



City of Longview

1525 Broadway
Longview, WA 98632
www.ci.longview.wa.us

City Council

*Mayor MaryAlice Wallis
Mayor Pro Tem Michael Wallin
Council Member Ruth Kendall
Council Member Chet Makinster
Council Member Steve Moon
Council Member Christine Schott
Council Member Hillary Strobel*

Thursday, January 23, 2020

6:00 PM

2nd Floor, City Hall

The City Hall is accessible for persons with disabilities. Special equipment to assist the hearing impaired is also available. Please contact the City Executive Offices at 360.442.5004 48 hours in advance if you require special accommodations to attend the meeting.

1. **CALL TO ORDER**

2. **WORKSHOP**

20-00056 INDIAN CREEK DRAINAGE ANALYSIS

RECOMMENDED ACTION:

DIRECTION TO STAFF REGARDING INDIAN CREEK DRAINAGE ISSUES

20-00057 STORMWATER UTILITY EVALUATION STUDY

RECOMMENDED ACTION:

DIRECTION TO STAFF REGARDING EVALUATION OF THE STORMWATER UTILITY

3. **ADJOURNMENT**

**NEXT REGULAR COUNCIL MEETINGS:
THURSDAY, FEBRUARY 13, 2020- 7:00 P.M.
THURSDAY, FEBRUARY 27, 2020- 7:00 P.M.**

**NEXT SPECIAL COUNCIL MEETINGS:
THURSDAY, FEBRUARY 20, 2020 CITIZENS SUMMIT**



City of Longview

Agenda Summary

INDIAN CREEK DRAINAGE ANALYSIS

RECOMMENDED ACTION:

DIRECTION TO STAFF REGARDING INDIAN CREEK DRAINAGE ISSUES

COUNCIL STRATEGIC INITIATIVE ADDRESSED:

Provide sustainable water quality & environmental infrastructure

CITY ATTORNEY REVIEW: N/A

SUMMARY STATEMENT:

Indian Creek is a perennial stream located within the city limits. The watershed for Indian Creek includes undeveloped land, residential neighborhoods, and a portion of the Longview Country Club.

An existing unpaved access road on private property crosses the creek north of Indian Creek Drive with a 24-inch culvert allowing for the passage of creek flows. During larger storm events, the culvert restricts flow and the road crossing serves as a de facto dam with water backing up in the valley uphill of the roadway.

In 2016, the Washington State Department of Natural Resources (DNR) issued a Forest Practices permit for logging the private lands that drain to and include the aforementioned road and culvert. As a condition of the permit, the property owner was allowed to install a relief culvert required by the City to address potential hydrologic changes and increased runoff due to logging activities. However, the permit also required the landowner to remove both the existing 24-inch culvert and relief culvert before the expiration of the permit in 2019 to allow for fish passage and unrestricted 100-year storm runoff. Staff expressed concerns to the DNR that removal of the culvert and/or upgrading the road crossing to meet fish passage requirements will eliminate the de facto detention of upstream flows and subject the downstream properties to potential flooding.

In order to evaluate the potential impacts of culvert removal, staff recommends a hydraulic analysis of Indian Creek above and below the 24-inch culvert. A full evaluation of the Indian Creek drainage would include three segments: Indian Creek downstream of the culvert to Sunset Way; Sunset Way to Pacific Way; and Pacific Way to Ditch 6 West.

Staff recommends that Gibbs & Olson be retained to undertake an analysis for the first segment of Indian Creek - from the existing 24-inch culvert to Sunset Way. This study would include a drainage basin analysis both with the existing 24-inch culvert in place, and under free-flowing conditions with the culvert removed or upgraded.

FINANCIAL SUMMARY:

Gibbs & Olson has provided a cost of \$53,000 to perform this analysis.

STAFF CONTACT:

Steve Haubner, Stormwater Utility Manager

Attachments:

