

**JOINT MEETING
SULTAN CITY COUNCIL AND PLANNING BOARD
AGENDA ITEM COVER SHEET**

ITEM NO: D-4

DATE: April 15, 2008

SUBJECT: Policy Direction to staff on alternatives to amend sections of the 2004 Comprehensive Plan, December 2005 Water System Plan and May 2006 General Sewer Plan.

CONTACT PERSON: Deborah Knight, City Administrator *D. Knight*

ISSUE:

The issue before the City Council and the Planning Board is a discussion of preferred policy alternatives for water, sewer and stormwater facilities to address the issues identified by the Central Puget Sound Growth Management Hearings Board in Fallgatter V, Fallgatter VIII and Fallgatter IX.

This is a specific review of the water, sewer and stormwater facilities policy direction given to staff at the April 1, 2008 joint meeting.

2004 Comprehensive Plan Update

On September 6, 2008 the Central Puget Sound Growth Management Hearings Board issued its final decision and order in Fallgatter IX on the Capital Facilities Plan. In regards to sewer, the Board found:

- The Capital Facilities Plan does not demonstrate adequate sewer facilities will be available within the planning period to serve the unsewered population.
- The Capital Facilities Plan fails to provide an adequate needs assessment (i.e. current needs, future needs, and expected levels of service) for water, sewer and stormwater facilities.
- The Capital Facilities Plan does not incorporate local adopted levels of service.
- Identified funding is lacking to serve the adopted level of service. The City cannot rely on future development to provide for major infrastructure such as sewer.

Decisions on policy questions may result in amendments the 2004 Comprehensive Plan (Plan), December 2005 Water System Plan, May 2006 General Sewer Plan and implementing development regulations consistent with the Growth Management Act .

Following the joint meeting on April 15, Staff will take the information and draft language that matches the context of the roads, parks and police discussions in Technical Memo #2. The completed draft will have internal review and then go to the Planning Board and Council for a final approval.

STAFF RECOMMENDATION:

Direct staff on policy preferences so that these preferences, along with the other alternatives considered, can be presented to the public at the April 22, 2008 Open House.

SUMMARY:

The following summarize the policy direction from Council and staff recommended policy alternatives. Staff are seeking direction from the City Council and Planning Board.

Water

1. Water service provided within the Urban Growth Area (UGA), plus the current water residents already connected that are outside the UGA.
2. Management of private wells inside the city once water service is available to the resident, but not to force connection or decertification.
3. Fire flow standard set at minimum requirement of 1,000GPM for residential and 1,500 GPM for non-residential properties.
4. Water supply from Everett as supplemental to Lake 16.
5. No decision made on street layout to locate water mains for CIP as they are still working on the streets. Was a request made to provide a color photograph view possibly overlaid with an aerial view of streets.

Sewer

1. To require connection to sewer when new lines are laid and related financing when lines are extended.

2. Do not require connection on existing lines unless septic tanks fail or the property is redeveloped.
3. Gravity pipe design capacity accepted as presented by Mr. Wilson.
4. Alternative sewer collections systems were allowed, but do not prefer grinder pumps. Although the board wants to keep in mind cost benefit.
5. The board agreed with his recommendation to sewer capacity requiring a 10 year storm event criteria.
6. Street layout to locate sewer pipes for CIP pending as they are still working on the Arterial Street System.

Stormwater:

1. Conveyance System

	Closed Pipes & Ditches	Culverts
New Storm Facilities	25-yr Storm, Peak Flowrate	25-yr Storm, Peak Flowrate
Existing Storm Facilities	10-yr Storm, Peak Flowrate	10-yr Storm, Peak Flowrate
Minimum Pipe Size for Maintenance	12" diameter (publicly owned)	12" diameter (publicly owned)

2. Fix existing problems with specific funding set aside from stormwater utility
3. Design standards "Stormwater Management Manual for Western Washington", 2005
 - Stormwater Quality
 - Detention / Infiltration
 - Erosion Control
 - Low Impact Development

4. Integrate with Sultan Stormwater Goals, as defined in the 2004 Comprehensive Plan
 - Create an effective stormwater management plan that will control runoff quality, volumes, and directions.
 - Collection: utilize natural drainage corridors and open channel wherever practical...maintain the channels in a "natural state to blend with the natural surroundings...."
 - Retention: Require land developments to hold or retain storm runoff.
 - Runoff Quality: Monitor and establish performance standards governing the use of fertilizers, chemicals, loss of soil, erosion during construction, and wastes.
 - Costs: Equitably distribute costs to the private properties that contribute runoff.

5. Eliminate "monitoring" from City Goals

NEXT STEPS:

This is a specific review of preferred policy alternatives for water, sewer and stormwater facilities.

