

Meeting Agenda



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Meeting: Regional Stormwater Planning Project
Elected Leader Study Session

Project No.: 31076

Meeting Date: May 19, 2009

Meeting Time: 4:00 – 7:00 pm

Location: Clarkston School District Administration Building
1294 Chestnut Street

Expected Attendees: Asotin County Commissioners & Staff
Asotin City Council & Staff
Clarkston City Council & Staff
Stormwater Consultant: Otak, Inc.
Stormwater Advisory Group

1. Open Meeting and Introductions (Joel Ristau)

2. Stormwater Regulatory Requirements (Otak – John Knutson)

- NPDES Phase II Permit
- UIC

3. City/County Stormwater Management Programs (Otak – John Knutson)

- Assessment of Current Programs
- Definition and Costs of Enhanced Programs

4. Stormwater Program Funding (Otak – John Knutson)

- Recommended Stormwater Utility & Developer Fees
- Stormwater Fees and Preliminary Estimate of Utility Rates
- Next Steps in Utility Formation Process

5. Discussion, Questions, Answers (Elected Leaders, Staff, Consultant, Advisory Group)

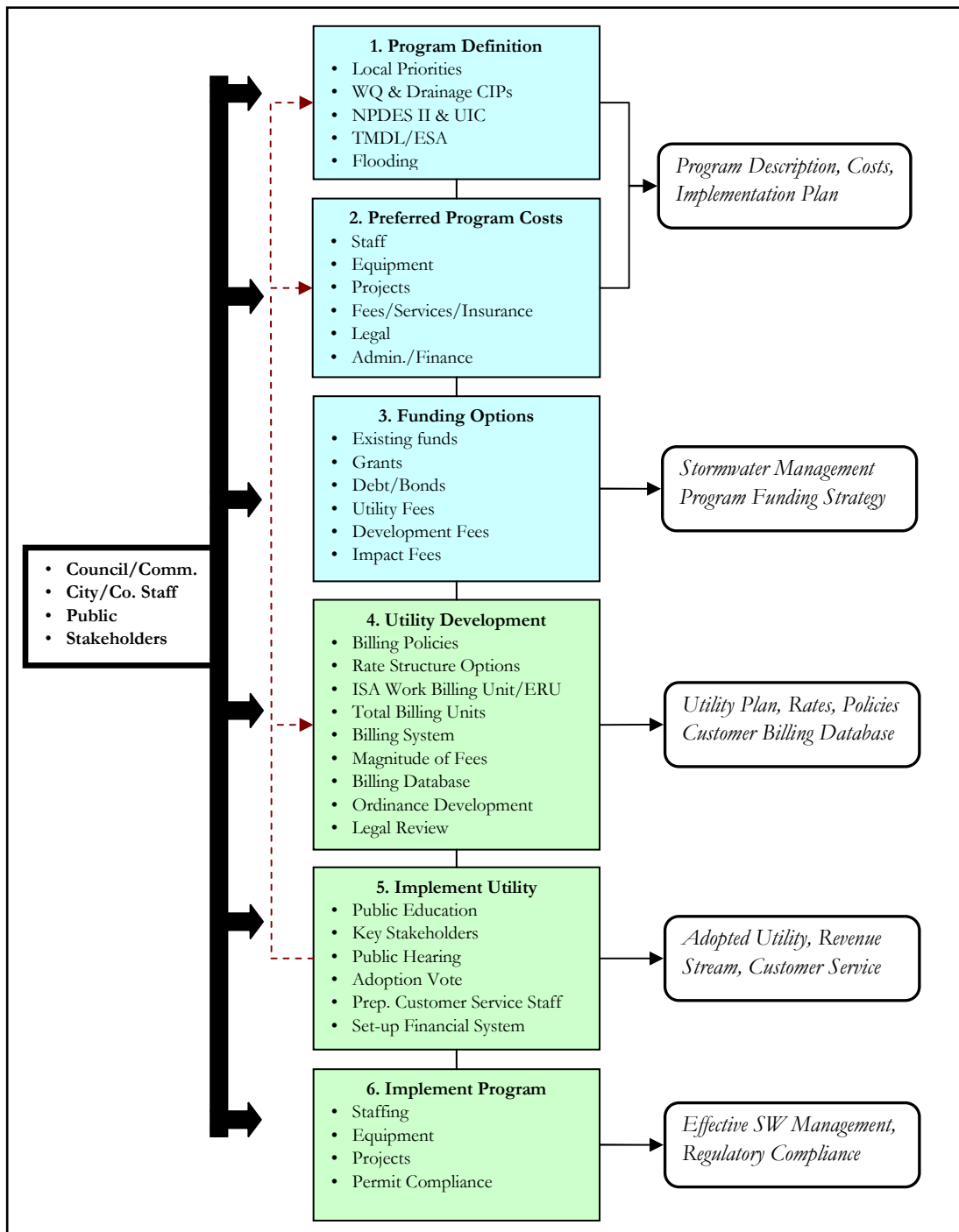
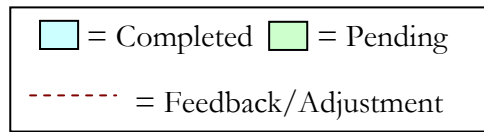
6. Public Comment (General Public)