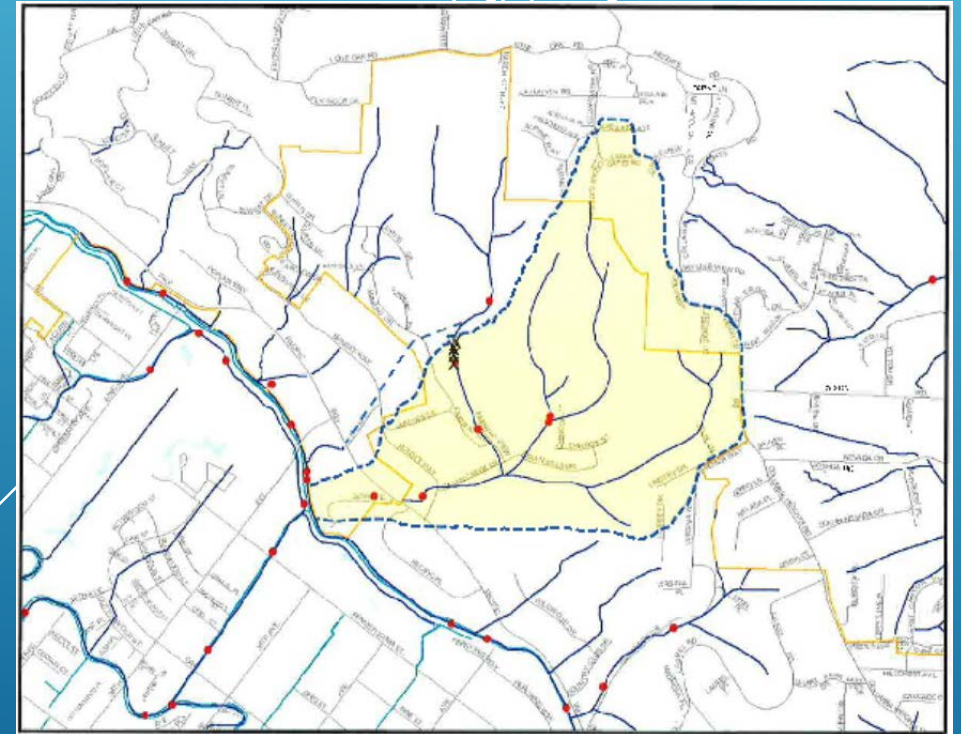
1. Indian Creek Drainage

INDIAN CREEK DRAINAGE STUDY

City Council Workshop
January 23, 2020

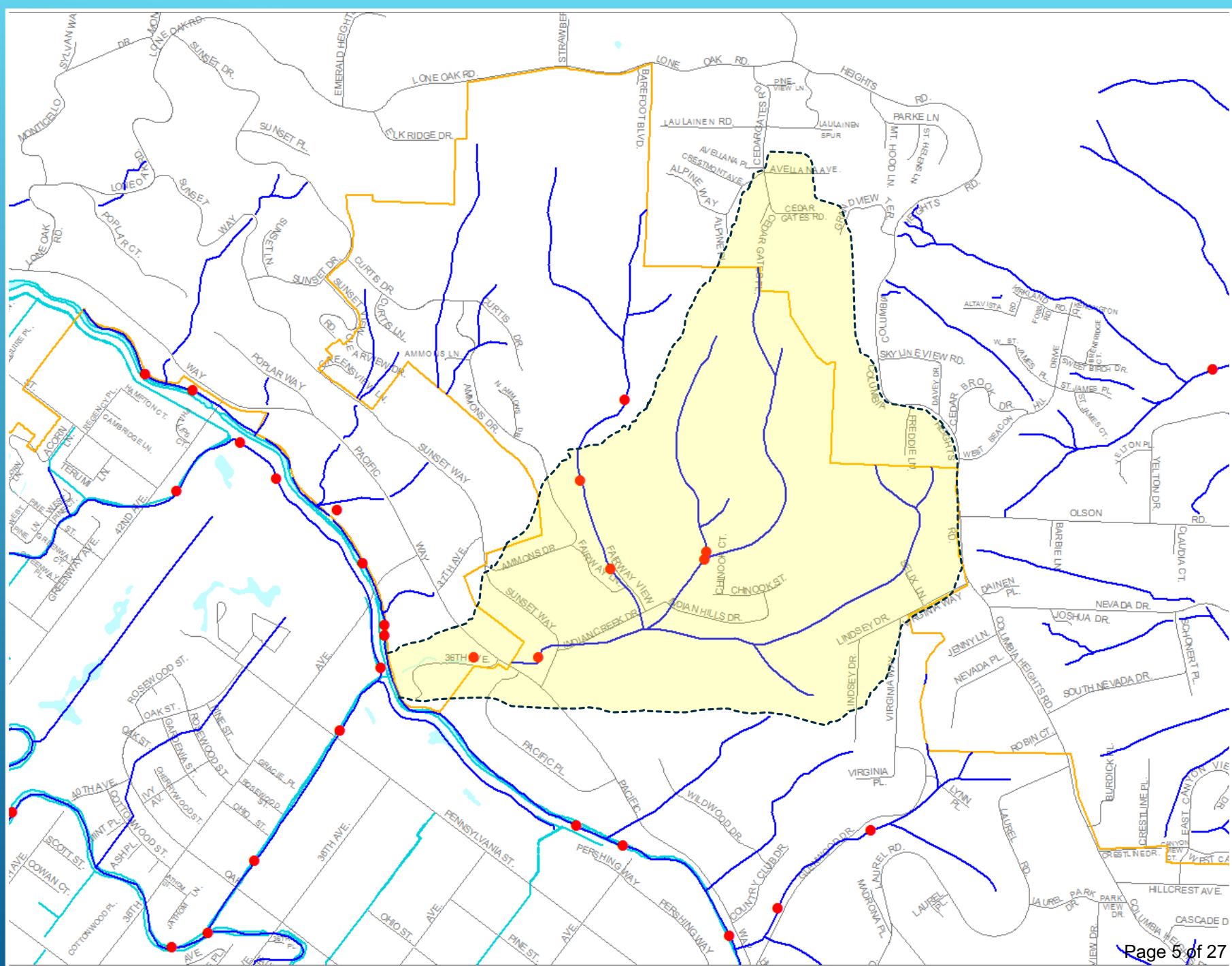
Ken Hash, City Engineer