Decisions on policy questions may result in amendments the 2004 Comprehensive Plan (Plan), December 2005 Water System Plan, May 2006 General Sewer Plan and implementing development regulations consistent with the Growth Management Act

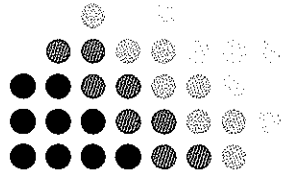
Once the joint meetings are held on April 1 and April 15, Staff will take the information and draft language that matches the context of the roads, parks and police discussions in Technical Memo #2. The completed draft will have internal review and then go to the Planning Board and Council for a final approval in May.

RECOMMENDATION:

Direct staff on policy preferences so that these preferences, along with the other alternatives considered, can be presented to the public at the April 22, 2008 Open House.

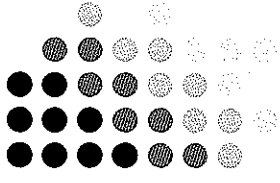
ATTACHMENTS

- A – Guidance Decisions Water and Sewer Planning
- B - Unconnected Sewer Service Issue - Policy Discussion
- C – Recommended Level of Service for Surface Water



Guidance Decisions – Water Planning

1. Water service provided outside City and UGA –
Only for existing customers
2. Management of private wells inside City once water service is available –
Manage private wells inside the city once water service is available to the resident, but not to force connection or decertification.
3. Fire flow standard –
Use 1,500 GPM for non-residential uses
4. Water supply from Everett is supplement to Lake 16 –
Yes
5. Street layout (TIP) for 2014 and 2025 to locate water mains for CIP – *still to come*




Guidance Decisions –Sewer Planning

1. Connection of structures with on-site septic systems adjacent to sewer -
Do not require connection for septic tanks near existing lines, unless the tanks fail or the property is redeveloped.
2. Connection of property with on-site septic systems requiring sewer extensions -
Require connection and related financing when new lines are extended past existing septic tanks.
3. Gravity pipe design capacity
Pipe flows full
4. Alternative sewer collection systems allowed
Local gravity sewer to local pump station/no grinders
5. Capacity required for storm events –
10-year
6. Street layout (TIP) for 2014 and 2025 to locate sewer pipes for CIP
– *still to come*


Unconnected Sewer Service Issue

City of Sultan Washington
April 15, 2008
Dugan Planning Services

 1


Basic Issue

- What should the City's policy be regarding whether parcels with septic tanks should be required to be connected to the City sewer system--
 - if there is currently sewer service nearby?
 - If the City extends sewers past the property?

 2

Why Does It Matter?

- The GMA decisions require that all of City's capital projects be designed, located and sized to accommodate all dwelling units in the city.
- Parcels with existing septic tanks could generate revenue to finance the facilities that need to be built to serve them.
- Increasing total revenue to operate the same amount of capital plant reduces the amount each customer must pay to operate the system (more people share the total costs).

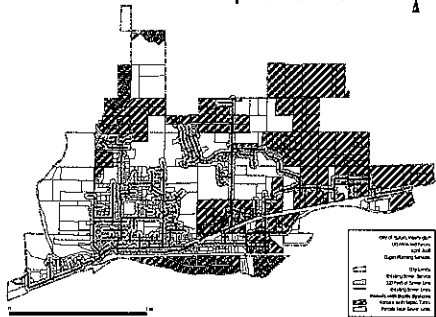
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Scope of Issue Rough Estimates

- 409 Connections in two Categories
 - Set A: Dwelling units on septic tanks with no sewer line nearby.
 - Approximate Number of Units: 337
 - Large parcels north of tracks: 207
 - Small developed parcels south of tracks: 130
 - Set B: Dwelling units on septic tanks with nearby existing sewer lines.
 - Approximate Number of Units: 72



Location Of Septic Tanks



Financial Implications

- At current rates 409 Connections would generate as much as \$268,000 annually
 - Set A: Would generate \$221,000
 - \$136,000 North of Tracks
 - Set B: Would Generate \$47,000
 - Total potential revenues would increase current revenue by 27%.
 - 14% on Larger Lots North of Tracks. (e.g. not including the Skyway and Dyer area).



How Revenue for Sewer Capital Might be Generated

- Rates
 - Base Rate—Usually used to finance revenue bonds (Sultan currently uses this method with 80% going to debt service and 40% to operations).
 - Surcharge for Capital—Some cities specifically designate a part of the month rates for capital to specifically identify capital costs in rates.
 - Standby Charge—A special rate that imposes a charge on parcels near a sewer line but with a functioning septic tank.
- Connection Charge—A charge to connect to the system
 - Sultan's General Facility Charge (currently \$11,282)
 - Like an Impact Fee but other legal basis.
- Assessments
 - A charge against the benefit (increase in value) that service provides to a property.
 - Usually used to finance a new line to provide new connections (often in the form of a Utility Local Improvement District (ULID) to extend lines).
 - Can be used (through an area wide ULID) to finance treatment plants.