7. End Meeting

Stormwater Utility Process and Tasks

Typical Stormwater Program Definition and Funding Project Flow Chart

April 2009



Does Not Show All Otak Tasks

Asotin County Regional Stormwater Project Utility Formation Consultant Tasks

Utility Task	Task Activities	Notes/Discussion
1. Elected and Public Information and Involvement	a. Joint Elected Leader Study Session – Background, Need and Utility Formation Process – <i>Early In Process</i> b. Regional Informational Workshop – Background, Need and Utility Formation Process – <i>Early In Process</i> c. Joint Elected Leader Study Session – Background, Need, Rates, Credits, Fees, Timing – <i>Later In Process</i> d. Key Stakeholder Meetings - Background, Need, Rates, Credits, Fees, Timing – <i>Later in Process</i> e. Regional Public Workshop – Background, Need, Rates, Credits, Fees, Timing – <i>Later In Process</i>	This task is intended to prepare the Cities and County to hold official public hearings on proposed stormwater utility ordinances. The hearings require advanced public notice and publication of a summary of the ordinance in a local newspaper. Once public comment is received and considered, the ordinance is adopted by vote (sometimes modified first).
2. Impervious Surface Measurements and Billing Databases	a. Gather Aerial Photos, Address Maps, Parcel Maps, Existing Billing Databases – <i>Early in Process</i> b. Measure ISA on a Random Set of City/County Residential Properties to Define ERU – <i>Early in Process</i> c. Measure ISA on Non-Residential Properties, Link Measurements to Property Owner – <i>Ongoing Process</i> d. Develop Utility Billing Database for Each Jurisdiction: Parcel, ISA, Credit, Owner, Fee – <i>Late in Process</i> e. Develop Technical Memorandum on ERU Definition, ISA Process, Database Upkeep – <i>Late in Process</i>	This task will develop the databases needed to bill stormwater utility customers. It is important to coordinate with the finance staff who will lead the billing and database upkeep effort. It should be expected that finance staff will spend a fair amount of time integrating the database into their system and testing it for flaws.
3. Utility Policies, Rate Structure, Rates	a. Review Available Recent Stormwater Utility Related Case Law and Court Decisions – <i>Early in Process</i> b. Prepare Draft Memorandum Discussing and Recommending Utility Policies – <i>Early in Process</i> c. Support as City/Co. Staff Present Policy Choices to Leaders and Obtain Direction – <i>Middle of Process</i> d. Prepare Final Memo of Utility Policies for Integration into Ordinance and Rate Work – <i>Middle of Process</i>	This task will identify common policy choices that leaders may want to have input on. The memo will discuss defensibility of choices and possible influence on rates. Policies include billing method, credits, low income, seniors, rate structure, enforcement, etc.
4. Stormwater Utility Ordinance Preparation	a. Prepare prelim. draft utility ordinances based on policy choices and recent case law – <i>Middle of Process</i> b. Minor Support During Review of Ordinances by City/County Legal Staff – <i>Later in Process</i> c. Prepare Updated Draft Ordinances to Take into the Public Hearing Process – <i>Later in Process</i>	This task will prepare ordinances based on templates Otak has used in other areas. The final draft ordinances will need to be formatted and numbered to fit the code of each jurisdiction, usually by legal staff.

