

# City of Bay Village

Council Minutes, Committee Session  
Conference Room  
Paul Koomar, President of Council, Presiding

December 7, 2015  
7:30 p.m.

Present: Clark, Henderson, Koomar, Lee, Lieske, Tadych, Vincent, Mayor Sutherland

Also Present: Law Director Ebert, Councilman-elect Marty Mace, Finance Director Mahoney, Director of Public Safety/Service Director Thomas, Recreation Director Enovitch, Director of Operation Landers, Robert Greytak, Consulting Engineer, CT Consultants

## AUDIENCE

The following audience members signed in this evening: Lydia DeGeorge, Suzanne Graham, Warren Remein, Dick Majewski, Lawrence Kuh, Jeff Gallatin, Richard Fink, Russell Thompson, Joyce DeAngelis, Conda Boyd.

## ANNOUNCEMENTS

**Mayor Sutherland** stated that she received the final paperwork on the United States Department of Agriculture (USDA) via City of Avon Lake, regarding deer culling. The Mayor has signed off and put it back in the mail to Avon Lake. Nothing has been set and finalized as far as the dates. They are probably looking at January as the earliest time for the culling to take place. The Mayor will keep Council posted as further information is received.

## COMMITTEE OF THE WHOLE

**Director of Public Safety/Service Thomas** introduced Bob Greytak, Consulting Engineer, to address Council regarding a Five Year Plan for the City of Bay Village Sewer System Plan.

Mr. Greytak advised that the central point of the entire plan is to create a calibrated sewer system model for both the sanitary sewer and for the drainage areas within the City. Most communities are realizing they really don't understand how their sewer system functions. They have maps which indicate where the sewers are in the streets and how they are connected. The maps may also include the sizes of the sewers. In order to make improvements and rational decisions about the future of a sewer system, it is required to learn how it functions. A calibrated model allows the engineers to see how the system functions under a variety of different conditions: different rainfall events and different seasons. The process of creating a model and calibrating is in itself capable of revealing many things about a sewer system. In order to create the model there must be an understanding of inter-connections and elevations throughout the system. The process of calibrating requires that you put flow meters into the sewers and meter the sewers over a period of time. That information is brought back, the model is run and a comparison is made of the output of the model to what the meters are showing. If the model will not calibrate it is an indication that there is something in the system that is not understood. The process of creating a

model and calibrating it is well worth the investment.

The model being proposed for Bay Village would use a program called Storm Water Management Model, or SWMM. It is commonly used as the defacto model. It is a public domain software created under the auspices of the U.S. Environmental Protection Agency (USEPA). It is available free to anyone who wants to download it; and it is not a large program. Once the model is created, anyone who has access to SWMM can run the model. After the model is created if a developer comes in and wants to propose a development and see how it will impact the City's system, both drainage and sanitary, they can run SWMM. It is free of charge to use. The input files are very simple text files that anyone can actually read. It is proposed that the model for the City of Bay Village be created in SWMM. The files in the program are not exclusive to any particular engineer or CT Consultants.

The benefits of using SWMM for the sanitary sewer allows CT Consultants to evaluate the system under a variety of rainfall events. It is also a good tool for forensic analysis; there are a number of rainfall events in the past that have occurred that cause people to not understand why their street flooded on one particular occasion but did not during another rainfall. Once the model is created and calibrated the digital data can be taken from the rain gauges and put them in the model. The model will then be able to tell why certain things happened during particular events.

As mentioned previously, the benefit of the model also allows the City to analyze proposed development. The model allows the input of that development into the system and evaluate the output. It is a great "what if" tool to use for those types of developments. It also allows analysis of low impact development, whether it be permeable pavers, bio-retention, bio-swales, and all the current practices being used.

In the realm of drainage, at the present time the City basically has five watersheds. Each of those watersheds are distinct, in that they can be analyzed separately but not interconnected or inter-related. CT Consultants has done some recent analysis of problem areas and came to realize that the drainage areas are undersized. Culverts cannot be made bigger because it impacts the system. To have a model allows the input of those kinds of improvements and what kind of impact that has downstream. Many of the problems the City is experiencing is because someone took care of a problem upstream and didn't realize the impact downstream.

