



MINUTES
City Council Meeting
Monday, January 6, 2020 City Hall- Council Chambers, 39250
Pioneer Blvd., Sandy, Oregon 97055 6:30 PM

COUNCIL PRESENT: Stan Pulliam, Mayor, Jeremy Pietzold, Council President, John Hamblin, Councilor, Laurie Smallwood, Councilor, Jan Lee, Councilor, Carl Exner, Councilor, and Bethany Shultz, Councilor

COUNCIL ABSENT:

STAFF PRESENT: Karey Milne, Recorder Clerk and Jordan Wheeler, City Manager

MEDIA PRESENT:

1. WORK SESSION - 6:30 PM

1.1. Roll Call

1.2. Utility Rate Assistance Program Proposal

4

Staff Report - 0215

Councilors expressed interest in establishing an assistance program in coordination with the upcoming sewer rate adjustment. Based on the Council's feedback, staff developed a draft assistance program proposal based on best practices from comparable cities. The eligibility threshold is proposed to be 185% of the federal poverty level, and the discount would include a 50% reduction of the sewer portion of the utility bill. The program would have an annual application/enrollment process.

The Council generally agreed with the proposal. Questions were asked about the annual renewal process. **Councilors Exner and Smallwood** suggested the City offer water saving tips for customers. **Councilor Pietzold** cautioned staff to ensure documents used to prove customer eligibility are treated with appropriate security processes given the personal information involved.

[Utility Bill Assistance Program](#)

1.3. Adjourn Workshop

2. REGULAR MEETING - 7:00 PM

3. Pledge of Allegiance

4. Roll Call

5. Changes to the Agenda

Public Comment was moved to after Parks and Recreation Community Survey Results.

6. Consent Agenda

6.1. City Council Minutes

6.2. Amendment to Existing SRF Planning Loan

Staff Report - 0214

6.3. **Approve Consent Agenda:** 6.1 City Council Minutes and 6.2 Amendment to Existing SRF Planning Loan

7. New Business

7.1. Parks & Recreation Community Survey Results

5 - 39

Staff Report - 0210

Representatives from the City's surveying contractor, Campbell Delong Resources Inc, delivered the results of a survey conducted to measure public support for various options for improving the Community Campus site, and for establishing a dedicated special district for funding purposes. The survey included a scientific random sample element, and an open website-based element.

Overall, survey respondents strongly supported retaining the Aquatic Center. Expanded service proposals that received the most support included trail access to the Sandy River, a playground, community meeting spaces, and outdoor sports fields. Respondents also supported placing the question of whether to establish a special district before voters. The full presentation made by the consultants is attached.

[2019 Community Survey Results Presentation](#)

8. Public Comment

Kathleen Walker, 15920 Bluff Rd, Sandy OR, pointed out that only 10 of the 40 acres are easily developable. She emphasized the importance of waiting for the results of the Parks Master Plan update effort before moving forward on the Community Campus project, and avoiding two parallel efforts that lack coordination.

9. Report from the City Manager

City Manager, Jordan Wheeler, asked the Council to try to select a date for the goal setting meeting. Council decided on January 15th at 5pm, location to be determined; January 29th will be held as a back up date or an extension to the 15th. He also stated that the City received a letter from the County Board thanking Sandy for its efforts to maintain transit service without interruption.

10. Committee / Council Reports

Councilor Schultz thanked the survey consultants for their efforts.

Councilor Exner related that the Arts Commission will be working on several murals over the next year, and expressed that he was impressed by the candidates who have interviewed for the open police position.

Councilor Lee stated that morale is high among transit employees. The 20 year anniversary for the transit program is approaching. She will be serving on the water / wastewater policy committee for the League of Oregon Cities.

Councilor Pietzold stated a meeting of the Economic Development Committee is upcoming. He also requested updates on the monthly reports.

Mayor Pulliam will be presenting to the Sandy Connect group on county and statewide housing issues. A meeting with ODOT is also upcoming regarding Highway 211.

11. Staff updates

11.1. [Monthly Reports](#)

12. Adjourn



Mayor, Stan Pulliam



City Recorder, Karey Milne

MEMORANDUM

TO: MAYOR AND COUNCIL
FROM: JORDAN WHEELER, CITY MANAGER, MIKE WALKER, PUBLIC WORKS DIRECTOR
RE: UTILITY BILL ASSISTANCE PROGRAM
DATE: JANUARY 6, 2020

Since the November 18th work session staff has gathered more information from other cities and explored the willingness of other departments or agencies to vet applicants for eligibility.

Existing customer assistance programs in Canby, Oregon City and Troutdale use similar income guidelines and levels and provide a discount ranging from 30% to 50%. These three cities share similar median household income levels with Sandy. The features of each city's program and the proposed program for Sandy are listed in the table below:

City	Income Level for Eligibility ²	Discount	Duration	Median Household Income	Typical monthly bill (sewer)
Canby	\$28,150	30%	one year	\$66,220	\$46.20 ³
Oregon City	\$32,103	varies	unclear	\$68,813	\$57.47 ³
Troutdale ¹	\$35,200	50%	one year	\$66,224	\$44.26 ³
Sandy	\$31,284	50%	one year	\$64,057	\$52.35 (for 6 CCF/mo.) ⁴

¹Troutdale's program is funded with a contribution from their General Fund

²Two-person household

³Troutdale, Oregon City and Canby charge a flat monthly rate for single-family residential sewer service.

⁴ The typical monthly bill under the 'old' rates was \$24.94/month

Staff is recommending a 50% discount off the sewer portion of the bill only. This would reduce the sewer portion of the bill by about \$26. Water, Stormwater, SandyNet charges and the public safety fee would not be discounted. The proposed income eligibility level would be 185% of the Federal poverty level (\$31,284) for a two-person household.

Current demographic information indicates that approximately 6.2% of Sandy residents are at or below the Federal poverty income level. If all of these residents were also utility customers, the impact on sewer revenues would be about \$48K per year or about 0.2% of annual rate revenue. This is a conservative estimate. It is unlikely that all persons at or below this income level are also utility customers since many may occupy rental units where the property owner pays the utility bill.

We have not had any success with finding a partner willing to vet and approve applicants even at \$25/application (the same fee as the Low Income Energy Assistance Program) so we propose handling the application and approval process with City staff.

The utility bills that reflect the new sewer rate will go out to customers sometime after the 20th of this month. If the staff proposal is acceptable we would get the word out on the utility bill assistance program and make applications available on our website, at City Hall, the Sandy Action Center and the Sandy Community Center later this month so we can begin qualifying applicants. Staff would return with a resolution at the first meeting in February establishing the reduced rate for eligible customers effective retroactively to include the current billing cycle.