Steve Haubner, Stormwater Manager



INDIAN CREEK DRAINAGE

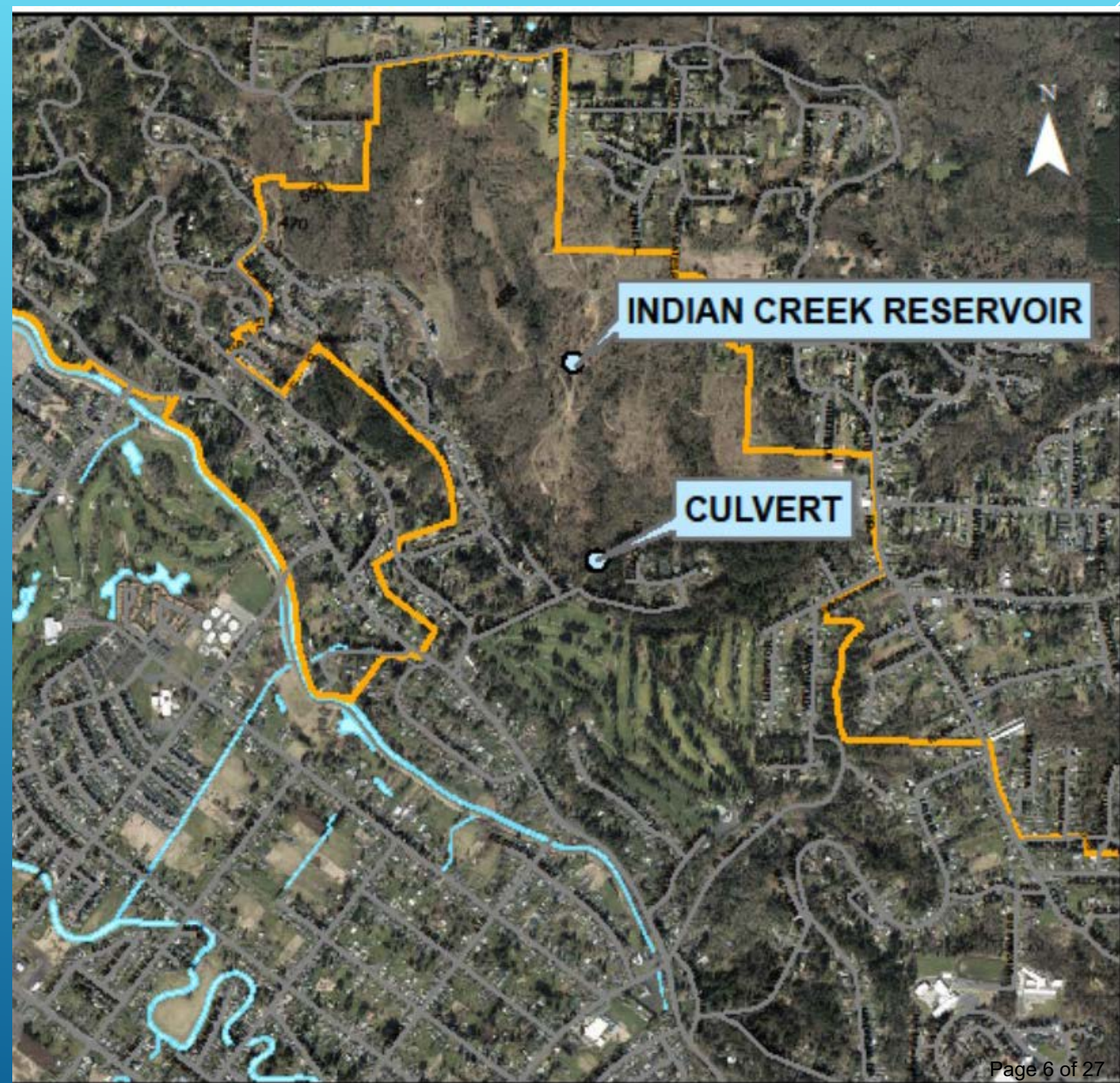
- Approx. 450 acres
- North of Longview Country Club
- Drains through channels and pipes to CDID Ditch 6



