

**ORMOND BEACH CITY COMMISSION
SPECIAL EMERGENCY MEETING
HELD AT CITY HALL COMMISSION CHAMBERS**

May 29, 2006 10:30 a.m.

Present were: Mayor Fred Costello, Commissioners Lori M. Gillooly, Troy Kent, Ed Kelley, and Bill Partington, City Manager Isaac Turner, Assistant City Manager Theodore MacLeod, City Attorney Randy Hayes, and City Clerk Veronica Patterson.

A G E N D A

- 1) Meeting Call to Order by Mayor Costello
- 2) Briefing on Emergency Water Conditions
- 3) Close the Meeting

Item #1 - Call to Order

Mayor Costello called the meeting to order at 10:30 a.m.

Item #2 – Briefing on Emergency Water Conditions

Mayor Costello reported the Commission called this special meeting to discuss water conditions in Ormond Beach.

Mr. Isaac Turner, City Manager, stated that on May 25, he sent the Commission a memo of which a portion may have been misunderstood. He noted he tried to communicate to the Commission that the major issue the water plant was facing was a quantity issue in that the City was experiencing high demands on the weekends. Mr. Turner noted there was also a letter from the Department of Health focusing on maintenance and operations. He reported for the past few weekends there has been a higher demand for water, especially at peak times, which was greater than in recent memory. Mr. Turner noted a substantial portion of this demand was due to draught conditions. He stated this weekend the problem was exacerbated due to a couple of water main breaks. He advised staff has been working vigorously to make sure the City could produce as much water as possible, and water restrictions have been implemented.

Ms. Judy Sloane, Public Works Director, explained that on Sunday, June 21, there was a failure of pumps at the head works of the water plant causing the City to be unable to bring enough raw water into the plant to meet the demand. She reported the City opened the interconnect with Daytona Beach, which was a small eight-inch line that provided the City with additional water. Ms. Sloane advised this line was kept open until Friday when the tanks were full. She noted staff repaired the pump, which eliminated the problems at the water treatment plant. Ms. Sloane explained that on Friday afternoon the City had its first water main break, but that did not drop the system pressure to a critical stage; however, there was a loss of some volume of water. She noted that was repaired on Friday night, but on Saturday afternoon extremely high demands were noted. Ms. Sloane reported the plant treated under eight million gallons per day, and the demands were at 10.5 million gallons from mid-afternoon through 11:00 p.m. on Saturday, which depleted the storage and dropped pressure in the system itself. She stated a water main break near Airport Road was discovered on Sunday morning on a line in a somewhat remote area, which dropped the tank levels to a critical stage, causing the City to activate the emergency operations center at the Police Department and calling in all of the management staff to work out a plan to resolve the issues.

Ms. Sloane explained staff started to reduce the flow going out of the plant so the drain on the system could be slowed, which dropped pressures in parts of the City. She reported the only area where the pressures were of concern regarding a boil water notice were in the location of the water main break off Airport Road. Ms. Sloane explained a reverse 911 was issued for a precautionary boil water notice to Breakaway Trails, Hunter's Ridge, and Southern Pines. She noted several dozen calls were received from this area, as well as City-wide, where lower than normal pressure was experienced. Ms. Sloane reported staff was able to bypass some of the filters at the plant to build the storage back up because some of the filters were plugged up reducing the City's ability to send more water through the plant to meet the demand. She explained there must be a certain amount of water in the storage tanks to backwash the filters in order to clean them, but there was not adequate water in the tank to do that, which was why the filters were bypassed. Ms. Sloane reported this operation took several hours and manpower to obtain enough storage to backwash the filters and revert back to normal operations.

Ms. Sloane advised the emergency operations center was maintained until 5:00 p.m. last night when the tank level was rising substantially and pressures were reverting back to normal. She noted today the tank was at 16.5 feet with a capacity of 28 feet. Ms. Sloane noted prior to this meeting the plant could treat just under eight million gallons, and the demands are at nine million gallons, which could be expected in draught conditions, especially since this was a holiday weekend. She reported the interconnect was still open with Daytona Beach. Ms. Sloane noted the City was unable to obtain interconnects from Holly Hill because the construction of the interconnects was not complete. She stated the City would continue the water conservation efforts and monitoring.

