

Council Study Session

March 1, 2021

Agenda Item	Stormwater and Drainage Master Plan Update	
From	Scott Fleury PE	Public Works Director
Contact	scott.fleury@ashland.or.us	541-552-2412
Item Type	Requested by Council <input type="checkbox"/> Update <input type="checkbox"/> Request for Direction <input type="checkbox"/> Presentation <input checked="" type="checkbox"/>	

SUMMARY

Before the Council is a presentation on the final draft of the Stormwater and Drainage Master Plan (SW&D MP) recommended for adoption. The SW&D MP provides a useful planning tool associated with the City's storm water and drainage system. The plan evaluates the existing system, the City's overall stormwater program, provides a hydrologic evaluation of portions of the system, develops recommend Capital Improvements to eliminate modeled and known deficiencies, and develops a financial plan with associated rate structure including updates to the Systems Development Charges (SDCs). The plan is primarily focused on 2021-2029 timeframe but also looks out through 2039.

POLICIES, PLANS & GOALS SUPPORTED

City Council Goals:

Essential Services

- Stormwater

Value Services

- Emergency Preparedness
- Address Climate Change

CEAP Goals:

Address Climate Change by helping to reduce Ashland's greenhouse gas emissions and to prepare the city's communities, systems and resources to be more resilient to climate change impacts.

Department Goals:

- Maintain existing infrastructure to meet regulatory requirements and minimize life-cycle costs
- Deliver timely life cycle capital improvement projects
- Maintain and improve infrastructure that enhances the economic vitality of the community
- Evaluate all city infrastructure regarding planning management and financial resources

BACKGROUND AND ADDITIONAL INFORMATION

The City of Ashland has a long background with respect to storm water and drainage planning along with participation in regional partnerships for storm water and water quality improvements within the Rogue Basin. The City participates as a member of the Storm Water Advisory Team (SWAT) that has helped developed design standards and best management practices for storm drain treatment and conveyance systems used regionally.

In 2000, in anticipation of impending incorporation into the National Pollutant Discharge Elimination System (NPDES) program, the City developed a Stormwater and Drainage Master Plan (SW&D MP)

as a first step towards meeting NPDES requirements. MS4* NPDES permits are issued on a five-year cyclical basis by the Department of Environmental Quality (DEQ). The first permit issued to the City occurred in 2004. The permit authorizes regulated small municipal separate storm sewer systems to discharge stormwater to surface waters of the state, in accordance with the requirements, limitations and conditions.

The MS4 permit requires the City to have a stormwater management program that regulates water quality, effluent limitations, and conditions. ***The City is required to; maintain legal authority, provide stormwater management documents, conduct education and outreach activities to the specified target audience, have an illicit discharge detection and elimination (IDDE) program, monitor construction site runoff, and practice pollution prevention and good housekeeping in all city operations.*** The City is required to monitor and report on all permit requirements of the stormwater system yearly.

****MS4:** *A municipal separate storm sewer system, commonly called an MS4, is a conveyance or system of conveyances, such as roads with drainage systems, municipal streets, catch basins, curbs, gutters, constructed channels or storm drains, owned or operated by a governmental entity that discharges to waters of the state.*

Along with the MS4 permit the City also has a Total Maximum Daily Load (TMDL) plan with DEQ. The TMDL or clean water plan is a science-based approach to cleaning up polluted waters to meet the requirements of the Federal Clean Water Act. In Ashland, Bear Creek has a TMDL plan for 3 pollutants: bacteria, sedimentation, and temperature. Bear Creek is the main receiving water body of the state for storm water which validates the importance to follow all water quality standards within the City's storm water program. Water quality samples are collected from local streams (monthly) and storm drains (three times a year; dry weather, first flush, and wet weather) at more than 35 locations from Ashland through Central Point, making the Bear Creek TMDL plan a regional effort with multiple agencies involved in meeting TMDL requirements.

In 2017, Kennedy Jenks was selected as the consulting firm to produce an updated Stormwater and Drainage Master Plan. The primary goals of the SW&D MP were to validate the City's existing drainage systems conditions previously assessed in the 2000 SW&D MP and recommend an updated 20-year Capital Improvement Plan (CIP) that incorporates new projects to target deficient problem areas for improvements; meet anticipated future buildout needs; meet current local, state; and federal regulatory requirements.

Future development and redevelopment in the City continue to place pressure on existing conveyance routes and infrastructure, which requires a holistic review of both the physical and policy changes needed for stormwater management. This 2020 SW&D MP was a focused effort to meet both short- and long-term City stormwater management needs understanding the regulatory requirements associated with a new MS4 permit issued by DEQ in 2019.

The City of Ashland *Stormwater and Drainage Master Plan* (SW&D MP) update identifies existing drainage problems in the City of Ashland and proposes a prioritized list of improvement projects to address them. It recommends future actions by the City and private developers to enhance the City's creek corridors, improve water quality, and handle future storm drain capacity problems. This plan update also provides a financial plan for the fund including rate analysis and Systems Development Charges methodology updates. The SDCs will be formally reviewed by the SDC Committee as required by Ashland Municipal Code with a final recommendation to be brought before Council at a future date.