INDIAN CREEK DRAINAGE

History: 1960 -1970

- Indian Creek reservoir constructed by developer
- Access road to reservoir is a logging road
- Waterline in access road constructed by developer and City
- Access road and waterline in easement granted by developer



INDIAN CREEK DRAINAGE

Downstream
path from
access road
culvert to
CDID Ditch
#6.



INDIAN CREEK DRAINAGE

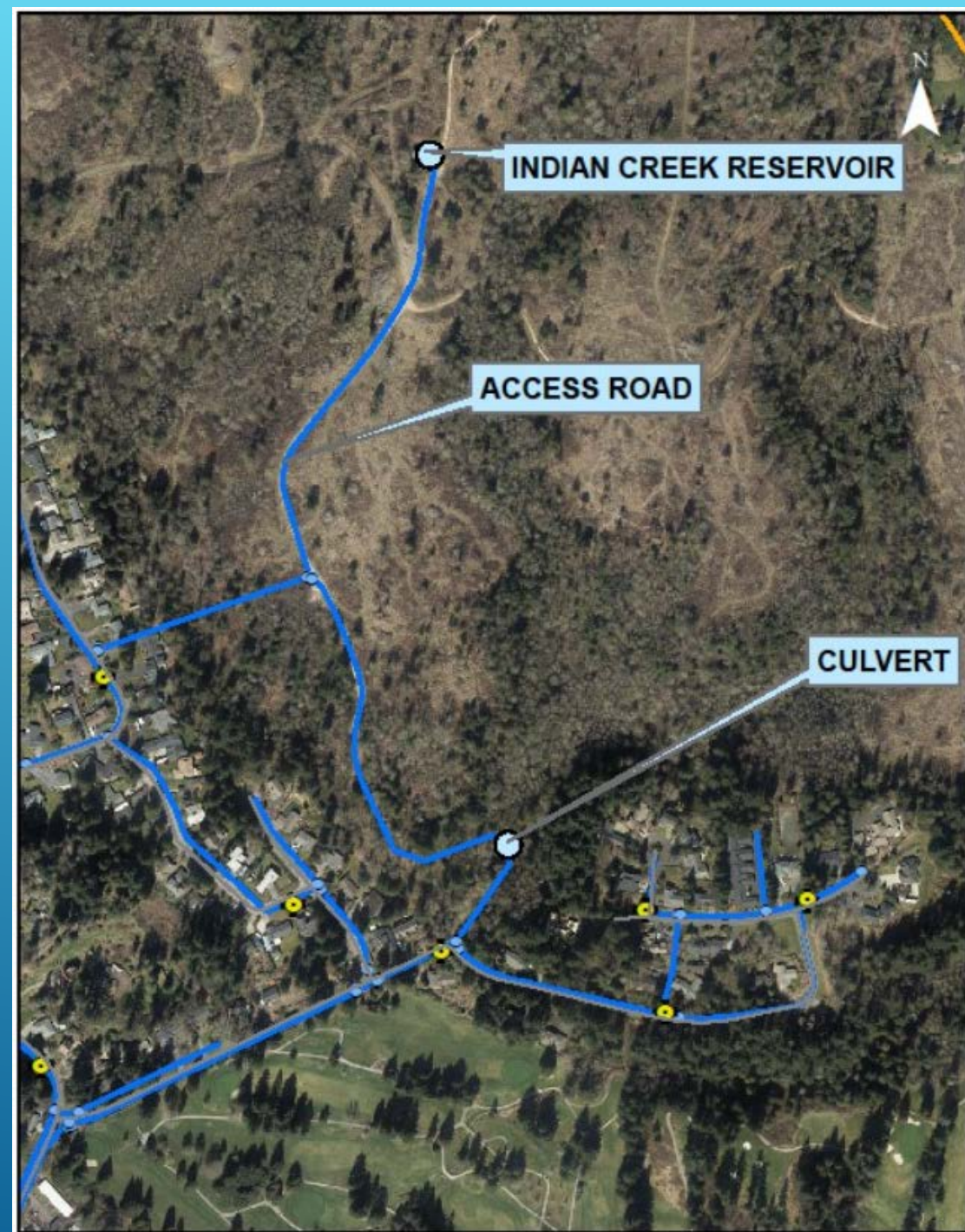
Drainage
topography



INDIAN CREEK DRAINAGE

History: 2010 - 2019

- Land sold
- New owner logged
- Forest practices permit
- Drainage analysis
- Drainage mitigation by owner required
- Second land sale
- Meeting with DNR and former land owner
- DNR requires culvert removal