Parks & Recreation Community Survey Findings



Data collected fall 2019



Contents

▶ Methods	1
▶ Research Results	4
✓ Demographics	
✓ Rating of potential aquatic center features	
✓ Rating of other property suggestions	
✓ Verbatim comment highlights	
✓ General opinions about property use	
✓ Support for placing district concept before voters	
▶ Conclusions & Recommendations	29
▶ Appendix	34
✓ Survey questionnaire materials	
✓ Verbatim comments	

Methods

- ▶ Survey questionnaire developed with City of Sandy
- ▶ Mailout survey with online option
- ▶ 5,278 mailing to random selection of voting households in three phases:
 - ✓ Announcement card
 - ✓ First mailer with survey
 - ✓ Second reminder mailer with survey
 - ✓ Each mailer indicated online option for taking survey
- ▶ 1216 surveys from random sample returned
 - ✓ 12% (149) online; 88% (1067) mailed
 - ✓ Additional surveys filled in online by general community, analyzed separately.

Methods, continued...

Sample:	Total	Sandy	Oregon Trail, outside Sandy	Estacada
Mailing sample	5278	2113	2112	1053
Response rate	23%	29%	23%	12%
Surveys returned	1216	608	485	123
Weighted Totals	1209	359	736	114
Worst case reliability of weighted segment*	±3.2	±5.2	±4.5	±9.2

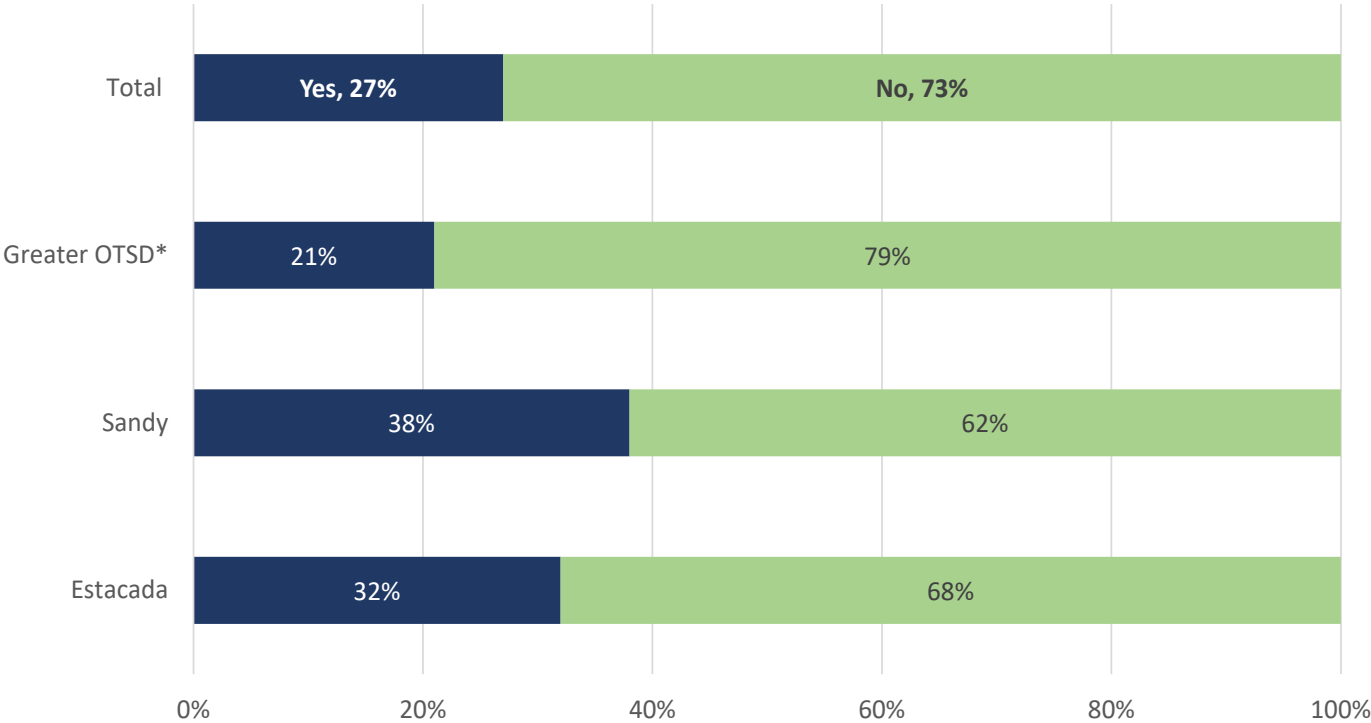
- ▶ Weighting for 1) 50/50 female/male (unweighted is 64% female) & 2) Distribution of voting population
- ▶ Tables, charts in report reflect weighted data
- ▶ Verbatim comments reported are from all who offered comments, unweighted

*Worst case reliability figures differ from standard reliability calculation to account for weighting impact

Research Results

3 in 10 have children at home

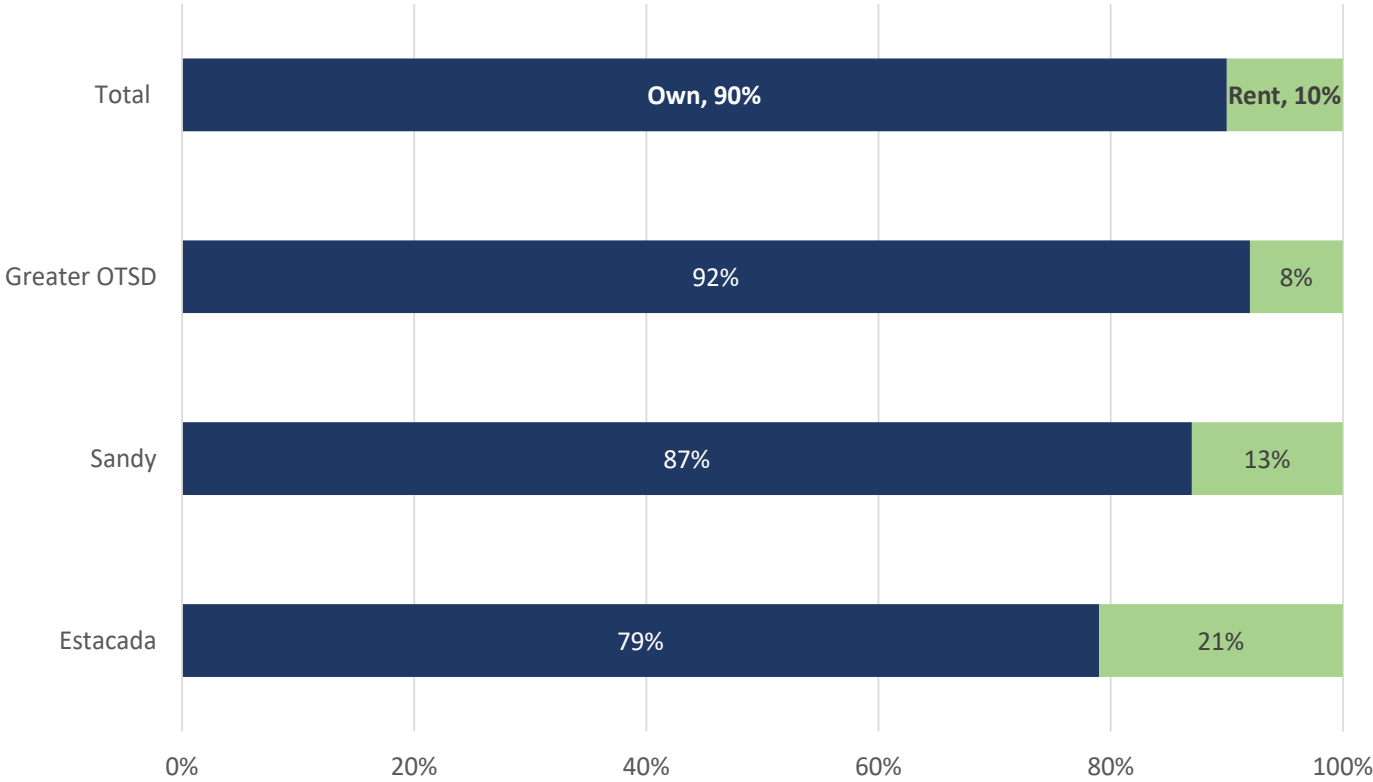
Q: Do you currently have children under the age of 18 in your household?