Study Session Presentation



ASOTIN COUNTY CLARKSTON ASOTIN



REGIONAL STORMWATER PROJECT

JOINT ELECTED LEADER
STORMWATER FUNDING STUDY SESSION



May 19, 2009



Purpose of Meeting

Stormwater Informational Session

Provide City and County Elected Leaders with information regarding the costs of stormwater regulatory requirements and the recommended funding approach.



Meeting Agenda

Items to Cover

1. Stormwater Regulatory Requirements

- *NPDES Phase II Permit*
- *UIC*

2. City/County Stormwater Management Programs

- *Assessment of Current Programs*
- *Definition and Costs of Enhanced Programs*

3. Stormwater Program Funding

- *Recommended Stormwater Utility & Developer Fees*
- *Stormwater Fees and Preliminary Estimate of Utility Rates*
- *Next Steps in Utility Formation Process*

4. Discussion, Questions, Answers

5. Public Comment

NPDES - National Pollutant Discharge Elimination System
UIC - Underground Injection Control Program



Stormwater Regulations



NPDES Phase II & UIC



NPDES Phase II = National Pollutant Discharge Elimination System - *Federal Clean Water Act* – Stormwater pollution controls for creeks, lakes, rivers – **Permit Effective Feb. 16, 2007.**



UIC = Underground Injection Control Program - *Federal Safe Drinking Water Act* – Stormwater pollution controls for groundwater/drywells – **New Rule January 2006, Tech. Guide Dec. 2006.**

- Cities and County Now In Year 3 of the NPDES II 5 Year Permit.
- Permit Requirements are Increasing Greatly.
- Important to Identify and Dedicate Resources to Ensure Compliance.



Why Are Stormwater Regulations Being Increased?

Discharges into storm drains, ditches, and drywells normally flow untreated into local waterways or seep into shallow groundwater.



Nationwide pollution problems have resulted in new federal regulations requiring:

- *local stormwater management programs*
- *stormwater pollution controls*
- *elimination of non-stormwater discharges*



City & County Stormwater Management Programs



Assessment of Current Stormwater Programs

Determine Stormwater Program
Requirements

Analyze Existing City & County
Stormwater Programs

Identify Gap Between
Existing & Required
Programs

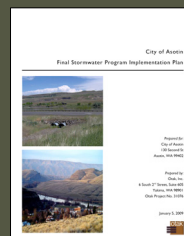
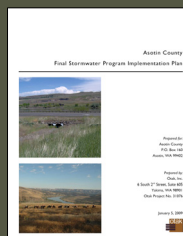
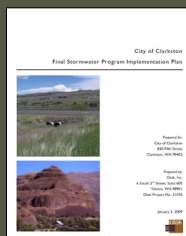
•Program Definition
•Implementation Plan
•Cost Estimates



Assessment Results Partially In Compliance

Enhancements Needed:

- Public Education & Involvement Programs
- Stormwater Standards & Ordinances
- Stormwater Site Plan Review & Construction Inspection
- Good Housekeeping Equipment, Plans, & Staff Training
- Illicit Discharge Detection/Elimination Ordinance & Program
- Drywell Mapping, Registration, Assessments
- Record Keeping & Reporting to Ecology



Assessment Results

Complying – Will require a larger stormwater management program than current efforts.

Funding – While these are Federal requirements, no ongoing Federal or State \$ is provided to help comply.