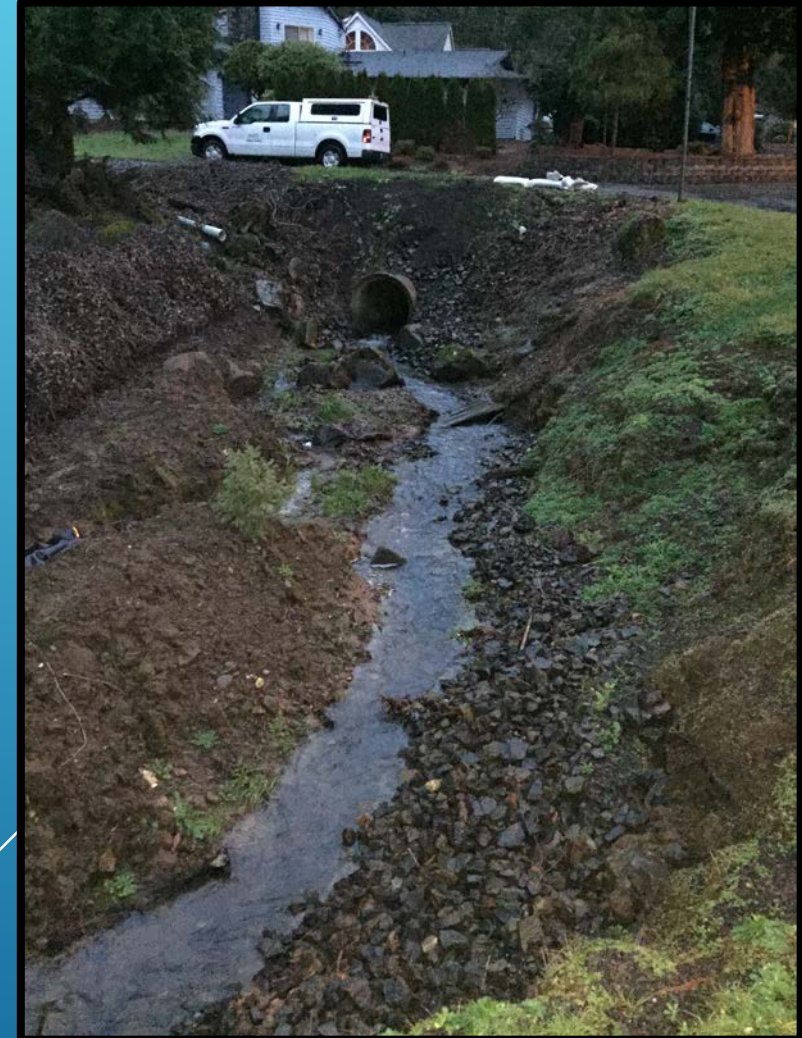


INDIAN CREEK DRAINAGE

Issue: Risk of downstream
flooding after culvert removal



Impounded water at access road culvert



Indian Creek at Fairway View

INDIAN CREEK DRAINAGE

Issue: Risk of downstream flooding after culvert removal

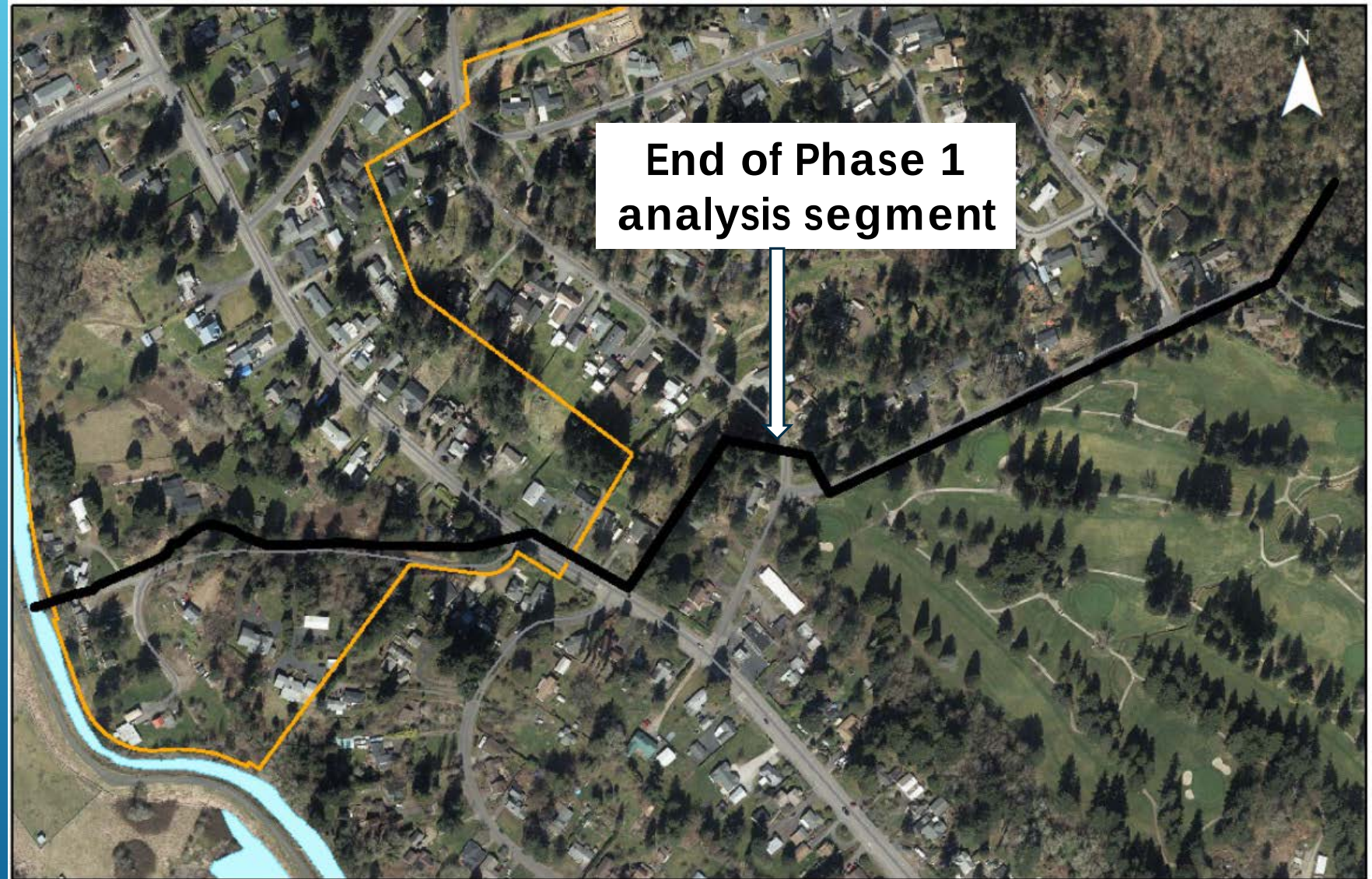


Indian Creek downstream of Fairway View

INDIAN CREEK DRAINAGE

Next Steps

- Drainage study
- Consultant agreement with Gibbs and Olson - \$53,000
- DNR meeting





City of Longview

Agenda Summary

STORMWATER UTILITY EVALUATION STUDY

RECOMMENDED ACTION:

DIRECTION TO STAFF REGARDING EVALUATION OF THE STORMWATER UTILITY

COUNCIL STRATEGIC INITIATIVE ADDRESSED:

Continue effective financial management

CITY ATTORNEY REVIEW: N/A

SUMMARY STATEMENT:

The stormwater utility was established in 1999 to fund stormwater operations and capital projects as well as comply with the pending NPDES municipal stormwater permit program for small cities. The base stormwater fee is one Equivalent Residential Dwelling Unit (ERDU), which equals 2,500 square feet. The stormwater utility rate per ERDU is established by city council resolution.

All single family residential properties are charged 1 ERDU, with multifamily residential charged 1 ERDU per residential unit. Non-residential properties are charged ERDUs based on actual impervious cover divided by 2,500 square feet.