* Greater OTSD = the Oregon Trail School District except for City of Sandy

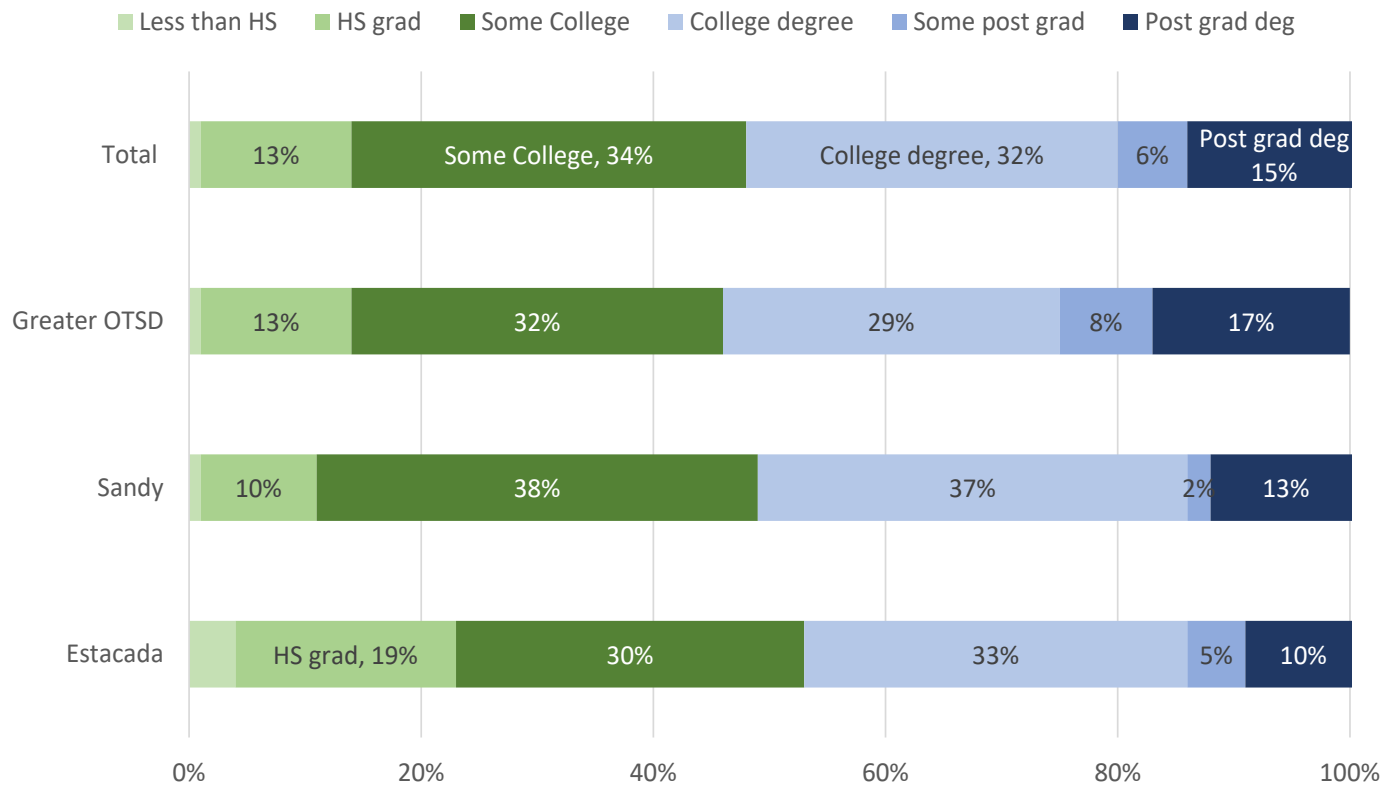
Most live in owner-occupied homes

Q: Do you own or rent your current home?



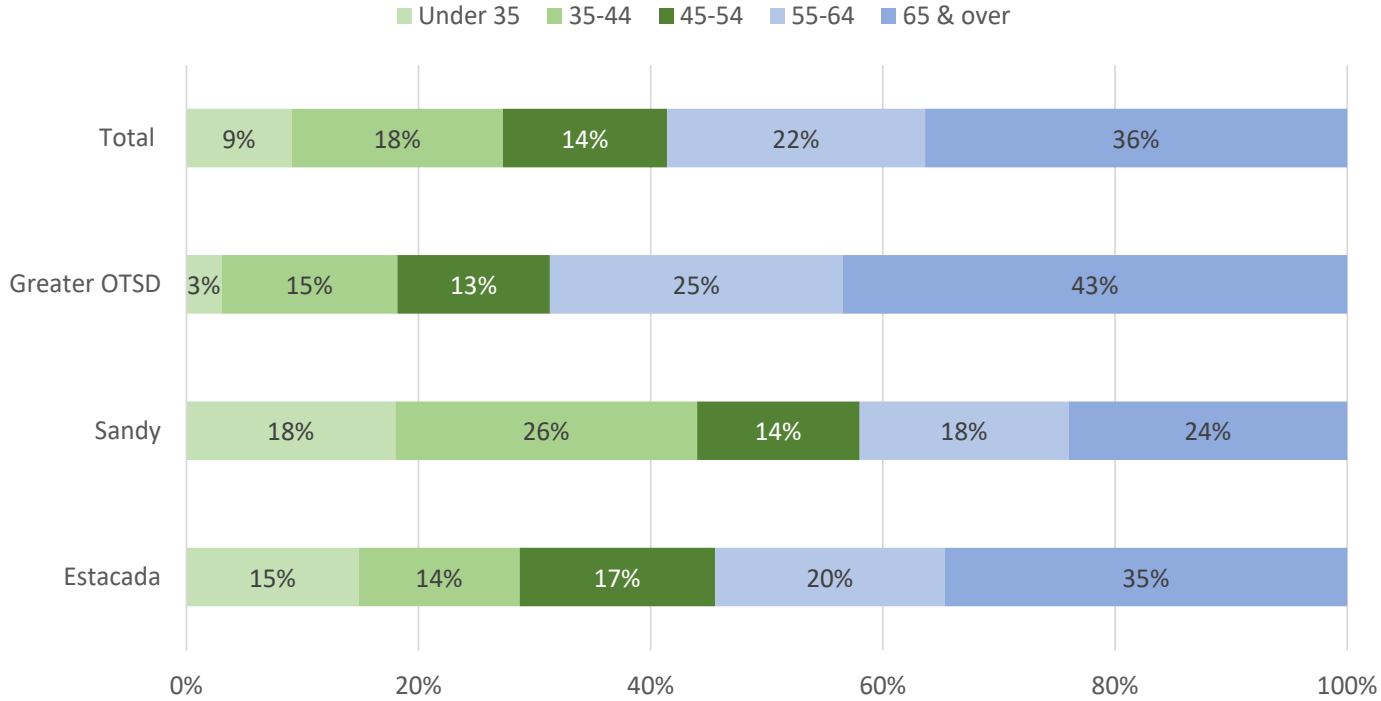
Just over half have a college degree

Q: What is the last year of education you completed?