The Five Year Plan has a two-year time frame for creating the sanitary sewer model. They will initially start with installing the series of flow meters. Then the model will be built and calibrated. The model that Mentor, Ohio is using will be followed, where they have taken each one of their watersheds and modeled each one over a series of years. The drainage model will be constructed over a five-year timeframe. There are also a series of small models. There are immediate areas that need attention: Lake and Bradley Roads, and Clague and Lake Roads. That would be a lower price model, much less in cost than other areas in the City, such as the Bruce/Douglas/Russell area, and the model for Cahoon for specific projects. These models will be looking at specific problems in the areas.

The Huntington/Longbeach Pump Station is in need of electrical and communication

improvements, estimated at \$30,000 for engineering costs and undetermined construction costs.

There are pump station communication improvements targeted for 2017.

The Bruce/Douglas/Russell Storm Sewer Improvements are scheduled for engineering costs of \$300,000. There have been many discussions about the proper way to disconnect foundation drains and downspouts from the sanitary sewers. The questions include what are the ramifications for connecting to the existing storm sewer system. It was quickly discovered through another model that the storm sewer wasn't sized to take in more than a typical year storm, and even at that was stressed. Further analysis indicated that they could design up to a 25 year storm event in that area with a cost of \$3 million. The existing sewer size is for less than a two-year storm, which is less than an inch of rain per hour. The storms we had this summer were at least 100 year storms. The decision on the design of the storm will be governed by what Wischmeyer Creek can take at the outfall. CT Consultants believes a 25-year storm is doable; if the creek can take more than that they would push to a 50 to a 100 year storm design.

Mr. Koomar asked Mr. Greytak asked if the Comprehensive Calibrated Sewer System Model is just for sanitary sewers. Mr. Greytak stated it is just for sanitary sewers. Mr. Koomar asked where the storm sewer portion of the Bruce/Douglas/Russell area would be. Mr. Greytak stated that the storm portion would be included in the watershed, which is designated at \$75,000 per year, which will include all the drainage in the watersheds throughout the city – stream and storm. The \$300,000 shown for the Bruce/Douglas/Russell Storm Sewer is for the actual development of the plans and profiles to be created by a contractor. It is the actual engineering of the improvements – not the study – but the survey and the plans and specifications required to build the storm sewer. The Comprehensive Calibrated Sewer System Model would not be modeling the Bruce/Douglas/Russell area because they already have a model of that area. They will use that model to see if they can push it beyond a 25-year storm. The work that they have done at Bruce/Douglas/Russell will be rolled into the citywide calibrated study. The same is true for the two localized areas as well. The \$500,000 engineering costs for the comprehensive calibrated sewer system model is less than it would have been if they had not already done the Bruce/Douglas/Russell area, and they are also not charging for Lake/Bradley and Clague/ Lake.

Mr. Koomar asked if the flow meters, which are temporary, are not in for a particular storm, how the calibrated model gives data on a real-time storm event. Mr. Greytak stated that the problem with models is that you can create a model and not have any true understanding of whether it is realistically showing the sewer system. Once you have flow meter data, you have the rain data that goes with each of those flow meters. That rain data will be put into a model, and we will have the model essentially compute the hydrograph and then compare those to what the flow meters actually show for the hydrograph. If they are off, there is something wrong with the model. The model keeps needing to be refined through a process of adjusting parameters until you have a model that is calibrating under a variety of different rain fall events. If the model acts the same for a short duration, high intensity storm or a long duration longer intensity storm, then the parameters are correct in the model. From that point on any future storms that need to be analyzed in the model will be accurate.

Mr. Henderson asked Mr. Greytak if he could provide documentation as to the metrics of storms

for understanding the need for sewer sizes. Mr. Greytak stated that the problem of all the terminology is that it is just rain odds of the chance of having that type of storm. A 100-year storm means that in the next year you have a 1% chance of having a rainfall of that intensity. Mr. Henderson stated that if we had three of those last summer, .01 x .01 x .01 which is approximately zero, is the reason there is such a hard time understanding the terminology. Mr. Greytak stated that all the information we have about rainfall data is historical; there is nothing that can predict what can happen in the future. All you can do is look at the historical rainfall data and say rainfall of this intensity has happened on the average once every 100 years. Mr. Henderson asked how often those definitions are updated. Mr. Greytak stated that is National Weather Service information. They usually update them when they get enough data to analyze them. Mr. Henderson asked Mr. Greytak if he could provide educational material to help with the understanding of this since we are looking at a lot of big projects and he would like to make sure what we are trying to actually achieve.