A number of inaccuracies with the impervious assessments have been uncovered that are due to a number of reasons, including errors with the original evaluation in 1999, administrative errors, boundary line adjustments, and the lack of a water or sewer service account for the property. The implications of these inaccuracies may be an underassessment of stormwater utility revenue, the potential for customer challenges, and a deviation from the premise of an equitable fee for service.

To address these issues, staff recommends a professional services contract to evaluate the City's stormwater utility. The study would look at the following areas:

- Evaluate rate structure options (equivalent residential dwelling unit or alternative)
- Evaluate options for multi-family charges, including a fee based on impervious area
- Undertake impervious cover reassessment of non-residential properties
- Evaluate establishing non-residential fees based on impervious area, water quality impact, and/or programmatic costs
- Develop an internal workflow process to ensure stormwater assessments are current and accurate
- Develop recommendations for stormwater-only utility accounts
- Move towards applicant-funded development review & inspection programs (stormwater permit fees)
- Develop a rate model consistent with the City's water and sewer rate models

FINANCIAL SUMMARY:

Staff estimates the stormwater utility evaluation study will cost approximately \$100,000.

STAFF CONTACT:

Steve Haubner, Stormwater Utility Manager

Attachments:

1. Stormwater Utility Evaluation Study - Council Workshop 1-23-20

Stormwater Utility Evaluation Study

City Council Workshop
January 23, 2020

City of Longview

Stormwater Utility Background

- Stormwater Utility (LMC 15.80) created by Ordinance No. 2757 in 1999
- Utility has authority and responsibility for all City stormwater conveyances, facilities, and programs
- All real property in the City shall be charged a stormwater utility fee, with the exception of undeveloped parcels
- Stormwater fee included with water, sanitary sewer, and garbage bill
- Stormwater fee billed to owner for any improved parcel that does not receive water or sanitary sewer services

Stormwater Utility Rate Structure

- Stormwater utility rates established by resolution
- Basis of stormwater fee is the Equivalent Residential Dwelling Unit (ERDU)
 - ERDU represents the average impervious cover on a single-family residential parcel
 - In 1999, one ERDU determined to be approximately 2,500 square feet of impervious cover
- The base rate of 1 ERDU is applied to all single-family residential properties regardless of parcel size or actual impervious cover

Stormwater Utility Rate Structure (cont.)

- Multi-family rates are the base rate times the number of dwelling units (ex. duplex = 2 ERDU)
- Non-residential properties are charged based on actual impervious cover
 - Stormwater fee is the total impervious cover divided by 2,500 sq ft multiplied by the base rate

Non-Residential (Commercial/ Industrial/Institutional) Rate Assessments

- Impervious cover evaluated using aerial imagery, GIS data and field evaluations
- Most of the non-residential impervious cover assessments were completed when utility was created 20 years ago
- Stormwater charge updated when new development, expansion, or redevelopment occurs on a property

Stormwater Utility Issues

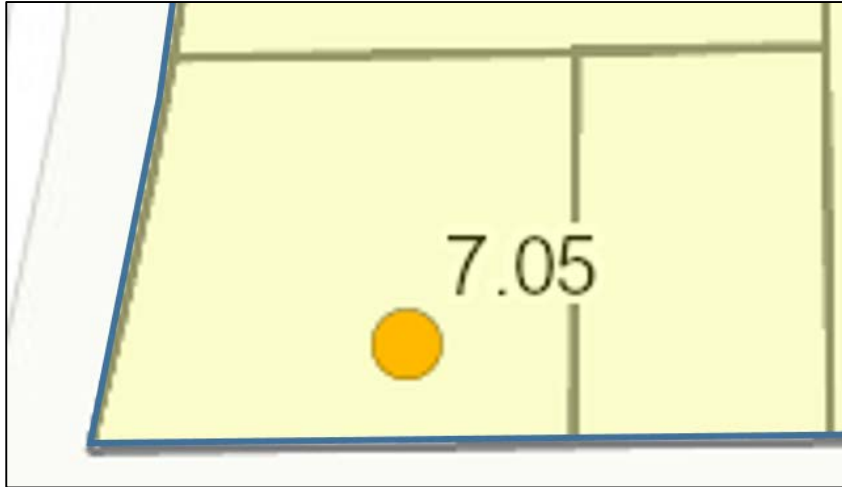
- Inaccuracies with non-residential assessments
- Residential equity
- Internal processes