Average respondent age is 57, though differences by area are significant

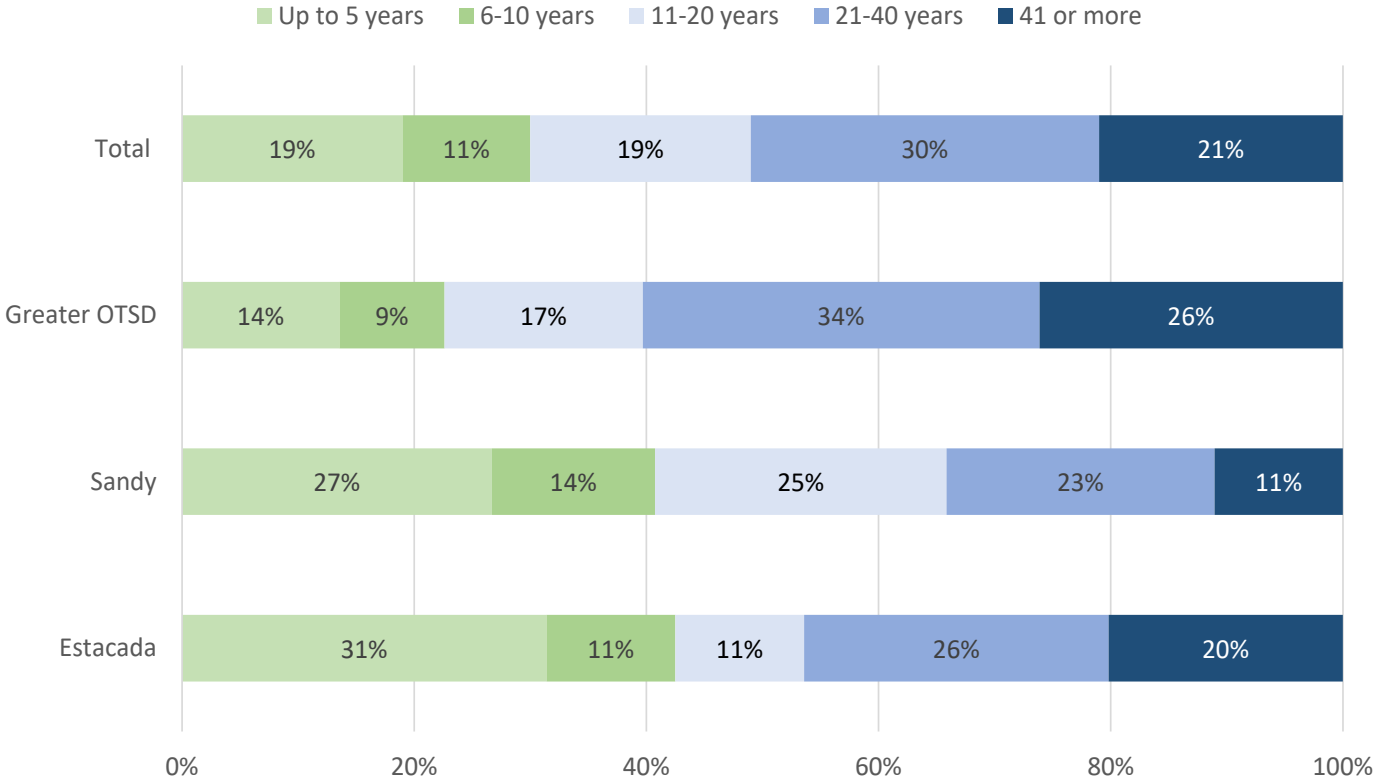
Q: What is your age?



► Average age for Sandy 51; Greater OTSD 60; Estacada 55.

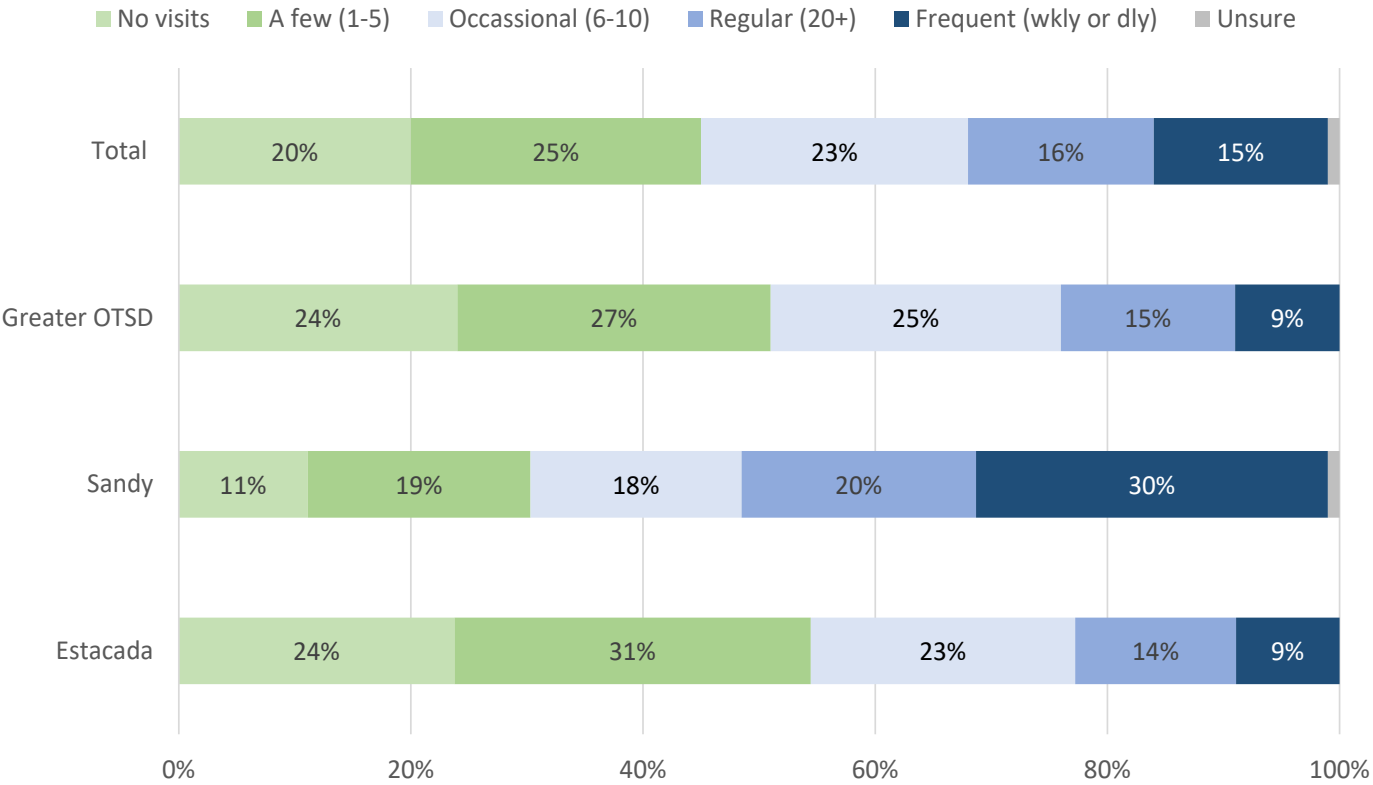
Average length of time in local area is 25 years; shorter in Sandy (18), longest in greater OTSD (28)