Mr. Henderson asked, in this Comprehensive Calibrated Sewer System model, also on the drainage system, what could we not be able to do with these tools. What would you come back to us in the future and tell us, I know that you spent \$875,000 on those models, but I need extra money to do 'this' because we didn't model for that? Mr. Greytak stated that one scenario might be we have flow meters in the ground in the sewers expecting that we are going to have rainfall, and we don't get any rainfall. Typically, we put them in the spring because it is more likely we are going to get the type of rainstorms we are looking for and usually have high ground water so we see the infiltration component show up. But, it is subject to the whims of nature. The flow meter could be in for three months without any rain and we have to come back to ask to keep the flow meters in longer. Mayor Sutherland stated that this occurred with the Rocky River Wastewater Treatment Plant. Every four years the flow has to be metered in the spring. One year there was no rain and they had to come back and meter in the fall.

Mr. Henderson asked what would not be included in a calibrated system, once we have a calibrated system. Is there anything you would have to develop new models for, such as the one for Bradley/Lake and Clague/Lake? Mr. Greytak stated that once there is a model based on the City sewer system, as things change over the years with a new sewer or new development, you need to go back and update the model to keep it current. It is relatively minor to update the model. The Mayor noted that there is a chance also that the EPA could come back with new software they want you to implement.

Mr. Greytak stated that the dividend is that the City is not investing in a system that they will find out later was unnecessary or insufficient. A model was done for the City of Euclid, at a cost of \$1.3 million. Euclid has been using that to size all of their facilities for their new treatment plant. Without that model it would not be possible to even design a treatment plant. The investment in creating the model gave CT Consultants the confidence to design the treatment plant to handle the storms they are going to have to treat. The City of Lakewood has invested about \$1.2 million in their model. It is already showing dividends because Lakewood was on the threshold of building a huge storage tunnel that ran along the lakefront. It would have been about 200 feet deep, 22 foot diameter tunnel estimated at one-half billion dollars to build. The model showed that the tunnel would be insufficient for the sewer system as it was and that there were better ways to approach storm and waste water management. They are now doing an

integrated improvement plan for the City of Lakewood that looks at things like green infrastructure, development strategies and source control that will allow the City to get storm water out of their sanitary sewer system and to not have to build a tunnel.

Mr. Vincent asked if Mr. Greytak could estimate the expense of a 50 or 100 year storm sewer system. Mr. Greytak stated that to go from a 25 to a 50 year doesn't double the cost. It means larger pipe but when you are building sewers the real cost is not in material, it is the actual labor. It is probably a 10% difference in labor. The only need is to make sure where they discharge is not causing problems.

The Source Control Program is a continuation of the discussion that was started with the Bruce/Russell/Douglas area which is a realization that the sewer system that Bay Village has right now is a former combined sewer system that was attempted to make a separate system back in the late 1950's. The process involved building new sanitary sewers and connecting all the house connections from the former combined sewer to the sanitary sewer. That has resulted in an overloading of the sanitary sewer, it is pervasive throughout Bay Village. As we go forward and we see how much money we are spending every year to have clean water treated at the Rocky River Treatment Plant, it is going to become more apparent that it is imperative that the City do everything they can to get that clean water out of the sanitary sewers. Not only for the cost of treatment, the potential of flooding that goes along with it. The Source Control Program is implementing the program to get on to private party and disconnect those sources. It is a placeholder; it is unknown how that will manifest itself yet but it is something that needs to be done.

Mr. Koomar asked for an update on the testing protocol for the Rocky River Wastewater Treatment Plant. Mr. Greytak stated that a meeting on December 17 will be held with the consultants for the plant. The intent of the meeting is to revisit some of the concerns about the protocols they have been using in the past. Separate meetings with the new superintendent of the treatment plant have been held, who seems to be of the same mindset that perhaps the current protocols are far too complicated and far too uncertain to be using the set rates going forward.