Received \$577,500 in State Grants to Initiate Stormwater Programs

- Regional Stormwater Program Coordinator
- Public Education and Involvement Activities, Website
- Storm System Mapping
- Develop Stormwater Plans, Annual Reports
- Develop Draft Stormwater Ordinances
- Develop Financial Plans
- Stormwater Pollution Prevention Plans for Road Maintenance Shops
- Implement Stormwater Utilities, Impervious Surface Measurements



Recommended Stormwater Programs

Overall Recommendations

- Comply With the Minimum NPDES II and UIC Requirements
- Implement Cooperative Regional Program to Reduce Costs
- Meet Permit Required Timelines to Minimize Liability
- Implement Dedicated Funding to Support Compliance
- Foster Public Support & Provide Clear Public Benefits
- Prepare for Intensive/Extensive Stormwater Work

Stormwater Programs, Schedules, Costs – Detailed in City/County Stormwater Program Implementation Plans and Financial Plans.



Estimating Stormwater Costs

Cost Estimates Must Be:

- Transparent
- Defensible
- Minimum to Successfully Comply

A. Program Activities

- Model Municipal Stormwater Program for Eastern Washington
- Experience of Jurisdictions with Established Programs
- Local Staff Feedback and Revisions
- Consultant Experience with Similar Programs

B. Major Equipment

- Estimated Equipment Purchase and Replacement Costs

C. Stormwater Capital Projects

- Planning Level Engineering and Construction Cost Estimates

Cost Related Assumptions - Documented in Implementation Plans



Summary of Program Costs And Recommended Revenue Sources

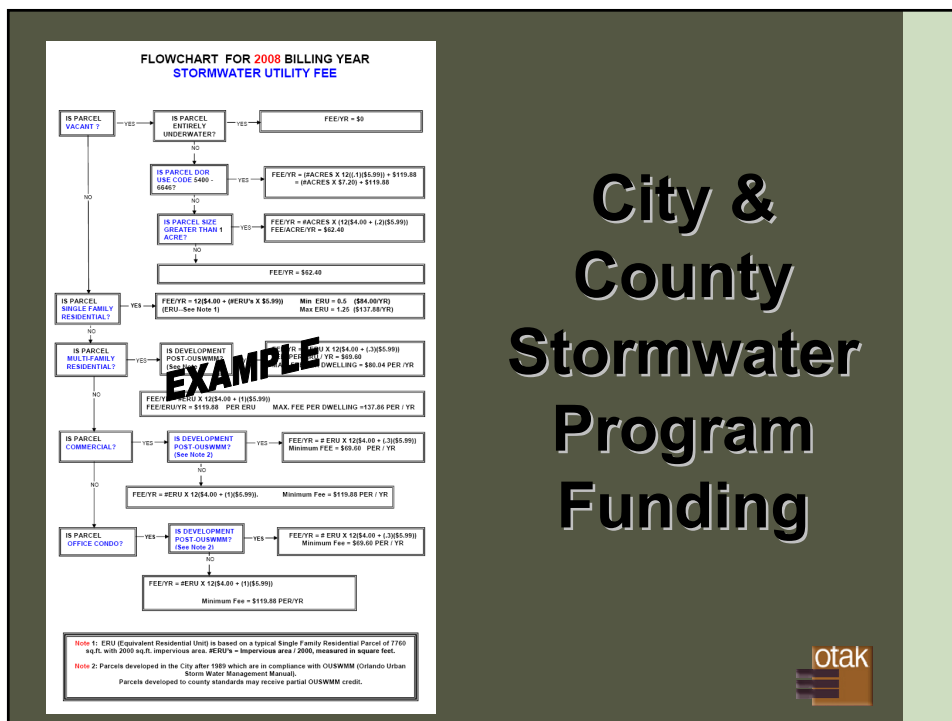
Asotin County			
Summary of Estimated Annual Program Revenue Needs and Sources			
Breakdown of Revenue Needs and Sources	2009 Permit Yr 3 Cost	2010 Permit Yr 4 Cost	2011 Permit Yr 5 Cost
Estimated Revenue Needs			
Equipment	\$105,000	\$105,000	\$105,000
Capital	\$72,500	\$72,500	\$72,500
Staff, Fees, Overhead, Services	\$363,000	\$410,300	\$465,280
Build Reserve Fund	\$80,000	\$80,000	\$80,000
Total Revenue Needs	\$620,500	\$667,800	\$722,780
Recommended Revenue Sources			
Funding from Development Fees	\$48,000	\$50,400	\$52,800
Funding from Utility/Other Source	\$572,500	\$617,400	\$669,980
Total Revenue Sources	\$620,500	\$667,800	\$722,780