General Alternatives

- Require connections whenever there is a line within X (typically 120) feet.
- Require a standby charge.
- Require participation in financing of any new line but not connection, such as:
 - Pay any assessments.
 - Pay any surcharge but not monthly base service charge.



Current Policy

- Current SMC Ordinances are unclear:
 - 13.04.160 No existing cesspool or septic tank which is located on property adjacent to or which could be served by an existing sewer line shall be repaired or replaced and if such cesspool or septic tank ceases to function it shall be the duty of the owner of such property to connect the premises thereon located to the city sewer system and remove the cesspool or septic tank therefrom... (Ord. 225 § 9, 1957)
 - 13.08.020 All plumbing fixtures installed for use in any building or elsewhere shall be connected with the city sewer system if within 120 feet thereof; otherwise to a sanitary cesspool or private sewer. (Ord. 136 § 2, 1927)
- Since these ordinances can be interpreted different ways, City practice appears to have been not to require connections.



**General Policy
Recommendation**



- Require connection and related financing when new lines are extended past existing septic tanks.
 - Most of the probable parcels affected by this policy are large lots that would be substantially benefited from extension and should participate in the costs.
- Do not require connection for septic tanks near existing lines, unless the tanks fail or the property is redeveloped.



City of Sultan 2004 Comprehensive Plan Update




Recommended Level of Service
For Surface Water Management

City Council/Planning Board
April 15, 2008



Criteria (Level of Service) Surface Water Management

- Choose A Conveyance Capacity Standard
- Create A Plan to Fix the Existing Problems (e.g. flooding, severe erosion, poor stormwater quality)
- Forecast Future Needs
- Design Standards
- Update Goals

Criteria (Level of Service) Surface Water Conveyance - Examples

	Convey Flow within Pipes or Ditches	Overflow Provisions
King County (Woodinville, Snoqualmie)	25-yr Storm (New) 10-yr Storm (Existing)	100-yr Storm with no damage to property
City of Monroe & Snohomish County	100-yr Storm	---
City of Everett	25-yr Storm	---
Wash. Dept. of Transportation	25-yr Storm (pipes) 10-yr Storm (ditches)	---

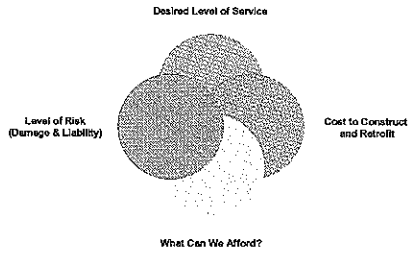
**Criteria (Level of Service)
Recommended for Conveyance**



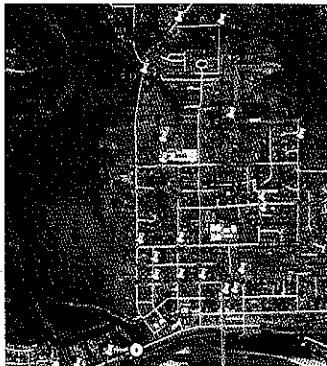
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**Criteria (Level of Service)
Surface Water Conveyance:
→ Find the Balance**



Fix Existing Problems - Mapping



Criteria (Level of Service)
Integrate with Sultan Stormwater Goals, as defined in the 2004 Comprehensive Plan



Create an effective stormwater management plan that will control runoff quality, volumes, and directions.

- Collection: utilize natural drainage corridors and open channel wherever practical...maintain the channels in a "natural state to blend with the natural surroundings...."
- Retention: Require land developments to hold or retain storm runoff.
- Runoff Quality: Monitor and establish performance standards governing the use of fertilizers, chemicals, loss of soil, erosion during construction, and wastes.
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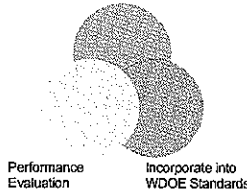


Runoff Water Quality Recommendations



- Continue to Use WDOE "Stormwater Manual for Western Washington"
 - This Specifies Detailed Design Standards
 - Uses Presumptive Approach
- Retrofit "Old Areas" Under Re-Development Process

State-Wide Testing of Several Types Of Stormwater Facilities



Surface Water (Level of Service) Recommendations Summary



- Conveyance Design Storm Event: 10 yr (Existing) / 25 yr (New)
- Fix Drainage Problems over Multiple Years
 - Creates A Candidate CIP List
- Design Standards: WDOE 2005 Manual
- Provide Water Quality Treatment for "older parts of city" as retrofit projects arise
- Eliminate "monitoring" from City Goals



