, and; b. Complies with federal, state and local clean water requirements, and; c. Is self-supporting.”

Background:

The City is now finishing the Wastewater Master Plan, which will address future infrastructure needs and costs. The draft plan will be released in August 2013, and this section will be developed to reflect the plan.

Policy Questions:

1. Ensure the sewer utility revenues are adequate to meet the operating and maintenance costs of the wastewater collection and treatment system and to fund required capital projects above and beyond just the LOIS portion of the system. Should the City adopt a formal policy on lateral ownership and responsibility?
2. How do we incentivize existing residents to decommission their septic systems and hook up to the wastewater mains that are already serving their area?