Summary of Program Costs And Recommended Revenue Sources

City of Clarkston			
Summary of Estimated Annual Program Revenue Needs and Sources			
Breakdown of Revenue Uses and Sources	2009 Permit Yr 3 Cost	2010 Permit Yr 4 Cost	2011 Permit Yr 5 Cost
Estimated Revenue Needs			
Equipment	\$105,000	\$105,000	\$105,000
Capital	\$72,500	\$72,500	\$72,500
Staff, Fees, Overhead, Services	\$231,000	\$260,925	\$295,650
Build Reserve Fund	\$70,000	\$70,000	\$70,000
Total Revenue Needs	\$478,500	\$504,425	\$543,150
Recommended Revenue Sources			
Funding from Development Fees	\$31,000	\$32,550	\$34,100
Funding from Utility/Other Source	\$447,500	\$475,875	\$509,050
Total Revenue Sources	\$478,500	\$504,425	\$543,150

Summary of Program Costs And Recommended Revenue Sources

City of Asotin Summary of Estimated Annual Program Revenue Needs and Sources			
Breakdown of Revenue Uses and Sources	2009 Permit Yr 3 Cost	2010 Permit Yr 4 Cost	2011 Permit Yr 5 Cost
Estimated Revenue Needs			
Equipment	\$20,000	\$20,000	\$20,000
Capital	\$5,000	\$5,000	\$5,000
Staff, Fees, Overhead, Services	\$81,050	\$86,215	\$91,668
Build Reserve Fund	\$10,500	\$11,025	\$11,550
Total Revenue Needs	\$116,550	\$122,240	\$128,218
Recommended Revenue Sources			
Funding from Development Fees	\$21,000	\$22,050	\$23,100
Funding from Utility/Other Source	\$95,550	\$100,190	\$105,118
Total Revenue Sources	\$116,550	\$122,240	\$128,218



How Should the Stormwater Programs Be Funded?

Funding Recommendations

1. **Development Permit Fees** - *Cost Recovery for Stormwater Development Review Activities*
2. **Stormwater Utility Fees** – *Funding for Non-Development Stormwater Activities, O&M, Equipment, and Projects*



What is a Stormwater Utility?

A Stormwater Utility

- ✓ Common approach in other cities and counties
- ✓ Fee for service approach like water/sewer
- ✓ Fair cost distribution based on impervious surface
- ✓ Implemented by publicly reviewed ordinance
- ✓ Revenue used solely for stormwater management



Other Funding Options Considered

Options Considered & Not Feasible

- Use of General Funds
- Combine with existing utilities or funds
- State or federal grants
- New taxing district



Determining Stormwater Fees

Normally Fees Are Based on Impervious Surface and Land Use

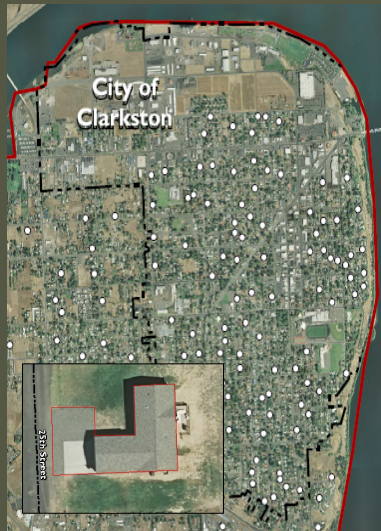
Affects amount and quality of runoff

Customer Groups	Residential
	Non-Residential
	Undeveloped
	Exempt

Non-Residential Includes Land Uses Such as: Multi-Family, Commercial, Industrial, Institutional, Governmental