Mr. Turner reported that staff has been working on this, but more work was needed such as bringing the tanks to the appropriate levels, preparing an analysis as to when the problems were occurring, and discussing actions to be taken when experiencing problems. He stated staff was working on the Department of Health issues and plans to have this on the agenda for discussion at the June 13 City Commission meeting.

Mayor Costello asked how staff publicized the water restrictions.

Mr. Turner stated staff sent out a series of press releases of which copies were provided to the Commission. He noted staff enacted the CodeRED where a message was sent to the County, and the County's CodeRED system dialed all of the houses within a certain radius. Mr. Turner

stated signs were posted at the entrances of the affected subdivisions. He reported staff drove around looking for leaks yesterday. Mr. Turner noted staff members were called in, and a telephone bank was set up at the police station to provide additional information for approximately four to five hours when the calls stopped coming in.

Mayor Costello stated, living in Breakaway Trails, his CodeRED call came within 10 to 15 minutes of the e-mail alerting him of the situation.

Commissioner Partington noted the Commission was caught totally off guard by this situation. He stated it was certainly not out of the realm of possibility that the City could experience a drought situation and high demand on a holiday weekend, and this should have been anticipated. Commissioner Partington reported it was not the issue that problems occur, but how the City reacts to these problems. He stated when he received the memo from the City Manager and the letter from the Department of Health, he wanted to start to resolve this situation immediately to make certain water products would be delivered to the citizens in a safe, efficient, and constant manner, which caused him to send e-mails that were very passionate. Commissioner Partington advised he would like to go through the Department of Health letter asking if each item was completed, when it would be completed, why the task was not completed, and what the plan was to complete the task. He expressed concern that the City received the letter on May 4, and the Commission did not receive the letter for almost three weeks. Commissioner Partington noted the deadline for compliance was June 20, but he wanted to have the list completed prior to June 20. He asked if there was a water shortage because two water mains broke or because of the high demand.

Ms. Sloane stated that on Saturday afternoon, May 27, there were levels in the tank at 19 but with demands in the morning of 9 and by afternoon at 10.5. She pointed out part of the reason for the increase was the water main break, but she could not separate out what was being consumed by the residents from what was being lost due to the water main break because it was unknown how long the water pumped until the break was discovered. Ms. Sloane stated that by Saturday evening the tank was down to six to eight feet or under one million gallons. She noted the water main break would make a significant difference because the water was open-ended. Ms. Sloane pointed out the broken pipe on Friday night was 12-inches, and the six-inch line broke Saturday night. She noted it took approximately five hours to repair the pipe on Friday night, and probably a couple hundred thousand gallons was lost. Ms. Sloane noted the 12-inch pipe was a smaller leak than the actual break in the six-inch pipe.

Commissioner Partington explained his concern was how the City got into the situation where it could not keep up with demand. He noted he understood the problem was aggravated by the water main breaks, but it appeared Ormond Beach was behind in concurrency. Commissioner Partington reported he wanted to know how this occurred and what could be done to remedy the situation immediately to provide more capacity to meet the current demand. He questioned how the City could approve any new development until this situation was corrected. Commissioner Partington urged the Commission to meet sooner than June 13 to discuss the Department of Health problems. He stated he met with Mr. Turner and toured the water plant on Friday with Ms. Sloane and Utilities Manager Mr. Tim Sheahan, who were able to alleviate his concerns regarding water safety, but he still wanted to see the records for the past three months and the daily reports until the Department of Health problems could be resolved. Commissioner Partington questioned the Holly Hill interconnects and asked if there were any interconnects with Daytona Beach on the west side.

Ms. Sloane stated the interconnects on the west side were the interconnects that were planned and should have been in place, but Daytona Beach decided they did not want to pursue them. She noted these would have been 16 and 20 inch pipes; and while the City was grateful for the interconnect on A1A, it does not supply a great deal of water. Ms. Sloane noted Ormond Beach operated at a higher pressure than Holly Hill; and if the interconnect were opened, the water would go back into Holly Hill in some cases. She reported there are some interconnects under construction with Holly Hill on Nova Road that would have the correct check valves and would address this issue. Ms. Sloane stated, in the future, Ormond Beach would be able to obtain water from Holly Hill.

Commissioner Partington stated he appreciated staff's efforts in this regard. He reiterated that the demand issue was critical; but the Department of Health letter was even more vital, and he hoped these deficiencies can quickly be corrected.

Commissioner Kelley stated the City had a water demand problem prior to the line breaking.