The main components of the Stormwater and Drainage Master Plan update include:

- Executive Summary
- Introduction

- Study Area and Existing Drainage System Description
- Drainage System Evaluation
- Evaluation of Improvement Projects
- Evaluation of Stormwater Program
- Capital Improvement Plan
- Funding Alternatives
- References

In 2019, the City was issued an updated MS4 permit which shifts the requirements from voluntary to mandatory. As part of the mandatory shift DEQ has requested that permit holders develop updates to their stormwater management operations and maintenance program for the areas of focus. The program defines actions that will need to be taken by the City to ensure compliance with the MS4 requirements. Actions include, but are not limited to, system inspections, dry weather screenings, basin cleaning, yearly training, ditch maintenance, inspection of treatment facilities (public and private) and annual reporting.

Staff is currently developing the program document draft for submittal to DEQ by April 30, 2021. DEQ will comment on the draft and the final version is due to be in place and operational by February 28, 2022. In addition, the permit requires an update to Ashland Municipal Code 4.27 “Storm Drainage Utility”. Draft code language is due to DEQ by June 30, 2021 with the final code to be in place by February 28, 2022. City staff have draft code language changes as recommended by DEQ and are currently working to develop the formal draft update as required.

Staff has also posted the Storm Water and Drainage Master Plan online at ashland.or.us/engage to request general feedback on the plan and associated MS4 Permit. This comment period opened on Wednesday, February 17 and will close on Friday, March 19. Any comments will be collected and provided to Council as part of the formal master plan adoption process.

FISCAL IMPACTS

The Stormwater and Drainage Master Plan Update contract awarded to Kennedy Jenks was \$227,146 in November 2017. To date the City has spent a total \$227,142 on the project.

The SW&D MP includes a financial evaluation of projected operating and debt expenditures along with a recommended increase to the SDC fee for the planning period. The SDC fee methodology and increase will be vetted separately by the SDC Committee and consultant firm currently under contract reviewing both water and storm drain SDCs.

The capital project list and associated rate increase tables are shown below. As recommended in the financial plan capital projects are to be funded by both cash and debt funding and the rate increases are recommended to cover operational costs, but also the cover the cash and debt service requirements as needed for the program.

Summary of Projected Capital Projects:

Project	Estimated Cost	Priority
CIP #1: Gresham Street at Beach Avenue	\$391,000	High
CIP #2: Dewey Street at East Main Street	\$247,000	High
CIP #3: Siskiyou Boulevard and University Way	\$129,000	High
CIP #4: Morton Street from Pennsylvania Street to Iowa Street	\$434,000	High
CIP #5: Liberty Street from Ashland Street to Iowa Street	\$848,000	Medium
CIP #6: Holly Street and Harrison Street	\$787,000	Medium
CIP #7: East Main Street at Emerick Street	\$235,000	High
CIP #8: North Mountain Avenue	\$188,000	Medium
CIP #9: 3rd Street at B Street	\$718,000	Medium
CIP #10: Manzanita Street at Almond Street	\$552,000	Medium
CIP #11: Highway 66 at Oak Knoll Drive	\$232,000	Medium
CIP #12: Dewey Street at East Main Street	\$70,000	Medium
CIP #13: Van Ness Avenue at Water Street	\$594,000	Medium
CIP #14: West Nevada Street east of Alameda Drive	\$702,000	Medium
CIP #15: Cemetery Creek Basin Stormwater Quality Improvement	\$7,500	High

Summary of Projected Stormwater Rates:

Across-the-Board Rate Schedule	Existing 2020	ATB 2021	ATB 2022	ATB 2023	ATB 2024	ATB 2025	ATB 2026	ATB 2027	ATB 2028	ATB 2029
Annual System-Wide Rate Increase		0.00%	9.00%	9.00%	7.00%	6.00%	6.00%	6.00%	5.00%	4.00%
Monthly Storm Drainage Fee										
Single Family (per residence)	\$4.99	\$4.99	\$5.44	\$5.93	\$6.34	\$6.72	\$7.13	\$7.56	\$7.93	\$8.25
Condominium 1-9 Units (per unit)	2.14	2.14	2.33	2.54	2.72	2.88	3.06	3.24	3.40	3.54
Multi-Family 1-9 Units (per unit)	2.14	2.14	2.33	2.54	2.72	2.88	3.06	3.24	3.40	3.54
Mobile Home and Trailer 1-9 Units (per unit)	2.14	2.14	2.33	2.54	2.72	2.88	3.06	3.24	3.40	3.54
Other (per 1,000 sq. ft. of impervious surface area)	1.66	1.66	1.81	1.97	2.11	2.24	2.37	2.51	2.64	2.74
Minimum Charge										
Residential Accounts	\$4.99	\$4.99	\$5.44	\$5.93	\$6.34	\$6.72	\$7.13	\$7.56	\$7.93	\$8.25
Commercial Accounts	4.99	4.99	5.44	5.93	6.34	6.72	7.13	7.56	7.93	8.25

DISCUSSION QUESTIONS

Does the City Council have any general questions regarding the content within the Stormwater and Drainage Master Plan update?

SUGGESTED NEXT STEPS

Staff expects to bring forth the final document to a Council Business meeting and request the City Council accept the master plan update as the current stormwater and drainage system planning document to be used with respect to future project planning and budgeting.

REFERENCES & ATTACHMENTS

- [Stormwater and Drainage Master Plan Update](#)
- [City of Ashland MS4 Phase II General Permit](#)