Q: How long have you lived in the local area?



One in 3 are frequent or regular users of P&R facilities; Sandy residents more than others

Q: In the last year, how often has anyone in your household visited a local park or recreation facility? Such facilities include parks, pool, trails, playing fields, skate park, and similar publicly-owned facilities

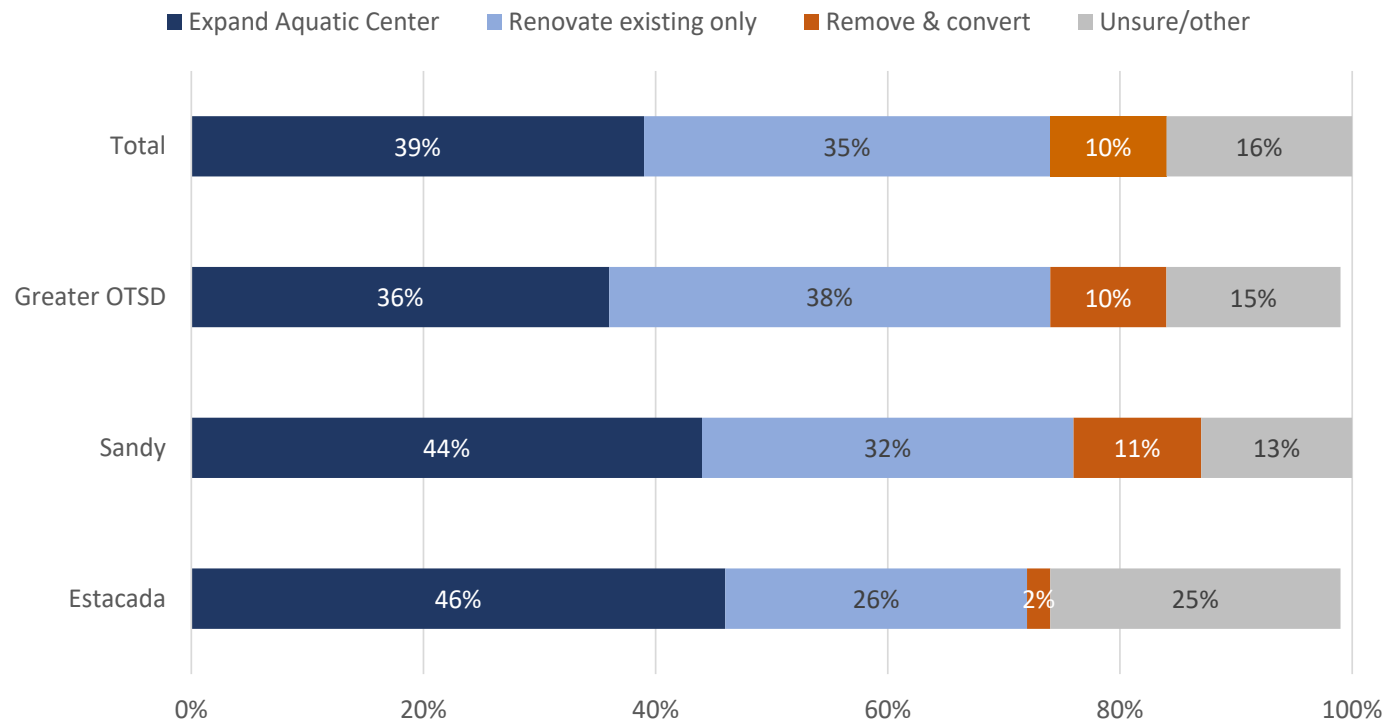


Q: For the indoor pool to continue serving the public, additional public investment would be required. Regarding the pool, do you believe the City should...

- ✓ Build an expanded Aquatic Center with features such as indoor & outdoor pools & a splash pool for young children
- ✓ Repair & renovate the existing indoor pool only
- ✓ Remove the pool & convert area to a less expensive use
- ✓ Unsure/Other

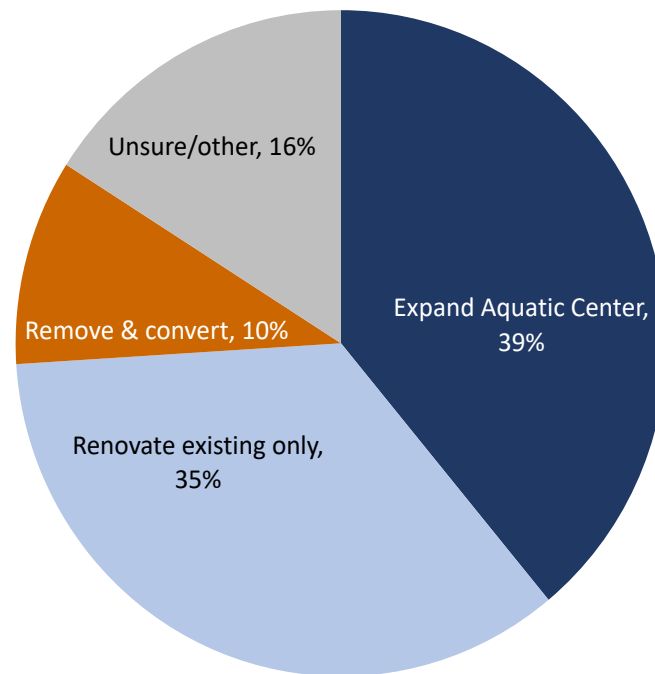
Three-quarters support keeping Aquatic Center; few endorse removal

Q: For the indoor pool to continue serving the public, additional public investment would be required. Regarding the pool, do you believe the City should...



Differences by area are less significant than similarities...

Q: For the indoor pool to continue serving the public, additional public investment would be required. Regarding the pool, do you believe the City should...