Inaccuracies in Impervious Assessments

Potential errors due to:

- Original assessment errors
- Charge not initiated after new development
- No impervious reassessment after expansion or redevelopment
- Adjoining parcels included or not included in assessment as appropriate
- Boundary line adjustments change impervious cover per parcel
- No utility account for billing stormwater only fee

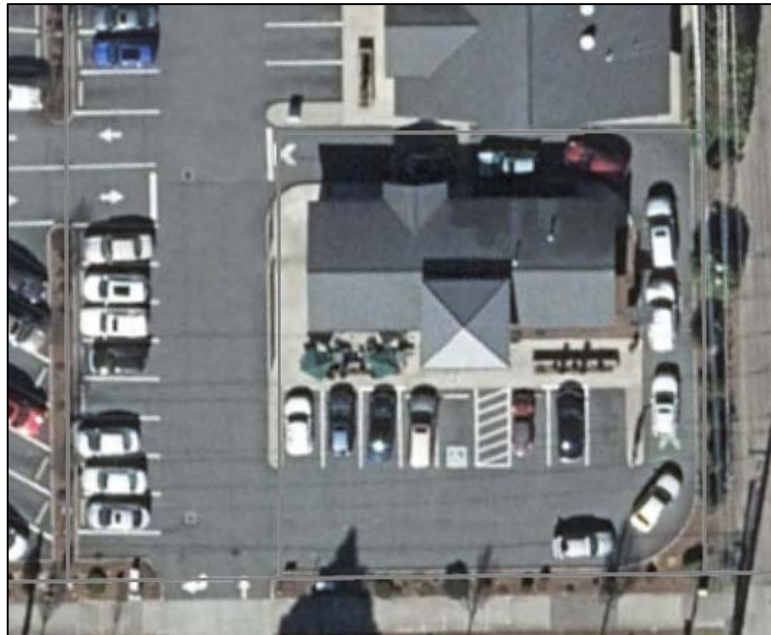
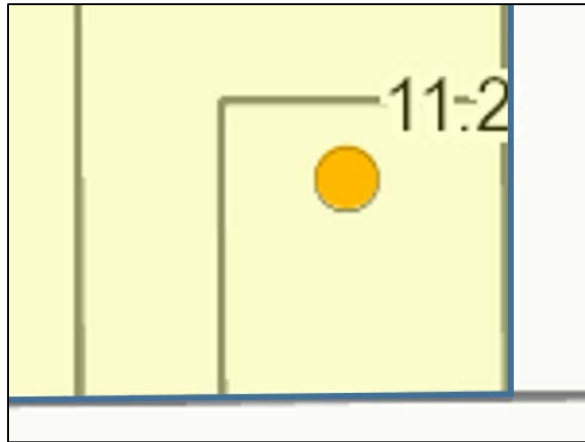
Inaccuracy Example



- Current Impervious Assessment = 7.05 ERDU
- Adjacent parcel not included
- Actual Assessment should be 10 ERDU



Inaccuracy Example



- **Current Impervious Assessment = 11.2 ERDU**
- **Adjacent parcel included erroneously**
- **Actual Assessment should be 4 ERDU**

Implications of Inaccuracy

- Potential underassessment of stormwater utility revenue
- Potential for citizen challenge
- Deviation from equitable fee for service

Residential Fee Concerns

- Small residential lots charged same as large lots that have more impervious cover
- Multi-family residential developments look more like commercial property
 - Per unit rates become less equitable with increasing heights and density

Internal Process Deficiencies

- No defined/established workflow between CED, Public Works (Stormwater) and Finance for fee calculation
- As-built final plans difficult to obtain from developer – design plans used for fee calculation
- Limited tools for bill collection on delinquent stormwater-only accounts

RECOMMENDATION: CONSULTANT EVALUATION STUDY OF STORMWATER UTILITY

- Evaluate rate structure options (equivalent residential dwelling unit or alternative methods)
- Undertake impervious cover reassessment of non-residential properties
- Consider different methodologies for residential assessments
 - Tiered single family rates
 - Multi-family charged based on impervious area

RECOMMENDATION (cont.): CONSULTANT EVALUATION STUDY OF STORMWATER UTILITY

- Evaluate possible non-residential fees based on impervious area, water quality impact, and/or programmatic costs
- Develop internal workflow process to ensure stormwater assessments are accurate and current
- Recommendations for stormwater-only utility accounts
- Move toward applicant-funded development review & inspection program (stormwater permit fees)
- Develop rate model consistent with City water and sewer models