Mr. Lee asked, relative to the Source Control Program, if the work for the Bruce/Douglas/Russell Storm Sewer on that topic is taking the work that has already been done to the next step, or expanding it to other areas of the City. Mr. Greytak stated it is expanding it to other areas of the City. When the Cahoon Relief Sewer was constructed it was for relief of the two overflows there and to put us in compliance with the regulatory agencies. It would not necessarily eliminate basement flooding for those streets that are attributors to it because of the amount of clean water getting into the sewers. It is taking that program and looking at other areas where we can apply that same approach to give the residents a much safer feeling when it rains. The system at one time was all combined sewers according to every plan that Mr. Greytak has seen. Mr. Lee asked if this means every plan from east to west, or is more concentrated in the older sections of town. Mr. Greytak stated that it is east to west. He is not quite sure what the impetus was to separate the sewers, although it was a good idea, it wasn't completely done. If you look at plans for sanitary sewers exclusively in almost every development in the City that was the result of the sewer separation project where they did the exact same approach.

Mr. Henderson noted that the Drainage Model and Source Control Model are spread out over a number of years. He asked Mr. Greytak if he has given any thought as to which he would model first, or which of the areas he would seek to study the source control first, and if not, how would he prioritize?

Mr. Greytak stated that he hasn't prioritized. That is something that needs to be done by meeting with the sewer crews, Director Thomas and the Mayor and reviewing the records to see which are the worst of the areas.

Mr. Vincent asked if the fees are hourly or flat fees. Mr. Greytak stated that they are all hourly.

Mr. Tadych stated that the estimate numbers planned for 2016 and 2017 come to about \$4.4 million, and the others, 2018, 2019, and 2020, are minimal in quoted numbers. He asked if Mr. Greytak would assume that 2018, 2019, and 2020, will grow proportionately. Mr. Greytak stated that the model will provide that information.

Mr. Koomar reviewed the items listed on the Five Year Plan under engineering. He clarified with Mr. Greytak that even though the modeling for the Bruce/Douglas/Russell Storm Sewer is finished, there is still \$300,000 listed in engineering costs.

Mr. Clark asked Mr. Greytak if he were to prioritize the focus for the next 12 months, what that project would be. Mr. Greytak stated that he hates to see communities waste their precious dollars on improvements that don't work. The only way he can say with any certainty that an investment is a good investment is if he has a good model he can use to test. Modeling is a priority for both sewer and drainage.

Mr. Henderson asked if once the modeling is complete Mr. Greytak will be in a position to make a recommendation for the engineering projects over the next several years, and following the engineering projects, the construction estimates. Mr. Greytak responded affirmatively. Immediate issues will be addressed in 2016. Mr. Henderson asked if it is correct to assume that the sewer system model won't be used until 2018, if it is being built in 2016 and 2017. Mr. Greytak stated that there may be some tangible benefits from building the model before it is actually completed.

Finance Director Mahoney stated that upon conferring with Service Director Thomas they moved the Comprehensive Calibrated Sewer System modeling to 2017 and 2018, in hopes of instituting the capital sewer charge to help fund that work.

Mr. Koomar addressed Mr. Greytak if he has an estimate of the start and end dates for the Lake Road Pump Station Improvements and the Bruce/Douglas/Russell Storm Sewer Construction for 2017 in order for the Finance Committee to prepare a plan to bid to spend the money on these projects. Mr. Greytak stated that the plan is a good snapshot of where we expect to be, although the years listed are soft starts and end start dates and may not be completed within one calendar year.

Mr. Greytak stated that if the protocols for testing flow for the Rocky River Wastewater

Treatment Plant are done in a manner that is fair it is hoped that the City of Bay Village's share will go down as far as operating the treatment plant. There should be savings to the City of Bay Village which can then be used for Bay Village to work on its own system, which in turn would realize more savings.

Mr. Lee asked Director Thomas how far down the list of houses the sewer team is on the calls that came in during the sewer flooding in June. Director Thomas stated that they have responded to every house that has asked them to do it. Not everybody wanted the department to respond; they just wanted to provide information to the department. Those are actually recorded in their Work Management System. They have responded to all that asked for a response. If some people thought that by reporting it that they just wanted to let us know, there are going to be a few of those that have not been contacted because it wasn't a priority at that time.