Mr. Turner noted the City has had challenges with demand for the past two weekends.

Ms. Sloane reported the City was still in a draught situation similar to the situation in 1998, although in 1998 there were fewer customers using the same plant capacity.

Commissioner Kelley noted the extra homes were not built over the past two weeks, and the charts presented to the Commission when considering the new plant showed an average of 6.5 as a daily demand. He asked if other cities were experiencing the same problems. Commissioner Kelley pointed out that the six million gallon demand for today was average.

Ms. Sloane reported the problem was not in the average, but in the peak demands. She noted when experiencing peak demands, the City has the tank; however, in this instance, the tank was depleted with the high demand and the water main break.

Commissioner Kelley stated Mayor Costello indicated it was this and other Commissions' fault for not providing the funding, but there was money available for routine maintenance, which caused the initial problem of not being able to shut down a system due to a lack of a backup system. He reported he considered it a very serious problem that Ormond Beach had operational problems within the water plant, and staff has been aware of these problems for several years. Commissioner Kelley noted the population has increased 1½% to 2½% per year, and this growth should have been planned for. He stated delaying routine maintenance was not acceptable. Commissioner Kelley noted he did not believe the problem was due to a lack of funding, since staff had never been denied funding for routine maintenance. He explained the City had certain obligations for bonding. Commissioner Kelley reported a city expected public services to be delivered such as water, sewer, trash pickup, police, and fire protection; and it was incumbent upon the Commission to provide these basic services. He noted it was critical when the water level goes down to two feet in the storage tanks. Commissioner Kelley noted he was only mildly concerned regarding the quality of water. He expressed concern that the CodeRED did not work in that some residents did not receive the call. Commissioner Kelley asked how much water the City could store.

Ms. Sloane replied the City had a two and one-half million gallon tank at the plant, a one million gallon tank on the peninsula, and one million gallon tank on Airport Road. She stated Mr. Sheahan advised her there was a total of 4.8 million gallons of storage.

Commissioner Kelley requested a comparative analysis of how much reuse the City had to process during these times of shortage.

Ms. Sloane reported what was being treated in the wastewater plant and going out to the reuse system was documented; therefore, staff could supply that information.

Commissioner Kelley noted those using septic tanks could be using more water, but staff would have an average to determine the relationship over the past several months.

Commissioner Gillooly advised the most important response and goal at this point was the safety of the water for the citizens. She noted the letter from the Department of Health warranted immediate action. Commissioner Gillooly thanked staff for their response to this issue over a holiday weekend; however, she would expect no less from them with this serious issue. She expressed concern that Mr. Turner indicated the City may not have enough staff to use the door hangars. Commissioner Gillooly questioned how the problem with the CodeRED could be measured.

Mr. Turner stated the CodeRED was not the sole communication effort made by staff. He reported CodeRED was a private company with a private database. Mr. Turner advised in addition to the CodeRED, there was a press release through the newspapers, radio, and television as well as posting signs at subdivision entrances. He noted the City was not counting on CodeRED to contact every person; however, he did want to find a way to improve the CodeRED system.

Commissioner Gillooly stated Ormond Beach had been using the Camp Dresser McKee (CDM) engineering firm. She noted the Department of Health letter indicated the plant expansion would be adequate for the current needs, but future population growth would require a greater water capacity expansion. Commissioner Gillooly expressed concern in considering development projects if the anticipated expansion would not accommodate the needs for the future growth. She agreed many items on the list in the Department of Health letter were of a technical nature; however, it was important for the Commission to meet prior to the June 13 Commission meeting because it would not allow time if Commission action was needed. Commissioner Gillooly stated she was not trying to be an alarmist, but the Department of Health letter was received in the City Manager's office on May 8. She reported this letter was a priority, and she expressed concern why the Commission was not informed of the letter's existence.

Commissioner Gillooly noted had the Commission been aware of the issue, they could have provided staff support and possibly averted the crisis situation that just occurred. She questioned if there were other infrastructure issues the Commission needed to be examining. Commissioner Gillooly noted she understood staff may have tried to correct the problems before bringing them to the Commission, but she would prefer to be fully informed so the Commission could assist staff and respond to the citizens. She recommended a meeting or workshop to discuss all the infrastructure issues to avoid situations where the Commission was unaware of a problem staff was trying to remedy through a critical situation. Commissioner Gillooly advised that while this was not a current priority, she asked if there was a method of analyzing why the demand increased to the extent it did this weekend to provide a better understanding of the situation.