Subset review of overall pool recommendation

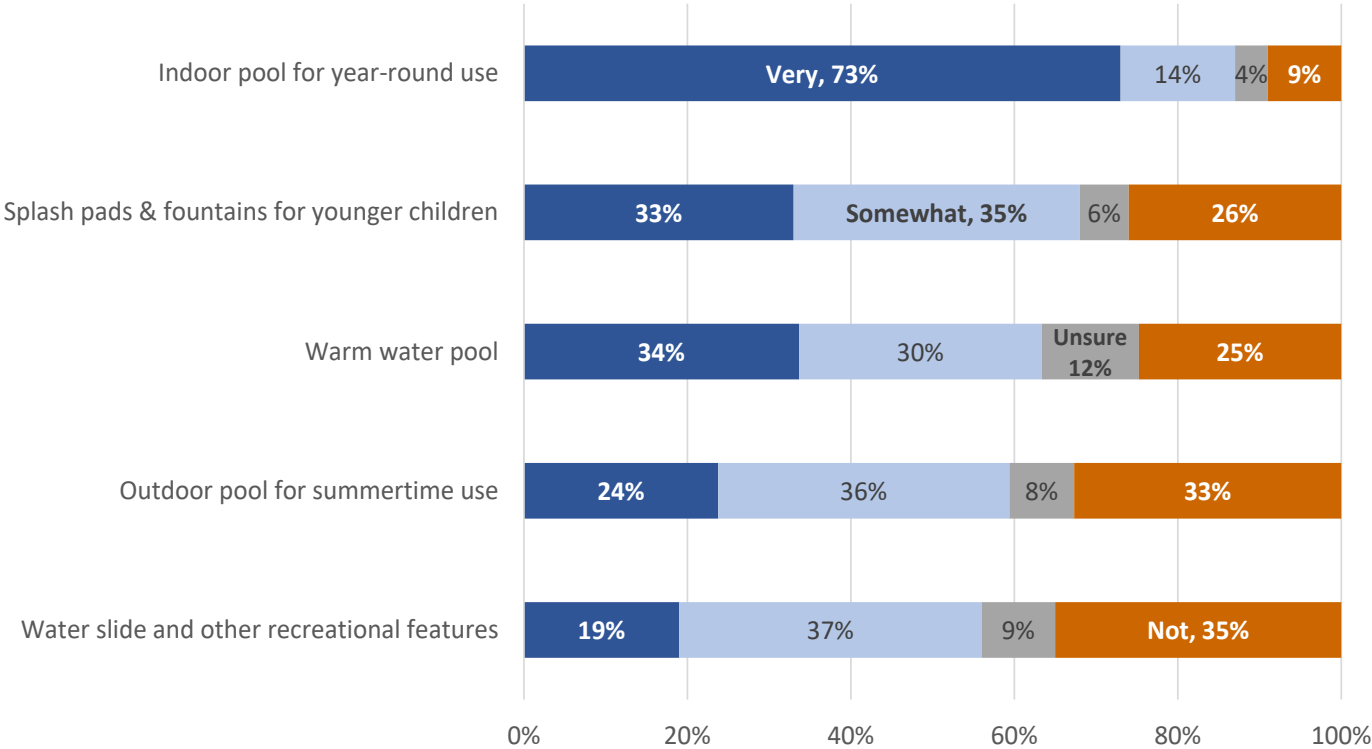
- ▶ Support for expansion (39% overall) is higher for under age 45 (53%), frequent P&R facility users (47%), & households with children (57%)
 - ✓ Essentially, younger adults, especially those with children in the household, support expansion more
 - ✓ However, most voters are not in these categories
- ▶ Also, women (44%) support expansion of the Aquatic Center more than do men (37%)
- ▶ Between expansion & renovation only, Sandy & Estacada respondents lean toward expansion, while Greater OTSD respondents split about evenly.

Q: If the pool area is improved, how important is it to include the following features (Very, Somewhat, or Not Important)?

- ✓ Indoor pool for year-round use?*
- ✓ Outdoor pool for summertime use?*
- ✓ Water slide & other recreational features?*
- ✓ Splash pads & fountains for younger children?*
- ✓ Warm water pool?*

Indoor pool for year-round use is plainly the most important aquatic center feature of those tested

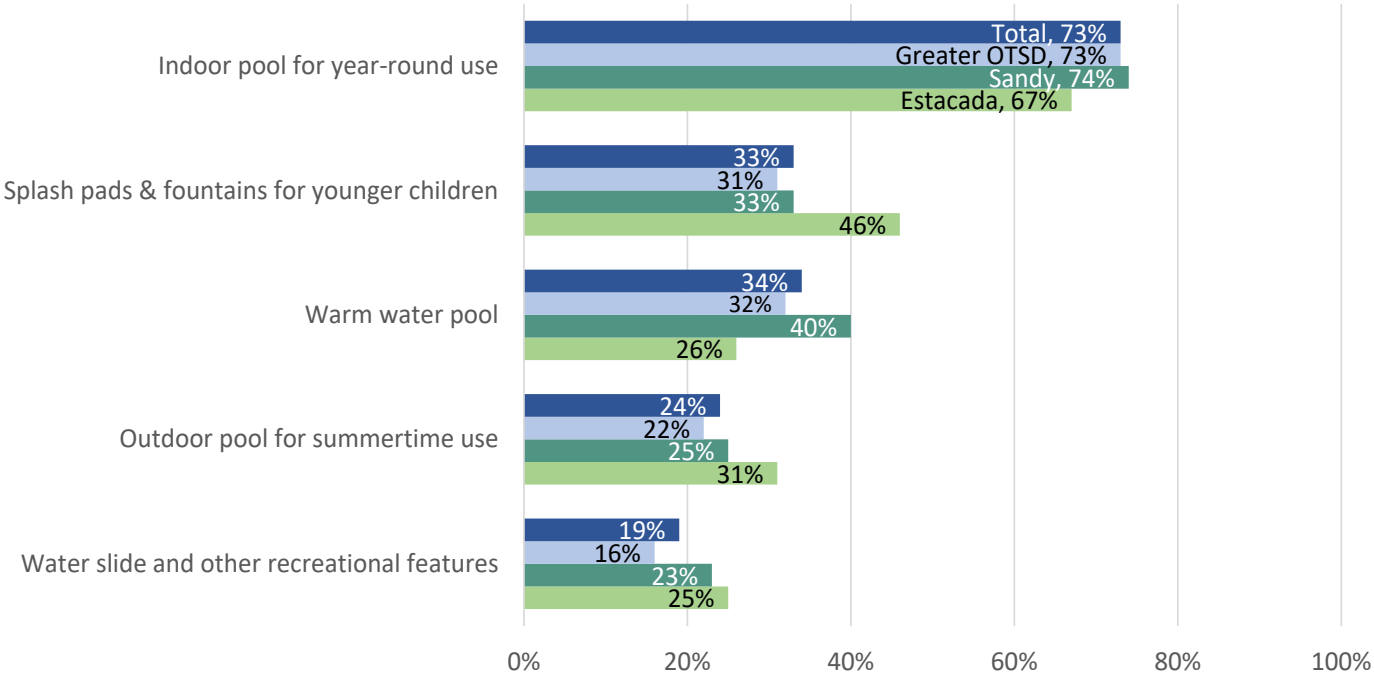
Q: If the pool area is improved, how important is it to include the following features?



Greater OTSD respondents show somewhat less support for pool features tested, though still similar

Q: If the pool area is improved, how important is it to include the following features?