Mr. Koomar stated that the expectation when that came out was that there was an understanding the Service Department was going to respond to all of them. There might be a miss in communication, but people are reporting that the Service Department hasn't called them and the City said they were going to come out and look at all the houses. Mr. Tadych stated he gets the same reports. Mr. Thomas stated that they had actually responded to the majority, but will make sure they respond to the rest.

## **ENVIRONMENT, SAFETY AND COMMUNITY SERVICES COMMITTEE**

**Police Chief Spaetzel** reported that the list of candidates for Dispatcher and Police Officer will be certified by the Civil Service Commission on Wednesday, December 9, 2015.

Deer Culling will not begin in the Walker Road Park until after January 1, 2016. Culling in the park will be west of the pond. Neighbors will be notified by letter, and if necessary by going door-to-door.

Police Chief Spaetzel commented on the importance of participating in the "See Something-Say Something" initiative sponsored by the Department of Homeland Security. He encouraged residents to call the Police Department if they see anything suspicious or unusual, noting date and time of when the activity was observed.

### Business Retention and Attraction Protocol Renewal

Mayor Sutherland stated that this agreement is an extension of the agreement entered into in 2014, and does not seem to have any notable changes. Law Director Ebert will forward a copy of the 2014 agreement to Council. The only cautionary note is that it may come into play when applying for grants. Mr. Henderson read Item 7 of the agreement, noting that the county reserves the right to consider participation in this agreement in evaluating applications under the proposed County Economic Development Fund and Programs. That is reminiscent of the federal extension of Medicaid under the ACA and the course of action that the Supreme Court held pushing on the states. That feels similar to the county pushing something onto the City saying that if you don't participate in the program we are going to withhold funds.

Mayor Sutherland stated that there is no downside to participating.

## **PLANNING, ZONING, PUBLIC BUILDINGS AND GROUNDS COMMITTEE**

### Chapter 1158 – Attached Residence District

**Mrs. Lieske** reported that the Planning Commission met on Wednesday, December 2 to review the latest version of Chapter 1158, with a draft of the minutes of that meeting provided to Council. Planning Commission member Andy Dzienny provided bullet points of questions and comments that were discussed with consultant Paul LeBlanc this evening during the Planning and Zoning Committee meeting. Mr. Ebert will rework Chapter 1158 with those comments. The Planning Commission will meet on Wednesday, January 6, 2016 to review the minutes of their December 2 meeting, and responses to the bullet points from the consultant. The Planning Commission will draft recommends to share with Council. They have reiterated that the Council is responsible for passing the legislation but they are there to offer suggestions and recommendations, which they will do in January.

Mr. Henderson noted that Section 1158.02 has been changed from “Applicability” to “Qualifying Condition” and the word “may” has been changed to “shall only.” At least two of the members of the Planning Commission felt that it was confusing to have “shall only” in the first sentence and the last two sentences seem contradictory to that first sentence. Mrs. Lieske stated it has to do with the whole thing of honing in on the areas recommended in the Master Plan and the Retail Improvement Strategy, even though a developer could propose something to the voters with a petition. It has to do with some of the concerns from the residents that the word “may” opened it up more to other parts of town and we really wanted to focus in on those specific areas of the Master Plan and the Retail Improvement Strategy.

Mr. Ebert stated that the vote for the east bank of Cahoon Road that was passed in 2010 had eight units per acre in the actual ballot language. That approved ballot issue controls development in that area. If ten units per acre are approved for other locations, it applies to every place except that east bank of Cahoon Road, unless it is changed by an electorate vote.

### Discuss extension of Moratorium on Attached Residence District development

An ordinance to extend the moratorium on Attached Residence Development will be placed on the agenda for the City Council meeting of December 14, 2015, upon the recommendation of Mrs. Lieske. Mr. Lee noted that the moratorium does not affect the development in the Retail Business District under Chapter 1173 which would be the east bank of Cahoon and the Clague Road Parkway retail area. Mr. Koomar stated that he would be open to one last moratorium but when that is completed the Council needs to come forward with something acceptable to the group to encourage development.