Ms. Sloane reported staff could provide a comparison analysis with the holiday weekend last year considering the connections the City has added this past year.

Commissioner Gillooly stated when considering any future development, the City must consider if infrastructure was adequate for the development.

Commissioner Kent thanked the public for attending this meeting on such a short notice. He noted the Commission was here because of the safety and security of the water, which was a very important issue for the Commission and for the public. Commissioner Kent requested Mr. Turner send a letter thanking Daytona Beach for using the A1A interconnect. He stated this was an issue of honesty in that staff answers to Mr. Turner, Mr. Turner answers to the Commission, and the Commission answers to the people. Commissioner Kent reported it was absolutely unacceptable for the Commission to receive the Department of Health letter only a couple of days ago when the letter was dated May 4 and received in the City Manager's office on May 8. He stated he was anticipating a response as to why this occurred. Commissioner Kent concurred with Commissioner Gillooly that he would much prefer to be made aware of circumstances rather than be caught uninformed. He stated for any future development using new water, staff would need to thoroughly evaluate the situation of capacity.

Mayor Costello recommended a meeting date be established for a special meeting rather than a workshop so the audience would have the opportunity to participate. He pointed out the good news was that the water was safe, but the bad news was there were water and management issue that must be addressed. Mayor Costello stated Commissioner Kent summed the situation up accurately in that it was unacceptable that the Commission did not receive the letter sooner. He noted he agreed the Commission was "blindsided," and this was unacceptable because after six years on the Commission, he had no idea the City was close to a critical water capacity problem. Mayor Costello stated this incident made him wonder what other infrastructure issues there were on the cusp of being ready to explode of which the Commission was unaware.

Mayor Costello summarized the Commission's comments. He noted Commissioner Partington indicated he was blindsided by capacity and plant issues, which are both critical. Mayor Costello stated he wanted answers to the following questions: how did the City get behind the capacity curve; what could be done regarding the current demand; and how would this effect concurrency. He reported Commissioner Kelley discussed comparing the increase in demand with other cities.

Mayor Costello explained staff made a \$750,000 request that the Commission delayed, but staff did not advise the Commission these funds would be needed for a critical capacity or plant maintenance issue. He stated he was unaware there was a 2003 letter indicating certain improvements were needed, and they were not yet done. Mayor Costello concurred with Commissioner Kelley that the Commission could not take the blame; he was merely stating the Commission could not place all of the blame on staff because they did ask for money and the Commission did not approve the funding. He stated, however, the Commission did fund everything requested this year. He noted this year's funding started in October and it was now May; therefore, those issues should have been resolved starting in October.

Mayor Costello reported Commissioner Kelley mentioned serious operational problems in the plant, which was understated; but he was seeking change because Ormond Beach cannot tolerate these types of issues. He stated the most critical thing for the City to provide was safe water. Mayor Costello noted he was let down, and in turn, he let the residents down. He explained he was grateful the City was in a capacity issue rather than a quality issue, because it was something that can and will be corrected. Mayor Costello asked that the Commission never again be "blindsided" about any issue. He reported he wanted to know the status of all of the infrastructure, all of the departments, and what would the most likely potential problem would be in Ormond Beach. Mayor Costello stated Commissioner Kelley indicated delaying routine maintenance was not a problem the City could tolerate, to which he completely

concurrent. He noted this Commission cared enough about maintenance that it passed a \$500,000 dedicated fund to make certain the City kept up with maintenance; however, this had nothing to do with the water situation. Mayor Costello reported this Commission was committed to making certain the City maintained what it had, and they took a great deal of criticism for increasing the tax rate to include a budget line item for maintenance. He stated he would also like to know what caused these problems. Mayor Costello noted that even without the hot temperatures and the water main break, he was not convinced the City would not have had these capacity issues. He reported it may be a good thing all of these factors came together to make the Commission aware of the problem.

Mayor Costello requested the City to work with the CodeRED representatives to make certain the database with Ormond Beach residents was the best possible. He noted he did not understand the link with how much reuse was processed, but an explanation was already requested. Mayor Costello advised each Commission member agreed when the City received such an important letter, the Commission should be informed even if Mr. Turner would have to indicate that he had not had an opportunity to respond and he did not yet have a correction plan; but he should outline the issues on which staff would be working. He requested the letter not be held back until a management plan was prepared, because the Commission must be kept informed.