“Very Important” rating



Subset review of recommended pool amenities

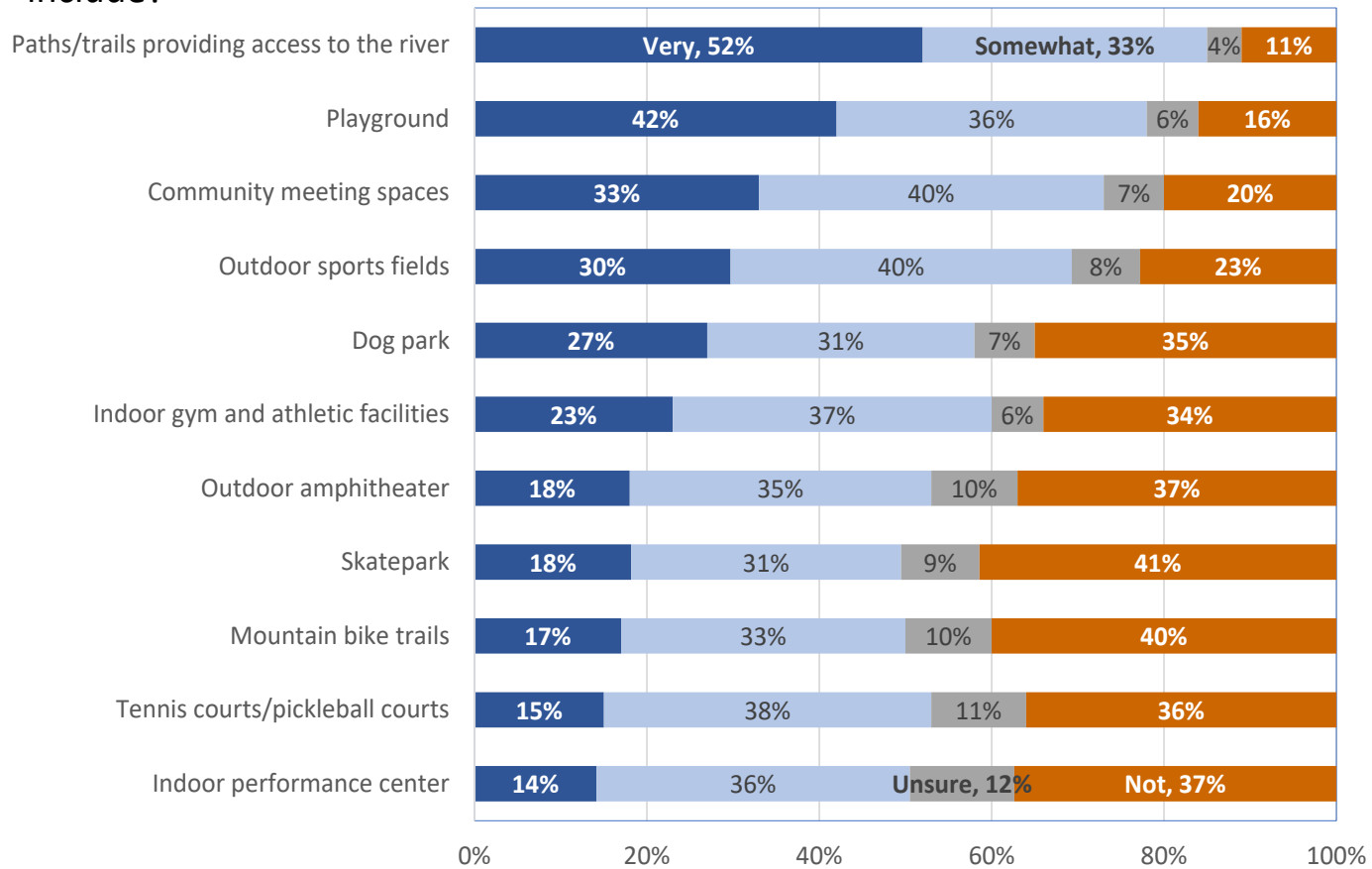
- ▶ Greatest variability is on “very important” rating for indoor, year-round pool:
 - ✓ Women (82% very important) are more supportive than men (65%)
 - ✓ Under 65 (79%) vs. 65+ (70%)
 - ✓ Households with children (83%) vs. those without (70%)
- ▶ Variability in response is less on other amenities, aligning with general expectations (e.g. households with children more supportive of child-oriented amenities).

Q: The following are suggestions for other improvements at the 40-acre property to serve residents of Sandy & surrounding communities. Which suggestions are important to include in final plans? (Very, Somewhat, or Not important)

- ✓ Community meeting spaces*
- ✓ Dog park*
- ✓ Indoor gym and athletic facilities*
- ✓ Indoor performance center*
- ✓ Mountain bike trails*
- ✓ Outdoor sports fields*
- ✓ Outdoor amphitheater*
- ✓ Paths/trails providing access to the river*
- ✓ Playground*
- ✓ Skatepark*
- ✓ Tennis courts/pickleball courts*

Access to river & playgrounds earn highest support among other suggestions

Q: Which other suggestions for improvements at 40-acre property are important to include?



Ratings from 3 geographic areas roughly similar

- ▶ Almost no geographic difference in “very important” rating for top two suggestions (river access & playgrounds)
- ▶ Sandy “very important” ratings more than 5 points above Greater OTSD on:
 - ✓ Playground (46% vs. 39%)
 - ✓ Indoor gym & athletic facilities (29% vs. 21%)
 - ✓ Mountain bike trails (22% vs. 14%)
 - ✓ Outdoor amphitheater (21% vs. 15%)
- ▶ Greater OTSD more than 5 points above Sandy & Estacada on one item: Community meeting spaces (36% vs. 29% & 30% respectively)
- ▶ Estacada responses are more supportive of a dog park (38% “very important” compared to 27% overall), otherwise generally similar to others
- ▶ No surprises in types of variability on other suggestions.