Determining Stormwater Fees



Residential Properties
Sampled in Clarkston

**Stormwater Utility Billing Unit =
Equivalent Residential Unit (ERU)**

ERU = Typical Impervious Surface
Area (ISA) of Local Residential
Properties (ft²)

*Measure ISA on Sample of
Residential Properties Using Aerial
Photos.*

**Single Family Residential
Property = Fee for 1 ERU**



Determining Stormwater Fees



Example Non-Residential
ISA Measurement

Non-Residential Property = Fee for
Multiple ERUs Based on Measured
ISA on the Property

Example: Assume 1 ERU = 3000 ft²
Measured Non-Res. ISA = 30,000 ft²
ERU = (30,000/3000) = 10 ERU

Charge for 10 ERU
(or 10 times that of a single family
residential fee)



Determining Stormwater Rates

Stormwater Rate = Charge per ERU Per Year

Stormwater Rate

$(\text{Annual Utility Budget}) / (\text{Total \# ERUs}) = \$/\text{ERU per year}$

$\text{Total ERUs} = \text{Total Residential ERUs} + \text{Total Non-Residential ERUs}$

$\text{Monthly Rate} = (\text{Annual Rate} / 12) = \$/\text{ERU Per Month}$



Preliminary Estimate of Rates & Fees

Estimated Stormwater Utility Revenue Needs*			
Year	2009	2010	2011
Asotin County	\$572,500	\$617,400	\$669,980
Clarkston	\$447,500	\$475,875	\$509,050
Asotin	\$95,550	\$100,190	\$105,118

Preliminary Estimate of Stormwater Utility Billing Units**	
Asotin County	7,030 ERU
Clarkston	4,438 ERU
Asotin	740 ERU

* From City/County Stormwater Financial Plans

** Scaled from Other E. WA Jurisdictions Based on Population



Preliminary Rates & Fees

Preliminary Stormwater Utility Rates (\$/ERU per Month)			
Year	2009	2010	2011
Asotin County	\$6.79	\$7.32	\$7.94
Clarkston	\$8.40	\$8.94	\$9.56
Asotin	\$10.76	\$11.28	\$11.29
Example Monthly Fees			
Single Family Home – Asotin Co.	\$6.79	\$7.32	\$7.94
Single Family Home – Clarkston	\$8.40	\$8.94	\$9.56
Single Family Home – Asotin	\$10.76	\$28	\$11.29
Municipal Property 10 ERU – Asotin Co.	\$67.90	\$73.20	\$79.40
Municipal Property 10 ERU – Clarkston	\$84.00	\$89.40	\$95.60
Municipal Property 10 ERU – Asotin	107.60	\$112.80	\$112.90
Commercial Property 75 ERU – Asotin Co.	\$509.00	\$548.90	\$595.60
Municipal Property 75 ERU – Clarkston	\$630.20	\$670.20	\$716.90
Municipal Property 75 ERU – Asotin	\$807.00	\$846.20	\$887.80

**Rates and Fees are Very Preliminary at this Time
and are for Illustration Only**



Next Steps in Utility Formation Process

1. Continue Impervious Surface Measurements
2. Public Education/Outreach
3. Council/Commissioner Direction on Utility Policies
4. Prepare Stormwater Utility Ordinances
5. Hearings to Formally Gather Public Input
6. Revise Utility Ordinances as Directed
7. Adopt Ordinances
8. Establish Billing Systems
9. Continue Implementing Required Programs



Utility Formation Schedule

We Are Here



	Task Description	Month											
		Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec	Jan	Feb
1	Elected and Public Info./Involve.												
2	Impervious Surf. Measurements												
3	Policies, Rate Structure, Rates												
4	Utility Ordinance Preparation												

- Elected Leader Study Session
- ◆ Public Information Workshop
- Key Stakeholder Meetings
- Public Hearing & Adoption Vote

Target For First Billing



Note That:

Stormwater Committee Meets Monthly
Stormwater Advisory Group Meets Monthly
Regional Coordinator Conducts Add'l Public Education Activities



Questions and Discussion