Mr. Vincent asked when the information from the surveys will be available. Mr. Koomar stated that he thought it is being worked on presently.

## **ENVIRONMENT, SAFETY AND COMMUNITY SERVICES**

Review of Codified Ordinance Chapter 377, Bicycles (1-13-14)

**Mr. Lee** will present an ordinance this evening to remove the language in Subsection 377.07 C, relating to the minimum age of seven to operate a bicycle on a street unless accompanied by a parent or legal guardian. The ordinance will be placed on first reading this evening. Mr. Lee confirmed with Law Director Ebert that there are no cross-references in other codes to be changed.

The ordinance will be placed on first reading this evening, with passage on December 14. Mr. Henderson requested three full readings with passage on December 28, 2015. Mr. Lee, as Chairman of the Committee recommended that passage be considered on December 14, 2015 unless there is additional feedback this evening. Mr. Henderson agreed.

**PUBLIC IMPROVEMENTS, STREETS AND SANITARY SEWERS**

**Mr. Tadych** had no report this evening.

**FINANCE AND CLAIMS COMMITTEE**

**Mr. Clark** will present for passage this evening the third and final reading of the ordinance extending the refuse collection fee. Mr. Clark will also introduce the ordinance for the Temporary Appropriations for the first two months of 2016.

**SERVICES, UTILITIES AND EQUIPMENT COMMITTEE**

**Mr. Vincent** will complete the third and final reading authorizing the Mayor to enter into a contract with Browning-Ferris Industries for waste collection in the City of Bay Village.

Mr. Vincent reported that the audio/recording equipment for the City Council Chambers and Conference Room should be completed by the early part of 2016.

**RECREATION AND PARKS IMPROVEMENT COMMITTEE**

**Mr. Henderson** had no report this evening.

**CAHOON MEMORIAL PARK TRUSTEES**

The matter on the agenda for the Bay Village Heritage Run will be held in abeyance pending confirmation of the date. Mr. Vincent asked if there are vendors participating in this event and Mr. Lee stated that there are no vendors at this run.

**AUDIENCE**

**Mr. Clifton Bennet**, Normandy Road, addressed Council regarding his dog hosting business that he conducts from his home. He noted that these are dogs that he meets and approves, or that he has already had on occasion. Mr. Bennet stated that he has been doing this for two years and has had excellent relations with the dogs and the neighbors. He has been of assistance to people with teaching them how to walk their dogs. Someone sent an anonymous comment to the City with the only complaint as to the number of cars. He noted the short time it takes to drop off and pick up a dog. Mr. Bennet stated that he checked with the Police today and there are no nuisance calls that have been registered to him during the time he has been doing this. The people he takes care of are people who do not want to go to a kennel. The dogs live in his house with his own dog and it is amazing how well they can be kept under control. It is very positive the way it has worked. There have been no problems. He noted that it helps him to stay available for his mother, possibly the oldest resident in the City, who lives a couple of blocks away. Mr. Bennet noted that he is not opposed to working out something with the City, and offered to contribute in any way he can to helping the City with any dog issues they may have. Mr. Bennet is in front of the Board of Zoning Appeals for a use variance under the Home Occupation code adopted in 1954.

Mr. Ebert commented that the idea of the ordinance in 1954 was for professionals such as attorneys, accountants and doctors, to see clients in their homes if necessary. The Board has had this request under review since October. Mr. Bennet was informed that enforcement would not occur until January of 2016 pending review by the Board of Zoning Appeals. The Board of Zoning Appeals, at their December 3, 2015 meeting, referred the matter to City Council. The matter will be discussed further in Executive Session this evening.

Mr. Koomar stated that when there is a pending issue in front of the Board of Zoning Appeals it would not be the time for Council to take up the matter. It is his recommendation that the process be completed with the Board of Zoning Appeals at this time with Council being open to look at the ordinance after the first of the year.

Nancy Brown, Wolf Road, noted that a business of the type Mr. Bennet is running also involves the approval of the U.S. Department of Agriculture and the Ohio Department of Agriculture.

#### **MISCELLANEOUS**

There being no further discussion, the meeting adjourned at 8:58 p.m.

---

Paul Koomar, President of Council

---

Joan Kemper, Clerk of Council