About 1 in 3 offer additional written suggestions

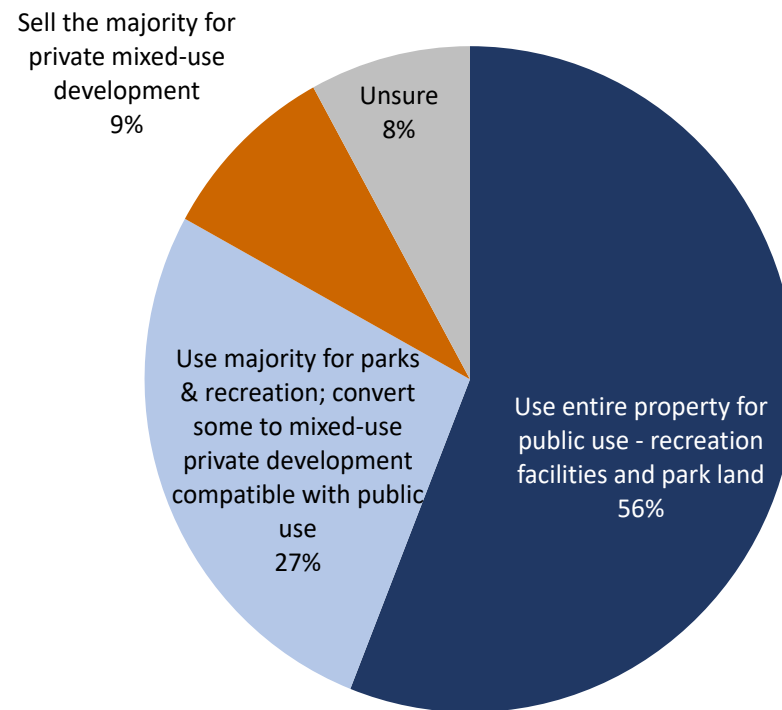
- ▶ Many emphasize results already tabulated
- ▶ Others suggest various ideas not tested
 - ✓ Space/activities for children/teens (e.g. after school); more walking trails, basketball, community/rec center, and rentable indoor & covered outdoor areas for private parties earn multiple mentions
 - ✓ Others, e.g., archery or bowling, mentioned by a few
- ▶ Various comments relate to cost concerns
 - ✓ Some seem rooted in general concern about keeping it reasonable, efficient, carefully-managed
 - ✓ Others are unequivocal in their desire to avoid new/increase in tax of any kind.

Q: Moving forward, which of the following do you believe is the best approach?

- ✓ Use the entire property for public use, including recreation facilities and park land*
- ✓ Use the majority of the property for public parks and recreation while converting some to mixed-use private development compatible with the public use*
- ✓ Sell the majority of the property for private mixed-use development*
- ✓ Unsure*

Most support using entire property for public recreation & park land

Q: Moving forward, which of the following do you believe is the best approach



Variability by geographic area on approach going forward is minimal

- ▶ Support for using entire property for public use supported by 61% of Sandy respondents vs. 54% of those in greater Oregon Trail School District area
 - ✓ Estacada support (54%) similar to greater OTSD
- ▶ Bigger differences in support are by:
 - ✓ Age — those 65+ show lower support for entire property use at 52% compared to 60% for younger adults
 - ✓ Other groups showing more support for entire property use, such as having children & making greater use of P&R facilities, are as would be expected.

Explanation: Added taxpayer support would be needed to pay for development & operation of the 40-acre property for public use & to support other area park & recreation facilities. One option is to ask voters to approve a “special district” that would have its own board of directors & a district-wide property tax rate to support it. The district would...

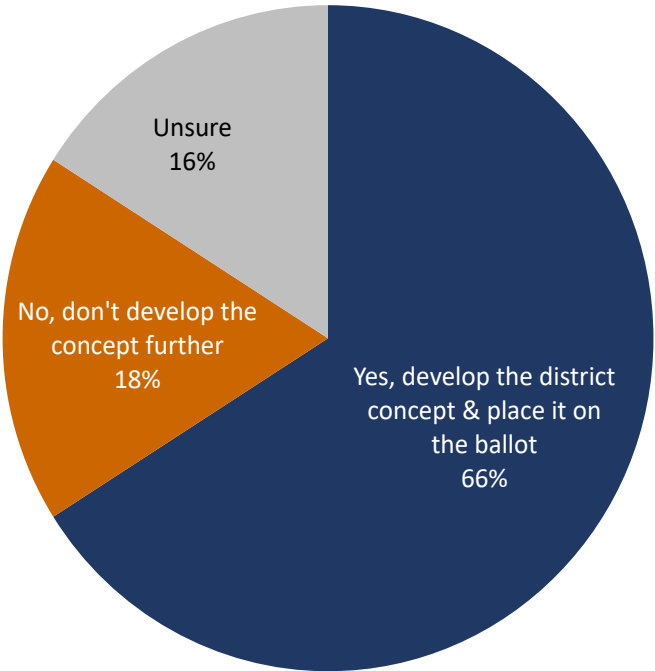
- ✓ Have boundaries that include Sandy & the greater Mt. Hood community (including communities from Estacada & Boring to Government Camp).
- ✓ Offer improved parks & recreation facilities district-wide, while charging residents lower in-district rates for all fee-based activities such as the pool or indoor gym facilities.

Q: More work is necessary before a specific proposal, including a specific tax rate, can be presented to voters for a decision. Do you support work on this concept continuing so it can be placed before voters?

- ✓ *Yes, develop the district concept & place it on the ballot*
- ✓ *No, do not develop the concept further*
- ✓ *Unsure*

Two-thirds support placing the district question before voters

Q: *Do you support work on this concept continuing so it can be placed before voters?*



Variability by geographic area on supporting developing concept for ballot is also minimal

- ▶ Putting the concept on the ballot supported by 70% of Sandy respondents, 65% of those in the greater Oregon Trail School District area, 67% in Estacada
- ▶ Other differences in support for placing on ballot:
 - ✓ Women more than men (72% vs. 62%); households with children (77% vs 63%); respondents who are younger than 65 (72% vs. 65%).

Highlights of voluntary (nonrandom) sample

- ▶ 586 surveys; 493 are Sandy or Boring ZIP codes
- ▶ 83% women; 2/3 children in home (reverse of random sample); younger age profile (avg = 45),
- ▶ Comparatively higher support for indoor pool (83% very important), warm water pool (48%), & for water slide & other recreational features (28%), otherwise similar support for other pool features
- ▶ Somewhat lower *very-important* rating for access to river, dog park, and amphitheater; somewhat higher for indoor gym & athletic facility; otherwise similar ratings for suggestions
- ▶ Greater support (among both men & women) for placing district question on ballot.

Conclusions & Recommendations

Opinions are largely similar across the three areas sampled

- ▶ Overall, respondents from outside of Sandy — in the greater Oregon Trail School District & in Estacada — share the same views as those within the City regarding the key questions asked
- ▶ What variability there is can be more easily explained by demographic differences. Compare to Sandy & Estacada respondents, those living in the greater Oregon Trail School District area...
 - ✓ Have a somewhat older age profile
 - ✓ Are somewhat less likely to have children in the home
 - ✓ Are less likely to be frequent visitors to P&R facilities.

Develop a district proposal

- ▶ In our view a proposal would offer:
 - ✓ A *conservatively* expanded aquatic center
 - ✓ Attractive trails including pathways/enhanced access to the river
 - ✓ Playgrounds & other outdoor park/field amenities
 - ✓ Community/rec center if cost viable
 - ✓ Support for additional parks/facilities elsewhere in the new district
 - ✓ Save more ambitious options for a future District board to consider
- ▶ Expect somewhat better support in 2020 elections when more “younger” adults (meaning under 65) will likely come out to vote.

Consider the complete picture of those who responded

- ▶ Remember that the voluntary (nonrandom) responses are somewhat more supportive of placing the question to voters and that women, who were more likely to respond to either survey, are more supportive on many questions
 - ✓ Regardless of whether responses from the voluntary participants are different, it is important to acknowledge the voices of everyone who took the time to offer an opinion.

For answers to questions or
more information, contact:

Campbell DeLong Resources, Inc.

Martha DeLong, MarthaD@cdri.com

John Campbell, John@cdri.com

(503) 221-2005