Mayor Costello noted Commissioner Gillooly stated she did not want to be an alarmist, but the entire Commission was alarmed with this situation. He reported she also recommended discussing infrastructure issues.

Mayor Costello concurred with Commissioner Kent's recommendation to send a letter to Daytona Beach, but he also recommended sending a letter to Holly Hill thanking them for their efforts to assist Ormond Beach. He commended current and previous staff members for working on the interconnects and urged reopening negotiations or discussions with Daytona Beach on interconnects so each city could help each other in the unlikely event that this confluence of events should occur again.

Mayor Costello stated if the City does not meet its June 20 deadline for the six issues and the December 31 deadline for the remaining issues, he would call for a Request for Proposal (RFP) for privatization of the water plant. He noted the City needed to make certain the City had total confidence with the quality of water. Mayor Costello reported he was embarrassed, aggravated, frustrated, and disappointed that some of these issues have been around since 2003. He requested staff determine the cost and possible location to build an additional water tank. Mayor Costello noted if the City would get the interconnects with Daytona Beach, there may not be a need for additional storage, but Ormond Beach needed either additional storage and/or additional interconnects. He concurred with his fellow Commission members who indicated that they were not comfortable approving existing expansion until these issues were resolved. Mayor Costello noted he may change his opinion if these issues were resolved by June 20 and information could be obtained regarding capacity, but the Commission owed it to the residents to make certain the City was not exacerbating an existing problem without a solution for that problem. He urged the City to be proactive, good stewards of what the City had, and good planners for the future. Mayor Costello advised he still had 100% confidence in the City Manager, Public Works Director, and Utility Director because they did not try to pass the blame. He reported Mr. Turner acknowledged this was a management issue that needed to be corrected, and there were no excuses. Mayor Costello noted it could not have been predicted all of these elements would come together at the same time, but they did; therefore, the City must plan more wisely. He reported if the Commission must delay some projects they deem important in the General Fund to move into the Water Fund, then it should be done if this was a money issue. Mayor Costello noted whatever must be done to correct the situation must be done.

Mr. Turner took full responsibility for the delay in presenting the Department of Health letter to the Commission. He noted the capacity issue was brought to the Commission within a few days after a problem was experienced. Mr. Turner pointed out these two issues were separate components, which was important because the maintenance issues are very serious, but the capacity issue was of even greater importance. He reiterated there was no water safety issue other than the Hunter's Ridge, Breakaway Trails, and Forest Quest areas due to the low pressure. Mr. Turner commended staff for their actions yesterday. He noted staff had already begun working on the response to the Department of Health and would do additional analysis which would be brought back to the Commission at the upcoming special meeting.

Commissioner Kelley stated the money was available to take care of the routine maintenance leaving no excuse not to take care of the routine maintenance since 2003. He expressed concern that the Commission must watch staff more acutely; and this should not be necessary

because the Commission should be able to depend on staff, or changes must be made, starting with Mr. Turner who was responsible for hiring the people to do the job.

Mr. Turner stated a full history of what has occurred would be provided regarding funding requests at the water plant. He noted he could not state at this point that the plant received all of their funding requests. Mr. Turner reported staff would recall the times staff had called for the plant expansion, and it was not approved. He acknowledged there were issues staff should have taken care of, but some of the issues mentioned in the letter were in the Consent Agenda approved by the Commission in February.

Commissioner Kelley reported at the last Water Authority of Volusia (WAV) meeting he made a statement regarding who had the best water facility, and the answer was that they all did; however, he could no longer make that statement. He stated he considered the Department of Health letter and capacity issue were connected. Commissioner Kelley noted the Commission asked for an RFP in 1994-95, and staff was able to save money with recommended procedures; however, he would concur with Mayor Costello that if this issue was not adequately resolved, an RFP should be prepared.

Mayor Costello noted this meeting was an opportunity for the Commission to give staff direction. He reported there would be a special meeting held on June 7 at 7:00 p.m. in the City Commission chambers where the audience would have an opportunity to participate.

Item #3 - Close the Meeting

The meeting was adjourned at _____ p.m.

APPROVED: _____ June 13, 2006

BY: _____
Fred Costello, Mayor

ATTEST:

Veronica Patterson, City Clerk